THE FUTURE OF SCHOOL BREAKFAST

An analysis of evidence-based practices to improve school breakfast participation in Washington State

A statewide report by:

Washington Appleseed

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Washington Appleseed

About Washington Appleseed:

Washington Appleseed works to address social and economic problems in our state by developing new public policy initiatives, challenging unjust laws, and helping people better understand and fully exercise their rights. We believe that by engaging both volunteer lawyers and community partners in these efforts, we better identify systemic problems, outline potential solutions and achieve effective and lasting social change. Learn more at **www.waappleseed.org**.

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KEY TERMS

Key terms are identified in italics the first time they are used in this report. These terms are defined for the purpose of this report and are meant as a guide to provide context for the reader. Please note that these definitions may differ from those included in Washington State laws, regulations, and/or policies.

BASIC FOOD: in Washington State, the Supplemental Nutrition Assistance Program (SNAP) program is called Basic Food.

BREAKFAST AFTER THE BELL: any school breakfast program that provides students an opportunity to eat breakfast after the start of the instructional day.

BREAKFAST IN THE CLASSROOM: a breakfast service model that includes students eating in their classrooms at the beginning of the instructional day. Breakfast in the Classroom is considered the most effective Breakfast After the Bell service model for increasing participation in school breakfast.

COMMUNITY ELIGIBILITY: a new federal funding opportunity that helps remove financial and administrative barriers in providing meals at no cost to all students.

DIRECT CERTIFICATION: student qualification for free meal eligibility without the completion of an application, usually through a data match with state agencies. Students living in households having met qualifications for Basic Food, TANF, and FDPIR are directly certified in Washington State, as are children in foster care. Migrant youth and homeless/runaway youth can also be directly certified through identification at the school building or district level.

EDUCATIONAL OPPORTUNITY GAP: closely related to achievement gap and learning gap, the term opportunity gap refers to the ways in which race, ethnicity, socioeconomic status, English proficiency, community wealth, familial situations, or other factors contribute to or perpetuate lower educational aspirations, achievement, and attainment for certain groups of students.

EXCLUSIONARY DISCIPLINE: any disciplinary action that removes a student from the school setting and bars a student's return for a set period of time. Common examples are suspension or expulsion.

FOOD DISTRIBUTION PROGRAM ON INDIAN RESERVATIONS (FDPIR): a program administered at the USDA that provides a monthly package of food to qualifying households to help them maintain a nutritionally balanced diet. Participants may select from over 70 products.

FOOD INSECURITY: a technical term measured annually by the USDA, food insecurity describes the disturbance of normal eating habits through a reduction in the quality or quantity of food consumed, or in the frequency with which meals are eaten due to a lack of financial resources for the household.

FOOD SECURITY: a technical term measured annually by the USDA, food secure households display no indicators of food access problems or limitations.

FREE ELIGIBLE: students living in households with gross incomes at or below 130% of the poverty line are qualified to receive free meals through the National School Lunch and School Breakfast Programs. The USDA uses annually-adjusted Income Eligibility Guidelines to set thresholds for student qualification in these programs.

GRAB AND GO BREAKFAST: a method for serving breakfast that allows students to retrieve breakfast from kiosks or carts, or fast service cafeteria lines, and then go to a designated location, such as their classroom, to eat.

HIGH-NEED SCHOOLS: a school that has an enrollment of 70% or more students eligible for free and reduced-price meals.

IDENTIFIED STUDENTS: all students who are certified for free school meals without the need for an application. Students who are homeless, migrant or participating in Head Start are identified at the school building and district level and certified to receive free school meals without an application to do so. The phrase "Identified Students" typically refers to both students identified at the building or district level and children in households participating in Basic Food, TANF, FDPIR, or foster care who are directly certified for free school meals through state data matches.

LUNCH EQUIVALENT: to simplify accounting for revenues and expenses of individual school meals, OSPI uses a conversion formula to determine the value of breakfasts, snacks, and a la carte items. The result of this conversion is a lunch equivalent, sometimes also referred to as an equivalent lunch. Breakfasts are converted to equivalent lunches by dividing the number of breakfasts served by 1.50. Snacks are converted to equivalent lunches by diving the total number of snacks by three.

NATIONAL SCHOOL BREAKFAST PARTICIPATION GOALS: the Food Research and Action Center established hunger prevention goals of reaching 70 free and reduced-price students with school breakfast for every 100 who eat school lunch. This standard has been adopted by anti-hunger advocates across the country and is a standardized way to measure progress in school breakfast programs.

NATIONAL SCHOOL LUNCH PROGRAM: a federal program administered nationally by the USDA and locally by OSPI. Schools participating in the National School Lunch Program provide lunches to students that meet specified nutritional standards. The program provides per-meal cash reimbursements to public, non-profit private schools and residential childcare institutions that provide free and reduced-price lunches to eligible children.

NUTRITION DIRECTOR(S): individuals at a school or school district level that administer child nutrition programs like the National School Lunch and School Breakfast Programs.

OFFICE OF SUPERINTENDENT OF PUBLIC INSTRUCTION (OSPI): OSPI is Washington's state education agency. The Child Nutrition division administers the National School Lunch and School Breakfast Program at the state level and supports local school districts and nutrition directors in providing healthy, nutritious meals for students.

PARTICIPATION RATE: the number or percentage of daily usage of school meals within a given student group like free, reduced-price or paid.

REDUCED-PRICE ELIGIBLE: students living in households with incomes between 130% and 185% of the poverty line are qualified to receive reduced-price meals through the National School Lunch and School Breakfast Programs. The USDA uses annually-adjusted Income Eligibility Guidelines to set thresholds for student qualification.

SCHOOL BREAKFAST PROGRAM: a federal program administered nationally by the USDA and locally by OSPI. Schools participating in the School Breakfast Program provide meals to students that meet specified nutritional standards. The program provides per-meal cash reimbursements to public, non-profit private schools and residential childcare institutions that provide free and reduced-price breakfasts to eligible children.

SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM (SNAP): formerly called Food Stamps, SNAP is a federal program that provides financial assistance to qualifying individuals and families to supplement their nutrition budgets. In Washington State, the SNAP program is called Basic Food.

TARGET POPULATION: the number of free and reduced-price eligible students participating in school lunch. Strong hunger prevention strategies recommended reaching 70% of the target population with school breakfast.

TEMPORARY ASSISTANCE FOR NEEDY FAMILIES (TANF): a federal program administered by USDA that provides cash assistance to eligible families with dependent children. Enrollment in TANF automatically flags students as free meal eligible.

UNIVERSAL BREAKFAST/UNIVERSAL FREE BREAKFAST: any breakfast program that provides breakfast to all students at a school or district at no cost to students. These programs are sometimes also called universal no-cost breakfast.

UNITED STATES DEPARTMENT OF AGRICULTURE (USDA): the USDA administers the National School Lunch and School Breakfast Programs, setting reimbursement levels, nutritional requirements for meals, and the programs and policies that help deliver them.

WOMEN INFANTS AND CHILDREN (WIC): a federal program that provides supplemental foods, health care referrals, and nutrition education for low-income pregnant, breastfeeding, and non-breastfeeding postpartum women, and to infants and children up to age five who are found to be at nutritional risk.

School breakfast is a key tool in combatting childhood hunger in WA

39th IN THE NATION

Washington is lagging behind most states in reaching free and reduced-price eligible students with breakfast.

ONLY 43.9% OF ELIGIBLE STUDENTS EAT SCHOOL BREAKFAST

1 in 4 AT RISK OF HUNGER

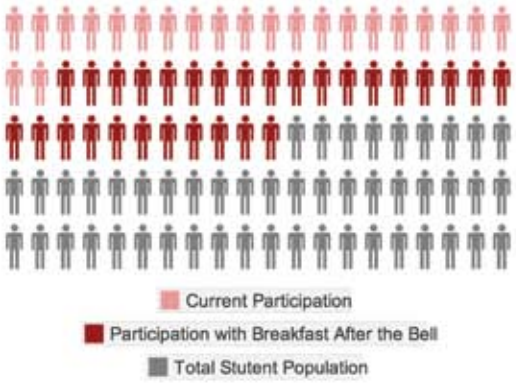
Childhood poverty is at an all time high in Washington State.

BREAKFAST AFTER THE BELL

INNOVATIVE STRATEGIES CAN TRANSFORM BREAKFAST PARTICIPATION

Only 10.5% of schools and 10% of school districts meet national breakfast participation targets

BREAKFAST AFTER THE BELL CAN INCREASE PARTICIPATION BY MORE THAN 20%

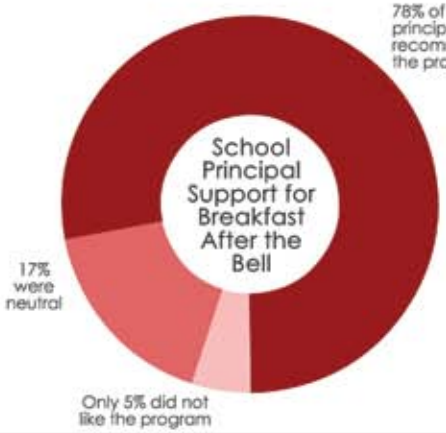


Breakfast After the Bell in high-need schools would reach 25,000 more students with breakfast each day

INCREASING PARTICIPATION IN BREAKFAST PROGRAMS CAN HAVE POSITIVE IMPACTS FOR WASHINGTON STUDENTS & WASHINGTON'S ECONOMY

Washington schools meeting national breakfast participation goals had an average of 3.75% more students meeting reading standards than schools with low participation.

Free and reduced-price eligible students in Washington missed 40% fewer school days in schools meeting national breakfast participation goals than in schools with low participation.



Breakfast After the Bell can help generate over $9.6 million in new federal revenue to Washington school districts. Community Eligibility can help earn more than $16.2 million.

Breakfast After the Bell will generate $4.81 million to support nutrition services jobs in low-income communities across the state and $4.7 million in new food purchasing power for WA schools.

EXECUTIVE SUMMARY

Every day, thousands of Washington children start the school day hungry. There are many reasons they are hungry—some may have dashed out the door before parents could get breakfast on the table; others may not be able to get to school early enough to participate in a school breakfast program; some may not have enough food at home but do not qualify for meal assistance at school; and some may have chosen to play outside rather than come in for breakfast before school. Regardless of the many causes of hunger during the school day, there is one universal way to address the problem: make breakfast part of the school day by serving *Breakfast After the Bell*.

School breakfast is associated with a host of positive outcomes, such as improved health and attendance, reduced behavioral problems, and increased academic achievement. Unfortunately, a majority of Washington students who qualify for free or reduced-price breakfasts do not currently receive one at school, with many students eating no breakfast at all.

This report assesses how the current operation of the school breakfast program is serving Washington students, how innovative school and district policies are making a difference for students in Washington and across the country, and how new policies at the state and federal level can change the course of low breakfast participation trends and maximize the benefits of school breakfast for students and their families.

We have performed an analysis of both publicly-available and specially-provided data from the Office of Superintendent of Public Instruction on school meal participation, school discipline, attendance, and test scores. The analysis also includes an exploration of national policy and social science research. Through these efforts, we have sought to describe the current impact of school breakfast on childhood hunger, to assess the factors impeding school breakfast as a hunger prevention strategy, and to outline paths for greater success.

FINDING 1: Washington State is falling behind in meeting the hunger needs of school-aged children.

- Childhood poverty and food insecurity are at record highs in Washington State—19% of all Washington children are living in poverty.
- The number of school-aged children qualifying for free and reduced-price meals in Washington State has risen by 153% since the year 2000.

- Despite the dramatic increase in the need for food assistance, 67% of free and reduced-price eligible students in Washington who need a nutritious breakfast do not currently receive one at school.
- Only 10.5% of individual schools and 10% of school districts in Washington are achieving national goals for breakfast participation.

FINDING 2: **Different factors influence participation in school lunch and school breakfast programs. Although the amount of need at the building level significantly influences lunch participation, the type of service model used is the dominant factor influencing breakfast participation.**

- *High-need schools* consistently achieved lunch participation rates over 70% for free and reduced-price eligible students, but breakfast programs in those same schools ranged from as low as 20% to as high as 98%.
- Washington school districts employing multiple delivery models for school breakfast, including second chance breakfast and universal no-cost breakfast, achieved participation rates 5 to 15 percent higher than districts using only traditional cafeteria models.
- Washington school districts employing *Breakfast in the Classroom* had participation rates 20% higher than the state average; districts using both *universal breakfast* and Breakfast in the Classroom achieved participation levels 40% above the state average.

FINDING 3: **School breakfast is associated with improved outcomes for students, including fewer discipline incidents, better attendance, better performance on standardized tests, and better overall food security.**

- Washington schools meeting *national breakfast participation goals* had an average of 17.7% fewer incidents of *exclusionary discipline* per capita than schools with low breakfast participation.
- Free and reduced-price eligible students in Washington missed 40% fewer school days in schools meeting national breakfast participation goals than in schools with low breakfast participation.
- Washington schools meeting national breakfast participation goals had an average of 3.75% more students meeting reading standards than schools with low participation.

FINDING 4: Implementing Breakfast After the Bell programs in high-need Washington schools can significantly reduce the risk of hunger for school-aged children.

- Only 16.5% of Washington's high-need schools meet national standards for breakfast participation.
- Implementing Breakfast After the Bell programs in high-need Washington schools would result in 25,000 more free and reduced-price eligible students participating in school breakfast each day, totaling 5.25 million additional breakfasts served each year.
- Breakfast After the Bell can generate over $9.6 million in new federal revenues, covering more than 80% of the cost of implementing the program at the district level.

FINDING 5: Community Eligibility offers a cost-effective funding mechanism to increase participation in school breakfast and to support Breakfast After the Bell.

- Preliminary analysis suggests that 127 schools enrolling more than 116,000 students would likely qualify to participate in *Community Eligibility*, a new federal option for streamlining applications and increasing funds available for universal meal programs.
- Implementing Breakfast After the Bell and Community Eligibility can generate $16.2 million in new federal revenue and help Washington families keep over $1.6 million in their household food budgets.
- Implementing Breakfast After the Bell and Community Eligibility can improve food services budget efficiency, reducing statewide program deficits in high-need schools from a loss of $0.23 per *lunch equivalent* to a loss of $0.15 (or less) per lunch equivalent.

KEY RECOMMENDATIONS

Ending childhood hunger has been a priority for advocacy organizations and elected officials across Washington State and the country for a number of years, and these organizations and leaders should be commended for the strides made in supporting at-risk children. The expansion of the School Breakfast Program, increased financial dedication to co-pay relief for reduced-price

students, and defense of food assistance programs and services in perilous political times are all testaments to the commitment and resiliency of hunger advocates.

Progress has been made, but the extent of childhood hunger has not substantially diminished and the risk of childhood food insecurity persists. While childhood hunger remains a pressing issue, we are encouraged that more tools than ever before exist to alleviate this national challenge. Our review of current policies and practices concerning school breakfast and food security suggests a number of evidence-based approaches that can advance our collective goal of ending childhood hunger.

Require high-need schools to provide a Breakfast After the Bell program.

Washington state law should be strengthened to reinforce school districts' obligation to provide an opportunity for students to eat breakfast after the start of the school day, as well as ensure schools must have adequate funding for the provision of these services.

Encourage Breakfast After the Bell schools to use Community Eligibility.

Washington State should promote participation in Community Eligibility and help school districts learn about the program. The state should establish a simple process for electing and operating Community Eligibility and create models for adjusting administrative procedures to reduce paperwork obligations. School districts, individual schools, and groups of schools meeting eligibility requirements should be encouraged to participate in Community Eligibility.

Provide technical and practical assistance to schools implementing Breakfast After the Bell and Community Eligibility programs.

Adequate training, support, resources, and funding should be provided to schools to help design and implement efficient and successful school breakfast programs.

Assist schools to maximize Direct Certification matches.

State agencies should continue working together to improve methods of certifying *Identified Students*.

Maintain funding for all federal and state food assistance programs and services.

Full funding for supplemental nutritional assistance like Basic Food and other programs should be maintained to support children at risk of hunger. Funding for food banks and other emergency services serving children should also be maintained and strengthened.

INTRODUCTION

Since the turn of the century, the United States has lived through two recessions and the most dramatic shift of wealth in generations. Today, one in six Americans lacks access to enough food.[1] In Washington, one in four children is at risk of hunger.[2]

Programs and services like Supplemental Nutrition Assistance Program (SNAP) (or *Basic Food* as it's called in Washington), school meal programs, and charitable programs like local food banks exist to help provide a social safety net for those in need. Use of most of these programs and services is at a record high, but some resources to combat hunger, like school breakfast programs, have gone underutilized.

School meal programs are a critical front-line approach to reduce the risk of hunger for Washington children. Student participation in the National School Lunch Program has been consistently strong, but the School Breakfast Program has been less successful in engaging students and families. The result of this lack of participation is that a majority of children who need a nutritious breakfast do not receive one at school, with many children receiving no breakfast at all.

"My kids ate and I didn't. I only ate what they didn't eat."

Savannah, a mother from Roslyn, WA.

Northwest Harvest. Focus on Food Security Report 2014 (publication expected Jan. 2014)

Children's participation in school breakfast is not only critical for their own cognitive and physical development, but also a contributor to the health and food security of their families.

At a time with record demand for food assistance, only 10% of Washington school districts are reaching national targets for providing children in need with breakfast services. Even worse, Washington has made little progress improving participation while most states across the country have been improving breakfast programs and reaching more children with breakfast every day.

SCOPE OF THE REPORT

In conjunction with United Way of King County, the Children's Alliance, WithinReach, the Anti-Hunger & Nutrition Coalition, and Garvey Schubert Barer, Washington Appleseed has sought to shine a spotlight on school breakfast participation in Washington State and to explore evidence-based practices to increase participation. Core inquiries included:

How has student need affected participation in school breakfast programs?

Are there common practices among Washington schools with successful breakfast participation rates?

1 Feeding America. (2013). *Test your hunger knowledge* [online slide presentation]. Retrieved from: http://feedingamerica.org/hunger-in-america/hunger-facts/quiz.aspx

2 United States Department of Agriculture, Economic Research Service. (2013). *Food security data in U.S. households* [data file]. Retrieved from: http://www.ers.usda.gov/topics/food-nutrition-assistance/food-security-in-the-us.aspx#.Uo7icGTXT0c

What strategies have proven effective across the country for increasing participation in breakfast programs?

How does increasing school breakfast participation impact Washington school budgets? Are there funding strategies that can better support participation increases?

There were many other topics we would like to have included in this report, such as the impact of school breakfast participation on the *Educational Opportunity Gap* and the impact of new meal patterns on school meal programs and student participation, but we were not able to gather sufficient data to explore those topics in a meaningful way. We encourage others to continue the dialogue started in this report and take on these important topics.

METHODOLOGY

Our core inquiries led to a comprehensive research process, including: the analysis of school breakfast and lunch participation data from both publicly-available and specialized information obtained by request from the *Office of the Superintendent of Public Instruction (OSPI)*; a survey of legislative efforts and their corresponding impacts across the country; interviews and outreach to *nutrition directors*, principals and teachers to collect feedback about their experiences with school breakfast programs; and the development of a dynamic economic model to test the impacts of increased participation and new funding models.

ORGANIZATION OF THE REPORT

We present the results of our comprehensive research process here in five discrete discussions and a series of recommendations. Our collective hope is to provide an overview of the factors that contribute to *food insecurity* and the ways in which school breakfast can help combat childhood hunger, and to provide an outline of promising opportunities to increase breakfast participation and to close the childhood hunger gap.

CONCLUSION

Given the examples of progress across the country, there is a lot to learn and apply here in Washington. Many states are moving toward bold mandates to quicken the pace of breakfast participation increases. Many more states are working to make breakfast a part of the school day through innovative programs like Breakfast After the Bell. Here in Washington, we believe we need to do both.

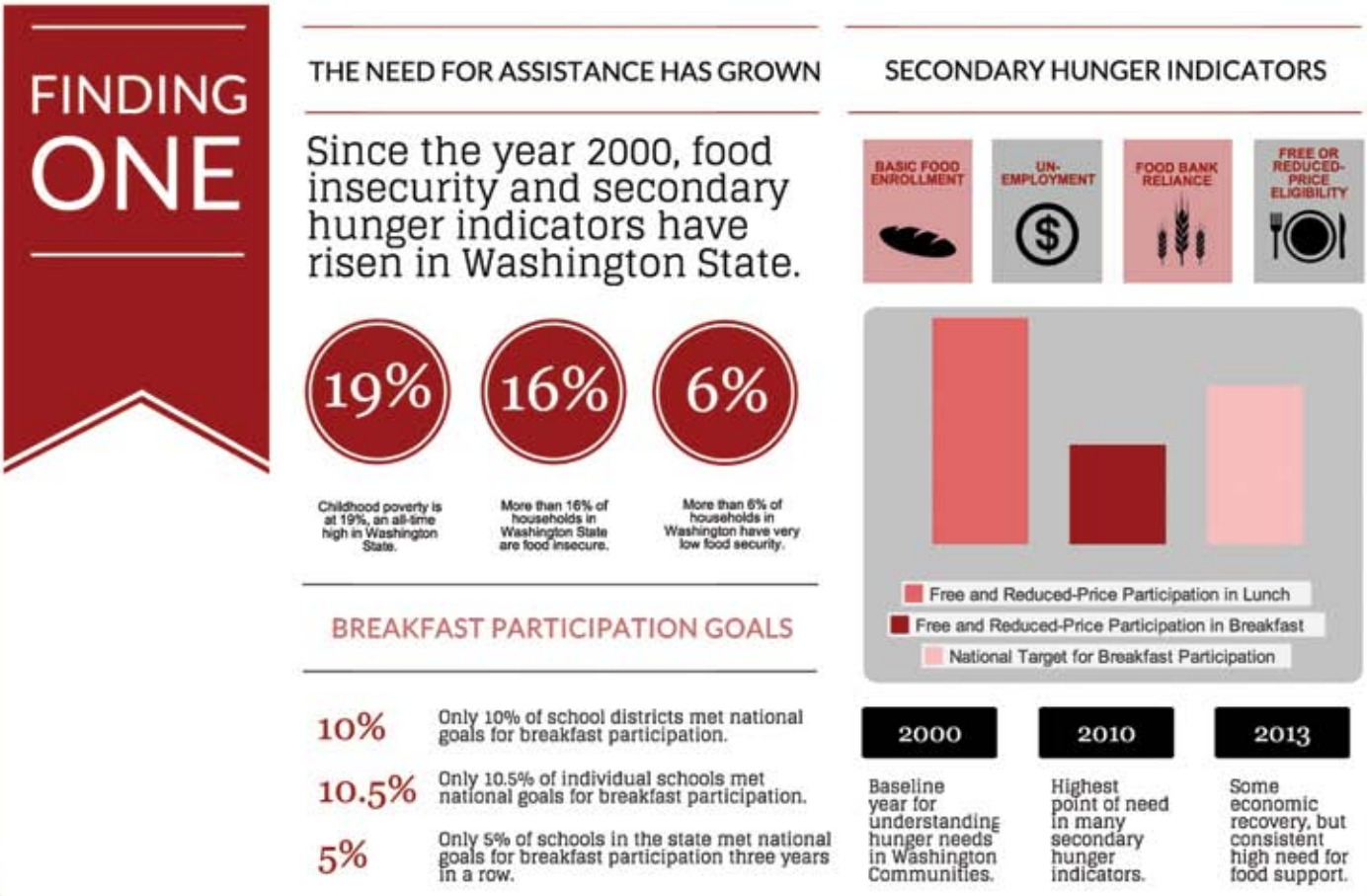
Our research found that Breakfast After the Bell, meaning any food service model that provides students the opportunity to eat breakfast after the first bell of the instructional day, has been effective in transforming school breakfast programs. We also found that mandating breakfast programs was significantly more effective in increasing school breakfast participation and reducing the risk of hunger. Based on the research, we believe that similar programs and structures can also transform school breakfast in Washington and help more children at risk of hunger access school breakfast and increase or maintain good nutrition.

FINDING 1

Washington State is falling behind in meeting the hunger needs of school-aged children.

Food insecurity is the metric used by the USDA to assess the risk of hunger in a given population. Food insecurity has many stages, but is generally defined as the disturbance of normal eating habits through a reduction in the quality or quantity of food consumed, or in the frequency with which meals are eaten due to a lack of financial resources for the household.

A system of social safety nets like the Supplemental Nutrition Assistance Program/Basic Food, the National School Lunch Program and the School Breakfast Program, and the Women Infants and Children (WIC) Program work in conjunction with food banks and other meal services to combat food insecurity and reduce the risk of hunger. While these programs and services go a long way toward reducing hunger, the School Breakfast Program in particular is not meeting its potential to alleviate the risk of hunger in Washington State.



1.1 Childhood poverty and food insecurity are on the rise in Washington State.

A common misconception about food insecurity is that it's all about food. In reality, the root of food insecurity is family economic insecurity. All too often, parents must choose between paying rent or utilities, transportation, health care and food. The *USDA* established the term "food insecurity" in 2006 to describe the range of challenges families face in meeting their nutritional needs. While poverty measures the number of individuals living with incomes below specified national levels, food insecurity describes how incomes are stretched and spent within families. Food insecurity is measured annually through self-reporting surveys about family food experiences.[3] Families are classified on a sliding scale from food secure to food insecure:[4]

FOOD SECURITY	FOOD INSECURITY
High food security: no reported indications of food-access problems or limitations.	**Low food security:** reports of reduced quality, variety, or desirability of diet, but little or no indication of reduced food intake.
Marginal food security: one or two reported indications of food-access problems—typically anxiety over food sufficiency or shortage of food in the household. However, these problems usually result in few or no changes in diets or food intake.	**Very low food security:** Reports of multiple indications of disrupted eating patterns and reduced food intake.

In addition to the specific metrics that indicate poverty and food insecurity, a number of other indicators help us understand the extent of these conditions in our communities and identify those who might be at risk of hunger. These other indicators include *SNAP/Basic Food* enrollment, food bank use, and eligibility for free and reduced-price school meals. Throughout the last decade, poverty and food insecurity rates have increased in Washington, as have rates of the other indicators of food insecurity. The result of these increases is clear: there is more economic hardship and need for food assistance in Washington communities now than there was 10 years ago.

Understanding the changing landscape of poverty and food insecurity is a crucial step in assessing how to more effectively meet the needs of food insecure households.

3 Empirical studies have confirmed the reliability of self-reporting on food insecurity, consistently finding that independent reports by different family members match and that food insecurity self-reporting is verified by further investigation. For additional information, see:

Murphy J.M., Wehler C.A., Pagano M.E., Little M., Leinman R.F., Jellinek M.S. (1998). *Relationship Between Hunger and Psychosocial Functioning in Low-Income American Children*. Journal of the American Academy of Child & Adolescent Psychiatry. (37; 163-170).

Alaimo K., Olson C.M., Frongillo E.A. Jr. (2001). *Food Insufficiency and American School-Aged Children's Cognitive, Academic and Psychosocial Development*. Pediatrics. 108(1): (44-53).

4 Cohleman-Jensen, A., Nord, M. Singh, A. (2013). *Household Food Security in the United States in 2012*. United States Department of Agriculture, Economic Research Service. Retrieved from: http://www.ers.usda.gov/topics/food-nutrition-assistance/food-security-in-the-us/definitions-of-food-security.aspx#.Uo-QV2TXT0c

CHILDHOOD POVERTY AND FOOD INSECURITY ACROSS WASHINGTON

Childhood poverty in Washington reached an all-time high in 2012,[5] with 19% of all Washington children living in families with incomes below the federal poverty level.[6] The number of children living in low-income families also reached a record high, with 40% of all Washington children living in households at or below 200% of the federal poverty level.[7] While children living in poverty or low-income households are at high risk for food insecurity, income level alone does not dictate the presence (or absence) of food insecurity. In our current economy, families often find that expenses simply exceed their incomes, a problem that can be present at a range of income levels. Income gaps can be particularly problematic for those making slightly too much to qualify for any federal or state assistance, but not enough to put adequate food on their tables. Recent USDA food security reports found that 24% of Washington children (375,000 children across the state) currently live in food-insecure households.[8]

The percentage of Washington families (including both children and adults) experiencing food insecurity has grown 4.5% since the year 2000,[9] reaching a state average of 16.1%.[10] All counties in Washington showed some evidence of food insecurity, with 2012 rates ranging from an estimated low of 12.4% to a high of 19%.[11] Additionally, over 6% of Washington households are classified as having very low food security, giving Washington the 15th highest percentage of individuals experiencing very low food security of the 50 states.[12] In other words, the populations of 35 states (including New Mexico, Louisiana and all of our Northwest neighbors) are more food secure per capita than those in Washington.

5 Annie E. Casey Family Foundation. (2013). *Kids Count Data Center, Children in Poverty* [Data table]. Retrieved from: http://datacenter.kidscount.org/data/tables/43-children-in-poverty#detailed/2/49/false/868.867.133.38.35/any/any

6 The federal poverty level is a simplification of poverty thresholds for administrative purposes, such as for use in determining eligibility for certain federal programs. The poverty level is based on income and the number of individuals living in a household. For example, in 2012, the federal poverty level was defined as a four-person household living with an annual income below $23,050.

United States Department of Health & Human Services. (2013). *2012 HHS Poverty Guidelines, One Version of the [U.S.] Federal Poverty Measure* [Data table]. Retrieved from: http://aspe.hhs.gov/poverty/12poverty.shtml

7 Annie E. Casey Family Foundation. (2013). *Kids Count Data Center, Children Below 200% Poverty* [Data table]. Retrieved from: http://datacenter.kidscount.org/data/tables/47-children-below-200-poverty?loc=1&loct=2#detailed/2/10-19,2,20-29,3,30-39,4,40-49,5,50-52,6-9/false/868,867,133,38,35/any/329,330

8 Feeding America. (2013) *Map the Meal Gap: highlights of findings for overall and child food insecurity*. Retrieved from http://feedingamerica.org/hunger-in-america/hunger-studies/map-the-meal-gap/~/media/Files/a-map-2011/2011-mmg-exec-summary.ashx

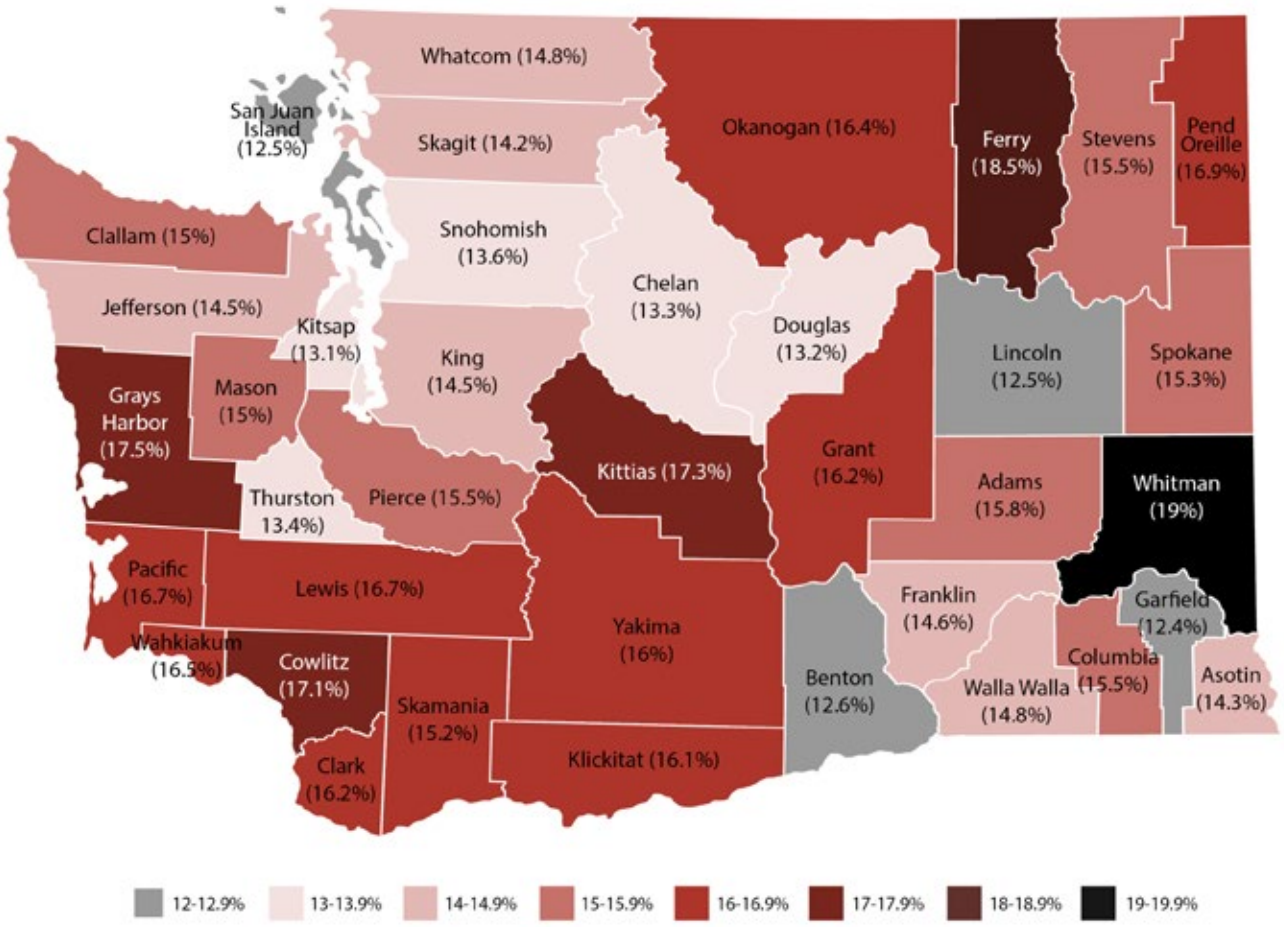
9 United States Department of Agriculture, Economic Research Service. *Household Food Security in the United States, 2006 / ERR-49, Appendix D - Prevalence Rates of Food Insecurity by State, 1996-98, 2001-03, and 2004-06*. Retrieved from: http://www.ers.usda.gov/publications/err-economic-research-report/err49.aspx#.Uo_OemTXT0c

10 United States Department of Agriculture, Economic Research Service. (2013). *Key Statistics & Graphics, Prevalence of Food Insecurity, average 2010-2012* [Map illustration and data table]. Retrieved from: http://www.ers.usda.gov/topics/food-nutrition-assistance/food-security-in-the-us/key-statistics-graphics.aspx#.UofKqWTXT0c

11 Feeding America. (2013). *Map the Meal Gap: Washington Food Insecurity by County in 2011* [Data table]. Retrieved from http://feedingamerica.org/hunger-in-america/hunger-studies/map-the-meal-gap/~/media/Files/a-map-2011/WA_AllCountiesMMG_2011.ashx?.pdf

12 United States Department of Agriculture, Economic Research Service. Key Statistics & Graphics Prevalence of Food Insecurity, average 2010-2012, *supra*.

Food Insecurity by County



SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM/ BASIC FOOD ENROLLMENT

The rise in food insecurity and childhood poverty in Washington State over the last decade has been accompanied by a dramatic increase in the number of individuals participating in SNAP, or Basic Food, as it's called in Washington.[13] The number of individuals participating in the program more than tripled in just over a decade, increasing from 5.73% percent of the state population (301,974 participants) in December of 2000[14] to 16.15% of the population (1,102,830 participants) in December of 2011.[15]

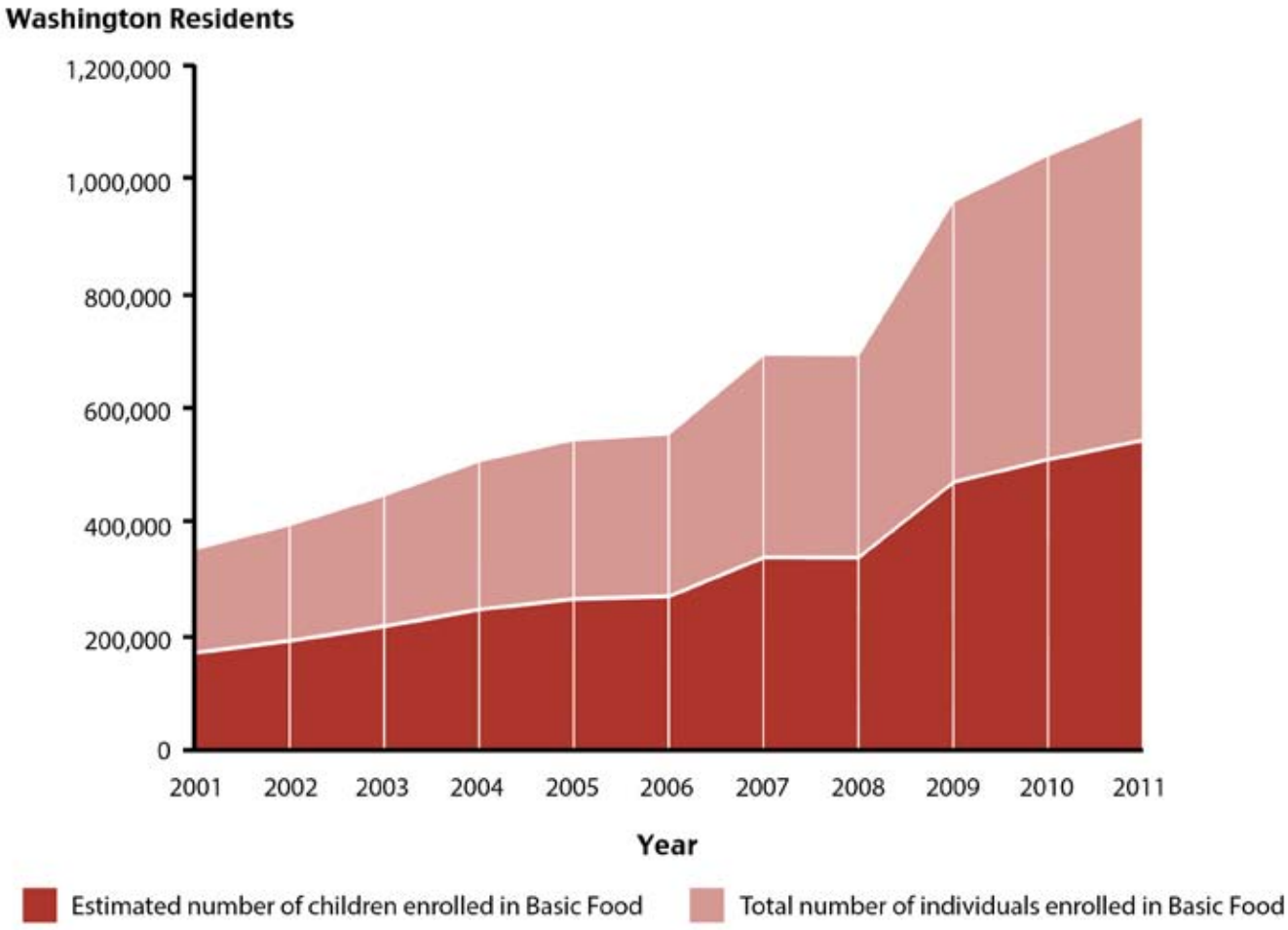
13 Basic Food is a federally funded program to help low-income individuals and families supplement their food budget. Eligibility is based on citizenship status and total household income.

Washington State Department of Social and Health Services. (2013). *Basic Food*. Retrieved from: http://www.dshs.wa.gov/onlinecso/food_assistance_program.shtml

14 Food Research and Action Center. (2001). *December 2001 Food Stamp Participation, One Year Change*. Retrieved from: http://frac.org/newsite/wp-content/uploads/2010/05/dec_2001_snap.pdf

15 Food Research and Action Center. (2012). *Supplemental Nutrition Assistance Program: number of persons participating (one month change)*. Retrieved from: http://frac.org/wp-content/uploads/2011/01/snapdata2011_december.pdf

Basic Food Enrollment in Washington



Washington State has one of the highest participation rates in the country for individuals eligible for Basic Food, with over 90% of eligible individuals enrolled in the program.[16] Nearly 45% of Basic Food recipients are children under 18.[17] While Basic Food is a vital tool in combating food insecurity, not all of those enrolled in the program find that the resources it provides to be sufficient to meet the needs of their families. Families with maximum benefits received $126 per person per month from Basic Food in 2012,[18] a food budget that allows only $1.40 per meal—and many families receive less than the maximum monthly benefit.

RELIANCE ON FOOD BANKS

The increase in food insecurity can also be seen in the record number of individuals turning

16 United States Department of Agriculture. (2012) *Reaching Those in Need: state Supplemental Nutrition Assistance Program participation rates in 2010*. Food and Nutrition Service. Retrieved from: http://www.fns.usda.gov/sites/default/files/Reaching2010.pdf

17 United States Department of Agriculture. (2012). *Characteristics of Supplemental Nutrition Assistance Program Households: fiscal year 2011—summary*. Retrieved from: http://www.fns.usda.gov/sites/default/files/2011CharacteristicsSummary.pdf

18 United States Department of Agriculture. (2013). *Supplemental Nutrition Assistance Program: average monthly benefit per person*. Retrieved from: http://www.fns.usda.gov/pd/18SNAPavg$PP.htm

to food banks to supplement their food purchases. Focus groups of local food bank users revealed that clients' incomes, even including Basic Food and other benefits, were too low to cover the costs of food. Some clients reported that they made slightly too much to qualify for government benefits.[19] An estimated 26% of food-insecure individuals do not qualify for government benefits.

Northwest Harvest, a statewide network of more than 360 food banks and meal service providers, reported a 140% increase in the number of individuals served in the last five years. During the same time period, it nearly doubled the pounds of food it distributed,[21] illustrating not only that more Washington families are utilizing food banks, but that people are also relying more heavily on food banks to meet their nutritional needs.

Food banks provide critical help to Washington residents like Yovana, a south central Washington resident. She and her husband earn slightly too much for their family to qualify for assistance programs like Basic Food or free and reduced-price school meals.

"I feel like we're in the middle, not making that little money, but not that much money. The bills are overwhelming. The food bank complements what my food budget is, so what I get I feel grateful for. Many cases are out there like that—in the middle. Hunger is more complex than it seems."[20]

FREE AND REDUCED-PRICE SCHOOL MEAL ELIGIBILITY

The number of school-aged children qualifying for free and reduced-price meals in Washington State has risen by 153% since 2000.[22] During the 2012-13 school year, nearly half of all students enrolled in Washington public schools either lived in households with gross incomes low enough to qualify for school meal assistance or had a special designation, such as foster care or homelessness, qualifying them for additional support.[23]

The overall Pre-K to 12th grade student population in Washington grew by only 3.82% over the last thirteen years, meaning that the number of *free and reduced-price eligible* students has grown at nearly 14 times the rate of the overall student population during that time.[24] Increases in eligibility were not uniform across the state, but instead varied significantly county by county.

19 Quote reprinted with permission from Northwest Harvest.

Northwest Harvest. (2013). *Focus on Food Security 2013: end hunger in Washington (Northwest Harvest's focus group report)*. Retrieved from: http://www.northwestharvest.org/stuff/contentmgr/files/0/1e7ac983426c7f1af42251a80a81067d/pdf/focus_on_food_securityreport_fy13.pdf

20 Northwest Harvest, Focus on Food Security 2013, *supra*.

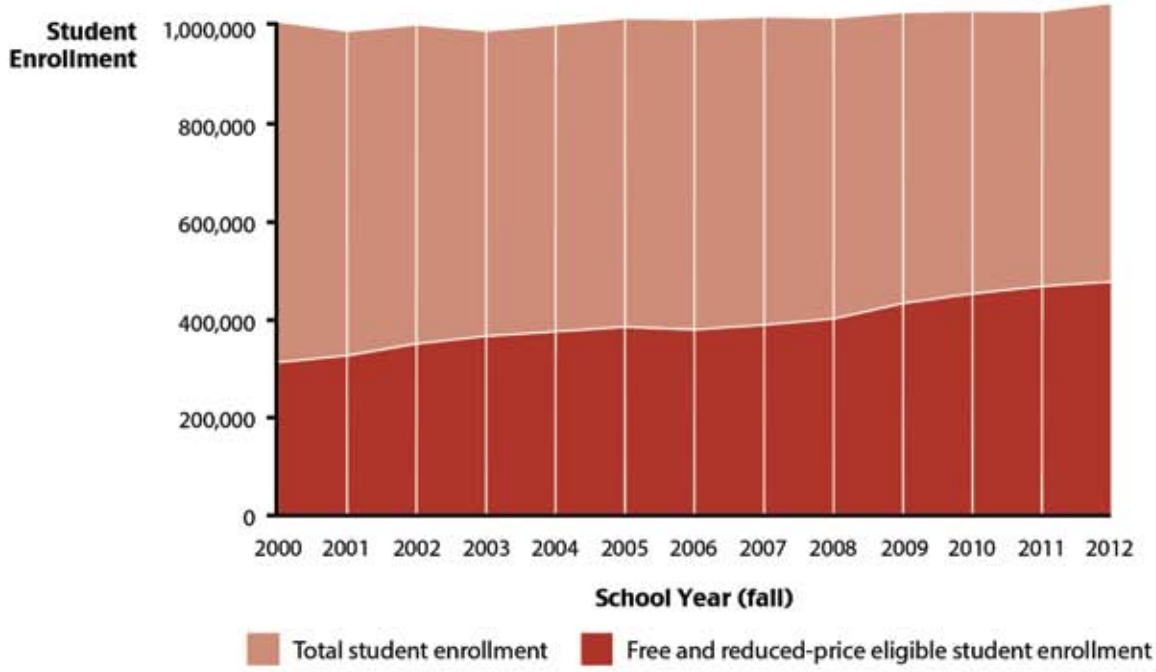
21 Northwest Harvest. (2013). *Statistical Snapshot*. Retrieved from: http://www.northwestharvest.org/stuff/contentmgr/files/0/660d2117cdf12bdf10a8c82edaf7bcc3/files/stat_snap_insert_14.pdf

22 Office of Superintendent of Public Instruction. (2013). *Free and Reduced Price Meals Eligibility (October Count)* [Data tables]. Retrieved from: http://k12.wa.us/ChildNutrition/Reports/FreeReducedMeals.aspx

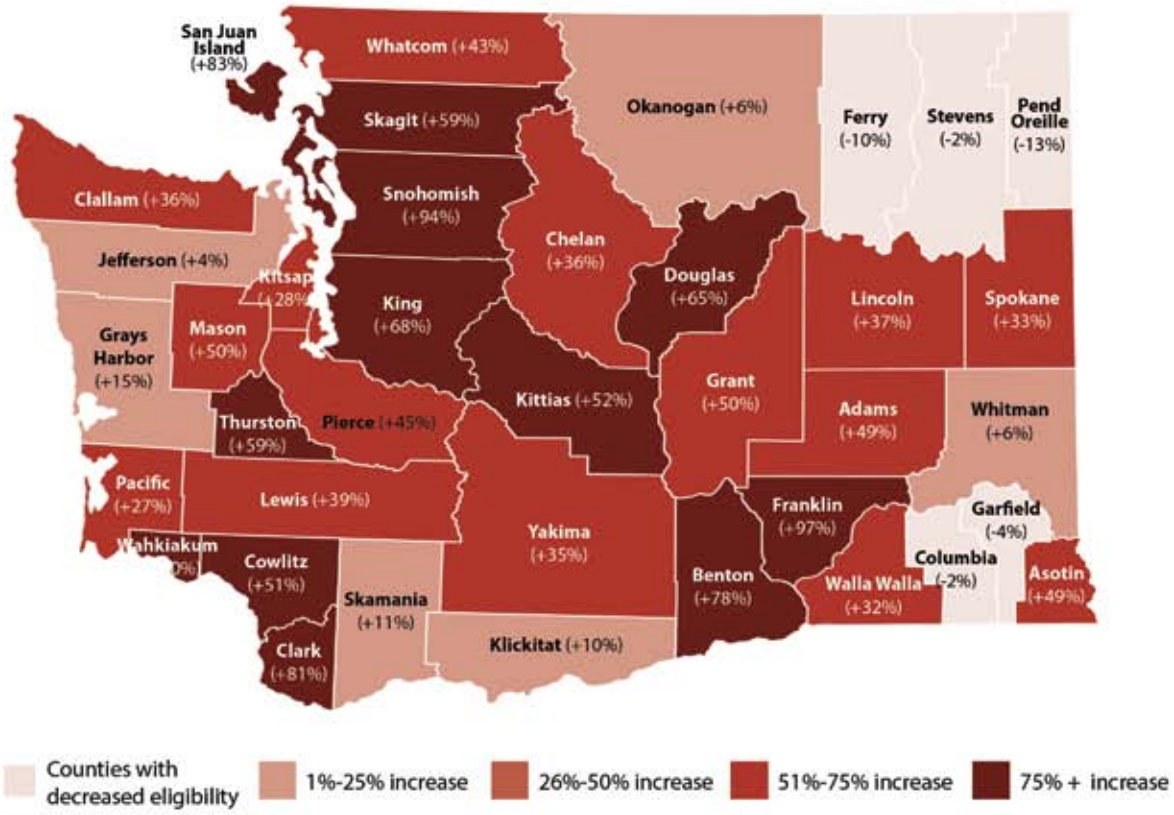
23 *Id.*

24 There have been some policy changes at the state level that influence the number of children enrolled in specific types of meal assistance programs, for example, legislative adjustments in 2008 that helped many students transition from reduced-price to free eligible. The impact of policy changes is not substantial enough to account for the overall rate of increase in demand for free and reduced-price eligibility.

Students Eligible for Free & Reduced-Price Meals versus General Enrollment



Increases in Free and Reduced-Price Eligibility By County
(from 2000 to 2012)



1.2 School breakfast participation has not kept pace with the growth in need for food assistance among Washington children.

Despite the dramatic increase in the need for food assistance in Washington, 67% of students eligible for a free or reduced-price breakfast do not currently receive one at school.[25] The national dialogue on school breakfast has established a comparative metric of participation in breakfast versus that of lunch in order to judge the effectiveness of breakfast programs. Originally established by the Food Research and Action Center (FRAC), a national anti-hunger research and advocacy organization, this comparative metric has since been adopted as the standard by most anti-hunger groups.

This comparative metric is used for several reasons. First, the National School Lunch Program is regarded as highly successful in meeting the mid-day hunger needs of students. Second, as we discuss below, participation in school lunch is directly responsive to student need, meaning that as the number of free and reduced-price eligible students increases, so does the *participation rate* for lunch. Third, the metric is responsive to individual community dynamics and allows for analogous comparison from state to state and district to district, regardless of size and demographics.

Accordingly, participation in school lunch is used as the yardstick for school breakfast targets. The national target for preventing hunger in schools is 70 free or reduced-price eligible students eating breakfast at school for every 100 who eat school lunch. This ratio is based on the achievements of the nation's most successful school breakfast programs (New Mexico), and is seen as a goal for other programs to aspire to. For simplicity, we will refer to the number of students participating in free and reduced-price lunch as the "*target population*." The goal of reaching 70% of the target population with breakfast is a nationally recognized benchmark for school breakfast participation and is referred to as the national school breakfast participation goal.

During the 2011-12 school year, breakfast programs statewide reached 43.9% of Washington's target population,[26] and only 10.5% of individual schools and 10%

25 This discussion and analysis are based on information from OSPI, some of which is publicly available and some that was provided in response to requests by our research team. Washington Appleseed constructed custom data tables and models from these various sources to complete the analysis in this report. Throughout the report, we will cite to the two primary modules for our research as Washington Appleseed Student Participation Data Set and Washington Appleseed Economic Model.

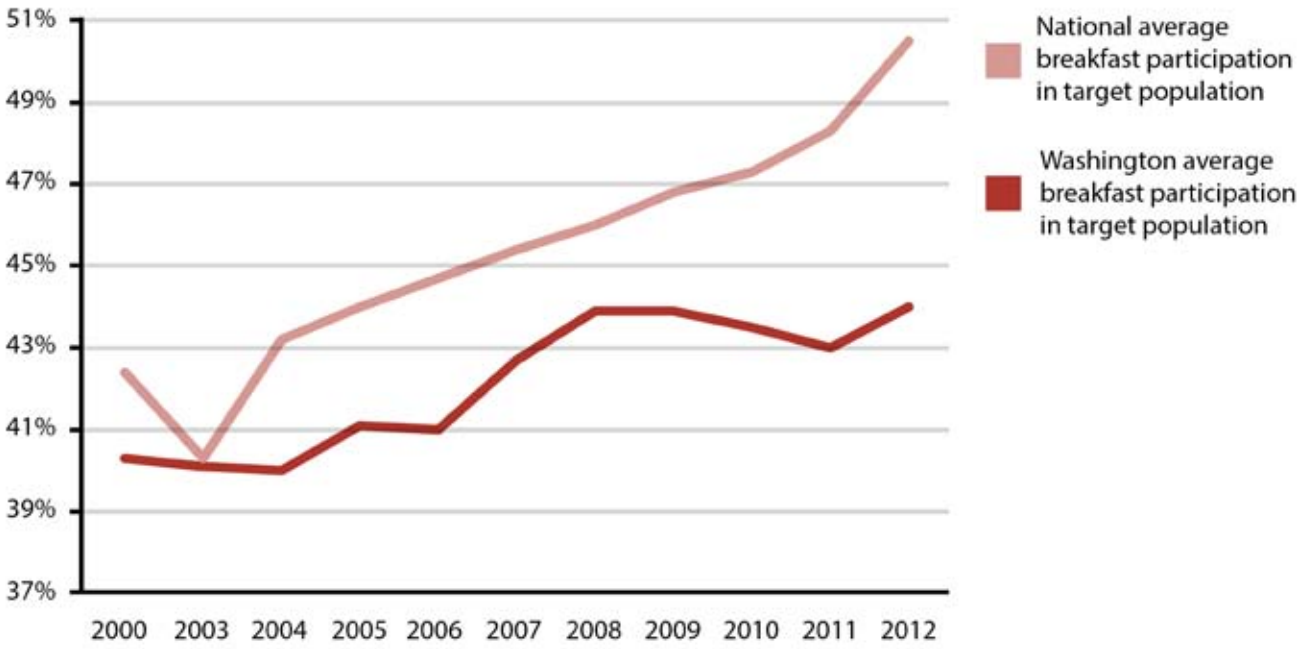
Washington Appleseed. (2013). *Washington Appleseed Student Participation Data Set* [proprietary data model].

26 *Id.*

of school districts achieved the national goal of reaching 70% of the target population with breakfast.[27] Additionally, while breakfast participation has been increasing across the country, progress in increasing breakfast participation within Washington's target population has been slow. In 2002, breakfast programs reached 40.2% of the Washington's target population.[28] By 2009, the participation rate had risen to 43.4%, but has shown little improvement since then.[29] Despite the evidence that need has dramatically increased in Washington State, school breakfast programs, as currently utilized, are not responding to or meeting that need.

This relatively static breakfast participation rate in Washington has led our state to fall behind national trends for increasing the percentages of the target population reached with breakfast. In 2009, Washington was ranked 21st in the country in successfully reaching low-income students with school breakfast.[30] By 2012, Washington had fallen to 39th.[31] While Washington participation rates have remained stagnant, other states have improved methods to provide low-income students with breakfast. For more information about breakfast strategies across the country, see Finding 4 on page 47.

National Breakfast Participation Rates vs. Washington Breakfast Participation Rates



27 *Id.*

28 Food Research and Action Center. (2013). *School Breakfast Scorecard* [Library set from 2003-2012]. Retrieved from: http://frac.org/reports-and-resources/publications-archives/

29 *Id.*

30 *Id.*

31 *Id.*

While statewide participation averages have been relatively static since 2009, participation rates at individual schools have been more volatile. For example, schools with the highest participation increases between 2011 and 2012 had only a 50/50 success rate in maintaining those advances the following school year.[32] Additionally, of the 194 schools that met or exceeded national goals for breakfast participation in 2013, only 93 (5% of all schools in the analysis) met these participation goals for three consecutive years.[33] This volatility points to the need not only to increase participation within the target population, but also the need to support schools to implement and operate programs that maintain participation levels year after year.

Interviews with nutrition directors from schools with consistently high participation identified common themes that help explain their success, including consistent breakfast programing, strong communication with students and families about breakfast programs, and innovative service models like Breakfast After the Bell. For additional discussion of services models, see Finding 2.2 on page 52.

32 Washington Appleseed Student Participation Data Set, supra.

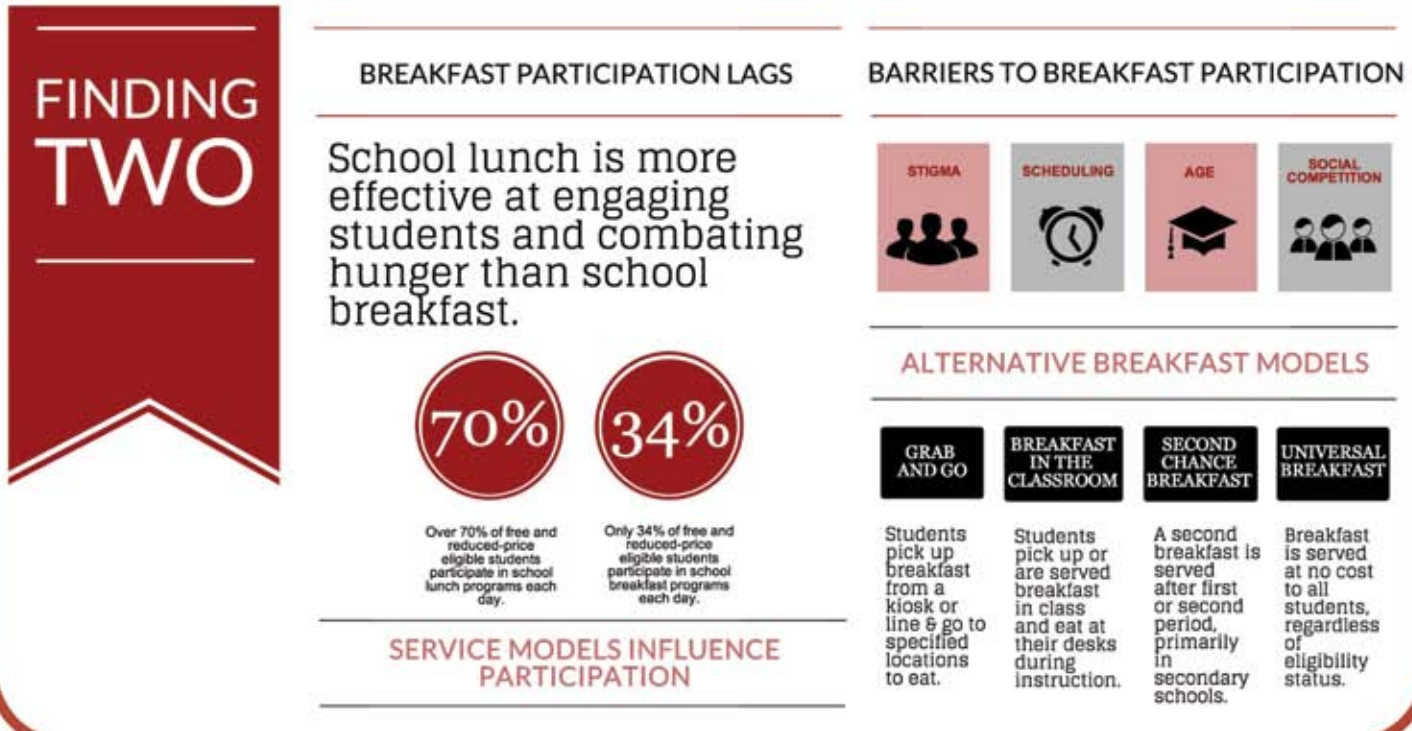
33 Id.

FINDING 2

Different factors influence participation in school lunch and school breakfast programs. Although the amount of need at the building level significantly influences lunch participation, the type of service model used is the dominant factor influencing breakfast participation.

The school lunch program is often looked to as a big brother of sorts to the school breakfast program. With a longer history and a better track record for reaching low-income students, it's logical to look to schools' experiences with lunch programs for answers in helping boost breakfast participation.

Our research found that, despite seeming similarities, participation in each program is influenced by different factors. The biggest lesson that school lunch programs can teach us about how to reach more students with school breakfast is that the most effective meal programs are those that are part of the school day.



2.1 School breakfast participation lags significantly behind lunch participation, even in schools with high need.

During the 2011-2012 school year, 95% of Washington public school districts participated in the National School Lunch Program,[34] reaching nearly 70% of free and reduced-price eligible students with lunch on a daily basis.[35] A large number of public school districts also participated in the School Breakfast Program (87.5%), but those districts reached just over a third of free and reduced-price eligible students (34%) with breakfast on a daily basis. As previously discussed, only 43.9% of free and reduced-price eligible students in Washington who eat lunch at school also eat breakfast at school.

Research shows that participation in lunch programs is directly related to the level of need within a student population. The probability that a free or reduced-price eligible student will participate in school lunch increases by 2.6% for every increase of 10% in free or reduced-price eligibility status.[36] Lunch programs in Washington follow this pattern—schools with high free and reduced-price eligibility among students tend to have high participation in lunch programs, with participation diminishing as need drops.[37] While logic suggests that the same principle should also hold true for breakfast programs, actual participation rates show little to no connection to eligibility at the individual district level.

As evidenced in the chart below, school districts with 80% or more of their students eligible for free or reduced-price meals had a fairly narrow range of participation rates for lunch, generally over 70%, while breakfast participation rates in these same districts ranged widely from as low as 20% to as high as 98%.[38]

The disparities between lunch and breakfast participation persist across schools with all levels of need—some schools with relatively few free and reduced-price eligible students have high participation rates, while others with high-need schools reach relatively few students. In other words, a student's need for the breakfast program does not correlate with his or her actual participation in the program, suggesting that participation is linked to other external factors.

School lunch programs also successfully engage more paying students than breakfast programs.

34 Office of Superintendent of Public Instruction. (2013). *Child Nutrition, Participation Reports.* Retrieved from: http://k12.wa.us/ChildNutrition/Reports/ParticipationReport2012.aspx

The following districts did not report lunch figures in these reports: Benge, Bickleton, Clearwater, Damman, Evaline, Great Northern, Mount Pleasant, Roosevelt, Shaw Island, Star, Starbuck, Stehekin, Steptoe, Trout Lake.

35 Washington Appleseed Student Participation Data Set, *supra*.

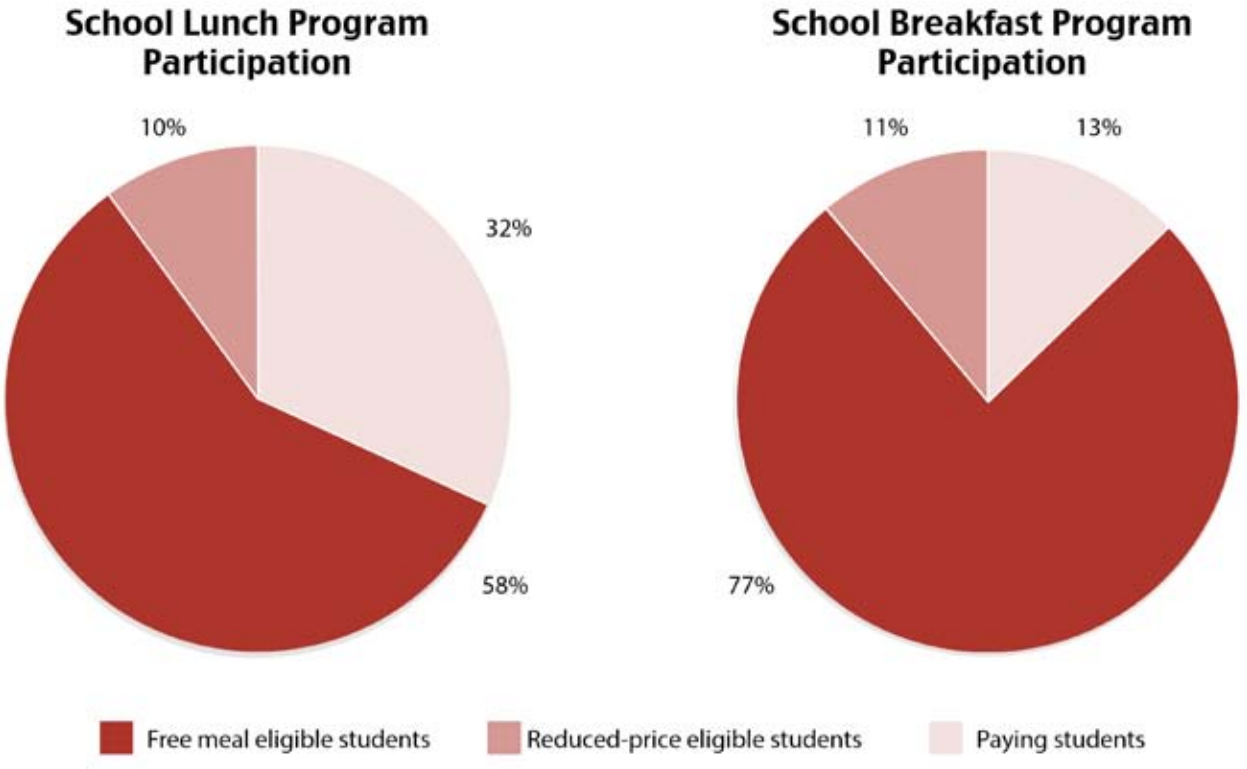
36 Leos-Urbel, J., Schwarts, A., Weinstein, M., Corcoran, S. (2013). *Not just for poor kids: The impact of universal free school breakfast on meal participation and student outcomes*. Economics of Education (36) 88-107. Retrieved from: http://steinhardt.nyu.edu/scmsAdmin/media/users/ggg5/Leos-Urbel_et_al_Not_Just_for_Poor_Kids_The_Impact_of_Universal_Free_School_Breakfast_on_Meal_Participation_and_Student_Outcomes.pdf

37 Washington Appleseed Student Participation Data Set, *supra.*

38 Office of Superintendent of Public Instruction, Participation Reports, *supra.*

School District (2011-2012 school year)	Percentage of Student Body Eligible for Free & Reduced-Price Meals	Lunch Participation by Free & Reduced-Price Eligible Students	Breakfast Participation by Free & Reduced-Price Eligible Students
Queets-Clearwater School District	100.00%	83.07%	87.71%
Keller School District	94.59%	82.56%	57.43%
Granger School District	93.88%	82.55%	45.29%
Mabton School District	92.32%	74.36%	39.93%
Skykomish School District	90.00%	81.19%	81.83%
Lake Quinault School District	90.00%	62.89%	38.99%
Onion Creek School District	89.58%	67.69%	70.15%
Toppenish School District	88.48%	82.89%	46.10%
Wahluke School District	87.98%	83.24%	31.26%
Palisades School District	87.50%	98.89%	98.81%
Loon Lake School District	87.02%	76.00%	50.02%
Mount Adams School District	86.09%	68.26%	35.02%
Brewster School District	86.04%	76.80%	20.25%
Union Gap School District	84.73%	90.66%	49.29%
Wapato School District	84.61%	98.23%	37.97%
Oakville School District	84.45%	69.45%	44.48%
Prescott School District	84.45%	85.78%	68.86%
Grandview School District	83.99%	69.42%	28.70%
Quincy School District	83.63%	77.15%	32.92%
Yakima School District	83.56%	75.10%	31.38%
Wishram School District	82.72%	80.44%	96.38%
Bridgeport School District	82.19%	87.21%	48.13%
Sunnyside School District	82.15%	88.91%	43.02%
Northport School District	82.04%	73.25%	56.19%
Wellpinit School District	80.06%	76.33%	54.76%

Paying student participation is the sign of a healthy and robust nutrition service, an endorsement of sorts by parents and students. On the statewide level, paying students were more than twice as likely to participate in school lunch than school breakfast—3.18 out of every 10 lunches were served to paying students versus 1.28 out of every 10 breakfasts.[39] This gap further suggests the existence of barriers to participation for all students.



2.2 There are unique barriers to increasing breakfast participation.

Unlike lunch programs, which are a seamless part of the school day in most cases, traditional breakfast programs are offered in the cafeteria before the start of the school day. This fundamental difference creates unique barriers and challenges for students to participate in breakfast: stigma, busing/transportation schedules, overcrowding in the cafeteria, competition with other school and social activities, and even a student's age can contribute to low participation rates. The perceptions of breakfast program performance held by school administrators and misconceptions about the relationship between need and participation also present barriers to improving participation in breakfast programs.

39 *Id.*

STIGMA

Historically, student participation in both free and reduced-price school lunch and breakfast programs has been affected by the presence of stigma about poverty and the home life of students who utilize these services. Participation in lunch programs by free and reduced-price eligible students has been greatly improved over the last decade by implementing new cashier/check-out procedures that eliminate any overt identification of low-income students. For example, in decades past, students taking advantage of free and reduced-price lunches were given meal punch cards that were a different color than those issued to paying students.[40] Since then, the widespread use of electronic point-of-sale devices or cafeteria debit cards has become the norm. These newer check-out options have been instrumental in reducing stigma and helping free and reduced-price students avoid the scrutiny of their classmates in the lunch line.[41]

Unfortunately, these and other strategies that work positively for lunch service are ineffective at breakfast.[42] Traditional cafeteria school breakfast programs require students to arrive early for school to get breakfast. Unlike lunch, where virtually all students go to the cafeteria to eat, eating school breakfast becomes a highly visible act among the general school population, and is often considered "just for poor kids,"[43] discouraging many students from participating. Stigmatization can have an effect beyond a student's decision to skip an embarrassing meal stop at the cafeteria—parents often cite stigma as a primary reason for declining the subsidy altogether.[44]

TRANSPORTATION AND TIME CONSTRAINTS

Transportation is documented as the primary challenge for children to participate in summer meals,[45] but there is only anecdotal evidence of its impact on breakfast participation throughout the school year. Collected stories from schools and parents illustrate that transportation presents two practical problems for breakfast participation: bus schedules or parent drop offs do not always get children to school early enough to take advantage of school breakfast, and clustered arrivals of students (such as those occurring when a large number of students arrive on the same school bus) can create overcrowding problems in breakfast lines or cafeteria seating.

While many school cafeterias are able to accommodate students during the day through staggered lunch times, before-school cafeteria models for breakfast must often serve large numbers of

40 Mosehauer, K. (Interviewer) & Kovacs, J. (Interviewee). (2013). *History of School Lunch Discussion* [Interview transcript].

41 Moore, Q., Hulsey, L., Ponza, M (2009). *Factors Associated with School Meal Participation and the Relationship Between Different Participation Measures Final Report*. Mathematica Policy Research, Inc.

42 Murphy, *supra.*

43 Leos-Urbel, *supra.*

44 *Id.*

45 National Food Service Management Institute. (2005). *Overcoming Barriers to Participation in the Summer Food Services Program: an identification of best practice solutions*. The University of Mississippi. Retrieved from: http://www.nfsmi.org/documentlibraryfiles/PDF/20090901042814.pdf

students in a short period of time, a task that can prove difficult, if not impossible, for smaller schools.

57.7% of nutrition directors surveyed in Washington State believed scheduling conflicts presented barriers to student breakfast participation.

Surveyed nutrition directors commented:

"We have a problem with parents getting their students to school in time [for breakfast]—we have a lot of parents who drive them to school at the last minute."

"Bus schedules do not allow time to eat; the students never have enough time."

SOCIAL COMPETITION

When breakfast is served before the start of the school day, as it is under traditional school breakfast models, there is often not a dedicated or protected time for students to eat. If students are able to arrive at school early, they must choose whether to line up for breakfast or play or socialize with friends. Unfortunately, students regularly choose to skip meals in order to socialize.[46] Peer pressure also plays a part—nearly 20% of high school students report that they would eat more school meals if their friends did as well.[47] School administrators and food services staff repeatedly cited this particular barrier to breakfast participation.

Surveyed nutrition directors commented:

"Students would rather go outside and play."

"Students would rather play or socialize than eat."

"Kids would rather play than eat. We serve 100+ more kids on days that it is raining than when it's not."

46 Leos-Urbel, *supra.*

47 Marples, C., Spillman, D. (1995). *Factors Affecting Students' Participation in the Cincinnati Public School Program*. Adolescence. (30) 745–754.

STUDENT AGE

There is also evidence that student age impacts participation. Parents and school personnel find that older students are not hungry first thing in the morning and are more likely to choose sleeping for a few extra minutes over getting to school early for breakfast. Empirical studies have also found that low-income high school students are significantly less likely to participate in school breakfast programs than are younger students. The 420 public high schools/secondary schools in Washington State reached only 24% of low-income students with breakfast each day.[48] This rate closely matches the national trend that older students are typically 11 percentage points less likely to participate in school breakfast than are younger students.[49]

Surveyed nutrition directors commented:

"Some secondary students don't want to arrive early enough to eat breakfast."

PERCEPTIONS OF NEED, BARRIERS, AND PROGRAM PERFORMANCE

In 2013, the Children's Alliance surveyed nutrition directors across the state to identify the barriers these front-line service providers saw to participation in breakfast. These nutrition directors across the state showed strong awareness of the barriers discussed above, citing scheduling conflicts, cafeteria capacity, a lack of awareness from students or parents, and a shortage of enough staffing resources to oversee breakfast as key barriers to participation.

However, in addition to these shrewd observations, the survey also revealed a perception gap on what constituted "good" breakfast participation, a gap that could itself present a barrier to increasing participation. Nearly half of survey respondents rated their breakfast programs "good," indicating their belief that they "reach most of the children who need breakfast each morning."[50] In reality, however, only 9% of the districts that assessed themselves as "good" in fact met the national goal of reaching 70% of the target population with breakfast, and 13% of the respondents in this category served fewer than 25% of free and reduced-price eligible students each day.[51] These discrepancies suggest a misunderstanding about the number of students served or about the level of need within the student body.

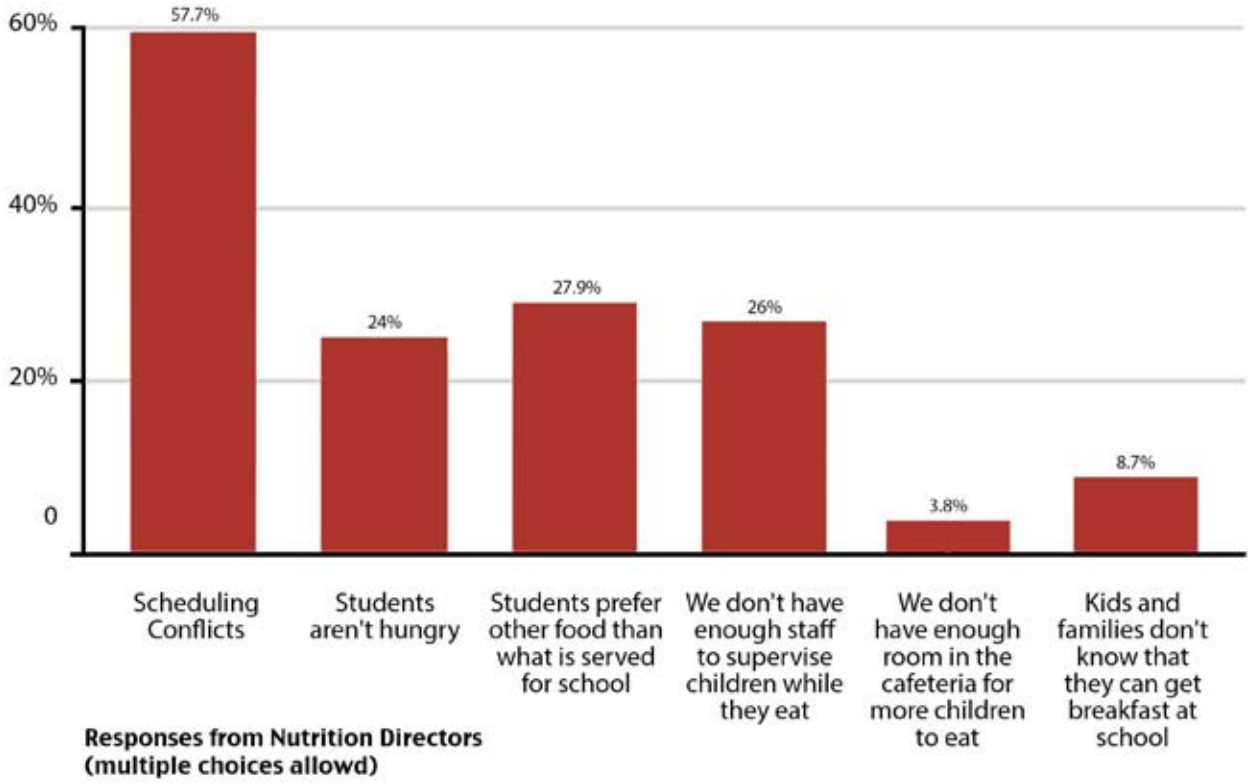
48 Washington Appleseed Student Participation Data Set, *supra.*

49 Moore, *supra.*

50 Children's Alliance. (2013). *Nutrition Director's Breakfast Survey* [Online Survey].

51 Washington Appleseed Student Participation Data Set, *supra.*

School Nutrition Director's Perceptions of Barriers to Breakfast Participation



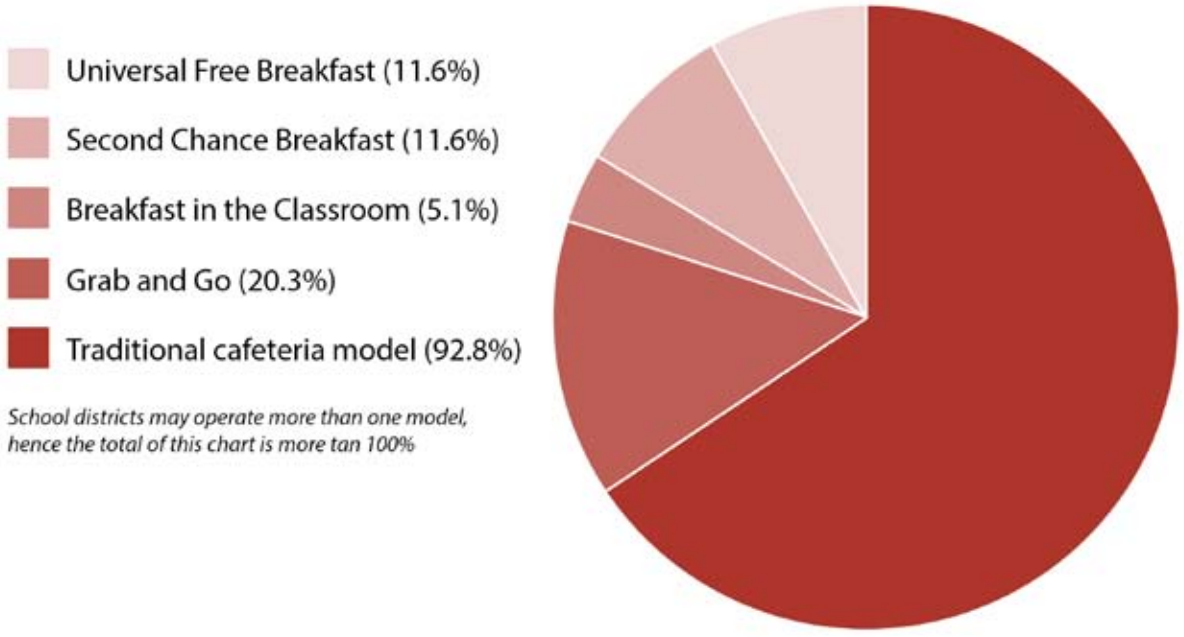
2.3 Innovative service models are the most effective tools for increasing participation in school breakfast.

Though the level of student need has little impact on student participation in breakfast, the type of service model used is highly influential in removing barriers for students and increasing breakfast participation. Washington State currently mandates that schools with 40% or more low-income students offer breakfast.[52] However, both schools and school districts have the discretion to choose the timing of breakfast and the service model used to provide it. While some breakfast programs are tracked at the state level, there is no complete or official compendium of service models currently in use across the state. Nevertheless, the Children's Alliance nutrition director survey, coupled with the collective knowledge of anti-hunger advocacy organizations, provides insight into the types of breakfast programs that schools are currently using to reach their students. Even though only about half of Washington school districts responded to the survey, their responses represented a diverse range of school districts across the state and help to fill in details about the equally diverse range of breakfast programs currently offered.

52 RCW 28A.235.160.

Service models for school breakfast programs are like building blocks—they can be stacked and used in many combinations to suit a variety of circumstances, school capacities, and student needs. The chart below reflects the types of service models currently in use (in many combinations) across Washington.

Types of School Breakfast Service Models Used in Washington State



Overview of Service Models and How They Address Barriers to Participation

UNIVERSAL BREAKFAST

Sometimes referred to as "universal no-cost breakfast" or as a "non-pricing option," *Universal Breakfast* programs provide breakfast to all students at no charge, regardless of their eligibility for free, reduced-price or paid meals. Participating schools continue to collect federal and state-level reimbursements for free and reduced-price eligible students (who currently comprise 87% of school breakfast participants) and the cost of covering meals to children who would usually pay for their breakfast is typically offset by increases in participation and higher overall breakfast revenues.[53]

53 The financial success of school breakfast programs is highly dependent on participation—programs with low participation tend to be more expensive per capita, while programs with high participation levels tend to break even or net income for school nutrition programs.

Several federal reimbursement options exist (see Finding 5 on Page 58 for additional information) to support Universal Breakfast, which allows schools to reduce their administrative burden in collecting applications and counting individual meals by free, reduced-price, or paid eligibility. Universal Breakfast, administered through these options, often presents immediate cost savings for schools and helps streamline implementation of breakfast service models like Breakfast After the Bell by removing the need to collect fees when breakfast is served at locations outside the cafeteria including in the classroom or from kiosks in high traffic areas around the school building.

Universal Breakfast can significantly reduce stigma within breakfast programs. If all students can eat breakfast for free regardless of their income level or need, then it is difficult to view students who cannot afford to pay for breakfast differently from their peers who are able to pay, often resulting in participation increases, even amongst student groups already qualifying for free or reduced-price meals.[54]

> **"We asked the community through their M&O tax dollars to pick up the balance so that all children eat for free, regardless of status. That has made it much easier for children to line up and take that free meal. It takes that whole stigma away."**
>
> **Peggy Douglas,** Superintendent, Paterson School District

Universal Breakfast positively improves participation in breakfast programs, but the total impact can be limited unless combined with other service models, like those discussed below.

GRAB AND GO BREAKFAST

Grab and Go programs have a variety of delivery options, but at their core, they are designed to be fast distribution systems that help feed more kids. Students pick up a quick meal and then, depending on the model, either head directly to the classroom with their meal or to other designated meal stations. Some schools set up kiosks or carts in high traffic hallways where students can pick up meals, and others set up a quick pick-up line in the cafeteria.

Grab and Go breakfast is broadly considered to be the easiest service model to implement in schools looking to increase participation in breakfast, with few additional resources needed for successful implementation. A key to success for Grab and Go breakfast is that students have somewhere to go to once they have their breakfast, ideally going to the classroom.

For example, the capacity issues at Edison Elementary School in the Kennewick School District

54 Leos-Urbel, *supra.*

were improved by the implemented a Grab and Go style breakfast program.

> **"We needed to come up with a more efficient way to get 120 kids in and out of breakfast easily—we don't have a cafeteria and we didn't even have chairs for everyone. So we just set up tall tables in the hallway. Kids eat breakfast while standing at a table, they talk and eat and it's easy and fast."**
>
> **Bruce Cannard,** Principal, Kennewick School District

Thanks to the new service model, the school was able to serve an additional 20 students each day.

As exemplified at Edison, Grab and Go programs can be effective tools to counter transportation schedules that often don't leave students enough time to eat. They can help reduce long food lines and cafeteria overcrowding, and reduce the role of social competition before school. These benefits of Grab and Go programs are particularly effective when students grab and go to the classroom to eat.

> **"It was pretty easy to implement Grab and Go breakfast. We shifted some staff member responsibilities and assigned a Teachers' Aide to set up the trays for the next morning's breakfast. Grab and Go is very simple and we increased breakfast participation at our school 24% over the prior year when we just had a traditional breakfast program, with no increase in budget."**
>
> **Randy Rindt,** Director of Food Services, Naches School District

SECOND CHANCE BREAKFAST

Second Chance Breakfast is a quick meal option served after the start of the school day, usually after first or second period. As the name implies, Second Chance Breakfast does not replace traditional before-school breakfast, but adds another opportunity for students to eat. Efficiency is key for Second Chance Breakfast—

successful programs often have a number of places where students can get breakfast and get to their next class quickly. This approach can be particularly effective with older students who are more inclined to sleep in than to arrive early to school to eat breakfast. Offering a later breakfast service ensures that these students still have an opportunity to eat.

Second Chance Breakfast helps remove the barriers of transportation and cafeteria crowding, while adjusting breakfast schedules to be more attractive to older students.

One nutrition director surveyed commented:

"I believe that the younger students are up earlier and eat before school (starts at 9:15) and the older kids sleep in and prefer to skip eating over sleeping. I think if we had breakfast as a mid-morning thing for older kids our participation would sky-rocket."

BREAKFAST IN THE CLASSROOM

Breakfast in the Classroom programs involve students either picking up meals or having meals delivered to be eaten in the classroom at the beginning of the school day (either before or after the bell). Breakfast in the Classroom most often incorporates breakfast into instructional time at the start of the day, using the time when students are eating breakfast to call the roll, listen to daily announcements or engage in educational activities.

Breakfast in the Classroom addresses nearly all of the barriers to participation discussed in this report. Making breakfast part of the daily school routine diminishes stigma and eliminates transportation problems as a barrier to participation. Having a scheduled and protected time to eat also helps more students engage in breakfast. A number of studies also suggest that incorporating breakfast into the routine of the school day reinforces the importance of breakfast for students and that this increases participation.

"We learned that when kids have a choice of whether to play outside or eat breakfast, they choose playing. When we let them do a little of both, they choose both. The result is that we don't have as many hungry kids."

Sue Kane, principal Rock Island Elementary School

The Impact of Different Service Models on Breakfast Participation in Washington

The survey results confirm anecdotal evidence: the traditional before-school cafeteria model is the predominant delivery system across the state for school breakfast. 92.8% of respondents reported using a traditional model in some or all schools in their districts. School districts that report using only the traditional cafeteria model reached 49.85% of their target populations with breakfast.[55] For the purposes of the following comparative discussion, we will use 49.85% participation as our sample group baseline.

As previously mentioned, the breakfast service models outlined above often work best when multiple models are used thoughtfully together. Our analysis found that participation increased as new service models were added into a district's matrix of breakfast programs. For example:[56]

	Average Participation Rate for Taret Population	Percentage increase Above Baseline Cafeteria Model
Districts with schools using only traditional cafeteria models	49.85%	n/a
Districts with some schools use traditional cafeteria models and some schools use Second Chance Breakfast	50.97%	1.12%
Districts with some schools using a combination of traditional cafeteria models, Second Chance Breakfast and Grab and Go	55.46%	5.61%
Districts with some schools using a combination of traditional cafeteria models, Second Chance Breakfast, Grab and Go and Universal Breakfast	77.47%	27.62%

55 This is nearly five percentage points higher than the statewide average, suggesting that the schools with the lowest participation in school breakfast did not respond to the survey.

56 Washington Appleseed Student Participation Data Set, *supra.*

We were not able to isolate the impacts of each program, but we were able to identify some trends that speak to the effectiveness of certain models. Adding Grab and Go service options to some or all schools in a district consistently boosted average breakfast participation in target populations by about 5.5%. Universal Breakfast also significantly improved the reach of any model to which it was attached. Adding Universal Breakfast to some or all schools using traditional cafeteria models resulted in a 5.74% increase in district participation averages. As illustrated above, employing Universal Breakfast along with a suite of other service models resulted in an increase in participation rates of over 25% higher than using those models alone.

Breakfast in the Classroom showed similar success in increasing participation. While the sample size of districts using Breakfast in the Classroom was too small to complete a parallel analysis to the chart above, the two analyses we were able to complete showed that Breakfast in the Classroom appeared to have the largest impact on participation of any of the service models, with district participation averages jumping between 10% and 20% when the service model was added.

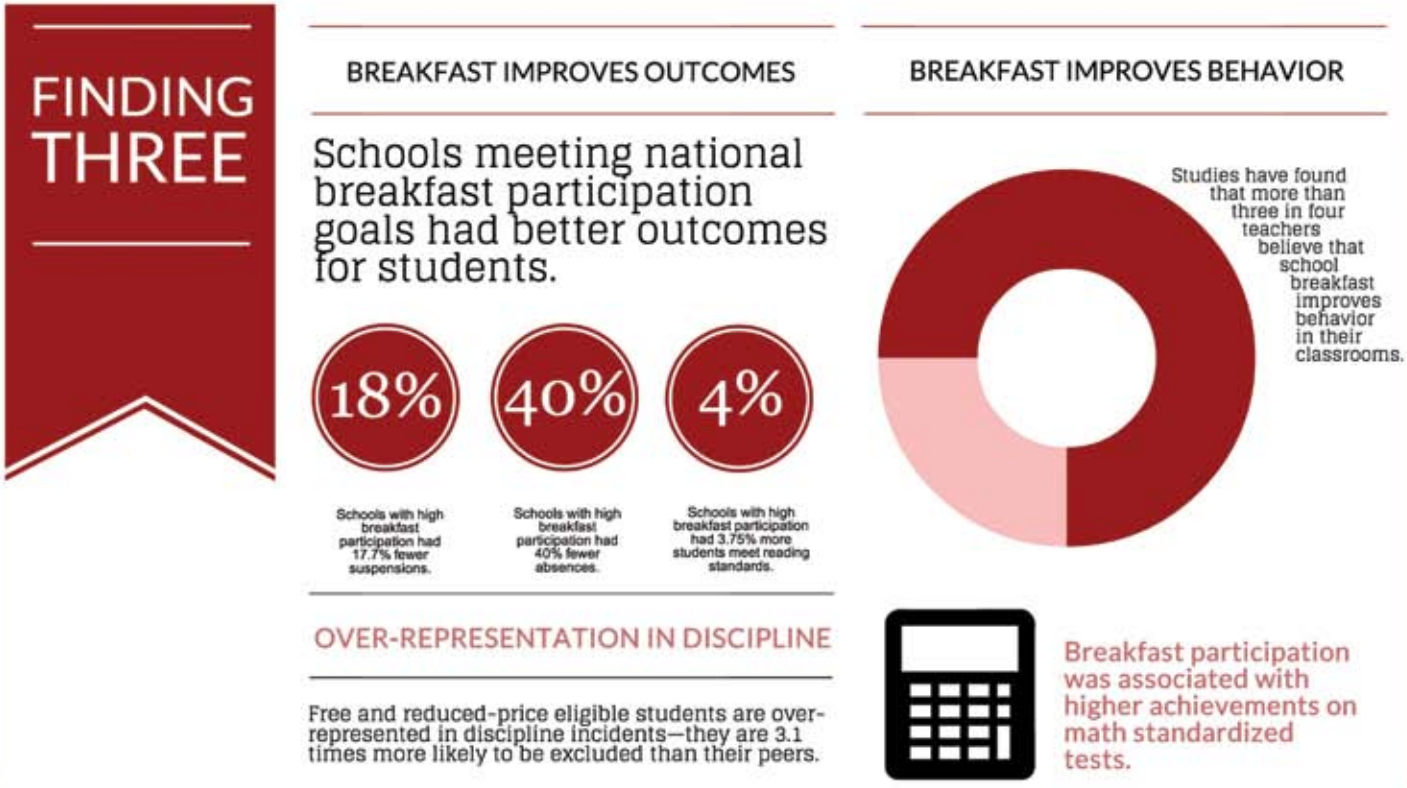
School districts using a combination of traditional cafeteria models, Grab and Go, and Breakfast in the Classroom saw average participation rates of 65.31% in target populations. Impressively, districts that used Breakfast in the Classroom exclusively achieved participation rates of 85.37%.

FINDING 3

School breakfast is associated with improved outcomes for students, including fewer discipline incidents, better attendance, better performance on standardized tests, and better overall food security.

Food insecurity is associated with behavioral and emotional challenges, poor attendance and health, and reduced academic achievement. Schools with high breakfast participation rates for low-income students have better outcomes for at-risk children than schools with low rates.

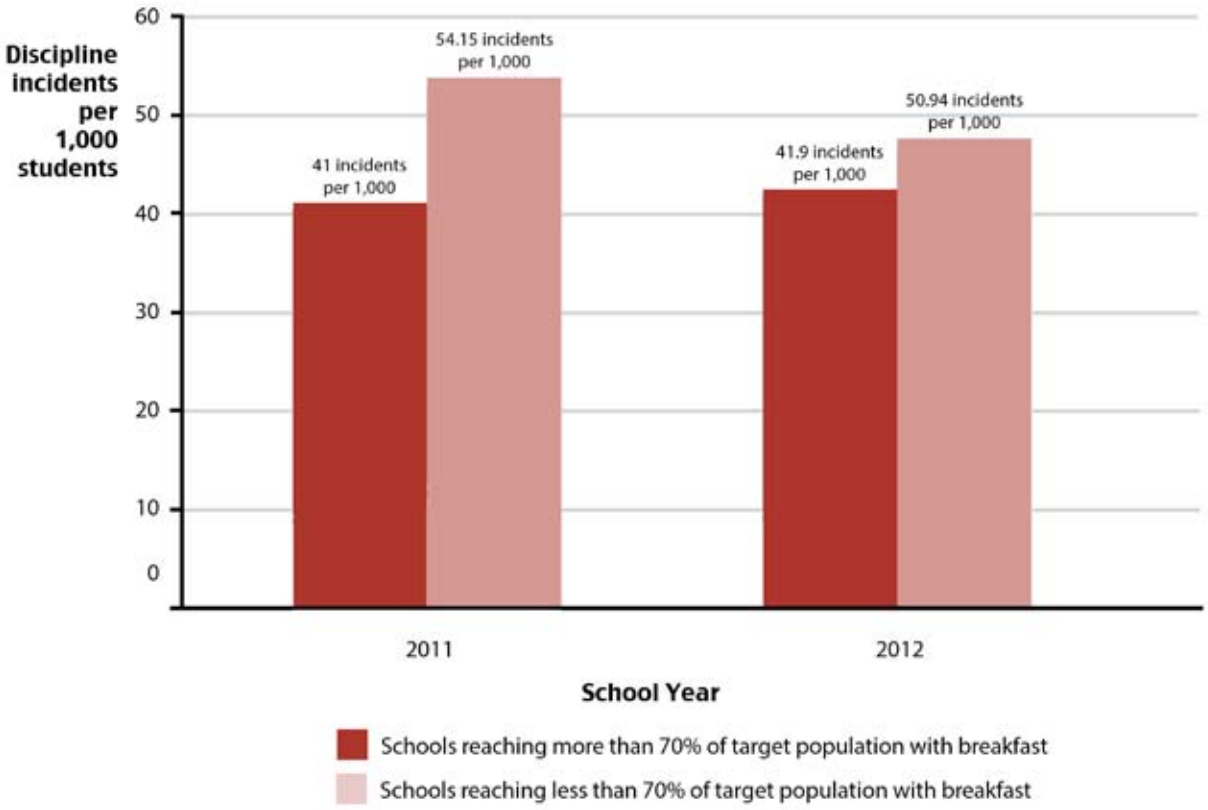
Many studies have linked eating school breakfast with positive health outcomes, such as better nutritional intake, reduced risk of obesity, and decreased risk of food insecurity. These better health outcomes set kids up for better success in the classroom.



3.1 High breakfast participation was associated with a fewer discipline incidents.

In Washington State, schools with high participation in breakfast programs had fewer incidents of *exclusionary discipline* than schools with low participation. A multi-year average[57] shows that schools meeting national goals for breakfast participation by free and reduced-price eligible students had 17.7% fewer incidents of suspensions per capita than schools with lower breakfast participation.[58]

Breakfast Participation Impact on School Discipline



57 This analysis is based on the 2010-2011 school year and the 2011-2012 school years, the only years with comparable discipline data and breakfast participation data available. Changes in the law resulted in additional disciplinary categories being tracked during the 2012-2013 school year that prevented comparison.

58 Washington Appleseed Student Participation Data Set, *supra*.

A Maryland study found a direct reduction in discipline incidents as a result of breakfast programs. Within three months of the start of Breakfast After the Bell programs, suspensions decreased by 1.6 days per month per school; other studies of the test group verified statistically significant reductions in discipline incidents in more than 40 participating schools.[59]

Historically, low-income students have been over-represented in disciplinary incidents in Washington. Appleseed's 2012 report, Reclaiming Students, reported that low-income students comprised only 47% of the total student population for reporting districts, yet they were involved in 58% of discipline incidents.[60]

New data collection methods for the 2012-2013 school year provide a more accurate examination of the impact of discipline on low-income students than was possible in Appleseed's 2012 analysis.[61] Preliminary examination of this new and expanded tracking of disciplinary incidents shows even more disproportionality than was detected in the study underlying that report. During the 2012-2013 school year, while low-income students comprised 45.9% of the student body, 75.89% of discipline incidents involved a low-income student.[62] Overall, nearly 10% of all free or reduced-price eligible students experienced some kind of exclusion during that school year, while only about 3% of students who were not classified as low-income experienced an exclusion.[63] In other words, low-income Washington students were 3.1 times more likely their than non-low-income peers to experience an exclusion.[64]

Previous studies on school discipline have been unable to identify the underlying causes for the over-representation of low-income children in discipline incidents. However, the correlation between breakfast participation and discipline rates in Washington State, combined with similar correlations found in studies across the country, suggests a strong connection between food insecurity and behaviors that result in discipline incidents. While the idea that hunger causes

59 These studies illustrate a strong connection between school breakfast and a reduction in disciplinary incidents, they only prove a correlative, rather than a pure causative, relationship.

Maryland State Department of Education, Baltimore. (2001). *Classroom Breakfast Scores High in Maryland: Findings from Year III of the Maryland Meals for Achievement Classroom Breakfast Pilot Program*. Retrieved from: http://www.marylandpublicschools.org/NR/rdonlyres/CA432B36-F5D2-41DA-9E0D-4D01C373AA75/1541/Classroom_Breakfast.PDF

60 Washington Appleseed. (2012). *Reclaiming Students: the educational and economic costs of exclusionary discipline in Washington State*. Retrieved from: http://media.wix.com/ugd//4569ed_e44ccb42cff21777ea479f4125d347df.pdf.

61 In previous years, only suspensions or expulsions for specific types of student behavior were tracked at the state level. These included incidents that resulted from drugs, alcohol or tobacco possession, bullying, fighting with or without major injury, violence with or without major injury, and possession of a weapon. However, school districts have the discretion to suspend or expel students for a much broader set of behaviors that they define in their district policies and student handbooks. For the 2012-13 school year, an "other" category was added to the state level tracking of discipline incidents for the first time. This category was meant to include exclusions for behaviors like disobedience, unruliness, rudeness to teachers and administrators, and the like.

62 Information in this analysis was provided to Washington Appleseed by OSPI through a data share agreement.

Office of Superintendent of Public Instruction. (2013). *School Discipline Data Share* [Data File].

63 *Id.*

64 While low-income students were significantly more likely to be excluded, that does not mean that schools that have the highest enrollment of low-income students had the most suspensions or expulsions of low-income students. Schools with more than 90% free and reduced-price eligible enrollment had disciplinary rates that varied from 5.96 to over 100 discipline incidents per every 1,000 students.

irritability may be considered common sense in our personal lives, the connection hasn't often been made in educational settings; as one school principal remarked in our interviews, *"Did you have breakfast? isn't the first thing I ask a student who ends up in my office for getting in a fight."* But the evidence—and common sense—suggests that food insecurity and hunger significantly impact a child's behavior in the classroom.

Students who experience food insecurity are nearly twice as likely to have trouble getting along with their peers,[65] resulting in increases in behaviors such as fighting, unruliness, and bullying. Children in food insecure households are also more likely to experience anxiety, motivational malaise, and other behavioral problems due to possible nutrient deficiencies and the level of stress that they may be experiencing at home. Based on these behavioral associations, it isn't surprising that students experiencing food insecurity are also twice as likely to be suspended as their food secure peers.[66] In addition, children who have trouble getting along with their classmates often experience additional problems later in life, such as heightened risk for criminality and dropping out.[67]

Focus groups, studies, and interviews with teachers also identify a connection between hunger and classroom behavioral problems. Teachers consistently find behavioral and attention problems to be more pronounced in children experiencing hunger than in their peers who are categorized as at-risk of hunger or not hungry.[68]

3.2 School breakfast participation is associated with improved school attendance.

Schools with high participation in breakfast programs by free and reduced-price eligible students show reduced disparities in attendance between low-income students and their peers. Statewide, free and reduced-price eligible students missed an average of 2.93 more days of school than peers who were not free or reduced-price eligible.[69] Schools meeting *national breakfast participation goals* tended to see more than 40% fewer absences for free and reduced-price eligible students than schools with lower breakfast participation.

Due to the large disparities in participation rates within school districts, it was not possible to complete a statewide analysis on the district level. However, an investigation into targeted school

65 Alaimo, *supra.*

66 *Id.*

67 *Id.*

68 Murphy, *supra.*

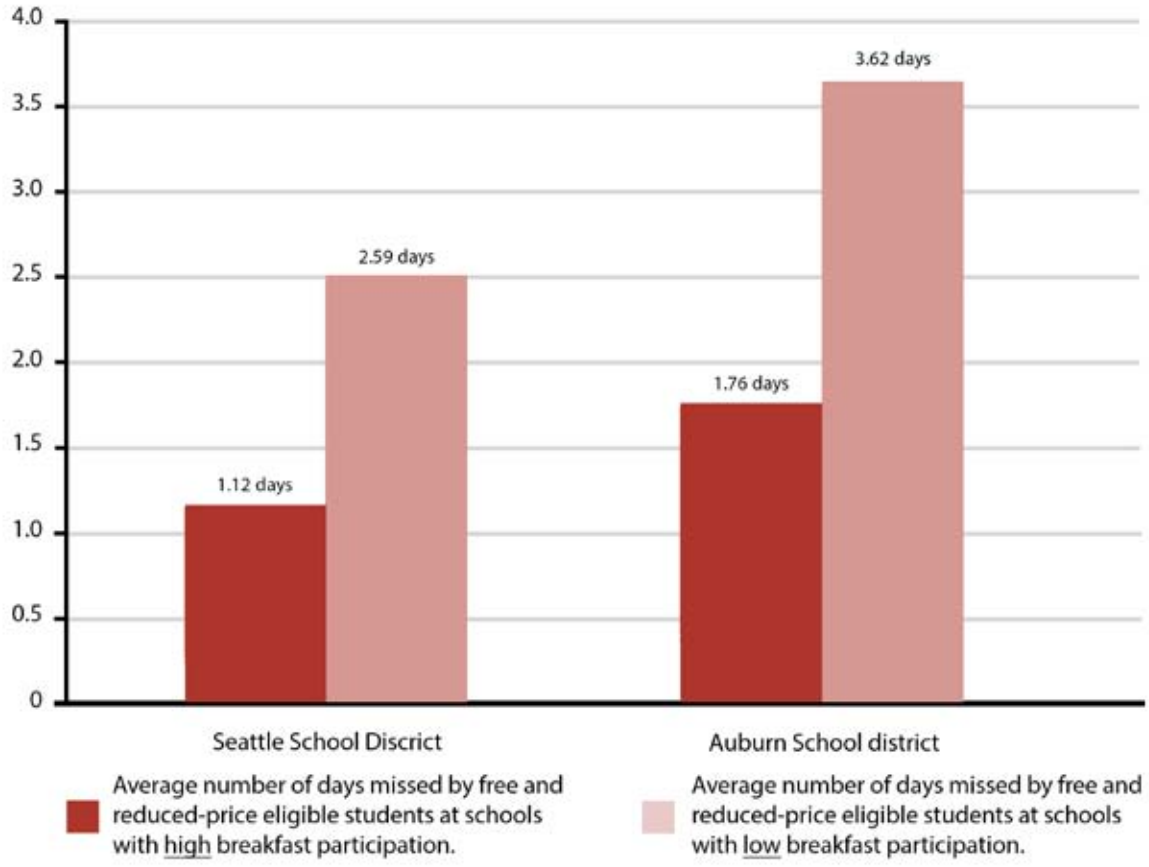
69 This analysis included only students who were enrolled in the same school for the entire school year 2012-2013 school year. This information was provided to Washington Appleseed by OSPI through a data share agreement.

Office of Superintendent of Public Instruction. (2013). *Student File Data Share [*Data File].

districts that have a large number of schools and a range of participation rates showed strong correlations between breakfast participation and attendance. For example, in Auburn School District, free and reduced-price eligible students at schools serving 70% or more of the target population with breakfast missed only 1.7 more days of school each year than their peers, while free and reduced-price eligible students at schools serving less than 70% of the target population missed 3.62 days more than their peers.[70]

Seattle Public Schools showed similar results: free and reduced-price eligible students at schools with low breakfast participation in the target population missed 1.43 more days of school than free and reduced-price eligible students at schools where national participation goals were met.[71]

Breakfast Participation Impacts on School Attendance



70 *Id.*

71 *Id.*

National studies have found that children experiencing hunger tend to miss more than five days of school a year, students at-risk of hunger miss just over 3 days of school a year, and students who are not hungry tend to miss only 2.3 days of school.[72] Our investigation shows similar attendance trends in Washington schools—low-income students who experience greater food insecurity tended to miss between 1 and 5 more days of school per year than their peers.

"Our teachers are behind us 100%. They feel that the students learn better, and behave better when they don't come to school hungry. Students are more attentive and don't make as many visits to the nurses office mid-morning. We've seen our attendance rates improve when students eat school breakfast."

Carol Barker, Food Services Director, Auburn School

In areas where overall attendance is lower, more significant gains from breakfast participation can be seen. For example, a pilot program in Missouri resulted in a 3.3% increase in overall attendance rates (from 91% to 94.3%) after implementing a universal breakfast program in targeted schools.[73] For many schools, attendance improvements include both improved full day attendance and reductions in tardiness.[74]

In addition to the direct gains in attendance that result from participation in school breakfast, there are also significant secondary attendance benefits—and therefore academic benefits—to be achieved by reducing exclusionary discipline. During the 2012-2013 school year alone, Washington students missed more than 315,000 days of school due to exclusionary discipline incidents.[75]

3.3 High breakfast participation was associated with improved test scores in low-income schools.

High-need schools meeting national goals for breakfast participation had a higher percentage of students meeting or exceeding reading and math standards than high-need schools with low participation in breakfast programs.

Although high-need schools continued to perform significantly below the state average in test scores,[76] high-need schools reaching 70% or more of the target population with breakfast had an average of 3.75% more students meeting reading standards than high-need schools with lower

72 Murphy, *supra.*

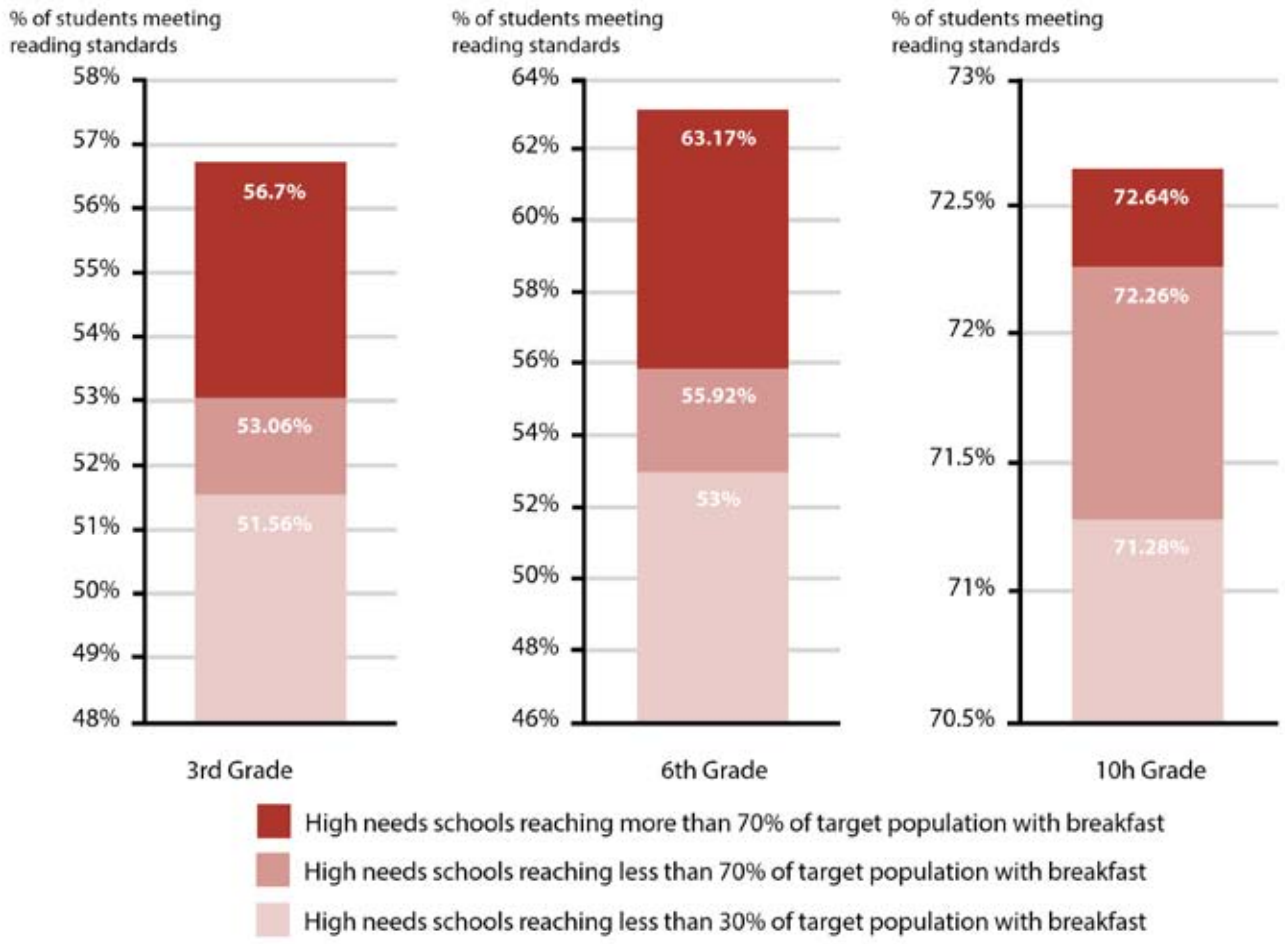
73 Huang, H., Lee, K., Shanklin, C. (2006). *Evaluation of the Free School Breakfast Program in St. Joseph, Missouri.* The Journal of Child Nutrition & Management (1) Spring 2006. Retrieved from: http://docs.schoolnutrition.org/newsroom/jcnm/06spring/huang/index.asp

74 Leos-Urbel, *supra.*

75 Office of Superintendent of Public Instruction, Discipline Data Share, *supra.*

participation.[77] Likewise, high-need schools meeting national breakfast participation targets had an average of 5.56% more students meeting reading standards than schools with less than 30% participation by the target population.

Impact of Breakfast Participation on Reading Test Scores



Math scores also showed signs of a correlation between breakfast participation and achievement. High-need schools meeting national breakfast participation targets had about 2% more third grade students achieve math performance standards than students in high-need schools with lower breakfast participation. While sixth grade math tests did not result in more students in high

76 Looking at all schools statewide, 68.8% of 3rd graders, 71.5% of 4th graders, and 81.3% of 10th grade students met reading standards as compared to low income schools, where only 53.48% of 3rd graders, 56.28% of 4th graders and 71.24% of 10th graders met reading standards.

Office of Superintendent of Public Instruction. (2013). *Washington State Report Card, 2012 Data Files, MSP/HSPE Scores by School* [Data File]. Retrieved from: reportcard.ospi.k12.wa.us/DataDownload.aspx?schoolid=1&OrgTypeId=1&reportLevel=State&orgLinkId=

77 3rd, 6th, and 10th grade reading scores were reviewed in this analysis.

participation schools meeting standards, those schools did have a larger number of students performing at a higher level.[78]

These local test results mirror national trends showing that breakfast participation is associated with better test results. Controlled studies in Minnesota saw steady improvement in state test scores in the years after implementing universal free breakfast programs, raising the average school proficiency score from 76% to 87% in the four years after the breakfast programs were implemented in test schools.[79] During the same time-frame, control schools saw test scores averaging between 87% and 90% each of those same four years.[80]

"Faculty and staff are in 100% agreement that to be effective educators, we need to be responsible for the whole child. When children come to school and they aren't ready to learn—whether it's because they have an issue at home or they're hungry—that interferes with their ability to learn and we need to figure out a way to help take care of that."

Peggy Douglas, Superintendent, Paterson School District

Unfortunately, many studies lack methodological controls and therefore are prevented from declaring a clear causative connection between the impact of breakfast and improvements in test scores. Nevertheless, the correlation remains pronounced. Teachers and principals also consistently provide anecdotal evidence of these outcomes. For example, 80% of the 865 teachers surveyed and 91% of 317 principals surveyed in the Minnesota study reported feeling strongly that breakfast participation had positively impacted academics in their schools.[81]

In addition to a broad range of national research on school test scores, there are a number of empirical studies that show the impact of food insecurity on cognitive development and behavioral maturity—the brain functions that sets kids up for success in learning environments. These cognitive and behavioral tests show the overlapping factors that contribute to discipline, attendance, and academic achievement. For both young children and teenagers, those deemed as "food insufficient" scored 6%-12% lower on these clinical tests.[82]

78 Fewer students scored in the lowest achievement level (Level 1) and more students reached scores in Level 2 and 3.

79 Office of Superintendent of Public Instruction, Washington State Report Card [Data File], *supra.*

80 University of Minnesota. (2004). *Fast Break to Learning School Breakfast Program: a report of the third year results, 2002-2003*. Office of Educational Accountability, Center for Applied Research & Educational Improvement. Retrieved from: http://www.cehd.umn.edu/oea/PDF/2002-03BreakfastStudy.pdf

81 *Id.*

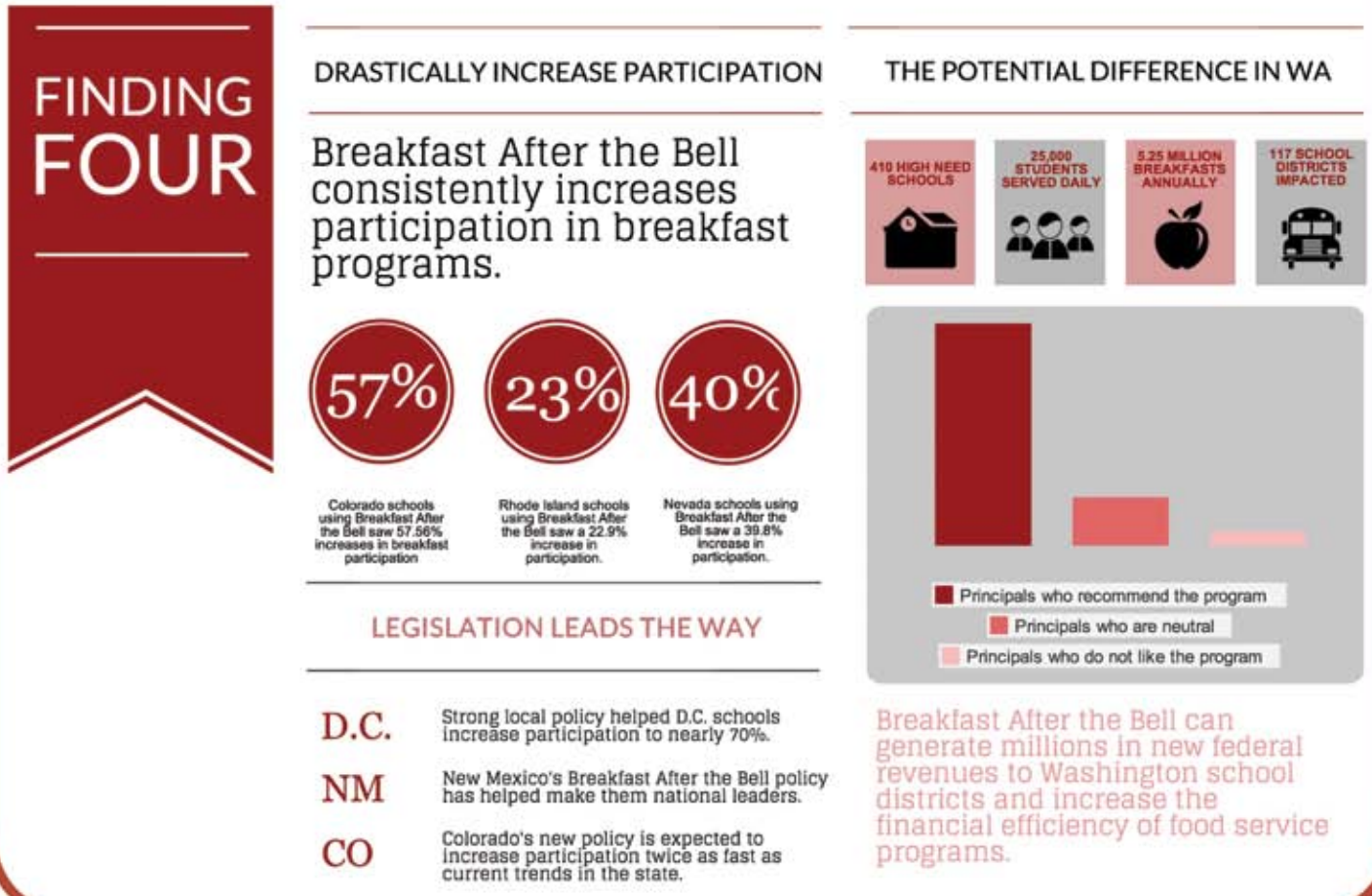
82 Murphy, J. M. (2007). *Breakfast and Learning: an updated review.* Current Nutrition & Food Science. (3) 3-36. Retrieved from: http://www.benthamscience.com/cnf/sample/cnf3-1/D0002NF.pdf

FINDING 4

Implementing Breakfast After the Bell programs in high-need Washington schools can significantly reduce the risk of hunger for school-aged children.

A majority of Washington's free and reduced-price eligible children are not receiving the benefits of a nutritious school breakfast. This lack of participation tends to result not from a lack of need or lack of interest, but from barriers that keep kids and families from accessing this vital public service.

Breakfast After the Bell programs have proven effective in removing key barriers that prevent breakfast participation: schools and even entire states have seen immediate increases in participation that have remained steady for years after implementation. The message is clear: Breakfast After the Bell can have a lasting and meaningful impact for Washington children.



4.1 Breakfast After the Bell is likely to significantly increase the number of nutritious meals reaching low-income children.

During the 2011-2012 school year, Washington State had 410 high-need schools. Of these 410 neediest schools in the state, only 16.8% met national goals for breakfast participation within the target population.[83] That leaves over 80% of Washington's most high-need schools with significant room for improvement in reaching the target population with breakfast.

Breakfast After the Bell has the potential to transform breakfast programs in these schools, potentially increasing average participation to 60% of free and reduced-price students each day.[84] There is documented evidence in settings across the country that Breakfast After the Bell is effective in engaging students and increasing participation.

BREAKFAST AFTER THE BELL – NATIONAL MODELS

States across the country have enacted both voluntary and mandatory Breakfast After the Bell programs. Both have had impressive results in increasing breakfast participation. The large-scale success stories, however, are most often accompanied by legislation mandating programs in high-need schools.

In Colorado, the No Kid Hungry Campaign hosted a voluntary challenge initiative for schools to encourage increases in school breakfast participation. The eight winning schools all implemented some form of Breakfast After the Bell program and experienced an average participation increase of 57.56% between the 2009 and 2010 school year.[85]

Based in part on the success of voluntary implementation of Breakfast After the Bell programs, the Colorado legislature passed a bill requiring all high-need schools to implement Breakfast After the Bell in the 2014-2015 school year.[86] The new law is expected to help an additional 84,623 low-income students participate in breakfast each day,[87] and breakfast participation is expected to grow twice as fast under the new mandate as it would under an opt-in program.[88]

The District of Columbia also achieved dramatic increases in breakfast participation through one

83 Washington Appleseed Student Participation Data Set, *supra*.

84 Food Research and Action Center. (2013). *School Breakfast: Making it Work in Large School Districts: School Year 2011-2012*. Retrieved from: http://frac.org/pdf/urban_school_breakfast_sy2011-2012.pdf

85 Hunger Free Colorado. (2011). *2011 Colorado School Breakfast Report*. Retrieved from: www.hungerfreecolorado.org/wp-content/uploads/2012/08/HFC-SBP-Report-LR2.pdf

86 Hunger Free Colorado. (2013). *HB-1006: Breakfast After the Bell Nutrition Program in Low-Income Schools*. Retrieved from: www.hungerfreecolorado.org/wp-content/uploads/2013/05/Breakfast-After-the-Bell-Nutrition-Program-FACT-SHEET-5-23-13.pdf

87 *Id.*

88 Garvey Schubert Barer. (2013). *Comparative Legal Research Brief: school breakfast* [Internal Research Document].

of the strongest mandates in the country. Not only have all public, private, and charter schools in Washington D.C. been required to offer free breakfast to all students since 2005, but, beginning in 2010, elementary schools with more than 40% of students eligible for free or reduced-price meals must serve Breakfast in the Classroom. Middle and high schools with more than 40% free and reduced-price eligible students must also offer alternative serving models, such as Breakfast in the Classroom or grab-and-go carts.[89] In the first year of implementing these models, breakfast participation rose 34%.[90] Now, three years after implementation, on average 69.5% of the target population eats breakfast at school each day.[91]

New Mexico currently leads the country in participation in breakfast programs, with a statewide average of 70.2% of the target population participating in breakfast every day.[92] This participation rate has been achieved through a strong state mandate that requires offering universal free breakfast to all students in low-income schools after the start of the school day.

Rhode Island and Nevada also achieved significant participation increases through opt-in programs in both states' largest school districts. Rhode Island implemented Breakfast in the Classroom in 25 elementary schools and achieved a statewide participation increase of 22.9%.[93] Nevada also implemented a universal free Breakfast After the Bell program in low-income schools in the Las Vegas area, achieving a 39.8% participation increase and jumping the state from a rank of 50th in the country for breakfast participation to 35th in just one school year.[94]

BREAKFAST AFTER THE BELL – IMPLICATIONS FOR WASHINGTON

If the highest need schools in Washington implemented Breakfast After the Bell, nearly 25,000 additional children would likely participate in school breakfast every day, with a total of more than 5.25 million additional meals reaching low-income students each school year (supported by $9.6 million in federal funds from School Breakfast Program reimbursements).[95]

High-need schools are scattered across 117 Washington school districts, and the anticipated benefits of implementing a Breakfast After the Bell program would be similarly widespread. However, some districts have a

89 *Id.*

90 *Id.*

91 Food Research and Action Center. (2012). *School Breakfast Scorecard: School year 2010-2011*. Retrieved from: http://frac.org/pdf/school_breakfast_scorecard_2010-2011.pdf

92 Food Research and Action Center. (2013). *School Breakfast Scorecard: School year 2011-2012*. Retrieved from: http://frac.org/pdf/Scorecard_SY2011-2012.pdf

93 *Id.*

94 *Id.*

95 Washington Appleseed Economic Model, *supra.*

significant number of high-need schools and relatively low participation in breakfast programs, reflecting both the need for and significant promise of an innovative program like Breakfast After the Bell.

The school districts with the most high-need schools that could benefit enormously from Breakfast After the Bell are:

School District	Number of high-need schools in the district	Total Enrollment of High-need Schools	Total Breakfasts Served in 2011-2012 to Target Population	Anticipated Breakfasts Served to Target Population with Breakfast After the Bell	Anticipated % Increase in breakfasts served
Tacoma School District	32	14,856	977,366	1,305,601	134%
Seattle School District	23	8,323	433,752	721,678	166%
Highline School District	21	8,882	418,607	777,168	186%
Spokane School District	18	9,615	639,148	846,720	132%
Yakima School District	18	12,235	633,723	1,145,232	181%
Clover Park School District	12	5,966	440,433	590,927	134%
Kent School District	12	8,359	326,194	689,472	211%
Pasco School District	10	6,436	444,202	645,601	145%
Kennewick School District	8	4,409	253,763	385,668	152%
Sunnyside School District	8	6,307	387,895	539,853	139%
Toppenish School District	8	3,640	267,118	354,245	133%
Quincy School District	7	2,606	129,219	235,145	182%
Vancouver School District	7	3,279	133,737	286,889	215%
Aberdeen School District	6	1,977	106,260	176,580	166%
Federal Way School District	6	2,737	139,245	230,904	166%
Grandview School District	6	4,028	161,219	346,572	215%
Moses Lake School District	6	1,858	129,945	161,200	124%
Auburn School District	5	2,174	190,114	198,483	104%
Franklin Pierce School District	5	2,186	132,399	190,728	144%
Mount Vernon School District	5	2,686	136,823	219,526	160%
North Franklin School District	5	1,496	96,614	132,280	137%
Othello School District	5	3,784	205,260	314,244	153%
Renton School District	5	2,522	133,934	217,549	162%
Tukwila School District	5	3,104	105,400	267,084	253%
Wahluke School District	5	2,211	110,071	208,440	189%
Wapato School District	5	3,400	158,695	306,180	193%

4.2 Breakfast After the Bell is viewed positively by teachers and parents who participate in the program.

The positive impact Breakfast After the Bell has on participation is reflected by the enthusiasm of teachers and parents who have experienced its benefits. A 2013 survey of 1,000 K-8 public school teachers and principals in schools with Breakfast After the Bell found that two out of three respondents were supportive of the program.[96] Support for Breakfast After the Bell also tended to grow the longer that a program had been operating at a particular school. On average, 91% of respondents in a study on Maryland's breakfast program believed Breakfast After the Bell programs should continue in their schools; for schools that had the program the longest, the endorsement rate was 94%.[97]

Studies have also found that high percentages of teachers and school administrators see positive impacts on the learning environment as a result of Breakfast After the Bell. Since implementing Breakfast After the Bell, 76% of teachers and administrators in Maryland saw an improvement in student alertness during morning lessons.[98] Similarly, 8 out of 10 school staff members surveyed in a study of Maryland's Classroom Breakfast Pilot Program believed that the school's learning environment had improved since the implementation of the program.[99] A review of Minnesota's Fastbreak Breakfast Program yielded comparable support—83% of respondents believed that students who participated in school breakfast were more attentive during class discussions and more focused on curriculum.[100]

Teachers have also found that they are able to use breakfast time in the classroom constructively. Nationally, teachers say that on average, Breakfast After the Bell takes about 15 minutes.[101] Teachers use this time in a variety of ways, including taking attendance, reading classroom announcements, and collecting homework assignments.[102]

"Behavior wise – the kids are full and it's a calmer feeling. It's not perfect, especially in the K-2 rooms…But we believe that kids are more focused."

Sue Kane, principal Rock Island Elementary School

Washington, like many states that have wide implementation of Breakfast After the Bell, has flexible language in its regulations to support classroom programs during breakfast. The

96 Share our Strength. (2013). *Hunger in our Schools: Share Our Strength's teachers report 2013*. Retrieved from: http://www.nokidhungry.org/pdfs/NKH_TeachersReport_2013.pdf

97 Maryland State Department of Education, *supra.*

98 Share Our Strength, Hunger in our Schools, *supra.*

99 Maryland State Department of Education, *supra.*

100 University of Minnesota, *supra*

101 Share Our Strength, Hunger in our Schools, *supra.*

102 *Id.*

Washington Administrative Code defines instructional time as "those hours students are provided the opportunity to engage in educational activity planned by and under the direction of school district staff…inclusive of intermissions for class changes, recess, and teacher/parent-guardian conferences …"[103]

The regulation suggests that time spent with students simply eating in the classroom is unlikely to be counted as instructional time. However, if that eating time is coupled with some form of instruction, it can qualify as active educational time, allowing teachers to start the school day while kids finish breakfast, transitioning seamlessly into their regular teaching routine—only now with students who are more attentive and better-behaved as a result of eating breakfast.

"The kids are eating during the 10 minutes in the morning when teachers are doing roll call, collecting homework and getting messages out, so breakfast isn't interrupting direct instruction. You need to see it to believe it."

Peggy Douglas, Superintendent, Paterson School District

"Our teachers are very supportive and they do a great job of mingling their educational time while still giving their students enough time to eat breakfast. The students eat in their classroom while their teacher makes morning announcements. They also complete work packets or start on daily assignments."

Carol Barker, Food Services Director, Auburn School District

"The teachers all have the students first get their breakfast and then go back to the classrooms for reading time. The teachers like that time when the kids eat and listen to stories."

Linda Keller, Food Services Director, Onion Creek School District

According to a USDA study, perceptions about the value of Breakfast After the Bell differed significantly, depending on whether teachers had experienced the program directly: teachers whose students ate in the classroom had positive experiences with the program, while those who had not experienced the program firsthand were less supportive of classroom breakfast programs.[104]

103 WAC 28A.150.205.

104 United States Department of Agriculture. (2004). *Evaluation of the School Breakfast Program Pilot Project: summary of findings from the final report*. Food and Nutrition Service. Retrieved from: http://files.eric.ed.gov/fulltext/ED486541.pdf

"When another principal came to observe the program in action, one of the teachers told her that she had originally been against the program because she had thought it was a waste of time. However, after it was put in place, she became a convert: 'I wouldn't change a thing. It calms my kids.'"

Peggy Douglas, Superintendent, Paterson School District

"I've actually tried to get them to have the kids start eating breakfast in the multi-purpose room for easier cleanup but the teachers don't want to, they still want their kids to come to their class and be read to."

Linda Keller, Food Services Director, Onion Creek School District

A recent study conducted by the National Association of Elementary School Principals and the Food Research and Action Center also found widespread support for Breakfast After the Bell programs like Breakfast in the Classroom among school principals. Focusing specifically on schools currently operating Breakfast in the Classroom programs, the study found that 78% of principals would encourage others to consider the program, 17% were neutral, and only 5% would discourage the program in other schools.[105] 47% of principals reported no challenges in implementing the program.[106]

In addition to positive responses from educators and administrators, parents have also had strong positive reactions to Breakfast After the Bell. Parents in focus groups for the 4th year report on Minnesota's Fast Break Program agreed that having breakfast provided at school allowed them to worry less about whether their child had enough to eat, that school breakfast reduced strain at home, that it helped avoid arguments and stress about making time for breakfast, that students enjoyed the social aspect of breakfast at school and were more likely to eat with their classmates than alone at home.[107] In Maryland, 90% of parents surveyed said that the state's Classroom Breakfast Program had helped their family.[108]

105 Food Research and Action Center. (2013). *Start the School Day Ready to Learn with Breakfast in the Classroom – principals share what works.* National Association of Elementary School Principals. Retrieved from: http://frac.org/pdf/frac_naespf_bic_principals_report2013.pdf

106 *Id.*

107 University of Minnesota, *supra.*

108 Maryland State Department of Education, *supra.*

4.3 Breakfast After the Bell has immense positive benefits with minimal fiscal impacts.

Breakfast programs are supported by a combination of revenues and funding: federal School Breakfast Program per-meal reimbursements (stratified by free, reduced-price, and paid student status), state co-pay relief reimbursements for reduced-price breakfasts, state per-meal reimbursements for free and reduced-price breakfasts,[109] student payments, and, occasionally, local levies, grants and other special funds.

For the 2011-2012 school year (the most recent year with full data available and the year on which Washington Appleseed's economic model is based),[110] the reimbursement schedule was as follows:[111]

2011-2012 school year	Federal Reimbursement Per Meal	WA State Co-Pay Relief Per Reduced-Price Breakfast	WA State Per Free and Reduced-Price Breakfast Reimbursement
Free Breakfast	$1.80	$0.00	$0.177
Reduced-price Breakfast	$1.50	$0.30	$0.177
Paid Breakfast	$0.27	$0.00	$0.00

During the 2011-2012 school year, the state's 410 high-need schools served approximately 10.5 million breakfasts at a total cost of over $21.8 million.[112] Federal funding supported 79% of the total cost, with student payments covering 7.34% of the cost and state per-breakfast reimbursements and co-pay relief contributing 9.10%.[113] School breakfast programs had an overall program deficit of an estimated 3.90%.[114]

109 Washington State currently contributes the cost of reduced-price breakfast co-pays ($0.30) to school districts for all students. The state also contributes reduced-price lunch co-pays ($0.40) for K-3 students.

110 In order to project the financial impact of increased breakfast participation on schools, Appleseed constructed a financial model to replicate the financial structure of school meal programs. The model is based on costs and revenues for the 2011-2012 school year. For a full description of the model, please see the technical notes on page 82.

111 Federal per-meal reimbursements for the National School Lunch and School Breakfast Programs are evaluated annually and have increased during the figures listed for the 2012-2013 school year. This funding is not considered vulnerable and can be expected to remain steady or increase in coming years.

112 Washington Appleseed Economic Model, *supra.*

113 *Id.*

114 *Id.*

2011-2012 School Year	Food Costs	Labor Costs	Supply Costs	Indirect Costs	Other Costs	Capital Outlay	Total Costs
Hi-need Schools Estimated Breakfast Program Costs	$8,929,903	$9,355,957	$1,117,296	$1,737,463	$519,131	$187,769	$21,847,521

2011-2012 School Year	Student Payments for Paid Meals	Federal Reimbursements	WA State Co-Pay Relief	WA State Free/Reduced-Price Stipend	Total Income
Hi-need Schools Estimated Breakfast Program Income	$1,602,822	$17,437,440	$264,201	$1,723,744	$21,028,208

As previously discussed, implementation of Breakfast After the Bell programs can be expected to significantly increase participation in Washington school breakfast programs. Results tend to differ based on the type of corresponding delivery model used, such as Breakfast in the Classroom, Grab and Go, or Second Chance Breakfast. National experts suggest that a flat rate of 60% participation among free and reduced-price eligible students would accurately reflect the highs and lows achieved with these different service options.[115]

When the financial model is scaled to accommodate this 60% average participation rate for free and reduced-price eligible students, breakfast programs see increased efficiency and reduced deficits. With Breakfast After the Bell implemented in Washington high-need schools, over 16 million breakfasts would be served at an anticipated cost of $33.2 million. Federal funding would support over 81% of the total cost, student payments 5.31% of revenue, and state reimbursements 9.60%.[116] With Breakfast After the Bell, school breakfast programs could reduce their overall deficit even further, to an estimated 3.77%.[117]

Breakfast After the Bell	Anticipated Food Costs (BAB)	Anticipated Labor Costs (BAB)	Anticipated Supply Costs (BAB)	Anticipated Indirect Costs (BAB)	Anticipated Other Costs (BAB)	Anticipated Capital Outlay (BAB)	Anticipated Total Costs (BAB)
Hi-need Schools Estimated Breakfast Program Costs	$13,630,392	$14,169,978	$1,700,560	$2,623,966	$789,387	$294,888	$33,209,174

2011-2012 School Year	Anticipated Student Payments for Paid Meals (BAB)	Anticipated Federal Reimbursements (BAB)	Anticipated WA State Co-Pay Relief (BAB)	Anticipated WA State Free/Reduced-Price Stipend (BAB)	Total Anticipated Income (BAB)
Hi-need Schools Estimated Breakfast Program Income	$1,763,104	$2,7050,827	$500,741	$2,686,817	$32,001,489

115 Food Research and Action Center. (2013). *Community Eligibility: making high-poverty schools hunger free*. Center on Budget and Policy Priorities. Retrieved from: http://frac.org/pdf/community_eligibility_report_2013.pdf

116 Washington Appleseed Economic Model, *supra.*

117 *Id.*

More than 80% of the cost of implementing Breakfast After the Bell programs in Washington's high-need schools will be covered by federal School Breakfast Program reimbursements. Leveraging this potential $9.6 million in new federal funds to support Breakfast After the Bell minimizes the program's direct costs to school districts.[118]

If the rate of state-based subsidies remains constant, increased participation in school breakfast programs under Breakfast After the Bell would result in an increase in demand for state funds. Our model anticipates that 788,466 additional reduced-price breakfasts will be served under Breakfast After the Bell, resulting in an increase in demand for reduced-price co-pay relief from the state by $236,540. The model also anticipates that a total of 5.44 million breakfasts will be served to the target population, creating an increase in demand for state per-meal reimbursements of $963,073. The total anticipated contribution by the state to district breakfast programs is $1.19 million.

Fiscal support from the state for school breakfast programs has fluctuated over the years. The state contributed $4.8 million in combined co-pay relief and per-meal reimbursements during the 2012-2013 school year, and slightly less ($4.6 million) during the 2011-2012 school year.[119] Similarly, the rate of per-meal reimbursement has fluctuated between $0.15 and $0.19 per meal, depending on demand.[120]

It is possible that some of the anticipated expense to the state from Breakfast After the Bell could be absorbed within the traditional ebb and flow of the state-based reimbursement budget, or through an adjustment in the payment level of state-based per-meal reimbursements for breakfast. Impacts to the state could also be tempered through a graduated roll-out of Breakfast After the Bell programs. It is likely that increased participation in breakfast programs will also generate more federal dollars to support OSPI's role in administering the program at the state level.

Potential costs to the state may also be offset by positive economic activity generated through the expansion of school breakfast programs. Increases in participation is likely to contribute $4.81 million to support nutrition services jobs in low-income communities across the state, providing more work hours for under-employed workers and creating new positions.[121] Increased participation is also likely to generate $4.7 million in new food purchasing power for schools, some of which will find its way back to Washington families and farmers.[122] Additionally, the 5.5 million additional meals eaten at school by free and reduced-price eligible students represents a savings of over $8 million to family budgets that can be spent in local communities.[123]

118 *Id.*

119 Office of Superintendent of Public Instruction. (2013). *Bulletin No. 008-13*. Chid Nutrition Services.

120 *Id.*

121 Washington Appleseed Economic Model, *supra.*

122 *Id.*

123 *Id.*

The potential cost of Breakfast After the Bell in Washington is at roughly the median point of existing programs in other states. The New Mexico legislature first authorized a pilot program with $475,000 of funding support for Breakfast After the Bell, and has since appropriated $1.8 million to expand the program.[124] Colorado's new legislation requires a total new expenditure of only $172,111 to support the program, a majority of which would support $0.30 reimbursements for reduced-price breakfasts and a small amount for a 0.3 FTE at the Department of Education to assist with implementation of the program.[125] The D.C. Healthy Schools Act of 2010, which required all public and charter schools to offer universal free breakfast and all schools with 40 percent or more free and reduced-priced eligible students to offer Breakfast After the Bell, provided for $435,000 in initial start-up costs. The Act also provided funding for charter schools to offset the cost of moving to universal free in the first year of the program, costing $1.3 million in FY 2011.[126]

Maryland has both the oldest and most expensive Breakfast After the Bell program, currently costing $5.2 million in state funds to support the program annually. Unlike New Mexico, Colorado, and Washington, D.C., Maryland's program is an opt-in and not a mandate.[127] This has impacted both the rate of participation increases and the overall cost of the program—Maryland has seen slower gains in participation than states with mandates and, because the program uses financial backing to incentivize schools to participate, the program is also more costly.

124 Garvey Schubert Barer, *supra.*

125 *Id.*

126 Food Research and Action Center, *supra.*

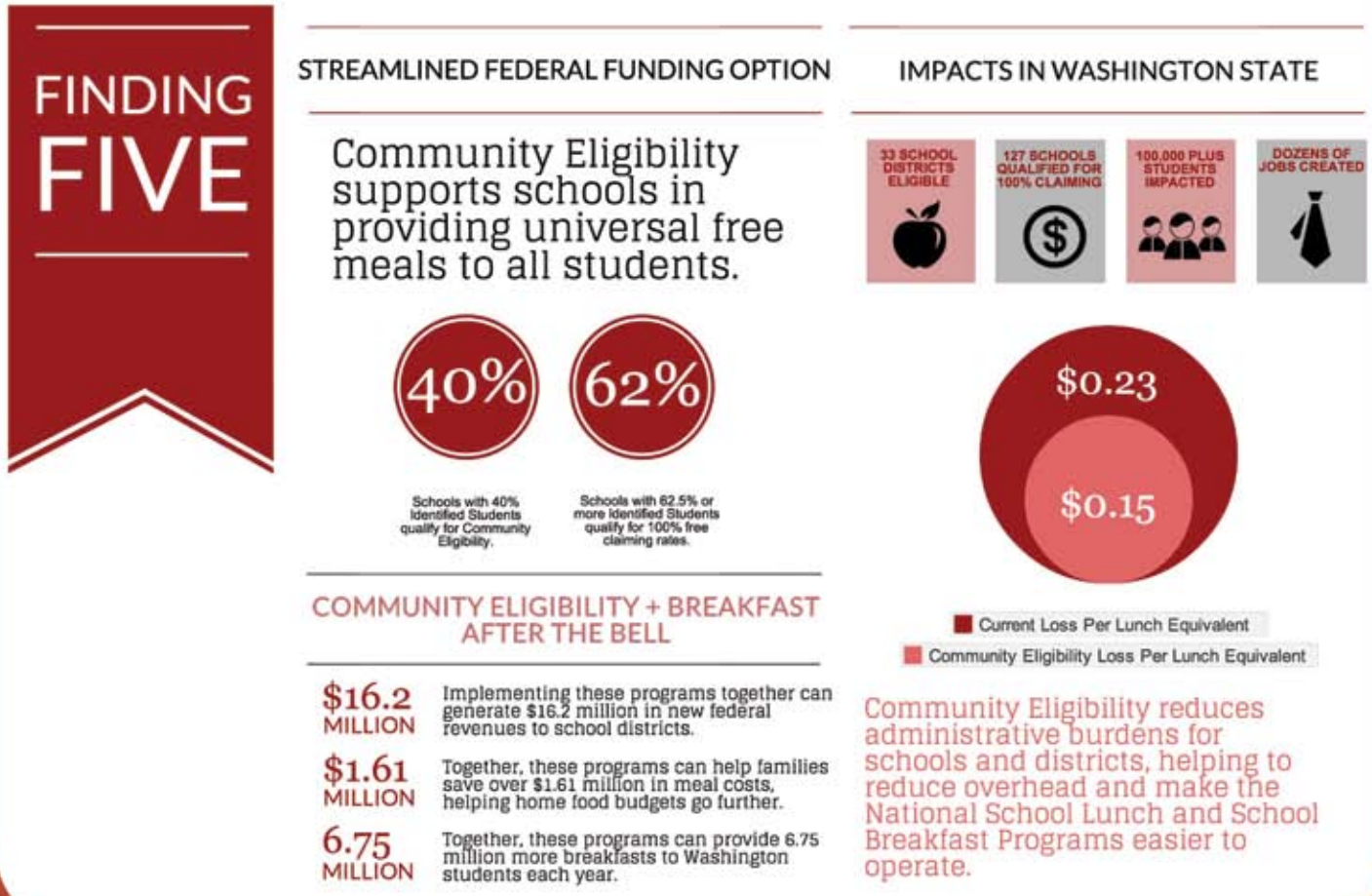
127 Garvey Schubert Barer, *supra.*

FINDING 5

Community Eligibility offers a cost-effective funding mechanism to increase participation in school breakfast and to support Breakfast After the Bell.

Schools across Washington have expressed an interest in providing universal free meals; they see the value and the promise of better access to meals for all children. Unfortunately, budget constraints at the school or district level have prevented this option from becoming a realistic possibility in many areas.

Community Eligibility offers a new way to bring more federal dollars to local schools to support universal free meals. Combined with innovative service models like Breakfast After the Bell, Community Eligibility can meaningfully improve nutrition and outcomes for Washington children.



5.1 Community Eligibility provides the most advanced, streamlined funding to date to support universal no-cost meals for all students.

Community Eligibility is an innovative new federal funding opportunity that supports local schools in providing meals at no cost to all students in high poverty areas. Established by Congress as part of the Healthy, Hunger-Free Kids Act of 2010, Community Eligibility is designed to help increase participation in school meal programs by removing financial barriers for students, parents, schools, and school districts.

HOW COMMUNITY ELIGIBILITY WORKS

Community Eligibility streamlines existing processes for identifying needy students and simplifies tracking and reimbursement for meals served. Schools agree to provide both breakfast and lunch to all students at no cost, in exchange for relief in administrative work. A universal formula determines how many meals served will be reimbursed at the federal rate for free meals and how many will be reimbursed at the federal rate for paying students.

Currently, free and reduced-price eligibility status is established by a combination of applications submitted to schools by parents and guardians each year, and through *direct certification* by the state. Applications are evaluated based on reported income levels and household size, while students who are directly certified are automatically enrolled as "free meal eligible" without the completion of an application if they live in households that receive Basic Food, *TANF*, or *FDPIR* or if they are in foster care. Children who are homeless, migrant or enrolled in Head Start are also categorically eligible for free school meals without an application.

Schools receive information about directly certified students through a data match process with state agencies and certify homeless, migrant and Head Start children at the building or district level. This set of children flagged at the state and local level are considered Identified Students. The number of Identified Students is used as the basis for eligibility and reimbursement claims in Community Eligibility.

Schools or school districts with 40% or more Identified Students enrolled as of April 1st in the previous school year are eligible to participate in Community Eligibility. Any district, individual school, or group of schools (including any public, private, or charter school) that participates in the National School Lunch Program and School Breakfast Programs that meet this 40% Identified Student threshold may participate in Community Eligibility.

Once elected, Community Eligibility allows schools to stop collecting applications to determine free and reduced-price eligibility and instead rely solely on the number of Identified Students who are certified without an application. Community Eligibility also reduces the administrative burden of counting and claiming meals by individual student names. Currently, schools must track how many free, reduced-price, and paid meals are served at both breakfast and lunch,

and they receive a graduated federal reimbursement based on numbers in each category. Under Community Eligibility, schools simply track the total number of meals served and apply the free claiming percentage to determine the reimbursement rate.

The free claiming percentage is determined by multiplying the percent of Identified Students enrolled in a school or district by 1.6 to determine the percentage of meals that will be reimbursed at the maximum federal free meal reimbursement (capped at 100%). Any remaining percentage of meals up to 100% is then reimbursed at the lower federal reimbursement rate for paying students.[128]

For example, if Identified Students comprise 45% of a school's enrollment, the free claiming percentage would be:

45% Identified Students
X 1.6 multiplier

72% free claiming percentage (meaning that 72% of meals are claimed at the federal free meal reimbursement level)

In this hypothetical school, 72% of all meals served at both breakfast and lunch would be reimbursed at the federal free rate, with the remaining 28% of meals served reimbursed at the federal paid rate. Continuing to use the 2011-2012 school year as our demonstration model, this would mean that 72% of breakfasts served would be reimbursed at $1.80 each and 28% of breakfasts served would be reimbursed at $0.27 each, with lunches reimbursed at $2.79 and $0.28 respectively.

Schools with 62.5% or more Identified Students reap the largest rewards from Community Eligibility, with 100% of every meal reimbursed at the federal free rate.

62.5% Identified Students
X 1.6 multiplier

100% free claiming percentage (meaning that 100% of meals are claimed at the federal free meal reimbursement level)

Once enrolled in Community Eligibility, schools are guaranteed the same free claiming percentage for four years. If the Identified Student percentage increases during the four-year cycle, the free claiming percentage can be adjusted upward each school year. However, even if Identified Student percentages decrease, the original free claiming percentage will remain in effect

128 It is generally understood that the number of Identified Students only represents a partial snapshot of the total number of children in a school who are eligible for free and reduced-price meals. With this in mind, Community Eligibility uses a basic formula to adjust the Identified Student count and determine reimbursement rates for all meals. The Healthy, Hunger Free Kids Act of 2010 establishes that the multiplier must be within 1.3 and 1.6. The USDA has confirmed that the multiplier will remain 1.6 for the 2014-2015 school year.

until the end of the four-year cycle. Schools do not collect any applications for free and reduced-price meal eligibility for the length of the Community Eligibility cycle.

Community Eligibility has been phased in since the passage of the Healthy, Hunger-Free Kids Act in 2010, with a total of over 2,200 schools adopting the program across six states and the District of Columbia.[129] Community Eligibility becomes available nationally during the 2014-2015 school year. Under federal law, the state must publish a list of all schools meeting the 40% Identified Student threshold for Community Eligibility, as well as all schools that are near the threshold (30%-40% Identified Students) by May 1, 2014. School districts must notify OSPI by June 30th 2014 of the schools in their jurisdiction that wish to enroll in Community Eligibility the following year.

HOW COMMUNITY ELIGIBILITY BENEFITS WASHINGTON SCHOOLS

Community Eligibility makes sense for high-need schools. Processing, collecting, and verifying applications for free and reduced-price eligibility is an extremely time consuming task for schools each year, pulling food services personnel away from their responsibilities in serving high quality meals and into burdensome administrative duties.

> **"Tina is the most wonderful 'scratch cooking' cook. However, it's difficult to cook this way under the new guidelines and the increase in paperwork. Now she can't even work in the kitchen anymore."**
>
> Peggy Douglas, Superintendent, Paterson School District

In schools where a vast majority of students qualify for free and reduced-price meals, this process seems particularly backwards—substantial parental and administrative effort is spent to identify the relatively small set of students that do not qualify for assistance. Once implemented, Community Eligibility also reduces the administrative burden of tracking and claiming meals by fee category. Nationally, this has proven to improve the pace of lines in cafeterias and reduce work for cashiers.[130]

Many Washington nutrition directors, principals, schools, and districts are interested in providing universal free breakfast, but face both real and perceived barriers in doing so. While many schools find that the significant administrative savings earned by participating in non-pricing options offset the cost of providing free breakfasts to all students, there is still a significant concern about the financial viability of universal free breakfast programs. Many simply feel they could not afford to offer universal free breakfast under existing funding options.

129 Food Research and Action Center, Community Eligibility, *supra.*

130 *Id.*

Interview participants commented:

"We have four schools that are above 80% free and reduced, but most of our schools fall within the 55% to 75% range. Unfortunately, the district is not willing to go to a universal breakfast feeding program where they're picking up the extra cost. We are not prepared at this time to go to a universal breakfast plan."

"Universal breakfast? Never, ever, ever. We're never going to be able to have a self-sufficient breakfast-lunch program in a school district that small. If maybe I had 30 more kids going to school here, maybe you could eke it out evenly."

The financial structure of Community Eligibility has enormous potential to remove these barriers. For example, under a traditional breakfast model, a hypothetical elementary school with 550 students and 88% free or reduced-price eligibility may have a meal breakdown, reimbursement and cost schedule that looks like this:

Traditional meal service and current funding structure

Example School Meals Served	Breakfast	Lunch
Free	25,855	68,630
Reduced-Price	1,611	4,838
Paid	801	3,066

	Food Costs	Labor Costs	Supply Costs	Indirect Costs	Other Costs	Capital Outlay	Total Costs
Example School - Breakfast & Lunch	$132,196	$110,395	$13,663	$21,674	$3,360	$3,782	$285,072

	Student Payments for Paid Meals	Federal Reimbursements	WA State Co-Pay Relief	WA State Free/Reduced-Price Stipend	Total Income
Example School - Breakfast & Lunch	$8,687	$253,077	$1,589	$4,861	$268,215

With the school already operating at a loss of $0.176 per lunch equivalent,[131] it is easy to understand nervousness about reducing income from paying students. Community Eligibility, especially when combined with Breakfast After the Bell, can help infuse money into nutrition programs and improve efficiency. Using this same hypothetical school as an example and adjusting participation levels to anticipated levels under Breakfast After the Bell and Community Eligibility, the food services budget shifts dramatically.

Comparison of Community Eligibility to Breakfast After the Bell + Community Eligibility

	Community Eligibility		Breakfast After the Bell + Community Eligibility	
Example School Meals Served	**Breakfast**	**Lunch**	**Breakfast**	**Lunch**
Free	28,440	75,494	60,480	75,494
Reduced-Price	1,773	5,805	4,725	5,805
Paid	881	3,680	1,041	3,680

	Food Costs	Labor Costs	Supply Costs	Indirect Costs	Other Costs	Capital Outlay	Total Costs
Community Eligibility	$146,511	$122,349	$15,143	$24,021	$3,724	$4,191	$315,941
Breakfast After the Bell + Community Eligibility	$178,992	$149,474	$18,500	$29,346	$4,550	$5,121	$385,984

	Student Payments for Paid Meals	Federal Reimbursements	WA State Co-Pay Relief	WA State Free/Reduced-Price Stipend	Total Income
Community Eligibility	$0	$293,058	$0	$5,503	$298,561
Breakfast After the Bell + Community Eligibility	$0	$356,332	$0	$11,725	$368,058

Implementing Community Eligibility on its own improves this school's efficiency by 1.2 cents per equivalent, and implementing Community Eligibility and Breakfast After the Bell together improves this school's efficiency by 3.8 cents per equivalent. The table above assumes a

131 As described in the glossary and technical note, lunch equivalents are a standard conversion in meal counts used for accounting purposes. This number is derived by dividing the total number of breakfasts by 1.5 and adding the resulting figure to the total number of lunches served. Costs have already been calculated per lunch equivalent, so the total cost is a simple equation of the number of lunch equivalents multiplied by the school's cost per equivalent.

straight scale of expenses as the number of meals served increases. However, nearly all schools implementing Community Eligibility have experienced savings in administrative costs and better purchasing power in food costs through economies of scale. If staffing expenses in the Community Eligibility and Breakfast After the Bell model are reduced by 2.5% per equivalent and food costs per equivalent are reduced by 1%, the meal services budget further reduces to less than 10 cents per equivalent. If both staffing costs and food expenses are reduced by 5% per equivalent (a feasible target based on Community Eligibility pilot programs), the food services budget would break even.

In addition to helping this school's meal program become more efficient, implementing Community Eligibility and Breakfast After the Bell together also helps families at the school keep over $8,000 in their home food budgets by eliminating student payments.

Even schools currently participating in non-pricing options can benefit from Community Eligibility. For example, Provision 2 is a USDA tool used in some high-need schools. The basic premise is similar to Community Eligibility in that schools offer universal free meals to students in exchange for similar reductions in administrative burdens. For example, a hypothetical Provision 2 elementary school enrolling 400 students (90% of which are free and reduced-price eligible) may serve 68,000 lunches and 43,000 breakfasts per year. If paid meal eligible students account for just 10% of meals served, the school is potentially absorbing over $21,000 in meal costs. Based on the demographics, we can assume that this school will achieve a 100% free claiming rate under Community Eligibility and could potentially earn up to $28,800 new dollars in federal reimbursements for providing the same number of meals.

Federal Financing under Provision 2

	Meals Served		Federal Reimbursements	
Provision 2 School	Breakfast	Lunch	Breakfast	Lunch
Free	37,349	51,480	$67,228.20	$143,629.20
Reduced-Price	3,007	8,367	$4,510.5	$19,997.13
Paid	2,461	8,298	$664.47	$2,323.44
Total	42,817	68,505	$72,403.17	$165,949.77

Federal Financing Under Community Eligibility

	Meals Served		Federal Reimbursements	
Same School with Community Eligibility	Breakfast	Lunch	Breakfast	Lunch
Free	37,349	51,480	$67,228.20	$143,629.20
Reduced-Price	3,007	8,367	$5,412.60	$23,343.93
Paid	2,461	8,298	$4,429.80	$23,151.42
Total	42,817	68,505	$77,070.60	$190,104.55

Preliminary figures from OSPI indicate that 33 Washington school districts may qualify for Community Eligibility (meaning that the average percentage of Identified Students for each district is at or above 40%) and that an additional 20 school districts currently participating in non-pricing options like Provision 2 are likely qualified as well. Collectively, these public school districts enroll over 98,000 students who could benefit from Community Eligibility.

Our analysis suggests that Washington might be best served by taking an individual school or group approach to Community Eligibility, especially in areas like King County where the disparity of wealth can be significant. A preliminary analysis of individual schools suggests that 132 schools collectively enrolling more than 116,000 students are likely qualified for Community Eligibility at 100% free claiming rates. It is likely that an approach combining participation from entire school districts, individual schools and groups of schools will maximize the total number of schools that could benefit from a 100% free claiming rate under Community Eligibility.

See Appendices E and F for school and district specific information.

5.2 Providing universal no-cost meals can maximize the effectiveness of Breakfast After the Bell Programs.

On its own, Breakfast After the Bell significantly increases school breakfast participation. However, combining Breakfast After the Bell with universal no-cost platforms maximizes breakfast programs. Across the country, studies have found that implementing universal no-cost breakfast increased participation, even among students who already qualified for free or reduced-price meals.[132, 133]

During the 2011-2012 school year, the implementation of Community Eligibility in the first three states resulted in marked increases in participation in both school breakfast and lunch, even in schools that already had strong participation in both programs. On average, breakfast participation rose 25% and lunch participation rose 13% within a year after the new program started. Detroit Public Schools provides an instructive example of the power of combining of Breakfast After the Bell and Community Eligibility. The district implemented Breakfast in the Classroom during the 2009-2010 school year and reached 49% participation as a result. With the implementation of Community Eligibility, participation rose by another 7,400 students to 56%.[134]

Floyd County, Kentucky is another example of the impact of dual implementation of Breakfast After the Bell and Community Eligibility. The entire district implemented both programs and all students were offered a meal in the first ten minutes of class. As a result of the combined programs, "breakfast participation doubled, with many students participating for the first time.

132 Moore, Q., *supra.*

133 Leos-Urbel, *supra.*

134 Food Research and Action Center, Community Eligibility, *supra.*

The district achieved its highest attendance rate ever (95%) which staff attribute at least in part to the breakfast program."[135]

Appleseed's participation and pricing model anticipates an increase of 5.25 million meals per year with the implementation of Breakfast After the Bell in high-need Washington Schools. When Community Eligibility is added as a factor to the model, anticipated participation climbs another 1.2 million meals for breakfast and 1.1 million meals for lunch in high-need schools.

Breakfast After the Bell and Community Eligibility are not only important tools for increasing participation for free and reduced-price eligible students, but they are also an important combination of tools to help to close gaps in nutrition safety nets. While Washington has a high percentage of eligible individuals participating in Basic Food and other assistance programs, there are still a large number of individuals and families who do not qualify for assistance, but are nonetheless having trouble making ends meet and providing enough food for their families.

"My daughter goes to school, sometimes stomach growling, because we can't afford to buy her lunch. You make $5 too much over the limit then your kid goes hungry."[136]

William, a Pierce County father who fishes at local fishing holes to help feed his household of seven, said they don't qualify for free or reduced-price meals at school.

"I would like to see every child in the district be able to eat a healthy breakfast. Universal breakfast not only offers all children free breakfast but has other benefits as well. Our child nutrition staff is a part time work force. Serving more meals would create a need for more hours within the kitchens thus extend work hours. Some of our staff have trouble making ends meet, so having more hours for breakfast is a godsend to them and their families."

Carol Barker, Food Services Director, Auburn School District

Community Eligibility is also arriving at a critical time for families across the country. Congress recently proposed cuts ranging from $4 to $40 billion in support for Basic Food, meaning that all Basic Food-dependent families are likely to see a reduction in benefits in the coming year, and that some will lose their food benefits entirely. With these cuts pending, school meals are becoming more important than ever before in supplementing family food budgets and ensuring

135 *Id.*

135 Northwest Harvest, Focus on Food Security 2013, *supra.*

that children have two substantial and healthy meals a day.

Early family responses to Community Eligibility pilots have confirmed the importance of the program. "All districts reported positive feedback from parents. Parents appreciated not having to fill out an application and noted that the program helped to stretch limited family resources."[137]

5.3 Community Eligibility is a net positive for schools.

If schools with 85% or more free and reduced-price eligible student enrollment were to qualify and elect Community Eligibility, there would be a significant shift in the financial dynamics of meal programs. Compared to baseline incomes from the 2011-2012 school year, implementing Breakfast After the Bell and Community Eligibility in tandem in these 127[138] schools would generate $9.3 million[139] in new federal revenues to Washington school districts and help families keep over $1.6 in their household food budgets.

Again, if state-based reimbursement levels remained constant, Breakfast After the Bell and Community Eligibility would reduce the demand for state provided co-pay relief and increase state per-breakfast reimbursements, totaling an increase of just $323,000. Overall, implementing Breakfast After the Bell and Community Eligibility would reduce food services program deficits from a $0.23 loss per lunch equivalent to a $0.15 loss per lunch equivalent.[140]

While the statewide profile looks promising for Community Eligibility, individual schools and districts could see significant benefits. For example, schools in Floyd County, Kentucky, were able to bring in enough money to their food service divisions to purchase new equipment and upgrade facilities with the profits from Community Eligibility. Similarly, our analysis projects that Community Eligibility schools in Yakima, Clover Park, and Toppenish School Districts could see significant improvements in meal services budgets, helping to net those school districts several thousand dollars more in their budgets through Community Eligibility than through current funding models.

The combination of positive impacts for students and their families and positive economics for schools and districts makes Community Eligibility and Breakfast After the Bell one of the best combination of programs available to low-income schools.

137 Food Research and Action Center, Community Eligibility, *supra.*

138 Based on 2011-2012 data, 132 schools had 85% or more of students free or reduced-price eligibile. However, five of those schools did not report providing breakfast programs for the study year. Our model did not assume that these schools would implement a breakfast program under Breakfast After the Bell or Community Eligibility.

139 This $9.3 million is only for schools choosing to participate in Community Eligibility. If the income generated from these schools is combined with other high-need schools implementing Breakfast After the Bell, the total new federal revenue to school districts is over $16.2 million.

140 This model includes an anticipated reduction in some costs by 2.5% per lunch equivalent.

MOVING FORWARD

Ending childhood hunger has been a priority for advocacy organizations and elected officials across Washington State and the country for a number of years, and these organizations and leaders should be commended for the strides made in supporting at-risk children. The expansion of the School Breakfast Program, increased financial dedication to co-pay relief for reduced-price students, and defense of food assistance programs and services in perilous political times are all testaments to the commitment and resiliency of hunger advocates.

Progress has been made, but the extent of childhood hunger has not substantially diminished and the risk of childhood food insecurity persists. While childhood hunger remains a pressing issue, we are encouraged that more tools than ever before exist to alleviate this national challenge. Our review of current policies and practices concerning school breakfast and food security suggests a number of evidence-based approaches that can advance our collective goal of ending childhood hunger.

KEY RECOMMENDATIONS

Require high-need schools to provide a Breakfast After the Bell program. Washington state law should be strengthened to reinforce school districts' obligation to provide an opportunity for students to eat breakfast after the start of the school day, as well as ensure schools must have adequate funding for the provision of these services.

Encourage Breakfast After the Bell schools to use Community Eligibility. Washington State should promote participation in Community Eligibility and help school districts learn about the program. The state should establish a simple process for electing and operating Community Eligibility and create models for adjusting administrative procedures to reduce paperwork obligations. School districts, individual schools, and groups of schools meeting eligibility requirements should be encouraged to participate in Community Eligibility.

Provide technical and practical assistance to schools implementing Breakfast After the Bell and Community Eligibility programs. Adequate training, support, resources, and funding should be provided to schools to help design and implement efficient and successful school breakfast programs.

Assist schools to maximize Direct Certification matches. State agencies should continue working together to improve methods of certifying Identified Students.

Maintain funding for all federal and state food assistance programs and services. Full funding for supplemental nutritional assistance like Basic Food and other programs should be maintained to support children at risk of hunger. Funding for food banks and other emergency services serving children should also be maintained and strengthened.

CONCLUSION

Educators, parents, food services personnel, and advocates all agree on the importance of school breakfast. With irrefutable evidence on the emotional, cognitive, and physical benefits of breakfast participation and a clear road-map with evidence-based tactics to improve participation, it is up to us as a community to take the next steps to improve breakfast access for Washington children.

We hope that the findings presented in this report can inspire policy makers at the school, district, and state level to examine ways to make the biggest difference for children in our state. Our research has led us to conclude that Breakfast After the Bell presents a real opportunity to transform school breakfast without overly burdening the state budget. We encourage schools, districts, and public and private partners to come together to help make this important opportunity a reality for Washington students.

APPENDIX A: Health Impacts of Breakfast

Information in this section is excerpted with permission from the Food Research and Action Center's publication, Breakfast for Health. For more information, visit http://frac.org/wp-content/uploads/2011/08/breakfastforhealth.pdf.

School breakfast participation improves children's dietary intake.

- School breakfast participants are more likely to consume diets that are adequate or exceed standards for important vitamins and minerals (e.g., vitamin C, vitamin A, calcium, phosphorous).[141, 142, 143]
- Low-income children who eat school breakfast have better overall diet quality than those who eat breakfast elsewhere or skip breakfast.[144] An improvement in dietary quality also may extend to the family members of children with access to the program.[145]

School breakfast participation protects against other negative health outcomes.

- Breakfast skipping among children and adolescents is associated with a number of poor health outcomes and health-compromising behaviors, including higher blood cholesterol and insulin levels, smoking, alcohol use, physical inactivity, disordered eating, and unhealthy weight management practices.[146, 147, 148, 149]
- School breakfast, including breakfast offered free to all students, has been linked with fewer visits to the school nurse, particularly in the morning.[150]
- School breakfast participation, especially breakfast offered free to all students, positively

141 Bhattacharya, J., Currie, J., & Haider, S. J. (2006). *Breakfast of champions? The School Breakfast Program and the nutrition of children and families*. Journal of Human Resources, 41(3), 445-466.

142 Clark, M. A. & Fox, M. K. (2009). *Nutritional quality of the diets of U.S. public school children and the role of the school meal programs*. Journal of the American Dietetic Association, 109(2 Supplement 1), S44-S56.

143 Gleason, P. & Suitor, C. (2001). *Children's diets in the mid-1990s: dietary intake and its relationship with school meal participation*. Special Nutrition Programs, CN-01-CD1. Alexandria, VA: U.S. Department of Agriculture, Food and Nutrition Service, Office of Analysis, Nutrition and Evaluation.

144 Basiotis, P. P., Lino, M., & Anand, R. S. (1999). *Eating breakfast greatly improves schoolchildren's diet quality*. Nutrition Insight, 15. Alexandria, VA: U.S. Department of Agriculture, Center for Nutrition Policy and Promotion.

145 Bhattacharya, *supra.*

146 Cohen, B., Evers, S., Manske, S., Bercovitz, K., & Edward, H. G. (2003). *Smoking, physical activity and breakfast consumption among secondary school students in a southwestern Ontario community*. Canadian Journal of Public Health, 94(1), 41-44.

147 Keski-Rahkonen, A., Kaprio, J., Rissanen, A., Virkkunen, M., & Rose, R. J. (2003). *Breakfast skipping and health-compromising behaviors in adolescents and adults*. European Journal of Clinical Nutrition, 57(7), 842-853.

148 Smith, K. J., Gall, S. L., McNaughton, S. A., Blizzard, L., Dwyer, T., & Venn, A. J. (2010). *Skipping breakfast: longitudinal associations with cardiometabolic risk factors in the Childhood Determinants of Adult Health Study*. American Journal of Clinical Nutrition, 92(6), 1316-1325.

149 Zullig, K., Ubbes, V. A., Pyle, J., & Valois, R. F. (2006). *Self-reported weight perceptions, dieting behavior, and breakfast eating among high school adolescents*. Journal of School Health, 76(3), 87-92.

150 Bernstein, L. S., McLaughlin, J. E., Crepinsek, M. K., & Daft, L. M. (2004). *Evaluation of the School Breakfast Program Pilot Project: final report*. Nutrition Assistance Program Report Series, CN-04-SBP. Alexandria, VA: U.S. Department of Agriculture, Food and Nutrition Service, Office of Analysis, Nutrition, and Evaluation. (The findings on school nurse visits were only observed for the 2001-2002 school year in this report.)

impacts children's mental health, including reductions in behavioral problems, anxiety, and depression.[151, 152]

- Food insecurity is associated with some of the most costly health problems in the U.S., including diabetes, heart disease, and depression.[153, 154, 155, 156] Children experiencing hunger are more likely to experience lower physical functioning, more frequent stomachaches and headaches, and mental health problems (e.g., depression and anxiety), and to be in poorer health.[157, 158, 159, 160]

School breakfast may protect against childhood obesity.

- School breakfast participation is associated with a lower body mass index (BMI, an indicator of excess body fat), lower probability of overweight, and lower probability of obesity.[161, 162]
- Children and adolescents who eat breakfast have more favorable weight-related outcomes (e.g., lower BMI, lower waist circumference, lesser likelihood of being chronically obese) in the short term and long term than those who skip breakfast.[163, 164]

151 Kleinman, R. E., Hall, S., Green, H., Korzec-Ramirez, D., Patton, K., Pagano, M. E., & Murphy, J. M. (2002). *Diet, breakfast, and academic performance in children*. Annals of Nutrition and Metabolism, 46(Supplement 1), 24-30.

152 Murphy, J. M., Pagano, M. E., Nachmani, J., Sperling, P., Kane, S., & Kleinman, R. E. (1998). *The relationship of school breakfast to psychosocial and academic functioning: cross-sectional and longitudinal observations in an inner-city school sample*. Archives of Pediatrics and Adolescent Medicine, 152(9), 899-907.

153 Heflin, C. M., Siefert, K., & Williams, D. R. (2005). *Food insufficiency and women's mental health: Findings from a 3-year panel of welfare recipients*. Social Science and Medicine, 61, 1971-1982.

154 Seligman, H. K., Bindman, A. B., Vittinghoff, E., Kanaya, A. M., & Kushel, M. B. (2007). *Food insecurity is associated with diabetes mellitus: Results from the National Health Examination and Nutrition Examination Survey (NHANES) 1999–2002*. Journal of General Internal Medicine, 22(7), 1018-1023.

155 Seligman, H. K., Laraia, B. A., & Kushel, M. B. (2010). *Food insecurity is associated with chronic disease among low-income NHANES participants*. Journal of Nutrition, 140(2), 304-310.

156 Siefert, K., Heflin, C. M., Corcoran, M. E., & Williams, D. R. (2004). *Food insufficiency and physical and mental health in a longitudinal survey of welfare recipients*. Journal of Health and Social Behavior, 45(2), 171-186.

157 Alaimo, K., Olson, C. M., Frongillo, E. A. Jr., & Briefel, R. R. (2001). *Food insufficiency, family income, and health in U.S. preschool and school-aged children*. American Journal of Public Health, 91(5), 781-786.

158 Alaimo, K., Olson, C. M., & Frongillo, E. A. (2002). *Family food insufficiency, but not low family income, is positively associated with dysthymia and suicide symptoms in adolescents*. Journal of Nutrition, 132, 719–725.

159 Casey, P. H., Szeto, K. L., Robbins, J. M., Stuff, J. E., Connell, C. , Gossett, J. M., & Simpson, P. M. (2005). *Child health-related quality of life and household food security*. Archives of Pediatrics and Adolescent Medicine, 159(1), 51-56.

160 Weinreb, L., Wehler, C., Perloff, J., Scott, R., Hosmer, D., Sagor, L., & Gundersen, C. (2002). *Hunger: its impact on children's health and mental health*. Pediatrics, 110, e41.

161 Gleason, P. M. & Dodd, A. H. (2009). *School breakfast program but not school lunch program participation is associated with lower body mass index*. Journal of the American Dietetic Association, 109(2 Supplement 1), S118-S128.

162 Millimet, D. L., Tchernis, R., & Husain, M. (2009). *School nutrition programs and the incidence of childhood obesity*. Journal of Human Resources, 45(3), 640-654.

163 Alexander, K. E., Ventura, E. E., Spruijt-Metz, D., Weigensberg, M. J., Goran, M. I., & Davis, J. N. (2009). *Association of breakfast skipping with visceral fat and insulin indices in overweight Latino youth*. Obesity, 17(8), 1528-1533.

164 Barton, B. A., Elderidge, A. L., Thompson, D., Affenito, S. G., Striegel-Moore, R. H., Franko, D. L., Albertson, A. M., & Crockett, S. J. (2005). T*he relationship of breakfast and cereal consumption to nutrient intake and body mass index: the National Heart, Lung, and Blood Institute Growth and Health Study*. Journal of the American Dietetic Association, 105(9), 1383-1389.

APPENDIX B: The Cognitive Impacts of Breakfast

Information in this section is excerpted with permission from the Food Research and Action Center's publication, Breakfast for Learning. For more information, visit http://frac.org/wp-content/uploads/2009/09/breakfastforlearning.pdf.

Skipping breakfast and experiencing hunger impair children's ability to learn.

- Children who skip breakfast are less able to differentiate among visual images, show increased errors, and have slower memory recall.[165]
- Children experiencing hunger are more likely to be hyperactive, absent and tardy, in addition to having behavioral and attention problems more often than other children.[166]
- Children with hunger are more likely to have repeated a grade, received special education services, or received mental health counseling, than low-income children who do not experience hunger.[167]

Eating breakfast at school helps improve children's academic performance

- Children who eat a complete breakfast, versus a partial one, make fewer mistakes and work faster in math and number checking tests.[168]
- Providing breakfast to students at school improves their concentration, alertness, comprehension, memory, and learning.[169, 170, 171]
- Children perform better on tests of vocabulary and matching figures after eating breakfast.[172, 173]
- Children who eat breakfast show improved cognitive function, attention, and memory.[174]

165 Pollitt E, Cueto S, Jacoby ER. *Fasting and Cognition in Well- and Undernourished Schoolchildren: A Review of Three Experimental Studies*. American Journal of Clinical Nutrition 1998; 67(4):779S-784S.

166 Pollitt E, Cueto S, Jacoby ER. *Fasting and Cognition in Well- and Undernourished Schoolchildren: A Review of Three Experimental Studies.* American Journal of Clinical Nutrition 1998; 67(4):779S-784S.

167 Kleinman, *supra.*

168 Wyon D, Abrahamsson L, Jartelius M, Fletcher R. *An Experimental Study of the Effects of Energy Intake at Breakfast on the Test Performance of 10 Year-Old Children in School.* International Journal of Food Science and Nutrition 1997;48(1):5-12.

169 Grantham-McGregor S, Chang S, Walker S. *Evaluation of School Feeding Programs: Some Jamaican Examples.* American Journal of Clinical Nutrition 1998; 67(4) 785S-789S.

170 Brown JL, Beardslee WH, Prothrow-Stith D. *Impact of School Breakfast on Children's Health and Learning.* Sodexo Foundation. November 2008

171 Morris CT, Courtney A, Bryant CA, McDermott RJ. *Grab 'N' Go Breakfast at School: Observation from a Pilot Program*. Journal of Nutrition Education and Behavior 2010 42(3): 208-209.

172 Pollitt, *supra.*

173 Jacoby E, Cueto S, Pollitt E. *Benefits of a school breakfast program among Andean children in Huaraz, Peru.* Food and Nutrition Bulletin 1996; 17:54-64.

174 Wesnes KA, Pincock C, Richardson D, Helm G, Hails S. *Breakfast reduces declines in attention and memory over the morning in schoolchildren*. Appetite 2003;41(3):329-31.

APPENDIX C: Nuts and Bolts of Breakfast Service Models

Information in this section is provided by Start School with Breakfast: A Guide to Increasing School Breakfast Participation, a publication by the NEA and Share our Strength. For more information, visit http://www.neahin.org/educator-resources/start-school-with-breakfast.html

	Breakfast in the Classroom	Grab and Go Breakfast	2nd Chance Breakfast
Where is it served?	Classroom.	Cafeteria, Hallways. Common Areas (inside and outside of building).	Cafeteria, Hallways.
When is it served?	After the school day begins, immediately following opening bell.	Before or after the school day begins.	After first period.
How is it served?	Transported to and from the classroom by school nutrition staff and/or student volunteers. Alternately, students may obtain meals from kiosks or serving lines in the hallway.	Stations can be set up in a variety of locations including the cafeteria and other high- traffic areas such as hallways or entryways.	Served in the same manner as traditional Breakfast in the Cafeteria or in the same manner as Grab and Go.
Who does it work with?	Can work in any school setting. It is most commonly used in elementary schools.	Can work in any school setting. Works well for students who come to school too late to eat in the cafeteria.	Can work in any school setting. It is most commonly used in secondary schools.
What does the research say?	Highest success rates, can be as high as 98 percent of school enrollment.	In secondary schools, over 70 percent of schools experienced an increase in School Breakfast participation.	Average of 15-40 percent participation level increase.

The NEA and Share our Strength suggest these tips for implementing alternative service models:

- Proper training for teachers and paraprofessionals, food services staff, and custodial staff is recommended;
- Prepare food as you are doing now, and then pack into bags rather than serving it thought the service line;
- Students can assist with the responsibility of transporting meals to and from the cafeteria and assist in clean up efforts like handling garbage and wiping down tables or desks;
- Develop a system for disposing/ recycling of breakfast packaging before entering the classroom and consider location of waste bins and consider rolling garbage cans;
- Provide education about Pest Prevention and Control throughout the school community;
- Custodial schedules may need to be adjusted.

APPENDIX D: History of Policy and State Investment in the School Breakfast Program in Washington State.

In 1988, the Governor's Task Force on Hunger reported to Governor Booth Gardner and the State Legislature that Washington students had only very limited access to the School Breakfast Program. Only a limited number of school districts signed up to receive federal reimbursement for breakfast through the Office of the Superintendent of Public Instruction. On the other hand, breakfast reimbursement was a federal entitlement program so Washington was leaving millions in federal funds on the table.

Advocates from the Washington Food Policy Action Center, a new organization created to provide a statewide focus on anti-hunger advocacy, worked with lobbyists from the Washington Association of Churches, Washington State Catholic Conference and the Lutheran Public Policy Office to draft legislation mandating that schools offer breakfast when 40% or more of students were eligible for free or reduced-price school meals. The measure passed the legislature in 1989 and the requirement for breakfast programs was implemented over the next several school years.

When Governor Mike Lowry took office in 1993, however, less than 60,000 students – 8% of total students – ate school breakfast on an average school day. Governor Lowry drafted "Meals for Kids" legislation to invest funds in starting and expanding breakfast programs as well as provide added reimbursement to school districts for each free or reduced-price breakfast served. The $5 million package was approved by the legislature and remains the core of state funding for child nutrition programs in Washington.

The next major step in increasing access to school meals occurred in 2006 when a Meals for Kids Coalition made up of the Washington School Nutrition Association, Children's Alliance, Faith Action Network and others, asked the state legislature to eliminate the 30 cent co-pay charged to the family of students who qualify for reduced-price school meals. The legislature agreed that the co-pay was a burden on low-income parents and provided $2.5 million to reimburse school districts for each reduced-price breakfast served. In the next school year, 1 million more meals were served to children in the reduced-price category.

The following year, 2007, the Meals for Kids Coalition asked the legislature to end the 40 cent co-pay for reduced-price school lunches. The legislature agreed with the rationale but provided funds to eliminate the co-pay only for students in grades Kindergarten through third. In 2011, the legislature cut $3 million per year in state funds for school meal programs. The funds had originally been allocated to by the state's "maintenance of effort" funds to match the million in federal child nutrition dollars coming to Washington. The legislature determined that these funds could be eliminated as the other $7.1 million in total state funds invested in child nutrition could serve as the federal match. The $3 million in funds per year had been driven out to school districts based upon the total number of school lunches served at the rate of about 3 cents per lunch.

Advocates succeeded in having the proviso language for school meal funding in the 2011-13 budget state that the remaining funds were to be used to fund the breakfast and K-3 lunch co-pay elimination, start-up and expansion grants for school breakfast and summer meals, summer meal added reimbursement and continued added reimbursement for each free and reduced-price breakfast served. In the last year, this has meant 17.7 cents per breakfast.

Most recently, Washington organizations concerned with ending childhood hunger and addressing kids' health have invested in pilots of Breakfast After the Bell concepts in high-need schools in order to increase knowledge, recruit school nutrition directors and administrators who can talk about how the programs work and what their impact is on students, and create momentum toward greatly expanded utilization of Breakfast After the Bell options. Action for Healthy Kids, staffed out of the Office of the Superintendent of Public Instruction, has provided $5,000 grants to eight schools around the state implement the Grab and Go model of service. See below for a list of participating schools. In addition, Children's Alliance outreach to school districts in South King County created interest by the Tukwila School District in piloting Breakfast After the Bell in several schools, then expanding to more. United Way of King County is providing grant funds to initially bring Breakfast After the Bell to three schools, and to expand to added schools in 2014. Of 2200 students in Tukwila, 75% qualify for free or reduced-price meals; Tukwila is also the most diverse school district in the state.

Schools funded through Action for Healthy Kids:

Aki Kurose Middle School, Seattle School District
Rainier Beach High School, Seattle School District
Viewlands Elementary School, Seattle School District
Midway Elementary School, Highline School District
White Center Elementary School, Highline School District
Westwood Middle School, Cheney School District
Cheney Middle School, Cheney School District
Zillah Middle School, Zillah School District

APPENDIX E: OSPI Estimates on Washington School Districts Qualifying for Community Eligibility

Based on the information from the current 2013-2014 school year, OSPI currently anticipates that the following school districts will qualify for Community Eligibility (meaning that they are likely to meet the 40% Identified Student minimum threshold):

Brinnon School District
Cape Flattery School District
Columbia School District - Stevens
Concrete School District
Evergreen School District - Clark
Grandview School District
Granger School District
Inchellium School District
Keller School District
Kelso School District
Klickitat School District
Lind School District
Longview School District
Mary Walker School District
Mossyrock School District
Newport School District
Northport School District
Oakville School District
Ocosta School District
Onion Creek School District
Palisades School District
Pe Ell School District
Prosser School District
Sprague School District
Tonasket School District
Union Gap School District
Valley School District
Wahluke School District
Warden School Distirct
Wellpinit School District
Wenatchee School District
Yakima School District
Zion Preperatory Academy

OSPI has also identified school districts currently participating in Provision 2 as potentially qualifying for Community Eligibility.

Brewster School District
Bridgeport School District
Dixie School District
Hood Canal School District
Lummi Tribal School
Lyle School District
Mabton School District
Mount Adams School District
Nespelem School District
Orondo School District
Paschal Sherman Indian School
Paterson School District
Prescott School District
Royal City School District
Soap Lake School District
Sunnyside School District
Toppenish School District
Wapato School District
Wishram School District
Yakama Nation Tribal School

APPENDIX F: Estimates on Individual Schools Qualifying for Community Eligibility

Based on information from the 2011-2012 school year, our analysis suggests that the following 127 schools may qualify for Community Eligibility at 100% free claiming rates:

A.J. West Elementary, Aberdeen School District
Adams Elementary, Wapato School District
Adams Elementary, Yakima School District
Amistad Elementary, Kennewick School District
Artz-Fox Elementary, Mabton School District
Bailey Gatzert Elementary, Seattle School District
Barge-Lincoln Elementary, Yakima School District
Basin City Elementary, North Franklin School District
Behavior Diagnostic Center, Tacoma School District
BLIX Elementary, Tacoma School District
Blue Ridge Elementary, Walla Walla Public Schools
Boze Elementary, Tacoma School District
Brewster Elementary, Brewster School District
Brewster Jr/Sr High, Brewster School District
Camas Elementary, Wapato School District
Captain Gray Elementary, Pasco School District
Cascade Elementary School, Tukwila School District
Columbia Elementary, Wenatchee School District
Deer Park Early Learning Center, Deer Park School District
Discovery Center, Bellingham School District
Eagle Alt. High, Toppenish School District
Eastgate Elementary, Kennewick School District
ECEAP, Granger School District
ECEAP, Riverview School District
ECEAP/Headstart Programs (P/S), South Kitsap District
Elk Plain Headstart, Bethel School District
Emerson Elementary, Pasco School District
Emerson Elementary, Seattle School District
Evergreen Elementary, Shelton School District
First Creek Middle School, Tacoma School District
Franklin Middle, Yakima School District
Fruit Valley Elementary, Vancouver School District
Garfield Elementary, Toppenish School District
Garfield Elementary, Yakima School District
George Elementary, Quincy School District
GRAD Babies, Bellingham School District
Granger High, Granger School District
Granger Middle, Granger School District
Grant Elementary, Spokane School District
Grantham Elementary School, Clarkston School District
Harrah Elementary, Mount Adams School District
Harvard Elementary, Franklin Pierce School District
Hawthorne Elementary, Everett School District
Headstart, Franklin Pierce School District
Hiawatha Elementary, Othello School District
Holmes Elementary, Spokane School District
Hoover Elementary, Yakima School District
Keller Elementary, Keller School District
Kessler Elementary, Longview School District
Kirkwood Elementary, Toppenish School District
Lake Quinault ECEAP/Pre-School, Lake Quinault District
Lake Quinault Elementary, Lake Quinault School District
Lake Quinault Middle/High School Lake Quinault District
Lakeridge Elementary, Renton School District
Lakeview Hope Academy, Clover Park School District
Larson Heights Elementary, Moses Lake School District
Lewis Clark Middle, Yakima School District
Lincoln Elementary, Toppenish School District
Lister Elementary, Tacoma School District
Lochburn Middle , Clover Park School District
Logan Elementary, Spokane School District
Longfellow Elementary, Pasco School District
Lyon Elementary, Tacoma School District
M.L. King Elementary, Yakima School District
Mabton Jr/Sr School, Mabton School District
Mabton Middle School, Mabton School District
Madison Early Child Hood, Tacoma School District
Madrona Elementary, Highline School District

Martin Luther King Jr, Seattle School District
Mattawa Elementary, Wahluke School District
Mc Clure Elementary, Yakima School District
Mc Clure School, Grandview School District
Mc Kinley Elementary, Yakima School District
McCarver Elementary, Tacoma School District
Midway Inter, Highline School District
Morris Schott Middle, Wahluke School District
Mount View Elementary, Highline School District
Mountain View Elementary, Quincy School District
North Elementary, Moses Lake School District
Northgate Elementary, Seattle School District
Northport Elementary/Junior High, Northport District
Oakville Elementary, Oakville School District
Oakwood Elementary, Clover Park School District
Ocean Beach Early Childhood Center, Ocean Beach School
Ochoa Middle School, Pasco School District
Onion Creek School, Onion Creek School District
Palisades Elementary, Palisades School District
Palouse Junction Alt High, North Franklin School District
Pioneer Elementary, Auburn School District
Preschool South at Shining Mountain, Bethel District
Prescott Elementary, Prescott School District
Queets Clearwater Elementary School, Queets Clearwater
Regal Elementary , Spokane School District
Ridgeview Elementary, Yakima School District
Robert Frost Elementary, Pasco School District
Robertson Elementary, Yakima School District
Roosevelt Elementary, Granger School District
Roosevelt Elementary, Tacoma School District
Roosevelt Elementary, Yakima School District
Rowena Chess Elementary, Pasco School District
Saddle Mountain Inter, Wahluke School District
Scenic Hill Elementary, Kent School District
Sheridan Elementary, Tacoma School District
Southgate Elementary, Clover Park School District
Springdale Middle, Mary Walker School District
St. Helens Elementary, Longview School District
Stevens Elementary, Aberdeen School District
Stevens Elementary, Spokane School District
Stevens Middle, Pasco School District
Tillicum Elementary, Clover Park School District
Toppenish Middle, Toppenish School District
Toppenish Pre-School, Toppenish School District
Tyee Park Elementary, Clover Park School District
Valley View Elementary, Toppenish School District
Virgie Robinson Elementary, Pasco School District
Wahluke High, Wahluke School District
Wahluke Junior High School, Wahluke School District
Wallace Elementary, Kelso School District
Washington Elementary, Vancouver School District
Washington Middle, Yakima School District
Wellpinit Elementary, Wellpinit School District
West Seattle Elementary, Seattle School District
Westgate Elementary, Kennewick School District
White Center Heights Elementary, Highline School District
Whitman Elementary, Spokane School District
Whittier Elementary, Pasco School District
Woodbrook Middle, Clover Park School District

APPENDIX G: Alternatives to the Use of Free and Reduced-Price Eligibility on the Allocation of State and Federal Funds

Several state and federal programs use free and reduced-price eligibility counts to determine funding levels. Community Eligibility eliminates the application process and requires some changes in approach for schools or school districts to properly interface with these programs and maintain appropriate funding levels. This section provides a brief overview of the types of programs that currently rely on free and reduced-price eligibility data and a description of alternate approaches that schools and districts can use under Community Eligibility.

1. Title I

Title I is a federal program that provides financial assistance to local educational agencies (LEA) and schools with high numbers or high percentages of children from low-income families to help ensure that all children meet state academic standards. Federal funds are currently allocated through four statutory formulas that are based primarily on census poverty estimates and the cost of education in each state. LEAs target the Title I funds they receive to public schools with the highest percentages of children from low-income families. Unless a participating school is operating a school-wide program, the school must focus Title I services on children who are failing, or most at risk of failing, to meet State academic standards. Schools enrolling at least 40 percent of children from low-income families are eligible to use Title I funds for school-wide programs designed to upgrade their entire educational programs to improve achievement for all students, particularly the lowest-achieving students.[175]

The USDA issued guidance that recommended:[176]

> When annually determining the eligibility of a Community Eligibility Option school to receive Title I funds, an LEA must assume that the percentage of economically disadvantaged students in the school is proportionate to the percentage of meals for which that Community Eligibility Option school is reimbursed by the USDA for the same school year. Thus, to calculate this percentage, the LEA should multiply the number of students identified by the direct certification data by the statutory multiplier specified in the Act and divide by the enrollment in the school.
>
> Because schools may conduct direct certification yearly, if data show an increase in the percentage of enrolled students eligible for direct certification, and the school therefore receives a higher level of reimbursement from USDA, then the figures used for Title I purposes would be adjusted accordingly.

175 U.S. Department of Education. (2013). *Improving Basic Programs Operated By Local Educational Agencies (Titla I, Part A)*. Retrieved from: http://www2.ed.gov/programs/titleiparta/index.html

176 U.S. Departmnet of Education. (2012). *Letter to Chiefe State School Officer, CC: State Title I Coordinators*. Retrieved from: http://www2.ed.gov/programs/titleiparta/hhfkidsact2012.pdf

2. State Funding to Support Instructional Program

Washington State provides supplemental funding to schools based on free and reduced-price eligibility percentages to support instructional programs and services for underachieving students.[177]

Based on the funding formula for this type of support, it appears that it makes good sense to follow the USDA's guidance for the calculation of Title I funding for Community Eligibility schools and used the Identified Student percentage times the 1.6 multiplier. The resulting figure can be a substitute for the traditional free and reduced-price eligibility percentage.

3. Waivers of Higher Education Fees

Higher education institutions must fee waivers available for low-income running start students in Washington State. Currently, a student is considered to be low-income and eligible for a fee waiver with proof of free or reduced-price eligibility status.[178]

There are three options for approaching this funding structure:

1. Per suggestions from the USDA, all students in Community Eligibility schools can be considered low-income and therefore eligible for these waivers and scholarships.
2. Community Eligibility schools can collect individual income data outside of the school meal program, such as through a family income survey. Some early Community Eligibility Adoption states, including Kentucky and Michigan, have successfully used this approach.
3. Community Eligibility schools can use the various triggers for Identified Student status as a proxy for free or reduced-price status—Basic Food, TANF, etc.

While each option has merit, our research suggests that the third is the most promising as it avoids imposing extra administrative tasks that Community Eligibility was designed to reduce and keeps from over burdening state systems through the over-identification of low-income students.

4. Opportunity Internship Program

This state program provides scholarships and job opportunities to 10th, 11th and 12th grade students that qualify for free or reduced-price meal eligibility.[179]

Similarly to waivers of higher education fees, there are several approaches that may work. We find that the best approach is for Community Eligibility schools to use triggers for Identified Students as a proxy for free or reduced-price meal eligibility.

177 RCW 28A.165.005 through RCW 28A.165.065.

178 RCW 28A.600.310.

179 RCW 28C.18.162.

5. Washington College Bound Scholarship program

This competitive scholarship program works to provide low-income students with tuition to four year college programs. Free and reduced-price eligibility is currently used as a qualifier for the program.[180]

Again, while there are several approaches available, we find that the best approach is for Community Eligibility schools to use triggers for Identified Students as a proxy for free or reduced-price meal eligibility.

6. Washington Fresh Fruit and Vegetable Grant Program

This program works facilitate the consumption of nutritious snacks in order to improve student health and also, to expand the market for locally grown fresh produce. Schools with grades K-8 with more than 50% free or reduced-price eligibility have priority for funds.[181]

For the federal analogue of this program, the USDA directs states to use Community Eligibility schools' Identified Student Percentage multiplied by 1.6. For additional information, see Food and Nutrition Service Memorandum, Community Eligibility Option: Guidance and Procedures for Selection of States for School Year 2013-2014, USDA, December 7, 2012, Attachment B, Question 18, http://www.fns.usda.gov/cnd/governance/Policy-Memos/2013/SP15-2013os.pdf.

180 RCW 28B.118.010.

181 RCW 28A.235.170.

APPENDIX H: Technical Notes on Appleseed's Economic Model for School Meal Funding

Washington Appleseed constructed a dynamic economic model to simulate the income and expenses of school meal programs, to test the impacts of increases in participation and understand the impacts of changes in funding structures. For the purposes of this report, the model only includes information relating to our primary research targets: school breakfast and school lunch.

The model is based on the financial realities of the 2011-2012 school year, as it was the year with the most complete and verified reimbursements and meal counts on record when this work began. Information used to create the model included:

- OSPI individual school district participation reports (which include the number of free, reduced-price, and paid meals served, average eligibility in each category, and federal reimbursements);
- OSPI October counts for individual school's breakfast and lunch programs by free, reduced-price and paid eligibility;
- OSPI bulletin B008-13 (attachment) for the 2011-2012 school year (including information on school district level revenue and expense per lunch equivalent);
- Information about state-level co-pay relief, per-breakfast reimbursements, and breakfast grants to schools.

Appleseed used October meal counts at the school level as a baseline and built an annual model that matched income, expenses, and meals from district level participation reports. Unfortunately, no building level revenue or expense data is available on a statewide level, so district level information was used for each school within a district.

Expenses built into the model included food expenditures, labor costs, supply costs, capital outlay expenditures, "other," and indirect costs. The choice to include indirect costs in the model results in a conservative economic outlook. While OSPI includes indirect costs in its reports, it is our understanding that many school districts cover indirect costs out of the general fund and not directly through food service programs. Without data as to the specific approaches of individual school districts, we believed it best to include indirect costs as part of lunch equivalent expenses in our analysis.

Similarly, our model uses conservative approaches for converting meals served to lunch equivalents. To simplify accounting for revenues and expenses of individual school meals, OSPI uses a conversion formula to determine the value of breakfasts, snacks, and a la carte items. The result of this conversion is a lunch equivalent, sometimes also referred to as an equivalent lunch. Breakfasts are converted to equivalent lunches by dividing the number of breakfasts served by

1.50. Snacks are converted to equivalent lunches by diving the total number of snacks by three. Some other sources, such as the National Food Service Management Institute, recommend using a slightly different conversion formula that equates lunch with the value of two breakfasts, rather than the 1.5 we currently use. This suggests that the expense of breakfast is overrepresented in current Washington food service reports and similarly over-weighted in our model. Again, we thought it best to be conservative in the construction of the model as to not over promise cost savings or effectiveness.

As an example of the impact of the inclusion of indirect costs, our model currently shows that both current and projected food service budgets operate at a loss. When indirect costs are removed form both equations, current food service budgets in high-need schools net $771,000 and the combination of Breakfast After the Bell and Community Eligibility would net these district budgets over $10 million.

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