



SCHOOL BREAKFAST SCORECARD 2006

FOOD RESEARCH AND ACTION CENTER

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About FRAC

The Food Research and Action Center (FRAC) is the leading national organization working for more effective public and private policies to eradicate domestic hunger and undernutrition. Sign up for FRAC's Weekly News Digest at www.frac.org.

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School Breakfast Scorecard 2006

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Executive Summary

Experts agree breakfast is the most important meal of the day. Study after study has shown that school breakfast is the key to better nutrition and child health and improved school attendance and performance. Yet, many children skip breakfast because their families struggle to put a meal on the table or because they do not have the time to eat during the morning rush.

The Food Research and Action Center (FRAC) publishes this annual School Breakfast Scorecard to document the current state of the program as well as to promote successful initiatives to increase participation.

Key Findings for 2006

- In 2005-2006 there were a record 7.7 million low-income children eating free and reduced-price breakfast on an average day, an increase of 243,000 children from 2004-2005 and 622,000 over two years. Over the last two school years school breakfast participation among low-income children has grown by an impressive 8.7 percent.
- Nationally, comparing free and reduced-price breakfast participation to free and reduced-price lunch participation, 44.6 children ate breakfast for every 100 children who ate lunch in school year 2005-2006, compared to a ratio of 43.9 to 100 last year and 43.1 to 100 two years ago.
- If every state had met the goal of 60 low-income children receiving breakfast for every 100 receiving lunch in the 2005-2006 school year, 2.7 million more children would have been eating a healthy school breakfast every day, and states would have collected an additional \$558 million in federal child nutrition funding.
- A record 9.6 million children (including free, reduced-price and paid) participated in the School Breakfast Program on an average morning in the 2005-2006 school year, a 4.3 percent increase from 2004-2005.
- The percentage of schools with lunch programs which also offer breakfast grew to 82.9 percent in 2005-2006 compared to 79.4 percent two years ago. Last year alone, 2,300 more schools across the country instituted a breakfast program.
- School wellness policies are supporting school breakfast expansion. Half of the states that responded to FRAC's survey reported that they had specifically encouraged local districts to include breakfast expansion in their wellness policies.

Recommendations for School Breakfast Expansion

- Every school should participate in the national School Breakfast Program.
- States should mandate the provision of breakfast at schools, particularly those with significant numbers of low-income students, and provide state funds to supplement federal funding for the breakfast program.
- Schools should implement universal breakfast programs (at no cost to all students), and flexible serving methods such as breakfast in the classroom that maximize low-income student participation.
- States should implement improved systems for certifying children for free school meals, without separate applications, based on their enrollment in the Food Stamp Program ("direct certification").
- States should automatically disburse severe need reimbursement funds based on data systems rather than requiring local schools to apply.
- Schools should enhance the breakfast period with enrichment activities, such as reading and tutoring programs, to attract more children to the program.
- Local outreach and social marketing by schools, advocates, state agencies, and school nutrition organizations are vital to ensuring that all eligible children who wish to are enrolled and participate in school breakfast.

Introduction

Forty years ago, as part of the Child Nutrition Act of 1966, Congress authorized the creation of the School Breakfast Program as a pilot “in recognition of the demonstrated relationship between food and good nutrition and the capacity of children to develop and learn....” Since then, study after study has shown that school breakfast is the key to better nutrition and child health and improved school attendance and performance.

In the last forty years the School Breakfast Program has grown from serving an initial 80,000 children, to a record 9.6 million on an average day in school year 2005-2006, with 7.7 million of those children being low-income. Participation by schools in the School Breakfast Program also has grown, reaching an all-time high of 82.9 percent of schools in the National School Lunch Program.

Despite this important growth, nationally the School Breakfast Program still only reaches 44.6 low-income children for every 100 reached by the National School Lunch Program. There is considerable room for improvement. If every state had met an attainable standard of serving 60 low-income children breakfast for every 100 eating lunch, 2.7 million more needy children would have been served nationally and states would have collected an additional \$558 million in child nutrition funding last year.

The Food Research and Action Center (FRAC) publishes this annual School Breakfast Scorecard to document the current state of the program as well as to promote successful initiatives to increase participation. By comparing school breakfast participation in the states as well as nationally, and by detailing progress on issues like school wellness initiatives and direct certification, this scorecard can be used as a guide for getting healthy school breakfasts to more children.

Who is Eligible for School Breakfast?

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

Why is School Breakfast Important?

Experts agree breakfast is the most important meal of the day. Yet, many children skip breakfast because their families struggle to put a meal on the table – in 2005 12.9 million American children, or one in six, lived below the poverty line. Among households with children, 15.6 percent (with 12.4 million children) were food insecure according to the Census Bureau and USDA, meaning they faced a constant struggle against hunger. For these children a filling, nutritious meal every morning is often beyond their parent's ability to provide.

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

The lack of a healthy breakfast puts children at risk. Missing a morning meal has been shown to have serious academic, behavioral and dietary consequences that the School Breakfast Program can combat.

Eating Breakfast Improves School Performance

At a time when schools are expected to raise their students' academic performance and test scores, making sure every child has eaten a filling breakfast is an important but often overlooked tool. Researchers report that children who skip breakfast are less able to master the tasks necessary to do well in school – they have more difficulty distinguishing among similar images, show increased errors, and have slower memory recall. Studies also show that children who live in families that experience hunger have lower math scores and an increased likelihood to repeat a grade, and receive more special education services.

Eating a healthy breakfast helps to lay the groundwork children need to learn. Eating

breakfast improves math grades, vocabulary skills and memory. Children who eat breakfast at school – closer to class and test-taking time – perform better on standardized tests than those who skip breakfast or eat breakfast at home.

Montana – Improving Breakfast Quality and Appeal

Monforton Elementary in Bozeman, Montana recently made some big changes in its school meals program that allow it to serve more locally grown organic produce. Other schools have visited Monforton to see the program in action.

The school used to serve items like cinnamon rolls and French toast, items high in sugar and refined carbohydrates. This year, it is offering healthier items that also appeal to children. A typical breakfast could be a yogurt parfait with fresh fruit, or a toasted whole wheat English muffin with an egg. Students have been receptive to the new offerings. Monforton has seen increased participation from older children, a group that is hard to please. Teachers are happy with the changes and feel the healthier breakfasts give their students more "staying power."

Eating Breakfast Reduces Behavioral Problems

Every parent knows that hungry children are often cranky and are more likely to misbehave. Studies show that behavioral and emotional problems are more prevalent among children living in families where hunger is an issue. Teenagers experiencing hunger are more likely to be suspended from school, have difficulty getting along with other children and to have few friends. In addition, hungry children are more likely to be absent and tardy.

Participating in the School Breakfast Program is a good way to improve school attendance and discipline. Studies have shown that students who participate in school breakfast have lower rates of absence and tardiness and exhibit decreased

behavioral and psychological problems. Researchers have discovered that children who eat breakfast before starting school have fewer discipline problems and visit school nurses' offices less often.

School Breakfast Improves Children's Diets

Children in America grow up surrounded by "junk food" and many have developed unhealthy eating habits. In contrast, breakfasts served as part of the School Breakfast Program are required to provide one-fourth or more of the key nutrients children need every day, and contain no more than 30 percent of calories from fat and 10 percent of calories from saturated fat.

A study by the Economic Research Service of the U.S. Department of Agriculture (USDA) finds evidence that children with access to school breakfast eat a better overall diet, less fat, and more magnesium, vitamin C and folate. Other USDA research shows that children who participate in school breakfast eat more fruits, drink more milk, and consume a wider variety of foods than those who do not eat school breakfast or who have breakfast at home.

School Breakfast Can Help Reduce Obesity

The Institute of Medicine reports that fully one third of America's children are obese or at risk of obesity. Childhood obesity is a major public health epidemic. Obesity rates have doubled among children and tripled among adolescents over the past 20 years and translate into increased risks of premature death and an overall lower quality of life because obesity is associated with an increased risk of diabetes, heart disease, stroke, asthma, osteoarthritis, cancer and psychological disorders.

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

Myths about School Breakfast	Why School Breakfast Works
<ul style="list-style-type: none">• It is a family's responsibility to feed its kids; schools have no role here.• It steals time from family meals• Children eat too much as it is, so school breakfast is not necessary• It is too difficult, too messy, etc.	<ul style="list-style-type: none">• Many families can not afford to feed their children the healthy meals they would like to provide.• Many families just do not eat breakfast together as they rush to work and school. It takes pressure off of families.• School Breakfast can provide children with healthy nutritious meals and lower the risk of obesity.• There are multiple ways to structure a breakfast program based on a school's needs, facilities and resources. There are many successful models.

Student Participation

In 2005-2006 7.7 million low-income children participated in the School Breakfast Program on an average day, an increase of 243,000 children compared to the prior school year. Combined with the previous year's increase of 378,000 children, participation in the School Breakfast Program among low-income children has grown by an impressive 8.7 percent since School Year 2003-2004. In the last four school years, the number of low-income children participating in school breakfast daily has increased by more than 1.1 million.

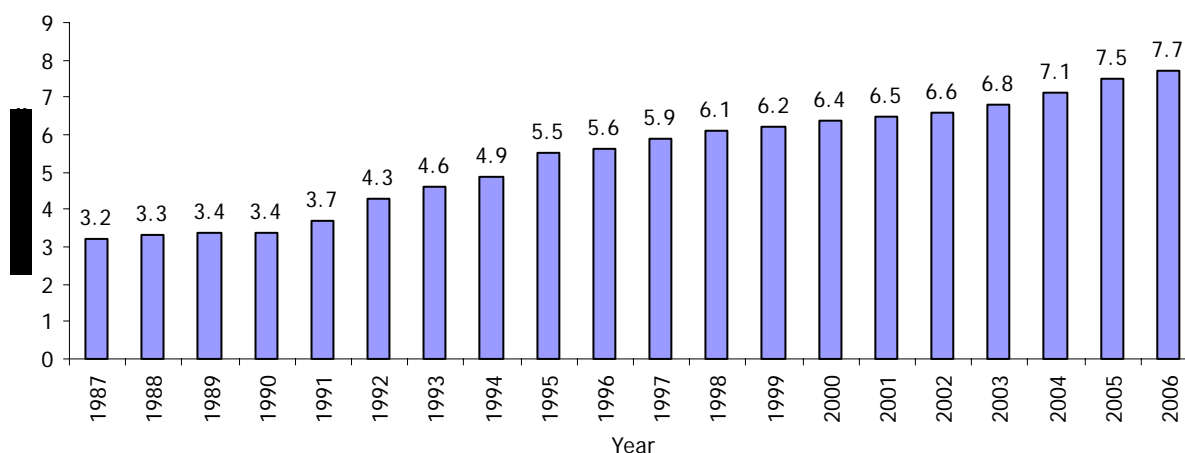
Because there is very broad participation in the lunch program by free and reduced-price students, FRAC uses it as a benchmark against which to measure participation in school breakfast. In the 2005-2006 school year 17.4 million low-income children ate a school lunch each day.

Nationally, comparing free and reduced-price breakfast participation to free and reduced-price lunch participation, for every 100 children who ate lunch, 44.6 children ate breakfast in school year 2005-2006. This is a solid improvement

from the previous year when the ratio of breakfast to lunch participation was 43.9. Two years ago the ratio stood at 43.1. And compared to 1991 when FRAC initiated this scorecard, the ratio of breakfast participation has grown very substantially, from 31.5 students in breakfast for every 100 in lunch. But with less than half of free and reduced-price eligible children participating, it is still too low. As discussed later however, a number of individual states are closing in on a ratio of 60 to 100.

When children who received paid meals – those with family incomes above 185 percent of the federal poverty level, are included, total participation in the School Breakfast Program rose to 9.6 million children on an average morning in the 2005-2006 school year, a 4.3 percent increase from 2004-2005. Children receiving paid meals were the faster growing group of students last year, likely the result of expanded “universal breakfast” programs and efforts to improve the quality of the breakfasts being served.

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



Student Participation in the States

As in previous years, there continues to be wide variation among states in the performance of their school breakfast programs. While every state except for Louisiana (which was suffering the effects of Hurricanes Katrina and Rita), Hawaii and Arizona, saw an actual increase in the number of free and reduced-price children eating breakfast, the growth ranged dramatically, with five states recording double digit increases for 2005-2006 compared to 2004-2005.

Change in the Number of Children Eating Free & Reduced-Price Breakfast

State	Percent Change
Top 5 States	
Wisconsin	14.2%
Illinois	13.4%
Colorado	12.1%
Idaho	11.9%
South Dakota	10.5%
Bottom 5 States	
California	0.7%
Florida	0.4%
Arizona	-0.1%
Hawaii	-8.9%
Louisiana*	-11.7%

*Louisiana was affected by Hurricanes Katrina and Rita

When comparing states' ratios of student participation in the School Breakfast Program to the National School Lunch Program, overall improvement is evident, yet wide disparities remain. The 13 highest performing states reach the majority of their eligible low-income children with breakfast, with seven states having surpassed a ratio of 55 children for every 100 eating lunch. But the participation rate in the highest performing state, West Virginia, is twice that of the lowest performing state, Wisconsin (58.5 vs. 29.3).

The many elements that contribute to the success of a state's School Breakfast Program are well known – a strong state statutory mandate that schools with significant proportions of low-income students participate in the program; outreach to and education of families and a commitment by state and local officials to strengthening the program. Overall, 40 states

improved their participation ratios in 2005-2006, with the largest increase, 4.6 points, coming in New Mexico, which dedicated state funds for the 2005-2006 school year to schools with previously low school breakfast participation. With that increase, New Mexico moved from eighth place into second place behind West Virginia in the ranking of states based on the breakfast to lunch ratio. Georgia replaced Texas as the ninth state, but otherwise there was little change in the list of top ten states from the previous year. And while all of the 10 lowest performing states from 2004-2005 showed improvement last school year, Wisconsin, Illinois and Colorado all showed considerable improvement, none was able to leave the list of the bottom 10 states for 2005-2006.

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

State	Ratio
Top 10 States:	
West Virginia	58.5
New Mexico	57.9
South Carolina	57.2
Kentucky	56.2
Oregon	55.5
Vermont	55.3
Oklahoma	55.3
Arkansas	53.5
Georgia	53.3
Mississippi	53.0
Bottom 10 States:	
Pennsylvania	36.6
Nebraska	36.1
New Jersey	36.0
Colorado	35.8
Connecticut	34.0
New Hampshire	33.5
Alaska	33.2
Utah	32.8
Illinois	32.2
Wisconsin	29.3

School Participation

In order for children to eat school breakfast, their school must participate in the program. While any school participating in the National School Lunch Program can also offer the School Breakfast Program, in the past many such schools failed to offer breakfast. But there has been a major shift. Nationally the percentage of schools offering breakfast as compared to lunch has grown from 48.8 percent in 1991 to 82.9 percent in 2005-2006. Last year alone, 2,300 more schools across the country instituted a breakfast program, an increase of 2.9 percent. While the growth reflects an increased appreciation of the importance of breakfast among school officials, nearly one in six schools that offer the School Lunch Program still fails to offer its students this important meal.

School Participation in the States

The rate of school participation in the School Breakfast Program varies widely from state to state. In 2005-2006, 21 states had more than 90 percent of their schools which were in the lunch program also participating in the breakfast program. Ten states operated breakfast in at least 95 percent of such schools. Most of these high performing states also have high student participation rates, reinforcing the fact that increasing school participation is a key way to boost the number of children eating breakfast every day.

While the vast majority of states continued to improve their school participation rates from 2004-2005 to 2005-2006, 11 states lost ground (this list includes Louisiana, which was affected by hurricane losses). In all, eight states served breakfast in less than 70 percent of their schools

participating in lunch, with Wisconsin and Connecticut below 60 percent of schools.

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

State	Percentage
Top 10 States:	
South Carolina	99.3%
Florida	99.0%
Texas	98.7%
West Virginia	98.7%
Rhode Island	97.9%
North Carolina	97.6%
Arkansas	96.6%
Delaware	96.4%
Georgia	95.6%
Hawaii	95.3%
Bottom 10 States:	
Pennsylvania	73.3%
Minnesota	71.8%
Illinois	68.5%
Massachusetts	68.1%
Nebraska	64.2%
Alaska	63.7%
New Jersey	63.1%
Ohio	61.9%
Wisconsin	58.2%
Connecticut	55.5%

Louisiana – Devastating Effects of Hurricane Katrina

The extraordinary, on-going impact of the September 2005 Hurricane Katrina on children and schools was evident in the data for the state of Louisiana. Total breakfast participation dropped by 11.9 percent, representing a loss from the system of 31,000 students, 24,000 of them free and reduced-price eligible. In Orleans Parish, the total number of schools serving meals to students each day went from 112 down to 33. Forty-one additional schools have opened as charter schools or state take-over schools. Many schools have never re-opened, and many students continue to reside outside the state. Schools that did re-open worked hard to keep up meal service. For example, only one school was able to re-open during the 2005-2006 school year in St. Bernard's Parish. The meals were prepared in a ship's kitchen and delivered to a tent where the children ate. They were only able to move back into their cafeteria during the last month of the school year.

The Cost of Low Participation Rates

Low participation in the School Breakfast Program has real consequences both for the children who are not getting to eat a healthy meal, and for state education budgets. For each day a low-income child was not being served breakfast in 2005-2006, states lost \$1.27 in federal funding for every child who would have received a free breakfast, and \$0.97 for every child who would have received a reduced-price breakfast. If those children attended a severe need school – where at least 40 percent of lunches served were free or reduced-price – an additional \$0.24 per meal was forfeited. Those meals add up to hundreds of millions of dollars in federal child nutrition funding going unclaimed by the states every year.

Reimbursement Rate for The School Breakfast Program (2005-2006)

	Non-Severe Need	Severe Need	Price of Meals To Children
Free	\$1.27	\$1.51	\$0
Reduced Price	\$0.97	\$1.21	\$0.30 (maximum school can charge)
Paid	\$0.23	\$0.23	varies

For a number of years FRAC has set a benchmark for estimating the dollars being lost to states by low participation in school breakfast. In previous Scorecards FRAC set the goal at 55 children eating free or reduced-price breakfast for every 100 eating lunch, based on the participation rates of the top performing states. By calculating the additional number of children that would be reached if the goal was met, and multiplying by the appropriate reimbursement rate for the national average number of school days breakfast is served, an estimate of the amount of federal funding being lost can be determined. (This method is conservative as it does not include the additional severe need funds for which a state would qualify).

In school year 2005-2006 the previous breakfast to lunch ratio goal of 55:100 was met or

surpassed in seven states (Kentucky, New Mexico, Oklahoma, Oregon, South Carolina, Vermont and West Virginia). The steady progress these states have made shows that the goal of 60 low-income children eating breakfast for every 100 eating lunch is achievable and should be the new goal.

Nationally, if the school breakfast to lunch ratio in the 2005-2006 school year had reached the goal of 60:100, versus the actual rate of 44.6, almost 2.7 million more children would have been eating a healthy school breakfast every day and states would have received an additional \$558 million in child nutrition funding. While much of this money was lost by the larger states (\$88 million in California, \$54 million in New York and \$40 million in Illinois), 16 states each lost more than \$10 million in federal funding, and 30 states lost more than \$5 million.

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

States:	Additional Students	Dollars Lost
California	424,057	\$87,977,680
New York	258,840	\$54,021,714
Illinois	193,578	\$40,767,754
Texas	157,713	\$32,960,501
Florida	134,566	\$28,008,008
Pennsylvania	120,809	\$25,189,746
Ohio	97,882	\$20,501,291
Michigan	95,097	\$19,922,292
Arizona	80,876	\$16,838,267
New Jersey	77,722	\$16,234,632

Policy Updates

In school year 2005-2006, some states and many local districts across the country continued to expand and improve their breakfast programs. A key strategy was the expansion of universal breakfast (at no charge to all students) which particularly increased in large urban school districts. Universal breakfast facilitates the implementation of non-traditional serving methods which are very effective at increasing participation, such as in-classroom breakfast (eaten by students during the first few minutes of class time) and “grab and go” (portable) breakfast served from the cafeteria or kiosks set up around school campuses.

Wisconsin – Breakfast in the Classroom

Carleton Elementary in Milwaukee, Wisconsin is pleased with its breakfast in the classroom program. Children pick up their pre-packed breakfast bags in the school gym, then head back to their classrooms with their teachers to eat at their desks. At first teachers were worried that breakfast would take up too much class time, but they have found that they gain the time back later in the day because students are better able to concentrate.

More students are eating now, including older students, and breakfast participation has tripled. The principal expects that even more children will join the program when Carleton implements a new universal free breakfast initiative.

As schools continue to strive for greater participation, there is often a need for flexibility in schedules (bus transportation, staff hours, and even the master schedule of classes) and the location that students eat (hallway, classroom or playground.) Another important aspect to facilitating effective universal breakfast programs is effective outreach strategies to insure that all eligible students are enrolled in the free and reduced-price meals programs.

There are several federal policy initiatives being implemented at the local level that are yielding

increased focus on the importance of breakfast, as well as making it easier for districts to enroll more eligible students. Below, FRAC provides an update on these policy requirements that were incorporated in the Child Nutrition and WIC Reauthorization Act of 2004.

Local School Wellness Policies

The 2004 Act included a requirement to develop wellness policies for all local school districts that participate in the National School Lunch Program. During the past school year, districts were developing policies, and this school year they have begun implementing them. In last year's Breakfast Scorecard, 15 states reported on specific activities they were conducting to promote the inclusion of school breakfast expansion in local wellness policies.

In this year's FRAC survey, 21 states reported that they had encouraged local districts specifically to include breakfast expansion in their wellness policies. In the past year FRAC's guide to local school wellness policies, *School Wellness Policy and Practice: Meeting the Needs of Low-Income Students*, was widely disseminated. It includes sample breakfast expansion policy language, model programs and key research information on the importance of breakfast for improved health and academic outcomes of students.

Recently, FRAC released a companion piece to the guide, the *Wellness Policy Check-Up*, which was developed to assist with implementation and evaluation of local policies. FRAC encourages advocates, parents and other community members to use this tool to promote breakfast expansion as wellness policies are implemented, assessed and revised.

Direct Certification

Households receiving Food Stamp benefits, food from the Food Distribution Program on Indian Reservations (FDPIR), or Temporary Assistance for Needy Families (TANF) can bypass the standard application process and be “directly certified” for free school meals. This means that families do not have to fill out a paper application to be processed by the school for determination

of eligibility for free or reduced-price meals. While many school districts already opt to use direct certification, new rules are going into effect that require schools to directly certify children from families receiving food stamps. School districts with more than 25,000 students must do so starting in the 2006-2007 school year, and the requirement will extend to all school districts by fall of 2008.

While research shows that direct certification is an effective, efficient way to enroll families who are eligible for free school meals, improvements in implementation are needed. Many states are in the process of improving their data systems to make it easier for computer-based matching at the local level.

In this year's survey we asked states to report on the current status of their direct certification systems at the state level and what improvements are planned for the next two years. We received responses from 41 states.

- Two states currently have no state-wide system but are in the process of developing one.
- Thirteen states have a system that is based on annual correspondence from the state Food Stamp agency to eligible households, which then must return a letter to their school or district for direct certification.
- Fourteen states reported a system of state-level data matching. Most of these states conduct this matching only once a year, but four states conduct the match more often – Minnesota (3 times a year), Nevada (monthly), North Dakota (2 times a year) and Washington (weekly.)
- Twelve states have a system of data matching that allows local districts to do their own matching against a data base maintained at the state level. Three of these states update the information more than once a year. Tennessee and Mississippi update their data monthly and Wisconsin updates on a daily basis.

The need for continued improvement in data systems was recognized by many states. Eighteen reported plans to modify their current direct certification system in the next two years, to increase computerization and frequency of data matching. These are needed changes to insure that all eligible children receive free meals with the least paperwork burden on individual schools and families.

Severe Need Breakfast Reimbursement

The Child Nutrition and WIC Reauthorization Act of 2004 eliminated the cost-accounting requirement and waiting period for schools in low-income areas to receive extra severe need school breakfast reimbursements. Schools where at least 40 percent of lunches served are free or at reduced price are eligible for higher breakfast reimbursement rates. In the 2005-2006 school year, the additional reimbursement received by severe need schools was 24 cents for each free and reduced-price breakfast served. Before the 2004 Act, severe need schools were required to prove that their costs exceeded the standard breakfast reimbursement rates by submitting receipts and other documentation. The 2004 Act removed this documentation requirement, making it easier for schools to receive the severe need assistance.

Also, before the 2004 Act, schools qualified for severe need assistance only if at least 40 percent of their lunches were served free or at reduced price during the second preceding school year. In other words, a school was not eligible for severe need assistance before the third year that the school operated school lunch. As a result of the Act, schools may now receive severe need reimbursement even if no lunches were served during the second preceding year. Such schools may qualify for severe need if the U.S. Department of Agriculture (which administers the School Breakfast Program) determines that the 40 percent free or reduced-price requirement would have been met; for example, if the new schools draw their attendance from areas previously served by schools that were eligible for severe need assistance.

Based on USDA data, the new severe need breakfast provisions resulted in a nationwide increase in school year 2004-2005 of 12.5 percent of schools receiving the additional reimbursement. The data that were collected for this report indicated a growth rate of nine percent from October 1, 2005 to October 1, 2006. Sixty percent of the states responding have implemented an automatic system for identifying schools as eligible for severe need reimbursement; and seventy-four percent of the states increased the number of schools receiving the severe need reimbursement level. FRAC anticipates a further increase as additional states automate their reimbursement systems.

Recommendations

FRAC makes the following recommendations to get school breakfast to all children who need it:

- Every school should participate in the national School Breakfast Program.
- States should mandate the provision of breakfast at schools, particularly those with significant numbers of low-income students, and provide state funds to supplement federal funding for the breakfast program in order to make it more attractive for more schools to offer breakfast, to provide an incentive for school breakfast expansion, and to promote improvements in the nutritional quality of breakfasts served.
- Schools should implement universal breakfast programs (breakfast at no cost to all students), and flexible serving methods such as breakfast in the classroom that maximize low-income student participation. Schools with high percentages of free and reduced-price eligible students should take advantage of Provision 2 of the National School Lunch Program to facilitate universal breakfast programs.
- States should implement improved direct certification systems, including:
 - conducting data matches at the state level with easy access by local school districts;
 - updating data matches at least monthly so that school districts can regularly check for newly eligible students; and
 - encouraging local districts to notify families of their enrollment for free school meals without the need to return a letter or other paperwork to the school.
- States should automatically disburse severe need reimbursement funds based on data systems rather than requiring local schools to apply.
- Schools should enhance the breakfast period with enrichment activities, such as reading and

tutoring programs, to attract more children to the program and to maximize educational gains.

- Local outreach and social marketing by schools, advocates, state agencies, and school nutrition organizations is vital to ensuring that all eligible children who wish to are enrolled and participate in school breakfast.

New Mexico - Innovative Strategies for Breakfast Expansion

New Mexico achieved an impressive 10.4 percent increase in total student participation, and improved its ratio of low income breakfast to lunch eaters by almost five points. It achieved this important growth in its program through funding for an initiative to provide breakfast in the classroom in targeted elementary schools. In its state budget, New Mexico appropriated \$475,000 which allowed 80 schools, identified as failing to make adequate yearly progress under the standards of the federal No Child Left Behind Act, to offer breakfast in the classroom at no charge to all students for the second half of the school year. Based on the success of the program, it was expanded to 129 elementary schools in the current school year, with a total state appropriation of \$1.8 million. According to the state's Student Nutrition Bureau, this historic appropriation of state funds to support school food programs demonstrates recognition of the important role that breakfast plays in improving academic performance.

Income Guidelines & Reimbursement Rates for the School Breakfast Program

Income Guidelines School Year 2005 - 2006 ¹

Household Size	Free Meals Maximum Household Income (130% of Poverty)			Reduced-Price Meals Maximum Household Income (185% of Poverty)		
	Annual	Monthly	Weekly	Annual	Monthly	Weekly
1	\$ 12,441	\$ 1,037	\$ 240	\$ 17,705	\$ 1,476	\$ 341
2	16,679	1,390	321	23,736	1,978	457
3	20,917	1,744	403	29,767	2,481	573
4	25,155	2,097	484	35,798	2,984	689
5	29,393	2,450	566	41,829	3,486	805
6	33,631	2,803	647	47,860	3,989	921
7	37,869	3,156	729	53,891	4,491	1,037
8	42,107	3,509	810	59,922	4,994	1,153
Add for each additional	+ 4,238	+ 354	+ 82	+ 6,031	+ 503	+ 116

Reimbursement Rates School Year 2005-2006²

	Non-Severe Need	Severe Need ³	Price of Meals To Children
Free	\$1.27	\$1.51	\$0
Reduced-Price	\$0.97	\$1.21	\$0.30 (maximum school can charge)
Paid	\$0.23	\$0.23	varies

Income Guidelines School Year 2006 - 2007⁴

Household Size	Free Meals Maximum Household Income (130% of Poverty)			Reduced-Price Meals Maximum Household Income (185% of Poverty)		
	Annual	Monthly	Weekly	Annual	Monthly	Weekly
1	\$ 12,740	\$ 1,062	\$ 245	\$ 18,130	\$ 1,511	\$ 349
2	17,160	1,430	330	24,420	2,035	470
3	21,580	1,799	415	30,710	2,560	591
4	26,000	2,167	500	37,000	3,084	712
5	30,420	2,535	585	43,290	3,608	833
6	34,840	2,904	670	49,580	4,132	954
7	39,260	3,272	755	55,870	4,656	1,075
8	43,680	3,640	840	62,160	5,180	1,196
Add for each additional	+ 4,420	+ 369	+ 85	+ 6,290	+ 525	+ 121

Reimbursement Rates School Year 2006 - 2007⁵

	Non-Severe Need	Severe Need	Price of Meals To Children
Free	\$1.31	\$1.56	\$0
Reduced-Price	\$1.01	\$1.26	\$0.30 (maximum school can charge)
Paid	\$0.24	\$0.24	varies

¹ Federal Register, Vol. 70, No. 52, 3/18/05, pp. 13160-13163. These guidelines apply to the 48 contiguous United States, the District of Columbia, Guam and the Territories. Alaska and Hawaii have higher maximum income limits.

² Federal Register, Vol. 70, No. 136, 7/18/05, pp. 41197-41200. These reimbursement rates apply to the 48 contiguous United States, the District of Columbia, Guam and the Territories. Alaska and Hawaii receive higher rates

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

⁴ Federal Register, Vol. 71, No. 50, 3/15/06, pp. 13336-13338.

⁵ Federal Register, Vol. 71, No. 132, 7/11/06, pp. 39051-39053.

Technical Notes

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

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

Student Participation

Student participation data for the 2004-2005 and 2005-2006 school years are based on daily averages of the number of breakfasts and lunches served during the nine months from September through May of each year, as provided by USDA.

States report to USDA the number of meals they serve each month. These numbers may undergo revisions by states as accounting procedures find errors, or other estimates become confirmed. For consistency, all USDA data used in this report are from the states' 90-day revisions of the monthly reports. The 90-day revisions are the final required reports from the states; but states have the option to revise numbers further at any time after this point. USDA applies a formula to adjust numbers upwards to account for participation by students who are absent from school on one or more days or otherwise do not eat meals every day in a month (.927).

School Participation

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

The Cost of Low Participation Rates

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

FRAC calculated the number of additional children who would be reached if each state reached this 60 to 100 ratio. FRAC then multiplied this "unserved" population by the reimbursement rate for 169 school days of breakfast. (While some states served breakfast for more or fewer days during the 2005-2006 school year, 169 was the national average.) FRAC assumed each state's mix of free and reduced-price students would apply to any new participants, and conservatively assumed that no additional student's meal is reimbursed at the higher rate that "severe need" schools receive.

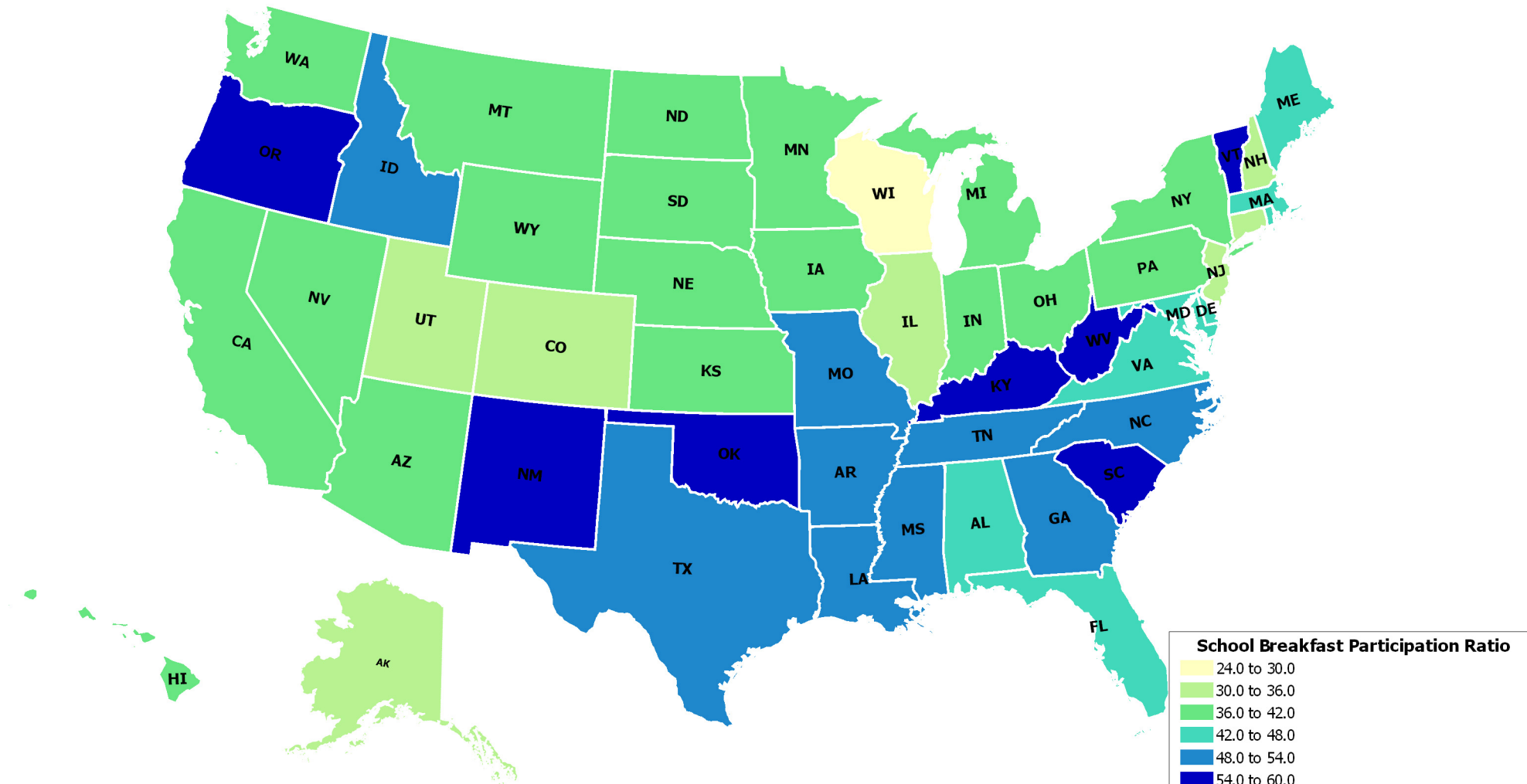
TABLE 1: LOW INCOME STUDENT PARTICIPATION IN SCHOOL LUNCH (NSLP) AND SCHOOL BREAKFAST (SBP)

School Years 2004-2005 and 2005-2006

State	School Year 2004-2005				School Year 2005-2006				Change in Ratio of SBP to NSLP Participation	Percent Change in Number of F&RP Students in SBP
	Free & Reduced-Price (F&RP) NSLP Students	F&RP SBP Students	F&RP Students in SBP per 100 in NSLP	Rank	F&RP NSLP Students	F&RP SBP Students	F&RP Students in SBP per 100 in NSLP	Rank		
Alabama	346,341	152,505	44.0	20	347,554	156,679	45.1	21	1.0	2.7%
Alaska	32,507	10,396	32.0	48	34,152	11,339	33.2	48	1.2	9.1%
Arizona	389,877	159,286	40.9	28	399,975	159,109	39.8	35	-1.1	-0.1%
Arkansas	214,313	113,567	53.0	10	222,764	119,240	53.5	8	0.5	5.0%
California	2,127,643	855,102	40.2	32	2,141,992	861,138	40.2	33	0.0	0.7%
Colorado	172,342	59,176	34.3	44	185,012	66,308	35.8	45	1.5	12.1%
Connecticut	137,787	45,538	33.0	46	139,017	47,256	34.0	46	0.9	3.8%
Delaware	38,340	17,355	45.3	16	40,249	18,975	47.1	17	1.9	9.3%
District of Columbia	38,719	16,022	41.4	25	35,959	16,454	45.8	19	4.4	2.7%
Florida	1,036,998	463,426	44.7	17	999,779	465,301	46.5	18	1.9	0.4%
Georgia	695,623	366,974	52.8	11	741,916	395,422	53.3	9	0.5	7.8%
Hawaii	58,779	24,811	42.2	23	53,871	22,596	41.9	26	-0.3	-8.9%
Idaho	83,883	37,438	44.6	18	85,754	41,904	48.9	15	4.2	11.9%
Illinois	695,280	197,183	28.4	50	695,245	223,569	32.2	50	3.8	13.4%
Indiana	309,498	121,822	39.4	34	327,289	131,887	40.3	32	0.9	8.3%
Iowa	135,054	49,263	36.5	41	141,211	52,478	37.2	41	0.7	6.5%
Kansas	152,304	62,816	41.2	26	154,048	64,533	41.9	27	0.6	2.7%
Kentucky	298,779	165,592	55.4	3	305,874	171,962	56.2	4	0.8	3.8%
Louisiana*	412,727	211,501	51.2	12	388,677	186,679	48.0	16	-3.2	-11.7%
Maine	50,360	21,070	41.8	24	51,991	22,136	42.6	25	0.7	5.1%
Maryland	224,231	91,599	40.9	29	222,176	95,442	43.0	24	2.1	4.2%
Massachusetts	231,205	101,143	43.7	21	238,076	103,632	43.5	23	-0.2	2.5%
Michigan	464,995	188,843	40.6	30	477,927	191,659	40.1	34	-0.5	1.5%
Minnesota	212,496	81,031	38.1	36	218,505	85,662	39.2	37	1.1	5.7%
Mississippi	298,925	162,815	54.5	5	311,931	165,322	53.0	10	-1.5	1.5%
Missouri	321,337	151,384	47.1	15	324,468	159,467	49.1	14	2.0	5.3%
Montana	39,047	15,524	39.8	33	40,513	16,795	41.5	29	1.7	8.2%
Nebraska	94,590	32,399	34.3	45	96,912	34,965	36.1	43	1.8	7.9%
Nevada	108,655	41,754	38.4	35	115,543	43,340	37.5	39	-0.9	3.8%
New Hampshire	30,744	10,053	32.7	47	31,634	10,595	33.5	47	0.8	5.4%
New Jersey	321,858	114,387	35.5	43	323,416	116,328	36.0	44	0.4	1.7%
New Mexico	159,611	84,956	53.2	8	158,985	92,006	57.9	2	4.6	8.3%
New York	1,138,481	419,477	36.8	40	1,138,212	424,087	37.3	40	0.4	1.1%
North Carolina	542,712	273,847	50.5	13	566,949	285,754	50.4	13	-0.1	4.3%
North Dakota	27,189	10,228	37.6	37	27,258	10,840	39.8	36	2.2	6.0%
Ohio	513,570	207,844	40.5	31	533,212	222,046	41.6	28	1.2	6.8%
Oklahoma	259,583	141,943	54.7	4	267,539	147,885	55.3	7	0.6	4.2%
Oregon	179,509	100,355	55.9	1	184,681	102,410	55.5	5	-0.5	2.0%
Pennsylvania	511,331	183,737	35.9	42	515,591	188,546	36.6	42	0.6	2.6%
Rhode Island	48,450	20,728	42.8	22	48,074	20,949	43.6	22	0.8	1.1%
South Carolina	311,596	168,629	54.1	6	316,480	180,892	57.2	3	3.0	7.3%
South Dakota	43,021	16,134	37.5	39	43,756	17,822	40.7	31	3.2	10.5%
Tennessee	384,722	186,420	48.5	14	398,062	201,801	50.7	12	2.2	8.3%
Texas	2,028,008	1,091,269	53.8	7	2,123,826	1,116,582	52.6	11	-1.2	2.3%
Utah	133,697	41,393	31.0	49	135,342	44,435	32.8	49	1.9	7.3%
Vermont	22,826	12,148	53.2	9	22,822	12,619	55.3	6	2.1	3.9%
Virginia	326,100	143,709	44.1	19	327,413	148,594	45.4	20	1.3	3.4%
Washington	291,041	119,429	41.0	27	295,408	120,853	40.9	30	-0.1	1.2%
West Virginia	115,528	64,354	55.7	2	114,325	66,830	58.5	1	2.8	3.8%
Wisconsin	225,370	59,644	26.5	51	232,281	68,102	29.3	51	2.9	14.2%
Wyoming	22,930	8,612	37.6	38	22,787	8,680	38.1	38	0.5	0.8%
TOTAL	17,060,510	7,496,634	43.9		17,366,432	7,739,904	44.6		0.6	3.2%

*Louisiana suffered a dramatic drop in its student population due to Hurricanes Katrina and Rita in school year 2005-2006

Low-Income Students in School Breakfast per 100 in School Lunch



**Table 2: SCHOOL PARTICIPATION IN SCHOOL LUNCH (NSLP)
AND SCHOOL BREAKFAST (SBP)
School Years 2004-2005 and 2005-2006**

State	School Year 2004-05				School Year 2005-06				Percent Change in Number of SBP Schools
	NSLP Schools	SBP Schools	SBP Schools as % of NSLP Schools	Rank	NSLP Schools	SBP Schools	SBP Schools as % of NSLP Schools	Rank	
Alabama	1,541	1,302	84.5%	30	1,539	1,346	87.5%	27	3.4%
Alaska	432	286	66.2%	44	433	276	63.7%	47	-3.5%
Arizona	1,573	1,434	91.2%	20	1,627	1,457	89.6%	25	1.6%
Arkansas	1,315	1,289	98.0%	3	1,202	1,161	96.6%	7	-9.9%
California	10,870	8,548	78.6%	34	10,974	8,671	79.0%	35	1.4%
Colorado	1,629	1,060	65.1%	45	1,635	1,273	77.9%	36	20.1%
Connecticut	1,112	547	49.2%	51	1,211	672	55.5%	51	22.9%
Delaware	216	211	97.7%	4	223	215	96.4%	8	1.9%
District of Columbia	197	180	91.4%	18	234	194	82.9%	32	7.8%
Florida	3,479	3,305	95.0%	9	3,669	3,632	99.0%	2	9.9%
Georgia	2,060	1,953	94.8%	11	2,160	2,065	95.6%	9	5.7%
Hawaii	295	282	95.6%	7	298	284	95.3%	10	0.7%
Idaho	673	602	89.5%	25	689	631	91.6%	18	4.8%
Illinois	4,345	2,619	60.3%	47	4,342	2,973	68.5%	44	13.5%
Indiana	2,258	1,693	75.0%	36	2,257	1,732	76.7%	39	2.3%
Iowa	1,530	1,378	90.1%	22	1,530	1,383	90.4%	21	0.4%
Kansas	1,579	1,325	83.9%	31	1,616	1,379	85.3%	30	4.1%
Kentucky	1,490	1,391	93.4%	14	1,484	1,386	93.4%	13	-0.4%
Louisiana*	1,707	1,567	91.8%	16	1,489	1,380	92.7%	15	-11.9%
Maine	726	614	84.6%	29	714	613	85.9%	29	-0.2%
Maryland	1,535	1,436	93.6%	13	1,643	1,472	89.6%	24	2.5%
Massachusetts	2,362	1,602	67.8%	43	2,348	1,600	68.1%	45	-0.1%
Michigan	4,000	3,061	76.5%	35	3,942	3,029	76.8%	37	-1.0%
Minnesota	2,115	1,489	70.4%	42	2,112	1,517	71.8%	43	1.9%
Mississippi	950	850	89.5%	24	943	857	90.9%	19	0.8%
Missouri	2,530	2,163	85.5%	28	2,468	2,142	86.8%	28	-1.0%
Montana	810	602	74.3%	37	802	675	84.2%	31	12.1%
Nebraska	1,018	624	61.3%	46	1,011	649	64.2%	46	4.0%
Nevada	514	464	90.3%	21	525	481	91.6%	17	3.7%
New Hampshire	508	400	78.7%	33	501	396	79.0%	34	-1.0%
New Jersey	2,666	1,601	60.1%	48	2,678	1,691	63.1%	48	5.6%
New Mexico	817	778	95.2%	8	857	794	92.6%	16	2.1%
New York	5,966	5,160	86.5%	27	5,916	5,250	88.7%	26	1.7%
North Carolina	2,306	2,246	97.4%	5	2,329	2,272	97.6%	6	1.2%
North Dakota	421	303	72.0%	39	443	328	74.0%	41	8.3%
Ohio	4,115	2,394	58.2%	49	4,106	2,542	61.9%	49	6.2%
Oklahoma	1,903	1,745	91.7%	17	1,904	1,781	93.5%	12	2.1%
Oregon	1,352	1,283	94.9%	10	1,340	1,261	94.1%	11	-1.7%
Pennsylvania	3,888	2,744	70.6%	41	3,885	2,849	73.3%	42	3.8%
Rhode Island	451	424	94.0%	12	437	428	97.9%	5	0.9%
South Carolina	1,104	1,100	99.6%	1	1,122	1,114	99.3%	1	1.3%
South Dakota	652	481	73.8%	38	655	503	76.8%	38	4.6%
Tennessee	1,695	1,564	92.3%	15	1,738	1,618	93.1%	14	3.5%
Texas	7,354	7,241	98.5%	2	7,408	7,311	98.7%	3	1.0%
Utah	824	657	79.7%	32	830	675	81.3%	33	2.7%
Vermont	344	309	89.8%	23	344	309	89.8%	23	0.0%
Virginia	1,973	1,801	91.3%	19	1,979	1,789	90.4%	20	-0.7%
Washington	2,097	1,862	88.8%	26	2,107	1,893	89.8%	22	1.7%
West Virginia	757	731	96.6%	6	754	744	98.7%	4	1.8%
Wisconsin**	2,503	1,262	50.4%	50	2,693	1,568	58.2%	50	24.2%
Wyoming	365	260	71.2%	40	364	273	75.0%	40	5.0%
TOTAL	98,922	80,223	81.1%		99,510	82,534	82.9%		2.9%

*Louisiana lost a number of schools due to the effects of Hurricanes Katrina and Rita in school year 2005-2006

**Wisconsin changed its method of calculating school participation starting in school year 2005-2006

Table 3: TOTAL STUDENT PARTICIPATION IN SCHOOL BREAKFAST PROGRAM (SBP)
School Year 2005-2006

State	Free (F) SBP Students		Reduced Price (RP) SBP Students		Total F&RP SBP Students		Paid SBP Students		Total SBP Students
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
Alabama	140,593	75.0%	16,086	8.6%	156,679	83.6%	30,833	16.4%	187,512
Alaska	9,829	70.1%	1,510	10.8%	11,339	80.8%	2,691	19.2%	14,030
Arizona	140,080	72.0%	19,029	9.8%	159,109	81.7%	35,549	18.3%	194,658
Arkansas	106,166	73.3%	13,074	9.0%	119,240	82.3%	25,618	17.7%	144,858
California	745,708	76.3%	115,431	11.8%	861,138	88.1%	116,791	11.9%	977,929
Colorado	58,348	68.9%	7,960	9.4%	66,308	78.3%	18,344	21.7%	84,652
Connecticut	42,852	76.6%	4,404	7.9%	47,256	84.5%	8,669	15.5%	55,926
Delaware	17,021	62.1%	1,954	7.1%	18,975	69.2%	8,443	30.8%	27,418
District of Columbia	15,430	76.9%	1,024	5.1%	16,454	82.0%	3,603	18.0%	20,057
Florida	409,078	69.4%	56,224	9.5%	465,301	79.0%	124,044	21.0%	589,345
Georgia	349,949	70.2%	45,473	9.1%	395,422	79.3%	103,153	20.7%	498,575
Hawaii	18,139	50.9%	4,457	12.5%	22,596	63.4%	13,020	36.6%	35,615
Idaho	35,077	62.6%	6,827	12.2%	41,904	74.8%	14,090	25.2%	55,994
Illinois	207,445	80.5%	16,123	6.3%	223,569	86.8%	34,058	13.2%	257,627
Indiana	115,881	70.3%	16,006	9.7%	131,887	80.1%	32,856	19.9%	164,743
Iowa	44,950	57.4%	7,528	9.6%	52,478	67.0%	25,883	33.0%	78,362
Kansas	53,662	64.3%	10,871	13.0%	64,533	77.3%	18,963	22.7%	83,496
Kentucky	151,719	68.2%	20,243	9.1%	171,962	77.3%	50,600	22.7%	222,562
Louisiana	173,271	80.2%	13,408	6.2%	186,679	86.4%	29,428	13.6%	216,107
Maine	19,171	60.5%	2,965	9.4%	22,136	69.9%	9,529	30.1%	31,665
Maryland	80,303	62.5%	15,139	11.8%	95,442	74.2%	33,134	25.8%	128,576
Massachusetts	95,037	75.8%	8,595	6.9%	103,632	82.6%	21,780	17.4%	125,412
Michigan	173,646	74.2%	18,013	7.7%	191,659	81.9%	42,375	18.1%	234,034
Minnesota	70,019	57.0%	15,643	12.7%	85,662	69.7%	37,167	30.3%	122,829
Mississippi	153,543	83.6%	11,779	6.4%	165,322	90.0%	18,365	10.0%	183,687
Missouri	138,911	66.4%	20,556	9.8%	159,467	76.3%	49,589	23.7%	209,057
Montana	14,390	64.7%	2,404	10.8%	16,795	75.6%	5,432	24.4%	22,227
Nebraska	29,715	59.3%	5,249	10.5%	34,965	69.8%	15,144	30.2%	50,109
Nevada	37,678	68.7%	5,662	10.3%	43,340	79.0%	11,500	21.0%	54,840
New Hampshire	9,028	45.7%	1,567	7.9%	10,595	53.7%	9,149	46.3%	19,745
New Jersey	103,988	70.9%	12,340	8.4%	116,328	79.4%	30,266	20.6%	146,594
New Mexico	80,374	71.5%	11,632	10.3%	92,006	81.8%	20,476	18.2%	112,481
New York	377,633	72.7%	46,454	8.9%	424,087	81.6%	95,335	18.4%	519,422
North Carolina	254,234	71.4%	31,519	8.9%	285,754	80.3%	70,234	19.7%	355,988
North Dakota	9,166	52.6%	1,675	9.6%	10,840	62.2%	6,592	37.8%	17,432
Ohio	200,983	71.7%	21,062	7.5%	222,046	79.2%	58,145	20.8%	280,191
Oklahoma	128,543	70.2%	19,343	10.6%	147,885	80.8%	35,234	19.2%	183,119
Oregon	89,305	66.8%	13,105	9.8%	102,410	76.6%	31,355	23.4%	133,765
Pennsylvania	167,158	67.2%	21,388	8.6%	188,546	75.8%	60,130	24.2%	248,676
Rhode Island	18,844	72.6%	2,104	8.1%	20,949	80.7%	5,025	19.3%	25,974
South Carolina	162,457	73.6%	18,435	8.3%	180,892	81.9%	39,898	18.1%	220,789
South Dakota	15,743	67.4%	2,079	8.9%	17,822	76.3%	5,540	23.7%	23,362
Tennessee	179,936	72.4%	21,865	8.8%	201,801	81.2%	46,611	18.8%	248,412
Texas	1,000,525	75.7%	116,057	8.8%	1,116,582	84.5%	204,587	15.5%	1,321,169
Utah	37,452	65.3%	6,983	12.2%	44,435	77.4%	12,941	22.6%	57,376
Vermont	10,586	55.1%	2,033	10.6%	12,619	65.6%	6,604	34.4%	19,223
Virginia	127,945	62.3%	20,649	10.1%	148,594	72.4%	56,740	27.6%	205,334
Washington	104,136	70.5%	16,718	11.3%	120,853	81.8%	26,869	18.2%	147,722
West Virginia	56,556	59.9%	10,274	10.9%	66,830	70.8%	27,559	29.2%	94,389
Wisconsin	58,462	62.8%	9,639	10.4%	68,102	73.1%	25,012	26.9%	93,113
Wyoming	6,948	56.4%	1,732	14.1%	8,680	70.5%	3,640	29.5%	12,319
TOTAL	6,847,613	71.6%	892,291	9.3%	7,739,904	81.0%	1,818,595	19.0%	9,558,499

**Table 4: ADDITIONAL PARTICIPATION AND FUNDING IF
60 LOW-INCOME STUDENTS WERE SERVED SCHOOL
BREAKFAST (SBP) PER 100 SERVED SCHOOL LUNCH (NSLP)
School Year 2005-2006**

State	Actual Total Free & Reduced Price (F&RP) SBP Students	Total F&RP Students if 60 SBP per 100 NSLP	Additional F&RP Students if 60 SBP per 100 NSLP	Additional Annual Funding if 60 SBP per 100 NSLP F&RP Students
Alabama	156,679	208,532	51,853	\$10,840,166
Alaska	11,339	20,491	9,152	\$1,899,137
Arizona	159,109	239,985	80,876	\$16,838,267
Arkansas	119,240	133,658	14,418	\$3,009,124
California	861,138	1,285,195	424,057	\$87,977,680
Colorado	66,308	111,007	44,700	\$9,305,374
Connecticut	47,256	83,410	36,154	\$7,575,481
Delaware	18,975	24,150	5,175	\$1,081,677
District of Columbia	16,454	21,575	5,121	\$1,081,108
Florida	465,301	599,868	134,566	\$28,008,008
Georgia	395,422	445,150	49,728	\$10,364,800
Hawaii	22,596	32,322	9,727	\$1,986,839
Idaho	41,904	51,453	9,549	\$1,967,088
Illinois	223,569	417,147	193,578	\$40,767,754
Indiana	131,887	196,374	64,487	\$13,420,311
Iowa	52,478	84,727	32,248	\$6,675,076
Kansas	64,533	92,429	27,896	\$5,738,874
Kentucky	171,962	183,524	11,562	\$2,408,365
Louisiana	186,679	233,206	46,527	\$9,799,355
Maine	22,136	31,195	9,059	\$1,879,468
Maryland	95,442	133,305	37,863	\$7,808,300
Massachusetts	103,632	142,846	39,214	\$8,236,946
Michigan	191,659	286,756	95,097	\$19,922,292
Minnesota	85,662	131,103	45,441	\$9,315,690
Mississippi	165,322	187,159	21,836	\$4,599,710
Missouri	159,467	194,681	35,214	\$7,314,787
Montana	16,795	24,308	7,513	\$1,555,286
Nebraska	34,965	58,147	23,183	\$4,790,720
Nevada	43,340	69,326	25,986	\$5,395,647
New Hampshire	10,595	18,980	8,385	\$1,733,756
New Jersey	116,328	194,049	77,722	\$16,234,632
New Mexico	92,006	95,391	3,385	\$703,637
New York	424,087	682,927	258,840	\$54,021,714
North Carolina	285,754	340,169	54,415	\$11,354,732
North Dakota	10,840	16,355	5,514	\$1,138,323
Ohio	222,046	319,927	97,882	\$20,501,291
Oklahoma	147,885	160,523	12,638	\$2,624,002
Oregon	102,410	110,808	8,399	\$1,745,022
Pennsylvania	188,546	309,355	120,809	\$25,189,746
Rhode Island	20,949	28,844	7,896	\$1,651,475
South Carolina	180,892	189,888	8,996	\$1,881,069
South Dakota	17,822	26,253	8,431	\$1,756,649
Tennessee	201,801	238,837	37,036	\$7,731,871
Texas	1,116,582	1,274,295	157,713	\$32,960,501
Utah	44,435	81,205	36,770	\$7,585,525
Vermont	12,619	13,693	1,074	\$221,407
Virginia	148,594	196,448	47,854	\$9,916,235
Washington	120,853	177,245	56,391	\$11,687,113
West Virginia	66,830	68,595	1,765	\$364,337
Wisconsin	68,102	139,369	71,267	\$14,758,398
Wyoming	8,680	13,672	4,992	\$1,019,220
TOTAL	7,739,904	10,419,859	2,679,955	\$558,343,982

School Breakfast Legislation by State

Types of state school breakfast legislation included in this table:

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

Alabama	NONE	
Alaska	NONE	
Arizona	NONE	
Arkansas	M	School breakfast is required in schools with 20 percent or more free and reduced-price (F&RP) eligible students. ARK. CODE ANN. § 6-18-705
California	M	Public schools must provide at least one free or reduced-price meal daily to all F&RP eligible students. CAL. EDUC. CODE § 49558
	\$	Grants of up to \$15,000 are available per school, on a competitive basis, up to the annual appropriation (\$1,010,000 for school year 2004-05 and \$1,017,000 for school year 2005-2006), for nonrecurring breakfast start-up and expansion expenses where 20 percent or more of students are approved for F&RP meals. [CAL. EDUC. CODE § 49550.3] In 2005-2006, CDE received \$4 million in breakfast grant requests, so the Governor reappropriated an additional \$3 million in grant funding so that every grant request was funded.
		The State provides an additional reimbursement, adjusted annually. The 2004-05 rate was \$0.1324 per meal served in public and private schools; the 2005-06 rate was \$0.1413 per meal; the 2006-2007 rate is \$0.156. [CAL. EDUC. CODE §49536]
		Senate Bill 281, signed into law on September 15, 2005, provides \$18.2 million annually to increase fruit and vegetable consumption through the School Breakfast Program. Schools may receive \$0.10 for additional fruit or vegetables served with each breakfast.
		The State Assembly appropriated \$170,000 for CDE to conduct a study analyzing how many severe need schools do not now serve breakfast, and what the cost and feasibility would be for all districts with such schools to do so. The bill also requires CDE to analyze the changes in law necessary to implement such a mandate, and to report to the Legislature by March 31, 2007. Assembly Bill 569 (Chapter 702, Statutes of 2006).
Colorado	\$	The State may appropriate moneys for the creation, expansion, or enhancement of the SBP in low performing schools (any school that received an academic performance rating of low or unsatisfactory the preceding school year). The State appropriated \$250,000 for 2005-2006, and \$350,000 for 2006-2007. COL. REV. STAT. § 22-54-123.5

M: State mandate
\$: State funding

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Connecticut	M	School breakfast is required in K-8 schools where 80 percent of lunches served are F&RP eligible. CONN. GEN. STAT. ANN. § 10-266w
	\$	Within the limits of annual appropriation, the State offers a \$3,000 flat grant to each severe need school, and up to \$0.10 reimbursement per breakfast served in each severe need school. CONN. GEN. STAT. ANN. § 10-266w
Delaware		NONE
District of Columbia	U	The District of Columbia provides universal school breakfasts (free to all children regardless of income) since the beginning of the 2005-2006 school year.
Florida	M	School breakfast is required in all public elementary schools. FLA. STAT. § 1006.06
	\$	The State provides the difference between the federal reimbursement and the average statewide school breakfast cost for every school breakfast served in public elementary schools. FLA. STAT. § 1006.06
Georgia	M	School breakfast is required in K-8 schools with 25 percent or more F&RP eligible students and in all other schools with 40 percent or more F&RP eligible students. GA. CODE ANN. § 20-2-66
Hawaii	\$	The State provides approximately \$0.14 per breakfast.
Idaho		NONE
Illinois	M	School breakfast is required in all public schools with 40 percent or more F&RP eligible students. Each school district's board of education must determine each school year which schools meet the 40 percent F&RP criterion, based on data submitted to the Illinois State Board of Education. Schools that served 40 percent or more F&RP school lunches the previous school year must offer breakfast. School districts may opt out under certain circumstances.
	\$	The State provides start-up funds of up to \$3,500 per school for nonrecurring costs; priority is given to schools with at least 40 percent F&RP eligible students. IL. STAT. § 105 ILCS 125/2.5
		The State also provides \$0.15 per free breakfast served. Schools are eligible for an additional \$0.10 reimbursement for each free, reduced-price and paid breakfast served if breakfast participation increases; the additional reimbursement is automatic if the number of breakfasts served in the month exceeds the number of breakfasts served in the same month of the previous year by 10 percent. IL. STAT. § 105 ILCS 125/2.5
		The State may reduce or disapprove state funding if it is found that the total funding for the SBP exceeds expenditures. IL. STAT. § 105 ILCS 125/6
	U	The State provides funding for a universal breakfast pilot program for schools with 80 percent or more F&RP lunch eligible students. IL. STAT. § 105 ILCS 125/2.5
	R	The State Board of Education is required to provide the Governor and the General Assembly lists of schools that have started breakfast programs during the past year, that have utilized the above grant funds, and that have exercised Provisions 2 or 3. In 2005, the State Board also shall report on parental interest in the SBP and barriers to establishing SBPs. [IL. STAT. § 105 ILCS 125/4] In 2007, 2009, and 2011, the State Board

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also shall report on parental interest in the SBP and barriers to establishing SBPs. IL. STAT. § 105 ILCS

Indiana	M	School breakfast is required in public schools with 25 percent or more F&RP eligible students. [IND. CODE ANN. § 20-5-13.5-4] Starting in the 2006-2007 school year, the requirement will apply to all schools with 15 percent or more F&RP eligible students. PL 54-2006
Iowa	\$	The State provides \$0.03 per breakfast until appropriated funds are depleted.
Kansas	M	All public schools must offer breakfast unless they have been granted an annual waiver by the Kansas State Board of Education. No waiver shall be granted for a school building in which 35 percent or more of the students are F&RP eligible. KAN. STAT. ANN. § 72-5125
Kentucky	S	School districts are required to arrange bus schedules so that all buses arrive in sufficient time for schools to serve breakfast prior to the instructional day. KY. REV. STAT. ANN. § 158.070
	R	All schools without breakfast must report the reasons and any problems that inhibit participation by September 15 th . The state shall inform the school of the value of the SBP (its favorable effects on attendance and performance) and the availability of funds. KY. REV. STAT. ANN. § 157.065
Louisiana	M	The school board must operate the School Breakfast Program if at least 25 percent of the students enrolled in one or more schools in the system are F&RP eligible. LA. REV. STAT. ANN. §17:192
Maine	\$	The state legislature made a one-time General Fund appropriation of \$25,000 for the School Breakfast Program for FY 2006-2007. P&S 2005, c. 56
Maryland	M	School breakfast is required in public elementary schools, but those schools with less than 15 percent F&RP eligible students may be exempted. MD. CODE. ANN. EDUC. § 7-701 and §7-702
	\$	The State provides \$0.1325 for F&RP breakfasts in non-severe need schools and \$0.05 in severe need schools.
	U	The State sponsors Maryland Meals for Achievement, an in-classroom universal free school breakfast program. [MD. CODE. ANN., EDUC. § 7-704] For school years 2004-2005 and 2005-2006, \$1.928 million per year was allocated for Maryland Meals for Achievement. For school year 2006-2007 the allocation was increased to \$3.128 million.
Massachusetts	M	School breakfast is required in public schools in severe need schools and where more than 50 F&RP meal applications are on file from the preceding school year. MASS. GEN. LAWS ch.69 §1C
	\$	Mandated schools receive an additional \$0.10 for F&RP meals if breakfast costs exceed federal severe need reimbursements.
	U	The State provides \$2 million for universal breakfast, allocated for meal reimbursement. This results in approximately \$0.24 reimbursement per breakfast for any school offering universal breakfast if costs exceed other reimbursements (this reimbursement is separate from the additional \$0.10 for mandated schools).

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Michigan	M	School breakfast is required in schools with 20 percent or more F&RP eligible students during the immediately preceding school year. MICH. COMP. LAWS § 380.1272a
	\$	The State provides per meal reimbursements, subject to annual appropriation, to cover the lesser of actual costs or 100 percent of the cost of an efficiently operated program. [MICH. COMP. LAWS § 380.1272d] \$9.625 million was appropriated for FY 2007.
Minnesota	M	School breakfast is required in public schools at which 33 percent of school lunches were served free or at reduced-price in the second preceding year. MINN. STAT. § 124D.117
	\$	The State provides each elementary and secondary school that participates in the SBP with a state reimbursement of \$0.30 for each reduced-price breakfast and \$0.55 for each paid breakfast. Breakfasts must be provided at no charge to students who qualify for reduced-price breakfasts. MINN. STAT. §124D.1158
Mississippi		NONE
Missouri	M	School breakfast is required in schools with 35 percent or more F&RP eligible students. A school may receive a waiver from this requirement through a majority vote of the school board. MO. REV. STAT. § 191.803
	O	Agencies responsible for administering food programs, including the SBP, shall collaborate in designing and implementing outreach programs focused on populations at risk of hunger, that effectively describe the programs, their purposes, and how to apply for them. These programs shall be culturally and linguistically appropriate for the populations most at risk. MO. REV. STAT. § 191.813
	\$	Subject to appropriation, the state board of education shall establish a hardship grant program to provide state supplemental funding for the federal SBP. Any school that participates in the SBP can apply for a hardship grant. Hardship grants will be awarded to schools with the highest need. MO. ANN. STAT. § 191.805
Montana		NONE
Nebraska	\$	The State provides \$0.05 per breakfast in those public schools that also participate in a lunch program. NEB. REV. STAT. § 79-10,138
Nevada		Through a Resolution, the state legislature strongly encourages school districts to offer school breakfast in every school that has a population of over 100 students, and increase the number of students participating in the School Breakfast Program by 15 percent by the end of the year 2005 and by another 15 percent by the end of the year 2006. NV ASSEMBLY CONCURRENT RESOLUTION 5
New Hampshire	M	The state board of education shall make a meal available during school hours to every pupil and shall provide free and reduced-price meals to any needy children. Schools may receive waivers from the state school board, but the state is then directed to study and formulate a plan to implement the above requirement in those schools that have been granted waivers. N.H. Stat. § 189:11-a
	\$	The state legislature appropriated \$100,000 for an additional reimbursement of \$0.03 for every breakfast served by districts that have complied with the federal wellness policy requirement of the 2004 Child Nutrition and WIC Reauthorization Act. The law takes effect in the 2006-2007 school year. N.H. Stat. § 189:11-a

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New Jersey	M	Any school (pre-K – 12 th grade) that has 20 percent or more students eligible for free or reduced-price lunch must participate in the SBP. [N. J. STAT. § 18A:33-10] One-year waivers may be granted by the New Jersey Department of Agriculture to schools that lack the staff, facilities, or equipment to offer the SBP. N. J. 210 TH LEG, 2 ND REG. SESSION, NO. 1498
	\$	The State appropriates approximately \$3.2 million annually to provide \$0.10 for all breakfasts served: free, reduced-price and paid.
New Mexico	U	In school year 2004-2005, the State appropriated \$475,000 for universal breakfast (to all children regardless of income) at 80 low performing elementary schools (any school not meeting adequate yearly progress performance rating). For the 2005-2006 school year the State appropriated \$1.8 million to expand the program to 129 schools.
New York	M	School breakfast is required in elementary schools; in schools located in school districts with at least 125,000 inhabitants; and in schools that participate in the school lunch program and have 40 percent or more of lunches served to F&RP eligible students. N.Y. COMP. CODES R. & REGS. tit. 8, § 114.2
	\$	The State provides reimbursements of no less than \$0.11 for free breakfasts, \$0.17 for reduced-price breakfasts, and \$0.0025 for paid breakfasts. The State also provides reimbursement of all expenses exceeding revenues in first year of breakfast implementation in a public school.
North Carolina	U	The State provides approximately \$2.2 million per year to provide free universal school breakfast to kindergarten students in districts where 50 percent or more of the kindergarten students are eligible for F&RP school meals.
North Dakota		NONE
Ohio	M	School breakfast is required in schools where at least 33 percent of students are eligible for free meals, or where 50 percent or more of the students' parents have requested a breakfast program. Starting in school year 2006-2007 each school district and each chartered or non-chartered nonpublic school must establish a breakfast program in every school where at least one-fifth of the pupils in the school are eligible under federal requirements for free breakfasts, or where 50 percent or more of the students' parents have requested a breakfast program. OHIO REV. CODE ANN. § 3313.81.3
	\$	The State appropriated \$3.7 million for SBPs, including \$900,000 for outreach. Funds are used to supplement reimbursements at approximately \$0.07 per breakfast, and for a Breakfast Incentive Program to reward schools for significantly increasing breakfast participation, for starting a new breakfast program with a certain level of participation, or for schools that maintain a 75 percent participation rate.
Oklahoma		NONE
Oregon	M	School breakfast is required in all schools where 25 percent or more of the students are F&RP eligible, and in Chapter I schools. OR. REV. STAT. §327.535
Pennsylvania	\$	The State provides no less than \$0.10 per breakfast and lunch served. The State provides an additional \$0.02 (\$0.12 total) per lunch to schools that participate in both lunch and breakfast. The State also provides an additional \$0.04 (\$0.14 total) per lunch to schools that have over 20 percent of student enrollment participating in school breakfast. 22 PA. STAT. § 13-1337.1 (2000)

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Rhode Island	M	School breakfast is required in all public schools. R.I. GEN. LAWS § 16-8-10.1
	\$	The State appropriates \$600,000 per year for breakfast supervision costs.
South Carolina	M	School breakfast is required in all public schools. SC CODE ANN. §59-63-790
		The State Board of Education may grant a waiver from SC CODE ANN. §59-63-790 if the school lacks equipment or facilities to implement such a program, if the program is not cost-effective, or if implementation creates substantial scheduling difficulties. SC CODE ANN. §59-63-800
South Dakota	NONE	
Tennessee	M	School breakfast is required in K-8 schools with 25 percent or more F&RP eligible students and in all other schools with 40 percent or more F&RP eligible students. TENN. CODE ANN. § 49-6-2302
Texas	M	School breakfast is required in public schools and open-enrollment charter schools with 10 percent or more F&RP eligible students. TEX. EDUC. CODE ANN. § 33.901
Utah	R	The State requires elementary schools without breakfast to report reasons for nonparticipation for three years. UTAH CODE ANN. § 53A-19-301
Vermont	M	School breakfast is required in all public schools unless the commissioner grants a waiver or the district is exempt from the requirement. VT. STAT. ANN. § 1264
		Exemptions are granted for one year if the voters of the district vote for exemption at an annual or special meeting, and the school board must review the exemption annually. VT. STAT. ANN. § 1265
	\$	The State appropriated \$135,339 in FY 2005 for breakfast reimbursements. The per plate reimbursement rate is determined by dividing total funds by total number of breakfasts served.
Virginia	M	School breakfast is required in public schools with 25 percent or more F&RP eligible students. VA. CODE ANN. § 22.1-207.3
	\$	The State appropriated funds beginning in FY 2006 to establish an incentive program to increase student participation in the SBP. The funds are available to any school division as a reimbursement for school breakfast meals served in excess of the per student baseline established in 2003-2004. Schools are eligible to receive up to \$0.20 per breakfast for increased student participation.
Washington	M	Any school with 40 percent or more enrollment of students that qualify for free or reduced-price meals must have a SBP by the beginning of the 2005-2006 school year. HB 1771 (July, 2005)
	\$	For 2004-2005 and 2005-2006, the State provided \$220,000 per year for school meals start-up, expansion and improvement grants and \$2.28 million per year for breakfast reimbursements, which resulted in approximately \$0.11 reimbursement per F&RP breakfast served, and adjusted at the end of the year to utilize the entire appropriation.
		For 2006-2007, the State appropriated an additional \$1 million to increase breakfast

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reimbursements and \$950,000 to eliminate the reduced-price category for breakfasts through the state.

The superintendent of public instruction may grant additional funds for breakfast start-up and expansion grants, when appropriated. WASH. REV. CODE § 28A.235.150

West Virginia	M	School breakfast is required in all schools. Waivers, of up to two years, may be granted to schools with compelling circumstances. W. VA. CODE § 18-5-37
	S	The Board of Education requires that students be afforded at least 10 minutes to eat after receiving their breakfast. W. VA. CODE ST. R. tit. 126, § 86-7
Wisconsin	\$	The State appropriates approximately \$1 million each year to reimburse up to \$0.10 per breakfast served that meets the nutritional requirements of 7 CFR § 220.8 or 220.8a, in both public and private schools. WIS. STAT. §115.341
Wyoming		NONE