Food for Thought Expanding School Breakfast to NJ Students

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good breakfast helps students focus in class, score higher on standardized tests and avoid trips to the school nurse. When children are hungry, they cannot concentrate on a reading assignment or solve a math problem.

Despite strong evidence of the benefits of serving breakfast to children in school, just a fraction of eligible New Jersey children get this healthy start to their school day. According to the Food Research and Action Center (FRAC), the state ranks 46th nationwide for its participation rate in the School Breakfast Program.ⁱ

In fact, just 28 percent of eligible New Jersey children received school breakfast in the 2010–2011 school year, according to data provided by the Departments of Education and Agriculture. According to FRAC, only 37.6 percent of New Jersey children who received free- or reduced-priced lunch also ate breakfast at school in the 2009–10 school year, despite already being enrolled in the school meals program.

New Jersey law requires districts that have more than 20 percent of students qualifying for free- or reduced-price lunch to establish a school breakfast program. ⁱⁱ School districts must advertise the program to parents, minimize the stigma attached to receiving school meals and encourage participation of students who are not incomeeligible in this federal program. ⁱⁱⁱ

Yet, just 4 percent of the 313 New Jersey districts required to provide school breakfast serve between 75 and 100 percent of eligible children. Half of these districts serve less than 25 percent of students. In these districts, nearly 396,000 children are eligible. About 130,000 students receive breakfast, leaving more than 265,000 eligible children unserved.

NJ Districts Required to Provide School Breakfast, Breakdown by Percentage of Students Served, 2010–11 School Year

Percent of children receiving breakfast	Number of districts	Percent of districts
75 to 100	12	4
50 to 74	29	9
25 to 49	115	37
0 to 24	157	50
Total	313	100

Note: These data include only districts with 20% or more children eligible for school meals. NJ's 13 special services districts are excluded because ACNJ was unable to obtain accurate data for these districts.

Source: NJ Depts. of Education and Agriculture.

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New Jersey's school districts and the state Departments of Education and Agriculture must make the expansion of school breakfast a top priority. For little or no cost to the state and districts, this healthy start to school can vastly improve both student health and school achievement, leveraging the considerable investment the state makes in public education and health programs.

This brief marks the start of ACNJ's **Food for Thought School Breakfast Campaign**, which seeks to expand innovative approaches to serving school breakfast and significantly increase students' participation rates. This report provides a closer look at the data, including identifying districts that have high concentrations of low-income students and low participation rates. It offers specific recommendations for expanding school breakfast participation across the state.

Why Breakfast is Important

Breakfast has long been identified as the most important meal of the day. Eating a healthy breakfast helps jumpstart metabolism and provide energy. The school breakfast program has been shown to increase children's scores on the Healthy Eating Index, improve the quality of children's diet and intake of essential nutrients and lessen the chances of childhood obesity. iv

School breakfast also promotes a positive social environment and can help foster relationships among students and teachers.

A case study of three breakfast programs served in the classroom in three states found that participation in school breakfast resulted in fewer school discipline referrals, increased attendance, a smoother morning transition for students and a growing sense of community within the school.

In short, a good breakfast for school children leads to improved health and stronger academic achievement.

The Growing Need

New Jersey's child poverty rate has grown 8 percent in the past five years, with 273,000 children living in families earning below the federal poverty level in 2009. Nearly 600,000 New Jersey children live in low-income families, earning just a little more than the federal poverty level and struggling to make ends meet in high-cost New Jersey.

This growing economic instability is reflected in the steep jump in the number of children living in families receiving food stamps. That number has grown a startling 58 percent from 2006 to 2010, with 317,819 children in families that need help to put food on the table. By contrast, just 131,630 children received free breakfast last school year.

Although New Jersey uses a "direct certification" process in which school-aged children enrolled in food stamps are eligible to receive free school meals, the process of data matching these students has been a challenge, according to agriculture officials. The Department of Agriculture has taken steps to address these issues. However, a dual-application process could make it easier for parents to enroll their children in both programs simultaneously and should be explored.

School Breakfast Reaps Returns

For many districts with a high concentration of low-income students, expanding school breakfast does not cost more and can bring additional revenue into the district, experts say.

The National School Breakfast Program, sponsored by the U.S. Department of Agriculture Food and Nutrition Service, is open to all public and private nonprofit schools. To determine the reimbursement rate, districts are classified as either being in "severe need" or "not in severe need."

To qualify as being in "severe need," a district must participate in the National School Breakfast Program and have served at least 40 percent of school lunches at the free-or reduced-price for two years in a row. viii In the 2011–2012 school year, "severe need" schools receive \$1.80 for each free breakfast served, \$1.50 for each reduced-price breakfast and 27 cents for every full-price breakfast. ix Schools

considered "not in severe need" are entitled to 1.51, 1.21, and 27 cents for each free-, reduced-, or full-price breakfast served, respectively.

FRAC estimates that New Jersey districts would collect roughly \$21.7 million more annually if schools increase student participation so that 60 percent of students who receive school lunch also get breakfast at school. xi (Students enrolled in the lunch program are automatically eligible for school breakfast). If New Jersey reached this benchmark, 90,545 additional schoolchildren would receive a healthy breakfast at the start of their school day.

School Breakfast By the Numbers

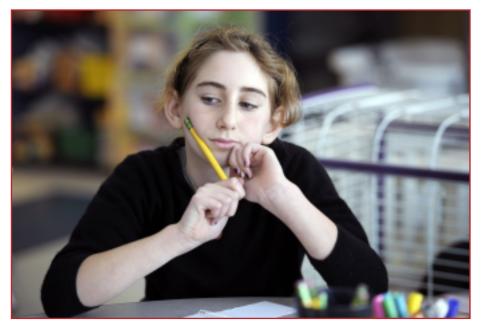
Currently, the vast majority of New Jersey school districts serve breakfast to a fraction of eligible children. This is true for many districts with high concentrations of children in low-income families. In fact, 68 districts with 50 percent or more eligible children serve breakfast to 30 percent or fewer eligible children.

Strikingly, some districts with thousands of low-income students show very low participation rates. Union City in Hudson County, for example, serves just 16 percent of its 9,700 eligible children. In Passaic City, about 11,500 students are eligible but only 20 percent receive school breakfast.

Charter schools, which are considered separate districts, make up a disproportionate share of these 68 schools

districts. Twenty-five of the 68 districts are charter districts. At the Schomburg Charter School in Hudson County, for example, 100 percent of students are eligible but only 29 percent receive breakfast. The Emily Fischer Charter School in Mercer County and Camden's Promise Charter School have similarly low rates.

If school breakfast were provided to all eligible children in these 68 high-need school districts, an additional 105,767 school children would receive this healthy start to their day, significantly improving their well-being and ability to succeed in school.



NJ School Breakfast Participation in 68 High-Need, Low Participation Districts 2010–11 School Year

Students Eligible for School Bre	eaktast
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	Students Engine for School Dreakfast				
	Total	As a % of Total	Students NOT Receiving	Percent Students Receiving	Additional Federal Reimbursement for
District	Eligible	Enrollment	Breakfast	Breakfast	100% Participation
Schomburg Charter School	245	100	174	29	\$55,231.20
Emily Fisher Charter School Of Advanced Studies	340	92	239	30	\$73,609.20
Union City	9,758	92	8,193	16	\$2,555,798.40
Camden's Promise Charter School	379	89	287	24	\$88,545.60
New Horizons Community Charter School	393	89	296	25	\$92,152.80
Lady Liberty Academy Charter School	402	88	304	24	\$94,741.20
Pride Academy Charter School	210	88	153	27	\$47,174.40
Woodlynne Borough	367	87	264	28	\$81,421.20
Passaic City	11,476	86	9,144	20	\$2,864,365.20
Paul Robeson Charter School for the Humanities	232	86	203	13	\$63,176.40
Paterson City	21,003	86	15,324	27	\$4,779,745.20
Liberty Academy Charter School	239	86	172	28	\$53,247.60
Hope Academy Charter School	163	84	149	9	\$45,583.20
PleasanTech Academy Charter School	427	84	376	12	\$117,280.80
Marion P. Thomas Charter School	463	83	349	25	\$108,403.20
Camden Academy Charter High School	351	83	322	8	\$99,633.60
Visions Academy	120	81	84	30	\$26,125.20
Burch Charter School Of Excellence	144	79	107	26	\$31,899.60
Egg Harbor City	357	78	261	27	\$80,632.80
Harrison Town	1,511	77	1,321	13	\$401,374.80
Prospect Park Borough	656	76	571	13	\$176,140.80
Plainfield City	4,887	76	3,800	22	\$1,179,597.60
Fairview Borough	864	76	768	11	\$238,550.40
Guttenberg Town	773	76	728	6	\$226,310.40
West New York Town	5,040	76	4,329	14	\$1,342,483.20
Central Jersey Arts Charter School	271	75	206	24	\$63,100.80
Jersey City	20,694	75	14,978	28	\$4,628,282.40
Gray Charter School	195	75	176	10	\$53,758.80

 $\textbf{Sources:} \ \text{New Jersey Department of Agriculture school meal participation data for the 2010-2011 school year, and the New Jersey Department of Education enrollment data for the 2010-2011 school year.}$

Students	Eligible	for School	Breakfast

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		As a %	Students NOT	Percent Students	Additional Federal
	Total	of Total	Receiving	Receiving	Reimbursement for
District	Eligible	Enrollment	Breakfast	Breakfast	100% Participation
Queen City Academy Charter School	168	72	153	9	\$47,012.40
Dover Town	2,095	71	1,786	15	\$546,256.80
D.U.E. Season Charter School	347	71	300	14	\$94,284.00
Passaic County Vocational	2,279	70	1,727	24	\$529,131.60
Robert Treat Academy Charter School	364	69	312	14	\$93,549.60
Hoboken City	1,254	69	1,053	16	\$325,544.40
Lindenwold Borough	1,536	69	1,086	29	\$334,108.80
Roselle Borough	1,892	69	1,353	28	\$412,866.00
Capital Prep Charter School	209	69	182	13	\$56,469.60
Greater Brunswick Charter School	217	69	209	4	\$64,267.20
Community Charter School	332	68	304	8	\$92,959.20
Irvington Township	4,771	67	3,337	30	\$1,036,155.60
Freehold Borough	938	66	665	29	\$206,028.00
Penns Grove-Carney's Point Regional	1,461	66	1,057	28	\$328,053.60
Haledon Borough	670	66	591	12	\$180,370.80
Englewood on the Palisade Charter School	129	65	101	22	\$30,970.80
Bound Brook Borough	981	64	773	21	\$236,871.00
Garfield City	2,842	63	2112	26	\$644,619.60
Englewood City	1,791	63	1,335	25	\$410,727.60
Ventnor City	612	62	443	28	\$136,940.40
Carteret Borough	2,179	59	1,919	12	\$588,283.20
Bradley Beach Borough	171	59	140	18	\$42,732.00
Soaring Heights Charter School	127	58	92	28	\$27,039.60
Bayonne City	5,373	58	4,636	14	\$1,427,806.80
Union County TEAMS Charter School	140	56	99	29	\$29,905.20
Cumberland County Vocational	150	56	135	10	\$40,014.00
Hillside Township	1,691	55	1,261	25	\$383,180.40
Woodbury City	848	55	650	23	\$200,844.00
Rahway City	2,081	55	1,763	15	\$536,328.00
North Plainfield Borough	1,744	54	1,531	12	\$467,875.80
Mount Holly Township	378	53	276	27	\$83,818.80
Burlington City	1,003	53	755	25	\$233,244.00
North Bergen Township	4,264	53	3,023	29	\$935,762.40
Cliffside Park Borough	1,407	53	1,116	21	\$342,748.80
Brooklawn Borough	150	52	126	16	\$38,458.80
Lodi Borough	1,702	52	1,528	10	\$464,090.40
Neptune Twp	2,295	51	1,619	29	\$497,053.80
Linden City	3,085	51	2,454	20	\$741,787.20
Wharton Borough	360	50	281	22	\$85,834.80
University Academy Charter School	214	50	206	4	\$63,262.80
Total/Average	136,210	71	105,767	22	\$32,705,623.80
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The Solution: Innovative Approaches to Serving School Breakfast

School districts across the state and the country routinely report that the primary barrier to school breakfast participation is children do not arrive at school with enough time to eat before the first bell rings.

For many families, it's a struggle to get the children up and to school on time and breakfast may get sacrificed in the process. School busing schedules can also be a barrier. In one survey, 74 percent of school administrators said the largest barrier was the late arrival of school buses. xii Some New Jersey school food coordinators say older youth simply want those few extra minutes of sleep.

Whatever the reason, many districts are recognizing the nutritional and educational importance of starting the school day with a healthy meal and are taking innovative approaches to overcome this logistical problem. These include serving breakfast in the classroom, providing

"grab-and-go" breakfasts to students as they enter the school or serving "second chance" breakfast during a break in the school day.

Districts that adopt these approaches report sharp increases in breakfast participation and positive results in many areas, including student achievement and behavior. They also say initial concerns about using more innovative approaches to school breakfast turn out to be unfounded.

Currently, few New Jersey school districts serve breakfast in the classroom or use other creative approaches, according to state agriculture department officials.

Clean up, loss of instructional time and other logistical concerns often prevent districts from adopting these approaches.

Following is a look at those obstacles and how some districts are rising to meet the challenge of ensuring that children start their school day with a healthy meal.

Success Stories From Around the U.S.

Chicago, Illinois

In January 2011, Chicago Public Schools adopted *Morning Max: Breakfast in the Classroom*, a policy mandate requiring the provision of classroom breakfast at all elementary schools in the district. **xiii*. In the few months since its implementation, some schools have seen participation rates jump from 23 to more than 70 percent. **xiii*

Colorado

To encourage school participation in the school breakfast program, the state has developed implementation guides and held training sessions for school administrators. Many school districts expanded their programs by bringing breakfast into the classroom through either travelling food carts or "grab and go" stations, and by making it free for both students and faculty/staff. With participation rates in some schools reaching as high as 92 percent, Colorado has had much success with their expansion of school breakfast. xxv

Detroit, Michigan

Taking advantage of its size, **Detroit Public Schools now** offers breakfast to all students free of charge.xxvi Reaching more than 84 percent of students, the school system exceeded the targeted rate of 70 percent of students participating in the school lunch program during the 2009-2010 school year, surpassing the Michigan state average of 46.xxvii After breakfast in the classroom became mandatory for all elementary and middle schools in the district, one school saw its breakfast participation rate reach 90 percent. **viii

Washington, D.C.

The District of Columbia City Council passed the Healthy Schools Act of 2010, with the goal of improving the nutritional health and wellness of the district's students. The act requires all schools to serve free breakfast to all students. The act also requires that breakfast be served in the classroom for elementary schools or through alternative serving models in middle and high schools where more than 40 percent of students qualify for free- or reducedprice lunch. xxix After the first month of implementation, student participation in school breakfast improved by 29 percent. xxx

Loss of Instruction Time

School administrators and teachers often worry that serving breakfast in the classroom will consume valuable instructional time. But schools that have implemented this approach find teachers can incorporate lessons or take care of routine housekeeping while children eat breakfast.

BreakfastFirst in California reports that teachers in schools with successful classroom breakfast generally perform administrative activities, start the day's lesson or incorporate the meal into the curriculum, such as a math lesson about the number of nutrients in the meal or a geography lesson about where the meal was grown. xiii Breakfast typically takes 10 to 15 minutes from service to clean up.

Tim Linden, food services director in Perth Amboy, which has been serving breakfast in the classroom in its middle schools and preschools, says teachers use this time to take attendance, listen to morning announcements and attend to other routine housekeeping tasks.

New Jersey's education rules mandate that a school day must consist of not less than four hours of actual instruction, except for kindergarten, which must be only 2-1/2 hours to be considered a full day.xiv Statewide, the average length of the school day is 6 hours and 30 minutes, according to the Department of Education's report card. DOE regulations do not specifically address what constitutes instructional time, nor do they address whether teachers could incorporate lessons while serving breakfast to students, as some other states have done.

According to DOE spokeswoman Allison Kobus, "Meals can count toward the educational day if certified teachers are interacting with the children during meal time." However, no specific DOE guidance has been provided to districts for children in kindergarten through 12th grade. In California, the state education department and controller's office issued a memorandum allowing breakfast to count as instructional time as long as educational activities are occurring simultaneously.^{xv}

Concerns About Clean Up

Another barrier to school breakfast is sanitary concerns. xvi Many districts have been able to easily meet the challenge of keeping classrooms clean.

BreakfastFirst reports that custodians frequently work with food services to implement classroom breakfast programs that meet the needs of faculty, staff and students, such as having a garbage pail in the classroom that students put into the hall after breakfast for custodians to pick up. School breakfasts are usually served in a bag or box. When students finish eating, they simply put the trash into the bag or box and throw it away. This also eliminates the need for cafeteria clean-up between breakfast and lunch.

In Perth Amboy, where classroom breakfast is being phased in district-wide, cleanup has not been an issue, said Linden.

"Our schools are much cleaner because kids aren't bringing food in from the outside," he said. "It really hasn't been an issue at all."



Cost

Some school administrators say their districts simply can't afford to provide school breakfast to all children. But, with more children eating breakfast, the cost per-meal generally declines and other costs, such as labor and equipment, remain relatively stable, enabling districts to at least cover the cost of providing breakfast to children who do not qualify for federal reimbursement, experts say.

This is especially true for districts with high concentrations of children living in poverty. Linden in Perth Amboy confirms that districts can generally cover the cost of the program.

"We're able to cover all of our costs because we have very high severe needs," Linden added.

In addition, the National School Lunch Act provides an alternative method of claiming reimbursements to encourage participation in school breakfast. Under "Provision 2" of this act, schools can assess children's eligibility for free- or reduced-price meals once every four years and must provide free meals to all students. xvii They are then reimbursed based on that rate for the next four years. This reduces staff time devoted to paperwork and addresses the issue of having to keep track of each child's "status" — free, reduced or paid. This option is most effective for districts with high concentrations of low-income students.

New Brunswick is the only New Jersey district currently using this provision, but its participation rate is still low at about 35 percent. Stephen Cooney, the district's food services coordinator, said he plans to launch a pilot classroom breakfast program at several New Brunswick schools and is confident the reimbursement the district receives under Provision 2 will more than cover the cost of the program.



"With our Provision 2 status, it will not only cover the cost, but help the fiscal stability of the district," Cooney said.

This has proven true in other states. In the Newark Unified School District in California, Second Chance Breakfast increased revenue through increased participation. In the 2007–08 school year, following widespread Second Chance Breakfast implementation, revenue for the district's food services increased by more than \$260,000. Implementing Second Chance Breakfast was also fiscally beneficial because it allowed more cost effective use of labor within the school district, according to BreakfastFirst.xvi

To help districts cover the cost of school breakfast, New Jersey had allocated roughly \$3 million per year, providing 10 cents per meal served to school districts, regardless of whether a child was eligible. That subsidy was eliminated in the FY 2011 state budget, which effectively ended supplemental state funding of school breakfast starting in the 2010–11 school year. xix

Perth Amboy Brings Breakfast to the Classroom

erth Amboy Food Services Director Tim Linden made school breakfast a priority when he first came to the district in 2009.

Linden's first step was to make breakfast free to all students. At that point, breakfast was still being served in the schools' cafeterias. Making free breakfast available to all students increased participation, but many students still were unable to take advantage of this healthy start to the school day.

So Linden began the process of phasing in breakfast in the classroom. The first step was to get buy-in from others in the district, including the school board, the director of buildings and maintenance, the principals and teachers and the superintendent.

First, he sought support from the school board, knowing this would make it much easier to get others to go along with the plan.

"I was very fortunate because I had the backing of the school board and the business administrator," Linden said.

With that support in hand, Linden met with the maintenance director to discuss how they could efficiently handle clean-up logistics that would not overburden custodians. He also spoke to all the custodians at a meeting, explained how the program would benefit children and asked for their support.

Then, they came up with a simple plan to place garbage pails in the classrooms where students would throw the trash for custodians to pick up later. The pails are used only for breakfast and have made it easy for the children, teachers and custodians to keep the classrooms clean.

Next, Linden sought the principals' support and relied on them to help bring the teachers along. He explained the academic and behavioral benefits of classroom breakfast and laid out a plan that would keep

the process simple and respectful of instructional time — a concern many teachers had expressed.

"It's easy, clean and neat.

The children are a lot less aggressive and more eager to learn. It has been a big win not only for parents and students, but for the district, as well."

With support now from all corners of the district, Linden rolled out the program in phases, starting in the middle school and then moving to the district's preschools. This school year, he will roll out breakfast in the classroom in all the elementary schools so the program will be district-wide, with the exception of the high school, where breakfast is still served in the cafeteria.

Here's how it works.

In the morning, food service workers pack insulated totes with the breakfast bags, which usually contain cereal, graham crackers, juice, a spoon, napkin and straw. Milk cartons are pro-

vided in a separate tote. The totes are delivered to the classroom before school starts. When students enter the classroom, they grab a breakfast bag and a carton of milk and sit down to eat. When they're finished, they throw their trash in the garbage pails, which custodians pick up later.

"It's been a tremendous success," Linden said. "It's easy, clean and neat. The children are a lot less aggressive and more eager to learn. It has been a big win not only for parents and students, but for the district, as well."



Recommendations

The problem is simple. Hungry children have more difficulty learning. Expanding participation in school breakfast programs benefits both children and schools. Children are able to better focus and participate in class. Schools benefit with improved student attendance, less disciplinary referrals and school nurse visits and greater student achievement.

To expand participation in this federally-funded program, ACNJ recommends:

- ❖ State Leadership. The Departments of Education and Agriculture should partner to promote alternatives to conventional school breakfast programs, including Second Chance Breakfast, Grab n' Go Breakfast and Breakfast in the Classroom by providing guidance and training on how school districts with high concentrations of poor children can successfully implement these programs.
- ❖ County Leadership. County school superintendents should use the data in this report to identify high-need, low-participation schools in their county and work with school administrators, school boards and food service coordinators to launch innovative school breakfast programs.
- ☼ Local Leadership. School principals and superintendents in high-need, low participation districts should instruct their districts' food service coordinator to begin implementing an innovative approach to school breakfast.
- ❖ Instruction Time Directive. The Department of Education should issue a directive specifically allowing breakfast to count as instructional time, as long as a certified teacher is conducting an educational activity while children are eating.
- ❖ Provision 2 Guidance. The Department of Agriculture should issue guidance on the benefits of using Provision 2 of the School Lunch Act for reimbursements and assist districts in applying for that status. In addition, the department should track efforts to expand school breakfast and regularly report on progress and challenges.

Who's Eligible?

Families with incomes within 130 percent of the federal poverty level — or \$29,055 for a family of four during the 2011–2012 school year — can receive free school meals for their children, while children from families with incomes between 131 and 185 percent of the federal poverty line — or up to \$41,348 for a family of four — qualify for reduced-price meals. *xxxi*

In New Jersey, this federally-funded program is administered at the state level by the New Jersey Department of Agriculture.

- ❖ Fund School Breakfast. New Jersey should reinstate supplemental funding of the School Breakfast Program to encourage district participation.
- ☼ Implement Dual-enrollment. The Departments of Agriculture and Human Services should explore a dual-enrollment approach to food stamps and school meals to increase the number of eligible children enrolled in school meals.

As part of its **Food for Thought School Breakfast Campaign**, ACNJ is elevating this issue on the state and local levels by encouraging local advocates to visit school boards, school superintendents, parent-teacher organizations and others that can help ensure that every child begins their school day with a healthy meal.

To get involved, contact Nancy Parello at nparello@acnj.org.

Resources

Advocates for Children of NJ has posted data for all 313 NJ districts required to provide school breakfast at www.acnj.org.

NJ Department of Agriculture, www.state.nj.us/agriculture

Food Action and Research Center, www.frac.org

Breakfast First, www.breakfastfirst.org

www.breakfasteveryday.org

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Fresh Ways to Serve School Breakfast

Breakfast in the Classroom

Classroom breakfast dramatically increases school breakfast participation, often to nearly 100 percent of students. Typically, food services staff members pack meals into insulated containers for each classroom. In one California school district, the coolers are loaded onto wagons. Designated students bring the containers to their classrooms iust before the first bell. Students distribute meals to their classmates and everyone eats as the school day begins. Breakfast is served, eaten and cleared within 10 to 15 minutes. When breakfast is over, students dispose of their trash and move garbage cans outside of the classroom for custodial staff to empty. xx This approach works best for districts with high concentrations of eligible children.

Grab and Go Breakfast

This model involves the use of breakfast carts that are located at the entrance of the school or in other high-traffic hallways. Meals are distributed from the carts allowing children to "grab" a nutritious breakfast and "go" to their first period class. This model is often used in middle and high schools and can work in schools that charge for reduced and paid meals or where breakfast is provided free to all students.xxi

Second Chance Breakfast

Often, teenagers are not hungry when they first wake up in the morning, or even by the time they arrive at school. However, some time after the start of school, but before lunch, their stomachs start to rumble. Serving breakfast after first period, commonly known as "Second Chance Breakfast," allows students to eat when they are hungry. Students are offered meals, often Grab and Go style, either between classes or during a "nutrition break" that occurs later in the morning. xxii

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