

Maureen O'Brien  
 1608 Nagle Ave.  
 Manitowoc 54220  
 (920) 684-8518

MJS - 12/27/99

Manitowoc County report

\*Pg. 10 A = Among ~~many~~ Study should  
 serve as val. research.

Dorlean Wellner should also get a  
 copy of the article.

→ want to be sure - ~~do~~ Do they want lunch or  
 Breakfast or both. Hot Lunch?

Dorlean Wellner  
 (920) 686-8700  
 fax

→ Bill

→ Hearing notice

STATE OF WISCONSIN

To Pat

Date 5/3/01 Time 9:05am

WHILE YOU WERE OUT

M Darlene Wellner

of Manitowish

Phone 686-8707

Telephoned		Please Call	<input checked="" type="checkbox"/>
Called to See You		Rush	
Returned Your Call	<input checked="" type="checkbox"/>	Will Call Again	

Message My on school lunch

never see!  
Congrats Patrice to Pin  
on the Wetlands Dec,



Party Receiving Call

Darlene Wellner 686 8707  
980 3737

10-1  
Call file on  
CPB





State Senator  
**James R. Baumgart**

State Capitol: P. O. Box 7882, Madison, WI 53707-7882 • Telephone (608) 266-2056  
Toll-free: 1-888-295-8750 • E-Mail: sen.baumgart@legis.state.wi.us

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## FAX COVER SHEET

DATE: May 4, 2001

TO: Rob Young  
Manitowoc Herald Times Reporter

FAX #: (920) 686-2103

FROM: Senator Jim Baumgart

TELEPHONE #: 1-888-295-8750

NO. OF PAGES  
INCLUDING COVER: ✕ 6

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Rob,

Enclosed with this fax is a copy of Senate Bill 4, relating to increasing the revenue caps for initial costs of starting a school lunch or breakfast program and a copy of the bill's fiscal estimate. If you have any questions, please feel free to contact me.

### Fiscal Estimate — 2001 Session

- Original       Updated  
 Corrected     Supplemental

LRB Number -0715/1	Amendment Number if Applicable
Bill Number Senate Bill 4	Administrative Rule Number

**Subject**

Increasing a school district's revenue limit by the amount spent to initiate a school breakfast or school lunch program and requiring a report on pupil nourishment.

**Fiscal Effect**

State:  No State Fiscal Effect

Check columns below only if bill makes a direct appropriation or affects a sum sufficient appropriation.

- Increase Existing Appropriation     Increase Existing Revenues  
 Decrease Existing Appropriation     Decrease Existing Revenues  
 Create New Appropriation

- Increase Costs — May be possible to absorb within agency's budget.  
 Yes     No  
 Decrease Costs

Local:  No Local Government Costs

1.  Increase Costs  
 Permissive     Mandatory  
2.  Decrease Costs  
 Permissive     Mandatory

3.  Increase Revenues  
 Permissive     Mandatory  
4.  Decrease Revenues  
 Permissive     Mandatory

5. Types of Local Governmental Units Affected:  
 Towns     Villages     Cities  
 Counties     Others  
 School Districts     WTCS Districts

**Fund Sources Affected**

- GPR     FED     PRO     PRS     SEG     SEG-S

Affected Chapter 20 Appropriations  
s. 20.255

**Assumptions Used in Arriving at Fiscal Estimate**

Assumptions Used in Arriving at Fiscal Estimate

This bill provides that a school district's revenue limit is increased by an amount equal to the costs incurred by the school district to establish a school breakfast program, a school lunch program or both programs. The bill also directs each school district that has neither a school breakfast program nor a school lunch program to include in its annual report to the department of public instruction an evaluation of how well the pupils enrolled in the school district are nourished.

**School Breakfast Program**

Currently, 225 school districts in the state do not participate in the school breakfast program. In order to estimate the potential revenue limit exemption provided by this bill, a three-year average (1997, 1998, and 1999) of the grants awarded to school districts prior to 1999 Wisconsin Act 9 is used to estimate new start-up costs. (Prior to Act 9, the state provided start-up grants for school districts without school breakfast programs. Act 9 provided school districts, in lieu of start-up grants, 10 cents for each breakfast served beginning in 2001). The three-year average of grants awarded to each school district for establishing school breakfast programs was approximately \$9,180.

**School Lunch Program**

Currently, 20 school districts do not participate in the school lunch program. In order to estimate the potential revenue limit exemption provided by this bill, a cost of about \$510 per pupil is estimated. This per pupil amount was arrived at by dividing the estimated cost of establishing a food service facility in the Manitowoc school district by the number of students enrolled. Therefore, this per pupil cost estimate does not completely reflect the costs associated with establishing a school lunch program.

**Long-Range Fiscal Implications**

Prepared By: Keith Pollock	Telephone No. (608)266-1344	Agency Department of Public Instruction
Authorized Signature 	Telephone No. (608)266-2804	Date (mm/dd/ccyy) 01/19/01

Annual Report Requirement Regarding Pupil Nourishment

Currently, the same 20 school districts that do not participate in school lunch programs also do not participate in school breakfast programs. These school districts would be required to include an annual evaluation of how well pupils are nourished in their district.

**Fiscal Effects**

School Breakfast Program

It is unknown how many school districts not currently participating in a breakfast program would establish one; therefore, alternative scenarios and their fiscal effects are provided below.

	Scenario A	Scenario B	Scenario C
Percentage of Districts Participating	50% (113 Districts)	75% (169 Districts)	100% (All 225 Districts)
Increased Revenue Limit Authority	\$ 1,037,300	\$ 1,551,400	\$ 2,065,500
State Share	\$ 691,600	\$ 1,034,300	\$ 1,377,000
Local Share	\$ 345,800	\$ 517,100	\$ 688,500

Under Scenario A, it is assumed 113 school districts (50% of the school districts not currently participating) would begin breakfast programs, resulting in increased statewide revenue limit authority (partial school revenues) of approximately \$1.04 million (113 school districts x \$9,180 start-up cost). In order to maintain two-thirds funding of partial school revenues, the state would be required to increase general school aids by about \$691,000 (2/3 x \$1.04 million). In addition, this increased revenue limit authority would allow school districts to increase their local tax levies by approximately \$346,000 (1/3 x \$1.04 million).

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	Scenario A	Scenario B	Scenario C
Percentage of Pupils Participating	50% (7,300 Pupils)	75% (11,000 Pupils)	100% (All 14,600 Pupils)
Increased Revenue Limit Authority	\$ 3,723,800	\$ 5,585,700	\$ 7,446,000
State Share	\$ 2,482,500	\$ 3,723,800	\$ 4,964,000
Local Share	\$ 1,241,300	\$ 1,861,900	\$ 2,482,000

**NOTE:** These scenarios employ a per pupil cost (\$510) to estimate school lunch start-up costs and since it is not known which districts will begin these programs, the scenarios use the percentage of the total pupils enrolled in districts currently not participating in the school lunch program

Under Scenario A, it is assumed 7,300 pupils (50% of pupils not currently participating) would participate in school lunch programs, resulting in increased statewide revenue limit authority (partial school revenues) of approximately \$3.72 million (7,300 pupils x \$510 per pupil start-up costs). In order to maintain two-thirds funding of partial school revenues, the state would be required to increase general school aids by about \$2.5 million (2/3 x \$3.72 million). In addition, this increased revenue limit authority would allow school districts to increase their local tax levies by approximately \$1.2 million (1/3 x \$3.72 million).

*Annual Report Requirement Regarding Pupil Nourishment*

This bill requires that a school district that has neither a school breakfast program nor a school lunch program must provide an evaluation on how well nourished the pupils are who are enrolled in the school district. This requirement is estimated to have a minimal fiscal impact.

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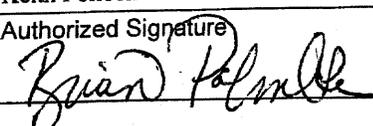
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STATE OF WISCONSIN

To \_\_\_\_\_

Date \_\_\_\_\_ Time \_\_\_\_\_

WHILE YOU WERE OUT

M Rob Young

of Manitowish County

Phone 686-2132 Reports

Telephoned		Please Call	<input checked="" type="checkbox"/>
Called to See You		Rush	
Returned Your Call		Will Call Again	

Message Re: SB 4

+ 426 Dist +

Party Receiving Call



STATE OF WISCONSIN

To Pat

Date 5/4/01 Time 11:25am

WHILE YOU WERE OUT

M Kathy Ellert

of Shushanets School Dist

Phone \_\_\_\_\_

Telephoned		Please Call	
Called to See You		Rush	
Returned Your Call	<input checked="" type="checkbox"/>	Will Call Again	

Message re: SB 4

> Best to reach after 1:30.

Party Receiving Call



STATE OF WISCONSIN

To Pat

Date 5/17 Time 9:02 AM

WHILE YOU WERE OUT

M Ronald Kossik

of \_\_\_\_\_  
Phone 414-704-4571

Telephoned		Please Call	<input checked="" type="checkbox"/>
Called to See You		Rush	
Returned Your Call		Will Call Again	

Message \_\_\_\_\_

re: Aug. on SB4 - school lunch  
anticipated with son coming  
to testify.

DRK  
Party Receiving Call



## Henderson, Patrick

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**From:** Phillips.Rae [Rae.Phillips@wepco.com]  
**Sent:** Tuesday, May 08, 2001 9:41 AM  
**To:** 'Sen.Baumgart@legis.state.wi.us'  
**Subject:** Manitowoc Hot Lunch Program

My daughter will be attending the 1st grade next year. I have two older children that graduated from Manitowoc High School in the last couple of years. We moved to this area when they were in 6th grade. I do not understand why a city of this size does not offer our children the option of a hot lunch program! Two Rivers School District offers a breakfast and lunch program! A city half the size of Manitowoc. The junior high and high school offers vending machines....what type of healthy food can you get from that?

Thank you for your support in this effort.

## Henderson, Patrick

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**From:** Jonathan Bader [jbader@chorus.net]  
**Sent:** Tuesday, May 08, 2001 10:36 AM  
**To:** Sen.Baumgart@legis.state.wi.us  
**Cc:** Dick Schlimm  
**Subject:** SB 4



Testimony on SB 4  
School Caps ...

Patrick,

This email regards SB 4 (raising school spending caps so schools can operate school meal programs) which Senator Baumgart has introduced. WISCAP staff will be unable to attend the hearing on Wednesday due to other conflicts but I am submitting a copy of our testimony in support of the bill. I am also sending a copy to Senator Grobschmidt and both of you will receive copies through the mail. Thank you for your efforts to expand access to School Breakfast.

Jonathan Bader  
Food Security Director  
WISCAP  
1310 Mendota St.  
Suite 107  
Madison, WI 53714  
608-244-9320  
[jbader@chorus.net](mailto:jbader@chorus.net) <<mailto:jbader@chorus.net>>

**Testimony on Senate Bill 4**  
**Senate Committee on Education**  
**Senator Richard Grobschmidt, Chair**

**May 9, 2001**

The Wisconsin Community Action Program Association (WISCAP) supports passage of Senate Bill 4 to encourage more schools to offer School Lunch and Breakfast programs. These programs play a vital role in helping Wisconsin school children at all income levels receive the nutrition they need to learn. School meal programs have repeatedly been shown to improve children's academic performance, health and readiness to learn. Unfortunately, more than 60% of Wisconsin's schools don't offer School Breakfast - a fact that places our state last in the nation on this measure. And while the School Lunch Program is widely available, there remain about 20 school districts that still don't offer their students this basic nutritional guarantee.

These two programs together provide low-income households with \$500-\$600 in nutritional assistance per student during the school year. As more and more working families are forced to turn to food pantries and even soup kitchens to get sufficient food for their children, it is incumbent that Wisconsin reduce barriers that discourage schools from making these nutritional resources available.

One of these barriers is cost. Federal and state reimbursements do not cover the entire cost of operating school meal programs, forcing schools to make impossible choices between providing basic nutrition for their students and offering other programs. SB 4 will enable more schools to offer meal programs by eliminating the fiscal constraints imposed by spending caps.

The bill also requires schools that offer neither program to conduct an annual evaluation of their students' nutritional health. WISCAP encourages the Committee to include language that requires DPI to develop a standardized survey tool so schools collect uniform information. The survey should provide information about the nutritional quality of meals students eat, how many children miss meals, and how low-income children compare with non-poor students. The results can then inform local school boards and communities and assist them in setting future priorities.

WISCAP congratulates Senator Baumgart for reintroducing this legislation and for continuing to press for a solution that improves the nutritional health of thousands of Wisconsin school children. We also want to thank the members of the Education Committee for their valuable time to discuss this important matter, and urge them to support passage of SB 4.

Jonathan Bader  
Food Security Director

Senate Committee on Human Services and Aging  
Chair: Senator Judy Robson

**From:** randr <randr@lakefield.net>  
**To:** Sen.Grobschmidt@legis.state.wi.us <Sen.Grobschmidt@legis.state.wi.us>  
**Date:** Tuesday, May 08, 2001 3:34 PM  
**Subject:** SB 4

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Dear Senator Grobschmidt and Committee Members:

I am writing to ask you to support SB 4. The Legislature has lifted the levy limits in the past for specific needs. There is no greater need than feeding our public school children. Lifting the levy limit to allow this would be key to succeeding with all Wisconsin public school districts providing the National School Lunch Program. And, it is likely to have minimal fiscal impact.

School districts that do not provide a school lunch or breakfast program should be required to report on the nourishment of its pupils. Manitowoc Public School District is the largest (approximately 5,700 students) district without a lunch or breakfast program. Needy children who request it are given a peanut butter sandwich and fruit roll-up from the local food pantry. No child past kindergarten age is likely to ask for such a stigmatized meal. In 1999, five of the seven elementary schools in the MPSD had 20 percent or more of their children receiving (or eligible for) the subsidized milk program. These same children are likely to meet the standards for a free or reduced-fee breakfast or lunch.

Also, in 1999, Manitowoc County experienced a 60 percent decline in food-stamp use. I would ask your committee to check on current subsidized milk use and the decline in food-stamp use in all the Wisconsin school districts without the NSLP or breakfast. We need to know what these needy children are eating.

Please set aside partisan politics and focus on the needs of these children.

Thank you for your consideration.

Maureen O'Brien (1608 Nagle Avenue, Manitowoc, WI 54220).

# OPINION

Tuesday, November 16, 1999  
GREEN BAY PRESS-GAZETTE A-9

## Good foundation

### 2 hearings scheduled

The state Senate's Education Committee has scheduled two public hearings on proposed new administrative rules for teacher licensing:

- Wednesday at 10 a.m. in Room 411 South in the State Capitol in Madison.
- Monday, Nov. 29, at 3 p.m. at State Fair Park in West Allis.

The Assembly's Education Committee will hold three public hearings, probably in December. They have not yet been scheduled.

In a school district the size of Green Bay where a hundred new teachers a year may be hired, training enough mentors could be a daunting task. So could setting up three-member teams of teachers, building administrators and college professors to review the work of each new teacher.

Also, if the money the Department of Public Instruction budgets for the program is inadequate and if mentors and teacher-review teams are not given enough time and resources to properly help and evaluate new teachers, the program could turn into a bureaucratic nightmare.

Those are some of the issues that must be addressed in the upcoming hearings. But we are confident that some fine tuning will result in a program that will help cultivate better teachers and, thus, better students.

## PEOPLE'S FORUM

### Legislature should mandate school lunch program

**MANITOWOC** — During National Hunger and Homelessness Week Nov. 14-20, we ought to take a few minutes to think about the public school children in Wisconsin without the National School Lunch Program.

The Manitowoc Public School District, with 5,708 children, is the largest of these districts. Five of the seven elementary schools in this district have 20 percent or more of their children receiving (or eligible for) the subsidized milk program. Madison Elementary School has the highest rate at 36.46 percent.

At the same time, Manitowoc County has experienced a 60 percent decline in food-stamp use. Since the Manitowoc district has the largest student population in the county, it is likely this decline in food-stamp use affects the children who would be eligible for free or reduced-fee lunches.

The Legislature needs to require the National School Lunch Program in all Wisconsin schools. As a start, the Legislature could require school districts without the National School Lunch Program to report on the food program they offer to poor children.

The Manitowoc Public School District's program of a peanut butter sandwich and fruit cup, provided by the local food pantry, is not a nutritional substitute for the National School Lunch Program.

Maureen R. O'Brien

which it exists.

In Brown County, our government has chosen not to maintain our roads, but at the same time is conducting a brick sale to fund the shortfall for a new arena. This is a sorry example of progressive government! Those bricks could be better used to fill in the potholes on our county roads, rather than to help finance an already expensive and tax-draining arena deal.

Bill Hotaling

### Millennium is an example of never-ending media hype

**GREEN BAY** — As we approach Jan. 1, 2000, I am amazed by the awesome amount of promotion being attached to the fallacy that both the century and millennium will end on that date. It seems every media outlet in the country is unaware that there are 100 years in a century.

What actually has occurred is that the marketing divisions within media organizations have convinced their news divisions to go along with this little white millennium-busting lie. This way, all of their hype-hungry clients remain happy and they can continue to pump out their endless "top 100" lists.

The reason I am making a fuss about all of this is because it is symptomatic of a problem in our country. In America today there is one value held above all others and that is the right to promote, hype and sell. Whether it is life insurance to 80 year olds, beer and gambling to teen-agers (oops I mean young adults) or sugar-coated fat saturated yum-yums to 5 year olds, we hype it, we sell it. It makes no difference if the product is healthy, useful, affordable or reliable so long as the electronically super-charged media-based hype engines can convince us that we can't live without it.

The freedom of speech, now metamorphosed as the freedom of hype, is more important than our

### Brown County has chosen not to repair county roads

**DE PERE** — Early in October, a letter appeared in the People's Forum regarding the deplorable condition of our county roads and the seeming lack of interest by county government to do something about it.

I applaud the author of that letter, Timothy Englebrecht, for rais-



November 16, 1999

Senator James Baumgart  
State Capitol  
Room 3 North  
P.O. Box 8952  
Madison, WI 53708-8952

NOV 18 1999

Dear Jim:

Thank you for agreeing to meet with a few of us here at Lakeshore CAP on Monday, 11/29/99 at 10:30 a.m.

We are interested in discussing with you the possibility of state legislation requiring school lunch and possibly breakfast programs in school districts where child poverty is an issue. (While Manitowoc is not a "poor" community, we have a manufacturing base and there are always a certain percentage of children and families in poverty.)

The Manitowoc school system is the largest school system in the state having no school lunch program. Many of us worked very hard in 1997-1998 to urge the administration/school board to start a school lunch program. The issue, after much discussion and controversy, was put to a referendum asking voters whether they favored bonding to fund a school lunch program with estimated start up costs of \$3.5 million. The referendum was turned down on a 61%-39% vote. The committee that worked on this saw the defeat largely due to the unnecessarily high start up costs. This referendum also followed a \$25 million bonding referendum for renovating all Manitowoc district schools, the cost of which taxpayers had just started to pay.

All but about 4%-5% of Wisconsin school children have access to a school lunch program. Nationally all but 1% of the nation's school children have access to school lunch. As you probably know, Wisconsin is at the bottom of states with a school breakfast program. About 31% of all children participating in school lunch programs also offer breakfast programs in Wisconsin. Nationally 74% of all school children have access to breakfast programs that participate in national school lunch programs.

You may wonder why this is of such concern to us at this time of general prosperity and nearly full employment. We feel strongly about this for 2 main reasons:

- 1) Even at a time of overall prosperity, there are significant numbers of people who are left behind. They have low or no skills, lack education, sometimes have dysfunctional lifestyles and work at \$6, \$7 or \$8 an hour jobs. Often they pay nearly one-half of their income for rent. Children often suffer nutritionally from the effects of this poverty. While government cannot

solve all the problems related to poverty, we believe that a compassionate government can and should be able to provide, through the national school lunch program, free and reduced fee meals to every child in such circumstances.

2) We believe the dietary requirements of a national school lunch program will improve the health, nutrition, learning and behavior of all children. The clear linkage between nutrition and behavior has long been established.

In order to put a nutritional floor under all children, many states have mandated school lunch programs. We hope this might be possible in Wisconsin also and ask for your advice and leadership on this matter.

We look forward to meeting with you.

Sincerely,



Darlene Wellner

Phone: 682-3737 (w)

682-9466 (h)

Jim -  
the people you would be meeting with  
include Lauren Reed (United Way Asset Building Community)  
Vivette Kue (Lakeshore Indo Chinese Assoc.) + Maureen  
O'Brien (community volunteer + active Democrat) and  
myself. Thanks for any help you can give.  
Darlene

\* MAUREEN O'BRIEN  
1608 Nagle Ave  
Manitowoc, WI 54220  
(920) 684-8518

~~John Janowski~~  
Hungry Taste for  
(414) 777-0483

\* CAROL WERGIN  
1016 N. 40  
MANITOWOC, WI 54220  
(920) 682-8768 (H) 684-0605

Trike Salinas  
Madwest Art. Hunger and  
(414) 831-6150

Paula  
selected organization

~~9~~ \* Dankae Wellner  
5605 Old Hwy. &  
Manitowoc, Wis. 54220  
(920) 682-9466-home - (920) 682-3737  
(work)

\* Kate Miller  
428 Sir Howard Circle  
Neshkoro, WI 53044  
920-208-9161

Asset Build Community  
Loren Reed  
(920) 682-8868

Rav. Sue Loren  
Kathie Schultze  
WRAC

Jonathan Bailes  
WRACAP

Crystal Weadall  
FRAC.org  
(202) 986-2525 (Fax)

Jennifer Kamman  
Rita A

Susan Drieterst  
Drieterst  
↳ DHS, child services

Ron Kossick  
martyhotlunch.org  
Kossick & Marty Hot Lunch.org  
Hungry Taste Forum

\* DPI representative  
Jerry Landwehr ← 267-3720  
Rob Mortensen →

Madhy Ehlers, Leg. Rep.  
WI Food Services Assoc.  
(715) 365-9688

November 30, 1999

Darlene Wellner  
Lakeshore CAP, Inc.  
540 North 8<sup>th</sup> Street  
Manitowoc, WI 54220

Dear Darlene:

I am writing as a follow-up to our very positive meeting.

The discussion on the breakfast and lunch program for the Manitowoc schools was both informative and disturbing because of the community's resistance to adoption of the school meals program.

I have started discussions with the Department of Public Instruction and the Legislative Council to look into the possible introduction of corrective legislation to address this problem.

Sincerely,

JIM BAUMGART  
State Senator  
9<sup>th</sup> Senate District

JB:jw

OK  
JAB

November 30, 1999

Darlene Wellner  
Lakeshore CAP, Inc.  
540 North 8<sup>th</sup> Street  
Manitowoc, WI 54220

Dear Darlene:

I am writing as a follow-up to our very positive meeting.

The discussion on the breakfast and lunch program for the Manitowoc schools was both informative and disturbing because of the community's resistance to adoption of the school meals program.

I have started discussions with the Department of Public Instruction and the Legislative Council to look into the possible introduction of corrective legislation to address this problem.

Sincerely,

JIM BAUMGART  
State Senator  
9<sup>th</sup> Senate District

JB:jw

December 13, 2000

TO: ALL LEGISLATORS

FROM: SENATOR JIM BAUMGART

RE: COSPONSORING LRB 0715/1 – relating to increasing a school district's revenue limit by the amount spent to initiate a school breakfast or school lunch program and requiring a report on pupil nourishment.

.....

Some school districts do not participate in a school lunch or breakfast program even though it is clear that proper nutrition is vital in order for students to succeed in the classroom. Under this bill, school districts are not required to institute such programs it is simply an incentive for the school district to establish a breakfast and/or lunch program without effecting the state revenue caps.

If you would like to sign on to **LRB 0715/1**, please call my office at **6-2056** by **January 2, 2001**.

.....

*Analysis by the Legislative Reference Bureau*

Current law generally limits the increase in the total amount of revenue that a school district may receive from general school aids and property taxes in a school year to the amount of revenue increase allowed per pupil in the previous school year increased by the percentage change in the consumer price index. Several exceptions are provided. For example, if a school district increases the services that it provides by adding responsibility for providing a service transferred to it from another governmental unit, its revenue limit is increased by the cost of that service.

This bill provides that a school district's revenue limit is increased by an amount equal to the cost incurred by the school district to establish a school breakfast program, a school lunch program or both programs. The bill also directs each school district that has neither a school breakfast program nor a school lunch program to include in its annual report to the department of public instruction an evaluation of how well nourished the pupils are who are enrolled in the school district.

For further information see the *state and local* fiscal estimate, which will be printed as an appendix to this bill.

# Notices

Federal Register

Vol. 64, No. 63

Friday, April 2, 1999

This section of the FEDERAL REGISTER contains documents other than rules or proposed rules that are applicable to the public. Notices of hearings and investigations, committee meetings, agency decisions and rulings, delegations of authority, filing of petitions and applications and agency statements of organization and functions are examples of documents appearing in this section.

## DEPARTMENT OF AGRICULTURE

### Food and Nutrition Service

#### Child Nutrition Programs—Income Eligibility Guidelines

**AGENCY:** Food and Nutrition Service, USDA.

**ACTION:** Notice.

**SUMMARY:** This Notice announces the Department's annual adjustments to the Income Eligibility Guidelines to be used in determining eligibility for free and reduced price meals or free milk for the period from July 1, 1999 through June 30, 2000. These guidelines are used by schools, institutions, and centers participating in the National School Lunch Program, School Breakfast Program, Special Milk Program for Children, Child and Adult Care Food Program and Commodity School Program. The annual adjustments are required by section 9 of the National School Lunch Act. The guidelines are intended to direct benefits to those children most in need and are revised annually to account for changes in the Consumer Price Index.

**EFFECTIVE DATE:** July 1, 1999.

**FOR FURTHER INFORMATION CONTACT:** Mr. Robert M. Eadie, Chief, Policy and Program Development Branch, Child Nutrition Division, FNS, USDA, Alexandria, Virginia 22302, or by phone at (703) 305-2620.

**SUPPLEMENTARY INFORMATION:** This action is not a rule as defined by the Regulatory Flexibility Act (5 U.S.C. 601-612) and thus is exempt from the provisions of that Act.

In accordance with the Paperwork Reduction Act of 1995 (44 U.S.C. 3507), no new recordkeeping or reporting requirements have been included that are subject to approval from the Office of Management and Budget.

This action is exempted from review by the Office of Management and Budget under Executive Order 12866.

These programs are listed in the Catalog of Federal Domestic Assistance under No. 10.553, No. 10.555, No. 10.556 and No. 10.558 and are subject to the provisions of Executive Order 12372, which requires intergovernmental consultation with State and local officials. (See 7 CFR part 3015, subpart V, and the final rule related notice published at 48 FR 29114, June 24, 1983.)

#### Background

Pursuant to sections 9(b)(1) and 17(c)(4) of the National School Lunch Act (42 U.S.C. 1758(b)(1) and 42 U.S.C. 1766(c)(4)), and sections 3(a)(6) and 4(e)(1)(A) of the Child Nutrition Act of 1966 (42 U.S.C. 1772(a)(6) and 1773(e)(1)(A)), the Department annually issues the Income Eligibility Guidelines for free and reduced price meals in the National School Lunch Program (7 CFR part 210), School Breakfast Program (7 CFR part 220), Child and Adult Care Food Program (7 CFR part 226), and Commodity School Program (7 CFR part 210), and the guidelines for free milk in the Special Milk Programs for Children (7 CFR part 215). These eligibility guidelines are based on the Federal income poverty guidelines and are stated by household size.

The Department requires schools and institutions which charge for meals separately from other fees to serve *free meals* to all children from any household with income at or below 130 percent of the poverty guidelines. The Department also requires such schools and institutions to serve *reduced price meals* to all children from any household with income higher than 130 percent of the poverty guidelines, but at or below 185 percent of the poverty guidelines. Schools and institutions participating in the Special Milk Program for Children may, at local option, serve free milk to all children from any household with income at or below 130 percent of the poverty guidelines.

#### Definition of Income

"Income," as the term is used in this Notice, means income before any deductions such as income taxes, Social

Security taxes, insurance premiums, charitable contributions and bonds. It includes the following: (1) Monetary compensation for services, including wages, salary, commissions or fees; (2) net income from nonfarm self-employment; (3) net income from farm self-employment; (4) Social Security; (5) dividends or interest on savings or bonds or income from estates or trusts; (6) net rental income; (7) public assistance or welfare payments; (8) unemployment compensation; (9) government civilian employee or military retirement, or pensions or veterans payments; (10) private pensions or annuities; (11) alimony or child support payments; (12) regular contributions from persons not living in the household; (13) net royalties; and (14) other cash income. Other cash income would include cash amounts received or withdrawn from any source including savings, investments, trust accounts and other resources which would be available to pay the price of a child's meal.

"Income," as the term is used in this Notice, does not include any income or benefits received under any Federal programs which are excluded from consideration as income by any legislative prohibition. Furthermore, the value of meals or milk to children shall not be considered as income to their households for other benefit programs in accordance with the prohibitions in section 12(e) of the National School Lunch Act and section 11(b) of Child Nutrition Act of 1966 (42 U.S.C. 1760(e) and 1780(b)).

#### The Income Eligibility Guidelines

The following are the Income Eligibility Guidelines to be effective from July 1, 1999 through June 30, 2000. The Department's guidelines for free meals and milk and reduced price means were obtained by multiplying the 1999 Federal income poverty guidelines by 1.30 and 1.85, respectively, and by rounding the result upward to the next whole dollar. Weekly and monthly guidelines were computed by dividing annual income by 52 and 12, respectively, and by rounding upward to the next whole dollar.

**BILLING CODE 3410-30-M**

**INCOME ELIGIBILITY GUIDELINES**  
(Effective from July 1, 1999 to June 30, 2000)

Household size	Federal Poverty Guidelines			Reduced Price Meals - 185%			Free Meals - 130%		
	Annual	Month	Week	Annual	Month	Week	Annual	Month	Week
	<b>48 CONTIGUOUS UNITED STATES, DISTRICT OF COLUMBIA, GUAM AND TERRITORIES</b>								
1.....	8,240	687	159	15,244	1,271	294	10,712	893	206
2.....	11,060	922	213	20,461	1,706	394	14,378	1,199	277
3.....	13,880	1,157	267	25,678	2,140	494	18,044	1,504	347
4.....	16,700	1,392	322	30,895	2,575	595	21,710	1,810	418
5.....	19,520	1,627	376	36,112	3,010	695	25,376	2,115	488
6.....	22,340	1,862	430	41,329	3,445	795	29,042	2,421	559
7.....	25,160	2,097	484	46,546	3,879	896	32,708	2,726	629
8.....	27,980	2,332	539	51,763	4,314	996	36,374	3,032	700
For each add'l family member add	+2,820	+235	+55	+5,217	+435	+101	+3,666	+306	+71
<b>ALASKA</b>									
1.....	10,320	860	199	19,092	1,591	368	13,416	1,118	258
2.....	13,840	1,154	267	25,604	2,134	493	17,992	1,500	346
3.....	17,360	1,447	334	32,116	2,677	618	22,568	1,881	434
4.....	20,880	1,740	402	38,628	3,219	743	27,144	2,262	522
5.....	24,400	2,034	470	45,140	3,762	869	31,720	2,644	610
6.....	27,920	2,327	537	51,652	4,305	994	36,296	3,025	698
7.....	31,440	2,620	605	58,164	4,847	1,119	40,872	3,406	786
8.....	34,960	2,914	673	64,676	5,390	1,244	45,448	3,788	874
For each add'l family member add	+3,520	+294	+68	+6,512	+543	+126	+4,576	+382	+88
<b>HAWAII</b>									
1.....	9,490	791	183	17,557	1,464	338	12,337	1,029	238
2.....	12,730	1,061	245	23,551	1,963	453	16,549	1,380	319
3.....	15,970	1,331	308	29,545	2,463	569	20,761	1,731	400
4.....	19,210	1,601	370	35,539	2,962	684	24,973	2,082	481
5.....	22,450	1,871	432	41,533	3,462	799	29,185	2,433	562
6.....	25,690	2,141	495	47,527	3,961	914	33,397	2,784	643
7.....	28,930	2,411	557	53,521	4,461	1,030	37,609	3,135	724
8.....	32,170	2,681	619	59,515	4,960	1,145	41,821	3,486	805
For each add'l family member add	+3,240	+270	+63	+5,994	+500	+116	+4,212	+351	+81

Authority: (42 U.S.C. 1758(b)(1))

Dated: March 26, 1999.

Samuel Chambers, Jr.,  
Administrator.

[FR Doc. 99-8127 Filed 4-1-99; 8:45 am]

BILLING CODE 3410-30-C

(from 162.8 in May 1998 to 166.2 in May 1999) in the series for all items of the CPI for All Urban Consumers, published by the Bureau of Labor Statistics of the Department of Labor.

The total amount of payments available to each State agency for distribution to institutions participating in the program is based on the rates contained in this notice.

This action is not a rule as defined by the Regulatory Flexibility Act (5 U.S.C. 601-612) and thus is exempt from the provisions of that Act. This notice has been determined to be exempt under Executive Order 12866.

This program is listed in the Catalog of Federal Domestic Assistance under No. 10.558 and is subject to the provisions of Executive Order 12372, which requires intergovernmental consultation with State and local officials. (See 7 CFR part 3015, subpart V, and final rule related notice published at 48 FR 29114, June 24, 1983.)

This notice imposes no new reporting or recordkeeping provisions that are subject to Office of Management and Budget review in accordance with the Paperwork Reduction Act of 1995 (44 U.S.C. 3501-3518).

**Authority:** Secs. 4(b)(2), 11a, 17(c) and 17(f)(3)(B) of the National School Lunch Act, as amended (42 U.S.C. 1753(b)(2), 1759a, 1766(f)(3)(B)) and section 4(b)(1)(B) of the Child Nutrition Act of 1966, as amended (42 U.S.C. 1773(b)(1)(B)).

Dated: July 2, 1999.

**Samuel Chambers, Jr.,**  
Administrator.

[FR Doc. 99-17407 Filed 7-8-99; 8:45 am]

BILLING CODE 3410-30-U

## DEPARTMENT OF AGRICULTURE

### Food and Nutrition Service

#### National School Lunch, Special Milk, and School Breakfast Programs; National Average Payments/Maximum Reimbursement Rates

**AGENCY:** Food and Nutrition Service, USDA.

**ACTION:** Notice.

**SUMMARY:** This Notice announces the annual adjustments to: The "national average payments," the amount of money the Federal Government provides States for lunches, afterschool snacks and breakfasts served to children participating in the National School Lunch and School Breakfast Programs; the "maximum reimbursement rates," the maximum per lunch rate from Federal funds that a State can provide

a school food authority for lunches served to children participating in the National School Lunch Program; and the rate of reimbursement for a half-pint of milk served to nonneedy children in a school or institution which participates in the Special Milk Program for Children. The payments and rates are prescribed on an annual basis each July. The annual payments and rates adjustments for the National School Lunch and School Breakfast Programs reflect changes in the Food Away From Home series of the Consumer Price Index for All Urban Consumers. The annual rate adjustment for the Special Milk Program reflects changes in the Producer Price Index for Fluid Milk Products. These payments and rates are in effect from July 1, 1999 through June 30, 2000.

**EFFECTIVE DATE:** July 1, 1999.

**FOR FURTHER INFORMATION CONTACT:** Ms. Mary Jane Whitney, Section Chief, School Programs Section, Policy and Program Development Branch, Child Nutrition Division, Food and Nutrition Service, USDA, 3101 Park Center Drive, Room 1007, Alexandria, VA 22302 or phone (703) 305-2620.

#### SUPPLEMENTARY INFORMATION:

##### Background

**Special Milk Program for Children—**Pursuant to section 3 of the Child Nutrition Act of 1966, as amended (42 U.S.C. 1772), the Department announces the rate of reimbursement for a half-pint of milk served to nonneedy children in a school or institution which participates in the Special Milk Program for Children. This rate is adjusted annually to reflect changes in the Producer Price Index for Fluid Milk Products (Code 0231), published by the Bureau of Labor Statistics of the Department of Labor.

For the period July 1, 1999 to June 30, 2000, the rate of reimbursement for a half-pint of milk served to a nonneedy child in a school or institution which participates in the Special Milk Program is 12.75 cents. This reflects a decrease of 1.41 percent in the Producer Price Index for Fluid Milk Products (Code 0231) from May 1998 to May 1999 (from a level of 141.7 in May 1998 to 139.7 in May 1999).

As a reminder, schools or institutions with pricing programs which elect to serve milk free to eligible children continue to receive the average cost of a half-pint of milk (the total cost of all milk purchased during the claim period divided by the total number of purchased half-pints) for each half-pint served to an eligible child.

**National School Lunch and School Breakfast Programs—**Pursuant to sections 11 and 17A of the National School Lunch Act, (42 U.S.C. 1759a and 1766a), and section 4 of the Child Nutrition Act of 1966, (42 U.S.C. 1773), the Department annually announces the adjustments to the National Average Payment Factors and to the maximum Federal reimbursement rates for lunches and afterschool snacks served to children participating in the National School Lunch Program and breakfasts served to children participating in the School Breakfast Program. Adjustments are prescribed each July 1, based on changes in the Food Away From Home series of the Consumer Price Index for All Urban Consumers, published by the Bureau of Labor Statistics of the Department of Labor. The changes in the national average payment rates for schools and residential child care institutions for the period July 1, 1999 through June 30, 2000 reflect a 2.49 percent increase in the Price Index during the 12-month period May 1998 to May 1999 (from a level of 160.6 in May 1998 to 164.6 in May 1999).

Section 103(b) of the William F. Goodling Child Nutrition Reauthorization Act of 1998, Pub. L. 105-336, enacted October 31, 1998 amended section 11(a)(3)(B) of the National School Lunch Act (42 U.S.C. 1759a(a)(3)(B)) and changed the method of computing the annual adjustments to the national average payment rates for meals and afterschool snacks served to *needy* children. Effective July 1, 1999, the annual adjustments to the payment rates for free and reduced price meals under section 11(a)(2) of the National School Lunch Act (42 U.S.C. 1759a(a)(2)), section 4 of the Child Nutrition Act of 1966 (42 U.S.C. 1773) and section 17A(c) of the National School Lunch Act (42 U.S.C. 1766a(c)), authorized under section 11(a)(3)(B) of the National School Lunch Act are rounded down to the nearest whole cent. This complements section 704(b) of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996, Pub. L. 104-193, enacted August 22, 1996, which amended section 11(a)(3)(B) of the National School Lunch Act (42 U.S.C. 1759a(a)(3)(B)) to change the method for computing the annual adjustments to the national average payment rates for meals and afterschool snacks served to *nonneedy* children. Effective July 1, 1997, the annual adjustments to the payment rates for *paid* meals under Section 4 of the National School Lunch Act (42 U.S.C. 1753), and Section 4 of the Child Nutrition Act of 1966 (42 U.S.C. 1773)

and *paid* afterschool snacks under section 17A(c) of the National School Lunch Act (42 U.S.C. 1766a(c)), authorized under section 11(a)(3)(B) of the National School Lunch Act, were rounded down to the nearest whole cent. Thus, these two statutory amendments implement a provision wherein annual adjustments to the national average payment rates for all lunches served under the National School Lunch Program, breakfasts served under the School Breakfast Program, and afterschool snacks served under the National School Lunch Program are rounded down to the nearest whole cent.

**Lunch Payment Levels**—Section 4 of the National School Lunch Act (42 U.S.C. 1753) provides general cash for food assistance payments to States to assist schools in purchasing food. The National School Lunch Act provides two different Section 4 payment levels for lunches served under the National School Lunch Program. The lower payment level applies to lunches served by school food authorities in which less than 60 percent of the lunches served in the school lunch program during the second preceding school year were served free or at a reduced price. The higher payment level applies to lunches served by school food authorities in which 60 percent or more of the lunches served during the second preceding school year were served free or at a reduced price.

To supplement these Section 4 payments, section 11 of the National School Lunch Act provides special cash assistance payments to aid schools in providing free and reduced price lunches. The section 11 National Average Payment Factor for each reduced price lunch served is set at 40 cents less than the factor for each free lunch.

As authorized under sections 8 and 11 of the National School Lunch Act (42 U.S.C. 1757, 1759a), maximum reimbursement rates for each type of lunch are prescribed by the Department in this Notice. These maximum rates are to ensure equitable disbursement of Federal funds to school food authorities.

**Afterschool Snack Payments in Afterschool Care Programs**—Section 17A of the National School Lunch Act

(42 U.S.C. 1766a) establishes National Average Payments for free, reduced price and paid afterschool snacks as part of the National School Lunch Program.

**Breakfast Payment Factors**—Section 4 of the Child Nutrition Act of 1966 (42 U.S.C. 1773) establishes National Average Payment Factors for free, reduced price and paid breakfasts served under the School Breakfast Program and additional payments for free and reduced price breakfasts served in schools determined to be in "severe need" because they serve a high percentage of needy children.

#### Revised Payments

The following specific Section 4, Section 11 and Section 17A National Average Payment Factors and maximum reimbursement rates for lunch, the afterschool snack rates and breakfast rates are in effect from July 1, 1999 through June 30, 2000. Due to a higher cost of living, the average payments and maximum reimbursements for Alaska and Hawaii are higher than those for all other States. The District of Columbia, Virgin Islands, Puerto Rico and Guam use the figures specified for the contiguous States.

#### National School Lunch Program Payments

**Section 4 National Average Payment Factors**—In school food authorities which served *less than 60 percent* free and reduced price lunches in School Year 1997–98, the payments for meals served are: *Contiguous States*—paid rate—19 cents, free and reduced price rate—19 cents, maximum rate—27 cents; *Alaska*—paid rate—30 cents, free and reduced price rate—30 cents, maximum rate—42 cents; *Hawaii*—paid rate—22 cents, free and reduced price rate—22 cents, maximum rate—31 cents.

In school food authorities which served *60 percent or more* free and reduced price lunches in School Year 1997–98, payments are: *Contiguous States*—paid rate—21 cents, free and reduced price rate—21 cents, maximum rate—27 cents; *Alaska*—paid rate—32 cents, free and reduced price rate—32 cents, maximum rate—42 cents; *Hawaii*—paid rate—24 cents, free and reduced price rate—24 cents, maximum rate—31 cents.

**Section 11 National Average Payment Factors—Contiguous States**—free lunch—179 cents, reduced price lunch—139 cents; *Alaska*—free lunch—291 cents, reduced price lunch—251 cents; *Hawaii*—free lunch—210 cents, reduced price lunch—170 cents.

**Afterschool Snacks in Afterschool Care Programs**—The payments are: *Contiguous States*—free snack—54 cents, reduced price snack—27 cents, paid snack—5 cents; *Alaska*—free snack—88 cents, reduced price snack—44 cents, paid snack—8 cents; *Hawaii*—free snack—63 cents, reduced price snack—31 cents, paid snack—5 cents.

#### School Breakfast Program Payments

For schools "not in severe need" the payments are: *Contiguous States*—free breakfast—109 cents, reduced price breakfast—79 cents, paid breakfast—21 cents; *Alaska*—free breakfast—174 cents, reduced price breakfast—144 cents, paid breakfast—30 cents; *Hawaii*—free breakfast—127 cents, reduced price breakfast—97 cents, paid breakfast—23 cents.

For schools in "severe need" the payments are: *Contiguous States*—free breakfast—130 cents, reduced price breakfast—100 cents, paid breakfast—21 cents; *Alaska*—free breakfast—208 cents, reduced price breakfast—178 cents, paid breakfast—30 cents; *Hawaii*—free breakfast—151 cents, reduced price breakfast—121 cents, paid breakfast—23 cents.

#### Payment Chart

The following chart illustrates: The lunch National Average Payment Factors with Sections 4 and 11 already combined to indicate the per lunch amount; the maximum lunch reimbursement rates; the reimbursement rates for afterschool snacks served in afterschool care programs; the breakfast National Average Payment Factors including "severe need" schools; and the milk reimbursement rate. All amounts are expressed in dollars or fractions thereof. The payment factors and reimbursement rates used for the District of Columbia, Virgin Islands, Puerto Rico and Guam are those specified for the contiguous States.

BILLING CODE 3410-30-U

SCHOOL PROGRAMS				
MEAL, SNACK AND MILK PAYMENTS TO STATES AND SCHOOL FOOD AUTHORITIES				
Expressed in Dollars or Fractions Thereof				
Effective from July 1, 1999 - June 30, 2000				
NATIONAL SCHOOL LUNCH PROGRAM *		LESS THAN 60%	60% OR MORE	MAXIMUM RATE
CONTIGUOUS STATES	PAID	\$ .19	\$ .21	\$ .27
	REDUCED PRICE	1.58	1.60	1.75
	FREE	1.98	2.00	2.15
ALASKA	PAID	\$ .30	\$ .32	\$ .42
	REDUCED PRICE	2.81	2.83	3.07
	FREE	3.21	3.23	3.47
HAWAII	PAID	\$ .22	\$ .24	\$ .31
	REDUCED PRICE	1.92	1.94	2.11
	FREE	2.32	2.34	2.51
SCHOOL BREAKFAST PROGRAM		NON-SEVERE NEED		SEVERE NEED
CONTIGUOUS STATES	PAID	\$ .21		\$ .21
	REDUCED PRICE	.79		1.00
	FREE	1.09		1.30
ALASKA	PAID	\$ .30		\$ .30
	REDUCED PRICE	1.44		1.78
	FREE	1.74		2.08
HAWAII	PAID	\$ .23		\$ .23
	REDUCED PRICE	.97		1.21
	FREE	1.27		1.51
SPECIAL MILK PROGRAM		ALL MILK	PAID MILK	FREE MILK
PRICING PROGRAMS WITHOUT FREE OPTION		\$ .1275	N/A	N/A
PRICING PROGRAMS WITH FREE OPTION		N/A	\$ .1275	Average cost per ½ pint of milk.
NONPRICING PROGRAMS		\$ .1275	N/A	N/A
AFTERSCHOOL SNACKS SERVED IN AFTERSCHOOL CARE PROGRAMS				
CONTIGUOUS STATES	PAID	\$ .05		
	REDUCED PRICE	.27		
	FREE	.54		
ALASKA	PAID	\$ .08		
	REDUCED PRICE	.44		
	FREE	.88		
HAWAII	PAID	\$ .05		
	REDUCED PRICE	.31		
	FREE	.63		

\* Payments listed for Free & Reduced Price Lunches include both sections 4 and 11 funds.

This action is not a rule as defined by the Regulatory Flexibility Act (5 U.S.C. 601-612) and thus is exempt from the provisions of that Act.

In accordance with the Paperwork Reduction Act of 1995 (44 U.S.C. 3507), no new recordkeeping or reporting requirements have been included that are subject to approval from the Office of Management and Budget.

This action is exempted from review by the Office of Management and Budget under Executive Order 12866.

National School Lunch, School Breakfast and Special Milk Programs are listed in the Catalog of Federal Domestic Assistance under No. 10.555, No. 10.553 and No. 10.556, respectively, and are subject to the provisions of Executive Order 12372, which requires intergovernmental consultation with State and local officials. (See 7 CFR part 3015, subpart V, and the final rule related notice published at 48 FR 29114, June 24, 1983.)

**Authority:** Sections 4, 8, 11 and 17A of the National School Lunch Act, as amended, (42 U.S.C. 1753, 1757, 1759a, 1766a) and sections 3 and 4(b) of the Child Nutrition Act, as amended, (42 U.S.C. 1772 and 42 U.S.C. 1773(b)).

Dated: July 2, 1999.

**Samuel Chambers, Jr.,**  
*Administrator.*

[FR Doc. 99-17406 Filed 7-8-99; 8:45 am]

BILLING CODE 3410-30-U

## DEPARTMENT OF AGRICULTURE

### Forest Service

#### Long Clear Project, Boise National Forest, Boise County, ID

**AGENCY:** Forest Service, USDA.

**ACTION:** Notice of intent to prepare environmental impact statement.

**SUMMARY:** The Boise National Forest will prepare an environmental impact statement (EIS) to document the analysis and disclose the environmental impacts of a proposed timber sale, and road and dispersed-campsite treatments (including road closures), in the Lower Clear Creek subwatershed of the Clear Creek drainage. During the winter months of 1996-97, heavy snows and saturated soils caused blow down of trees within the Clear Creek drainage of the Lowman Ranger district. The blown down trees were subsequently attacked by Douglas-fir beetles in the spring and summer of 1997. Pure, dense stands of Douglas-fir stressed by drought and previous insect or disease attack are particularly susceptible to Douglas-fir beetle infestations that can kill large

forested areas. Because there are dense, stressed Douglas-fir stands within the project area, many of these areas are at risk of insect and disease infestation. Some areas also remain less resistant and resilient to unnaturally severe wildfire. These areas need to be thinned, and in some cases, seral species need to be restored, to improve their resistance and resilience to uncharacteristic events. Some trees are infested with bark beetles or infected with mistletoe and other disease, and are expected to die. Prompt salvage of these trees is needed if their economic value is to be captured. In addition, many roads within the project area are contributing sediment, and need to be reconstructed, rehabilitated and/or closed to enhance water quality, protect native fish habitat and help restore healthy aquatic conditions in the Clear Creek watershed. The ford on the Long Clear road (Forest road 545), and dispersed campsites, need to be treated to reduce impacts to water quality and fish habitat.

During the winter and spring of 1998, the Lowman District prepared an environmental assessment (EA) for this proposed timber sale and a Decision Notice and Finding of No Significant Impact was signed in May 1998. Subsequently, American Wildlands and the Idaho Sporting Congress filed suit in Federal District Court. The District Court's decision found the EA did not contain or refer to the "hard data" supporting the project's purpose and need, and directed the Forest Service to prepare adequate National Environmental Policy Act (NEPA) documentation for the proposed project. The Forest Service has determined an EIS is the appropriate form of documentation for the proposed Long Clear Timber Sale.

The Lowman Ranger District of the Boise National Forest proposes to treat about 5,700 acres through commercial thinning, precommercial thinning, salvage harvest, and reforestation, to reduce stand density and improve resistance and resilience to uncharacteristic events, and to capture the economic value of dead and dying trees. No timber harvest would occur in Riparian Habitat Conservation Areas or in the Deadwood or Red Mountain Inventoried Roadless Areas. Twelve pheromone bait stations have been established to attract Douglas-fir bark beetles into easily accessible concentrations of trees. These bait stations resulted in Douglas-fir bark beetle infestations in approximately 400 trees. These 400 trees would be harvested as a portion of this proposal. Activity (harvest-related) fuels would be

burned on about 4,600 acres to reduce fuel buildup and the potential for unnaturally intense wildfires. Prescribed fire would be undertaken on about 500 acres, to burn natural fuels in areas where natural fire has not occurred as often as could be historically expected. Ten dispersed-recreation sites along Clear Creek would be treated to reduce impacts on water quality and fish habitat resulting from recreational use. A total of 6.9 miles of currently open but impassable road would be closed year long to full-sized motorized vehicles and converted to a seasonal motorized trail. A total of 3.6 miles of currently open roads would be closed and revegetated, and 2.1 miles of currently closed roads would be revegetated. The Long Creek road (Forest road 545) bridge across Clear Creek would be reconstructed, eliminating use of the current ford. Additionally, approximately 20 miles of existing road (mostly along the Long Creek road) would be reconstructed to facilitate harvest activities and reduce sediment delivery, in accordance with INFISH guidelines.

**DATES:** Written comments concerning the scope of the analysis described in this Notice should be received by July 23, 1999 to ensure timely consideration. No scoping meetings are planned at this time.

**ADDRESSES:** Send written comments to Jackie Andrew, Project Coordinator, Lowman Ranger District, 7359 Highway 21, Lowman, ID 83637.

**FOR FURTHER INFORMATION CONTACT:** Questions concerning the proposed action and EIS should be directed to Jackie Andrew at 208-259-3361.

**SUPPLEMENTARY INFORMATION:** The Forest Service is seeking information and comments from Federal, State, and local agencies, as well as individuals and organizations who may be interested in, or affected by, the proposed action. The Forest Service invites written comments and suggestions on the issues related to the proposal and the area being analyzed.

Information received will be used in preparation of the draft EIS and final EIS. For the most effective use, comments should be submitted to the Forest Service within 30 days from the date of publication of this Notice in the **Federal Register**. The Responsible Official is David D. Rittenhouse, Forest Supervisor, Boise National Forest. The decision to be made is whether to thin and harvest National Forest System timber, treat roads and dispersed campsites, and reduce natural and activity fuels through prescribed fire. The draft EIS is expected to be available

U. S. Department of Agriculture



# School Lunch Program



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**School Programs**  
**Meal, Snack and Milk Payments to States and School Food Authorities**

**Expressed in Dollars or Fractions Thereof**  
**Effective from July 1, 1999 - June 30, 2000**

<b>NATIONAL SCHOOL LUNCH PROGRAM*</b>			
<b>CONTIGUOUS STATES</b>	<b>LESS THAN 60%</b>	<b>60% OR MORE</b>	<b>MAXIMUM RATE</b>
PAID	\$ .19	\$ .21	\$ .27
REDUCED PRICE	1.58	1.60	1.75
FREE	1.98	2.00	2.15
<b>ALASKA</b>			
PAID	\$ .30	\$ .32	\$ .42
REDUCED PRICE	2.81	2.83	3.07
FREE	3.21	3.23	3.47
<b>HAWAII</b>			
PAID	\$ .22	\$ .24	\$ .31
REDUCED PRICE	1.92	1.94	2.11
FREE	2.32	2.34	2.51

<b>SCHOOL BREAKFAST PROGRAM</b>		
<b>CONTIGUOUS STATES</b>	<b>NON-SEVERE NEED</b>	<b>SEVERE NEED</b>
PAID	\$ .21	\$ .21
REDUCED PRICE	.79	1.00
FREE	1.09	1.30
<b>ALASKA</b>		
PAID	\$ .30	\$ .30
REDUCED PRICE	1.44	1.78
FREE	1.74	2.08
<b>HAWAII</b>		
PAID	\$ .23	\$ .23
REDUCED PRICE	.97	1.21

FREE	1.27	1.51
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**SPECIAL MILK PROGRAM**

	ALL MILK	PAID MILK	FREE MILK
<b>PRICING PROGRAMS WITHOUT FREE OPTION</b>	\$.1275	N/A	N/A
<b>PRICING PROGRAMS WITH FREE OPTION</b>	N/A	\$.1275	Average cost per 1/2 pint of milk
<b>NONPRICING PROGRAMS</b>	\$.1275	N/A	N/A

**AFTERSCHOOL SNACKS SERVED IN AFTERSCHOOL CARE PROGRAMS**

<b>CONTIGUOUS STATES</b>	PAID	\$.05
	REDUCED PRICE	.27
	FREE	.54
<b>ALASKA</b>	PAID	\$.08
	REDUCED PRICE	.44
	FREE	.88
<b>HAWAII</b>	PAID	\$.05
	REDUCED PRICE	.31
	FREE	.63

\* Payments listed for Free & Reduced Price Lunches include both sections 4 and 11 funds.

\* Payments do not include the current entitlement commodity (or cash-in-lieu) value of an additional 14.75 cents per lunch.

## **NATIONAL AVERAGE PAYMENTS for NATIONAL SCHOOL LUNCH PROGRAM, SCHOOL BREAKFAST PROGRAM, and SPECIAL MILK PROGRAM FOR CHILDREN**

USDA provides to schools and residential child care institutions participating in the National School Lunch Program (NSLP) and the School Breakfast Program (SBP) cash reimbursement for each program meal or afterschool snack served to eligible children. A basic rate of cash reimbursement is provided for all meals served to nonneedy children, while higher rates of reimbursement are provided for meals served to needy children eligible for free or reduced price benefits. Additionally, schools receive entitlement commodity assistance from USDA for each lunch they serve to children under the NSLP. In School Year 1999 - 2000, the value of entitlement commodity assistance is 14.75 cents per lunch. This rate is the same as the School

The Special Milk Program for Children (SMP) provides reimbursement to participating schools and institutions for each half-pint of milk served to nonneedy children. Schools and institutions which elect to serve free milk to eligible children receive the average cost of a half-pint of milk.

By law, the reimbursement rates for the NSLP, SBP and SMP are adjusted annually each July 1. The changes in the reimbursement rates for the NSLP and SBP for School Year 1999 - 2000 reflect a 2.49 percent increase from May 1998 to May 1999 in the Food Away from Home series of the Consumer Price Index for All Urban Consumers. The SMP reimbursement rate for a half-pint of milk served to nonneedy children reflects a 1.41 percent decrease in the Producer Price Index for Fluid Milk Products from May 1998 to May 1999. The reimbursement rates are in effect from July 1, 1999 through June 30, 2000.



Last Updated: 07/27/99



## FOOD & NUTRITION SERVICES

1.5 Procurement, Production, and Food Sales Reference: 1.530	1.540
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### Use of Prepared Leftover Food in the Breakfast and Lunch Programs

Program regulations require that the number of breakfasts and lunches be prepared in accordance with participation trends, the object being to provide one lunch and/or breakfast per child per day. In recognition that fluctuations in participation will occur due to absenteeism and other factors which will cause schools to be left with excess food, there are several options a school food authority (SFA) may take in the event leftover food results:

- Under National School Lunch Program regulations, excess lunches produced may be served but **not claimed** for federal reimbursement. Second lunches may be sold to students on an a la carte basis. In addition, leftover food may be served and counted as part of a reimbursable meal on another day if the wholesomeness and accountability can be maintained.
- Under School Breakfast Program regulations, if schools can demonstrate that planning and preparation have been conducted in accordance with the objective of preparing one meal per child per day, excess breakfasts may be served to eligible children and **may be claimed** for reimbursement. The number of meals claimed for reimbursement on any given day cannot, however, exceed the number of students eligible in each of the meal price categories. The second breakfast meals served to students must contain the minimum portion of each of the required food items offered and the students must then take the designated number of items which the school has determined if Offer Verses Serve is implemented in order for the breakfast to be reimbursable. If excess lunch or breakfast production is observed, consultative efforts would focus on helping schools plan and prepare for one meal per child per day.

If over production of food is a problem, consider Offer Verses Serve, a regulatory provision intended to reduce waste by decreasing the need for over production, as one solution. The lunch and breakfast regulations each contain this provision. Under the lunch program, senior high students **must** be permitted to decline up to two of the five required food items. Students below senior high may be permitted, at the SFA's discretion, to decline one or two of the five required food items. Under the breakfast program, at the SFA's discretion, each school may allow students to refuse one food item from the four required food items. For more clarification regarding the Offer Versus Serve provision, please refer to the training packet, *Meal Pattern Requirements and Offer Versus Serve*, provided to each school food authority by the USDA.

7 CRF Ch. II (1-1-93 Edition), 210.10 (b), 220.9 (a)



## FOOD & NUTRITION SERVICES

1.6 Overt Identification

1.600

### Non-Discrimination Practices

Section 245.8 of the regulation states:

"School Food Authorities of schools participating in the National School Lunch Program, School Breakfast Program or Special Milk Program or of commodity only schools shall take all actions that are necessary to insure compliance with the following nondiscrimination practices for children eligible to receive free and reduced price meals or free milk:

- (a) The names of the children shall not be published, posted or announced in any manner;
- (b) There shall be no overt identification of any of the children by the use of special tokens or tickets or by any other means;
- (c) The children shall not be required to work for their meals or milk;
- (d) The children shall not be required to use a separate dining area, go through a separate serving line, enter the dining area through a separate entrance or consume their meals or milk at a different time;
- (e) When more than one lunch or breakfast or type of milk is offered which meets the requirements prescribed in Sections 210.10, 210.15a, 220.8 or 215.2 (1) of this chapter, the children shall have the same choice of meals or milk that is available to those children who pay the full price for their meal or milk."

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 Phone: 1-800-441-4563 (U.S. only) / 608-266-3390

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ÿLast Modified September 08, 1999



**WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION**  
**FOOD & NUTRITION SERVICES**

1.7 Implementation of School Meal Programs	1.700
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UNITED STATES DEPARTMENT OF AGRICULTURE      FNS INSTRUCTION 788-2  
 Food and Nutrition Service      REV. 1  
 3101 Park Center Drive  
 Alexandria, VA 22302

ACTION      Regional Directors  
 BY:      Special Nutrition Programs

SOURCE      Parts 210 and 220  
 CITATION:

**Partial Implementation of the School Meal Programs in an Individual School**

This Instruction sets forth the policy that partial implementation of the National School Lunch and Commodity School Programs is not allowed, but that partial implementation of the School Breakfast Program may be allowed under certain circumstances.

National School Lunch and Commodity School Programs - In general, school food authorities must make program benefits available during meal service periods to all children attending participating schools. The practice of requiring students who live near a school to eat lunch at home denies them the opportunity to participate in the program and is inconsistent with the intent of the law. Discrimination on the basis of the proximity of a child's home to the school is unallowable. While a school may have legitimate problems accommodating all students within a given time or space, it is improper to arbitrarily deny a certain segment of the student body access to the lunch program.

However, there is no requirement to provide lunch to partial day students (e.g., pre-school, kindergarten, half-day high school students) who are not scheduled to be in school during the lunch hours.

School Breakfast Program - There are some circumstances, such as transportation schedules, that may prevent some children from participating in the school breakfast program. However, in general, all children in attendance during the breakfast period should have access to the breakfast program in participating schools.

There are three situations in which partial implementation of the breakfast program is allowed. First, a school food authority may phase the program into an individual school and limit its operation to students of a selected number of grades or classrooms, as long as the school food authority has a plan of action or has stated its intent to expand program access to enrolled students in all grades or classes in the building within a reasonable period of time. Second, a school food authority may provide the breakfast program only to special education students who must leave their homes much earlier than the other enrolled children in order to be bussed to their class location. Finally, a school food authority may provide the breakfast program only to kindergarten, pre-kindergarten and other partial day students when such students do not have access to another school meal.

SAMUEL P. BAUER  
 Director  
 Child Nutrition Division

DISTRIBUTION: 5,6,12	MANUAL MAINTENANCE INSTRUCTIONS: Remove FNS Instruction 788-2 from Manual. Insert this Instruction.	RESPONSIBLE FOR PREPARATION AND MAINTENANCE: CND-100	6-6-88
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FORM FNS-620 (10-81)



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ÿLast Modified September 08, 1999

10-24-00

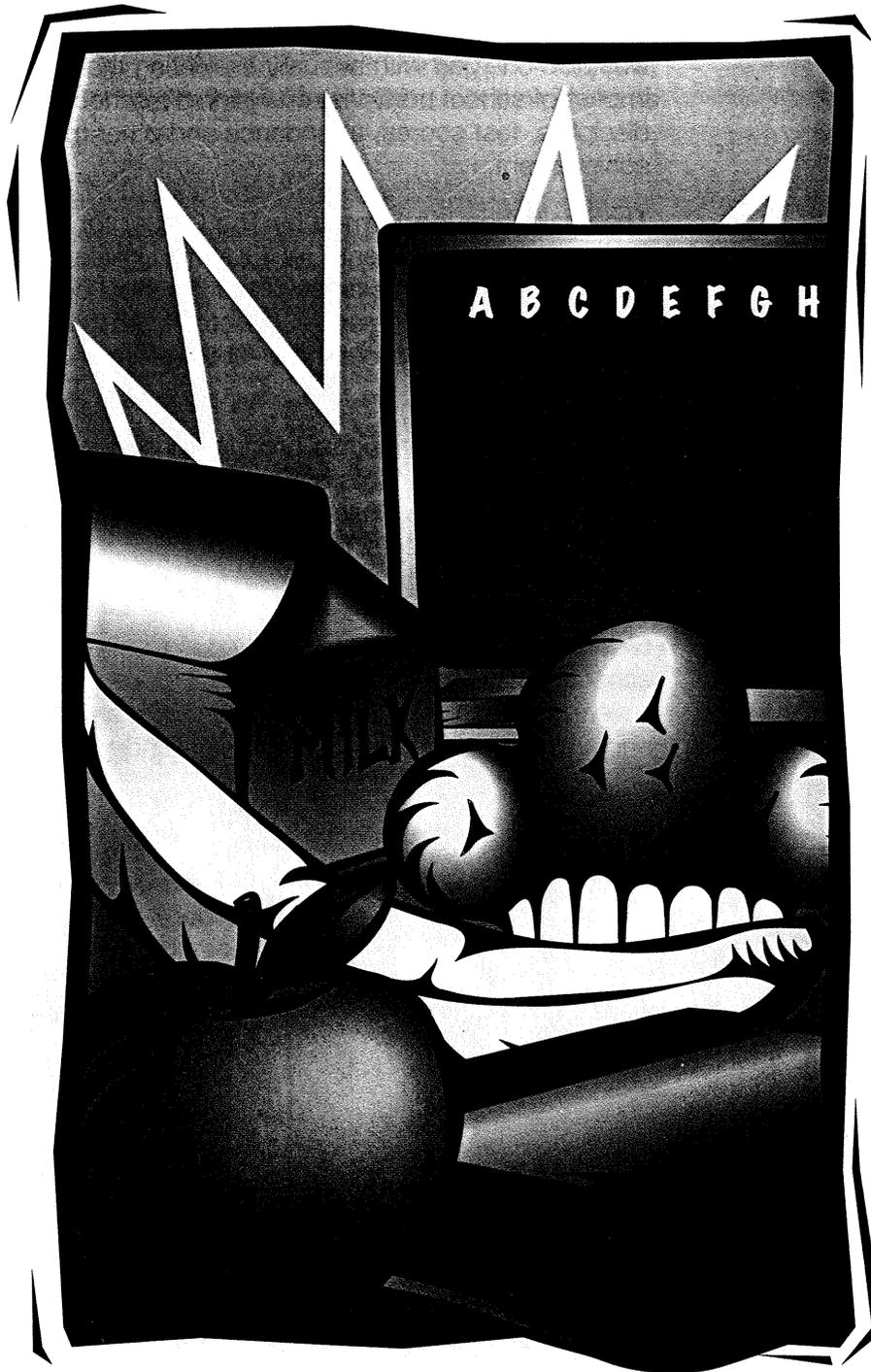
Pat -

Darlene Wellner told me  
you were drafting a new  
bill to left caps on  
school meal programs.  
I hope this information  
will be of some  
assistance. Thanks!

Nancy Randolph

920-683-4318

# School Breakfast Programs Energizing the Classroom



A Summary of the  
First and Second Year  
Study of the Universal  
School Breakfast Pilot  
Program in Minnesota  
Elementary Schools

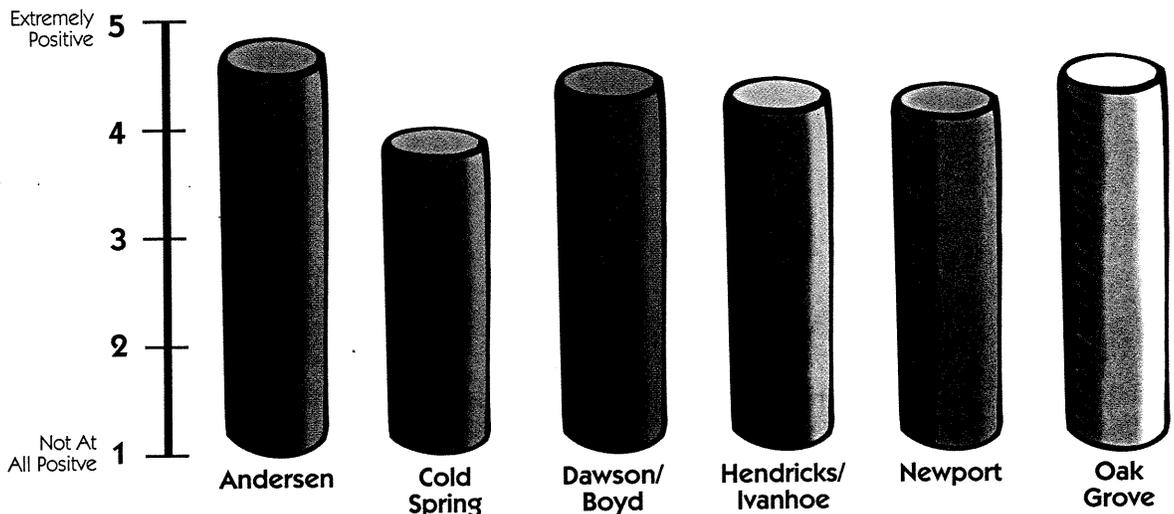
## Introduction

In 1994, the Minnesota Legislature directed the Minnesota Department of Children, Families & Learning (then the Minnesota Department of Education) to implement a universal breakfast pilot program integrating breakfast into the educational schedule for all students. The Department awarded grants to four elementary schools. Two additional sites were able to join the program through a corporate partnership. The Department was also charged with annually evaluating these sites to determine the impact of school breakfast on children's school performance including discipline, test scores, attendance and other measures of educational achievement.

The evaluation, performed by The Center for Applied Research and Educational Improvement (CAREI) at the University of Minnesota, shows that, when all students are involved in school breakfast, there is a general increase in learning and achievement. As the graph indicates, teachers' overall attitudes about the effect of school breakfast is overwhelmingly positive.

Clearly these pilot breakfast programs infuse a new level of energy into the school day: students are more attentive and are in the classroom more consistently, teachers support the program and appreciate the positive effects on students, for parents the program is more consistent with their children's natural sleeping and eating routines and it relieves some of the stress of rushed mornings. It is also an opportunity for community and parental participation in the educational process. At the pilot sites, school breakfast programs are more than cereal, fruit, toast and milk for a sleepy child prior to the start of class. It is a vital part of the curriculum and an integral element of a productive and successful educational day.

Teachers' Overall Feelings About Breakfast Project in Year 2



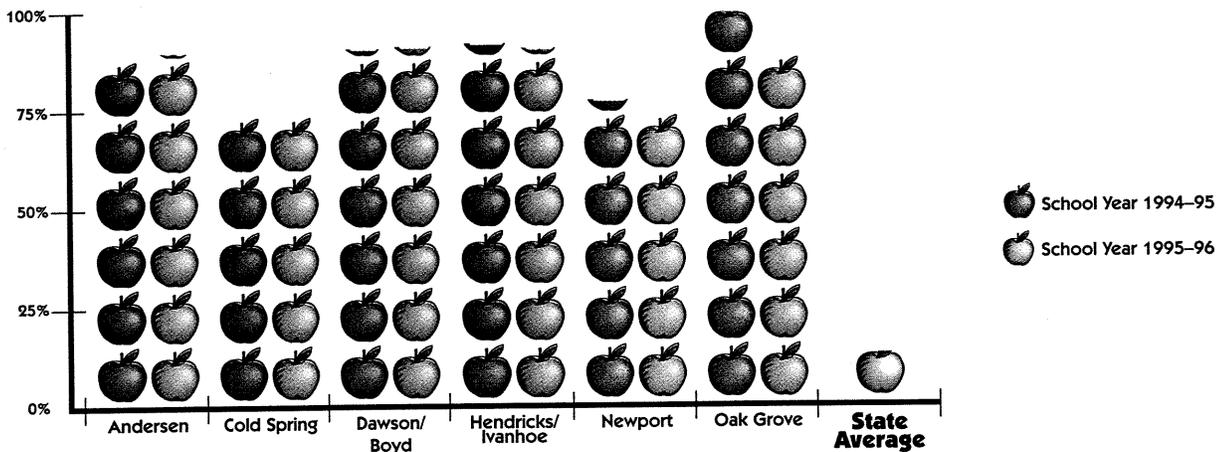
## Participation

Data collected before this pilot program revealed that in schools with breakfast programs only 12% of students participated and only about half the students eligible for free or reduced meals ate breakfast most or all the time. By involving all students, these pilot programs eliminate the stigma of subsidized meal programs. Students from all socioeconomic levels participate. Thus, on a nutritional basis they all start the school day equally. The extremely high participation rates, ranging from 75% at Newport Elementary to 91% at Dawson/Boyd, affirm that the programs are well-liked by students.

***"I think it's good because everyone is the same now."***

— Dawson/Boyd Elementary student

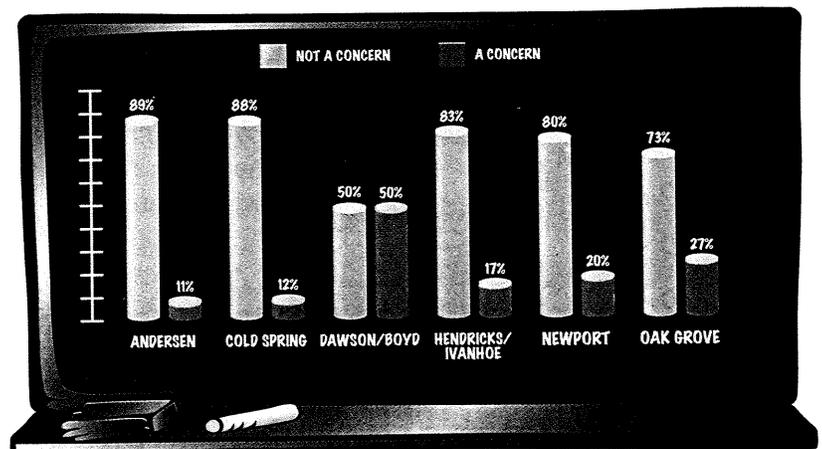
Participation Rates in School Breakfast Programs



## Integration Into The School Day

Administrators report that school building and community attitude toward school breakfast remains positive. Food service personnel and advisory committees work closely with teachers to create programs that fit smoothly into the daily schedule and reinforce the curriculum by stressing the importance of nutrition. Some people feared that breakfast would cut into valuable classroom time. This did not materialize. Some classes use the time for reading, some watch educational programming and others complete worksheets as they eat. As the graph shows, teachers express very little concern over the time it takes for school breakfast. Furthermore, school breakfast has become a vital part of the educational day.

Teachers' Level of Concern for Time Away From Learning Early Spring 1996



## Learning Readiness

***"I really notice the difference this year. Last year I saw improved concentration, this year I see less aggression and improved attitudes."***

— Newport 2nd grade teacher

At the pilot sites, students are better prepared for learning than ever. School breakfast helps reduce several of the common roadblocks to learning. When students are at the nurse's office, they aren't learning. When one student's behavior disrupts the classroom, all students lose valuable learning time. When students are hungry or have headaches, they stop paying attention to the lesson. School breakfast helps eliminate many of these problems. Individual students and whole classrooms are better prepared for learning.

***"I believe breakfast eliminates that mid-morning tired—lag—so learning continues until lunch."***

— Hendricks/Ivanhoe teacher

### Increased Student Attention

According to teachers, students are more energetic at the start of the day and complaints about mid-morning hunger have noticeably decreased. One teacher noted that school breakfast gets her day started on a positive note and that students no longer complain about headaches or being hungry at 10:30 A.M. This was typical of all sites. Despite long bus rides and early starting times, students now have the energy to stay alert through the entire morning.

### Improved Student Behavior

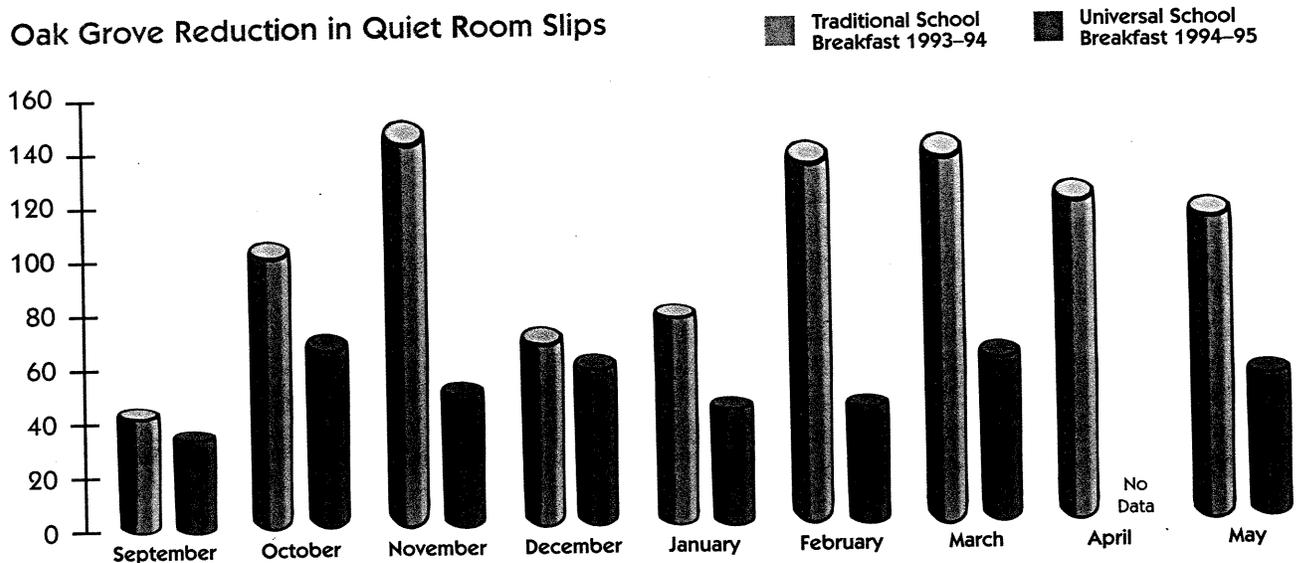
Classes at the pilot sites lose less educational time due to discipline problems. Nutritious school breakfast increases attention span and reduces class disruption. Fewer students are sent to the principal's office. Administrators feel that school breakfast plays an important role in their 40%–50% decline in discipline referrals.

4

***"Breakfast for my child helped him to concentrate better on school work rather than thinking how much longer it would be till lunch."***

— Cold Spring Elementary parent

Oak Grove Reduction in Quiet Room Slips



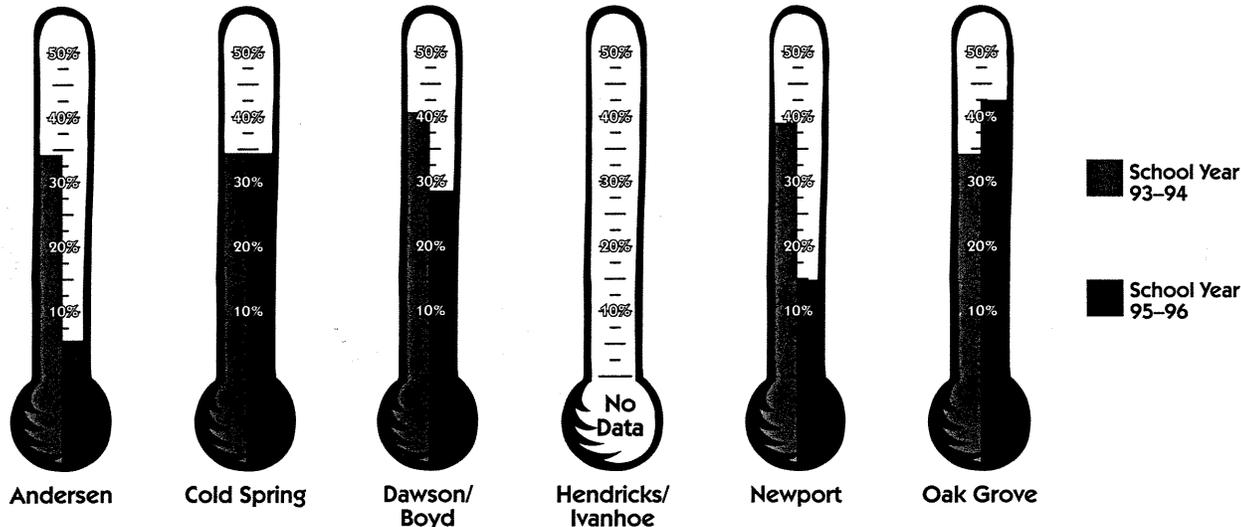
### Reduced Nurse Visits

Reaction from school nurses supports the positive attitudes of teachers and administrators. As the graph below indicates, nurses report a significant decline in morning visits to their offices due to minor headaches and stomachaches. They conclude school breakfast is the reason students are spending less time at their office and more time in the classroom. Nurses comment that it would be a severe detriment to students if the program was discontinued and suggest expanding it to high schools.

***"Kids are not coming down complaining they don't feel well. Now when they come down you know they have had breakfast and it could be a real sickness."***

— Newport nurse

93-94 vs. 95-96 Percentage of Morning Nurse Visits for Minor Illness



### Test Scores

In comparing test scores of third graders before the universal school breakfast program with their scores as fifth graders after experiencing the program for two years, **there is a general increase in composite math and reading percentile scores.** With so many variables involved in testing, caution needs to be taken when interpreting achievement results. Nonetheless, the universal school breakfast program appears to play a role in improving student achievement.

	Math	Reading
Andersen*	+10%	-2%
Cold Spring	+4%	+7%
Dawson/Boyd	-4%	+4%
Hendricks/Ivanhoe	+10%	+10%
Newport	+3%	+3%
Oak Grove*	+16%	+1%

\* Reflects changes between grades 3 and 4. All others reflect changes between grades 3 and 5.

***“For my children, they have an idea of how important breakfast is and it reinforces what I teach at home. They enjoy the social interaction.”***

— Newport Elementary parent

***“...it is little to spend on long term results... It gives me time to visit with them [my students]. It is a nice way to start the day nutritionally, socially, and emotionally.”***

—Dawson/Boyd 1st grade teacher

## Parent Reactions

In a survey of parents, a majority agree or strongly agree that the pilot program results in a positive experience and that nutritious foods are offered. Many note that their children are not hungry early in the morning, but are ready to eat when they arrive at school. Mornings are a very busy time for many families with parents getting ready for work and kids getting ready for school. Many parents feel less stressed because they don't need to worry about preparing breakfast when everyone is rushed. Many parents note that their child's learning and concentration has increased because of the universal school breakfast program.

## Social Benefits

The pilot sites note several indirect social benefits from school breakfast. It creates a new opportunity for interaction between students, teachers, parents, and community members. In many schools, siblings eat breakfast together and there is a healthy interaction among students of different grade levels. One administrator notes that children who are frequently isolated during lunch and other breaks are fitting in well with all students. Many classes utilize breakfast as an opportunity for less structured interaction among students. Teachers' assessment of the social benefits of the breakfast program is characterized by the following quotes.

*“We eat in our room—it's a team decision—it's like a family time together. The kids have a chance to talk. We have to feed the kids if we want them to learn. We have an early start, for working parents often kids are responsible for themselves in the morning and are lucky to get to school on time much less make themselves a breakfast.”*

— Andersen Open School 5th/6th grade teacher

*“It provides a nice socialization time. We see a lot of multi-age mixing of the children and children in the same family eating together.”*

— Cold Spring educational assistant

*“Kids are excited about it. It builds a family or community feeling.”*

— Dawson/Boyd 1st grade teacher

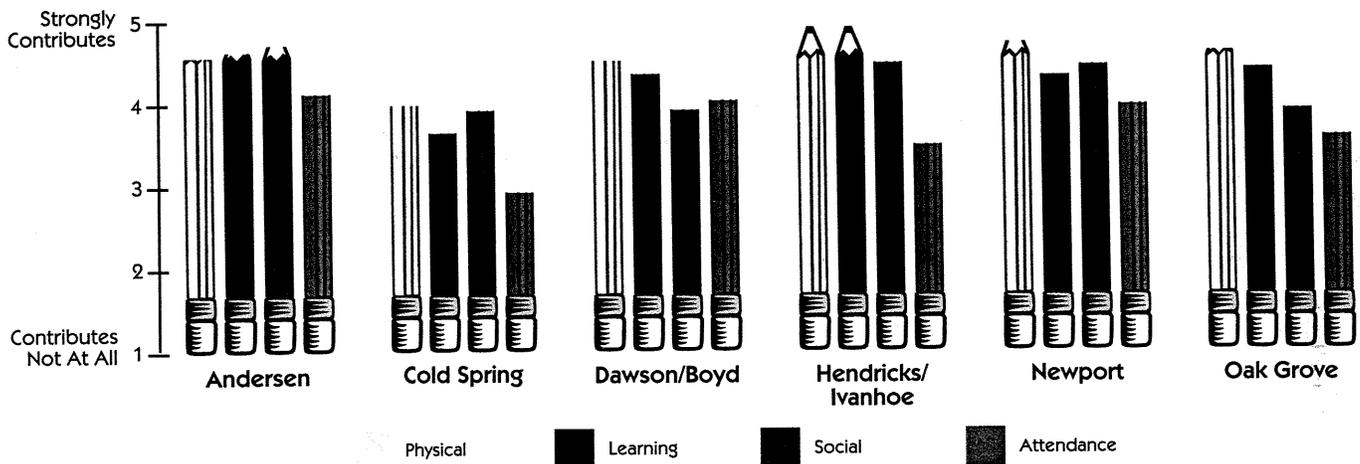
## Conclusion

Overall, the response to the pilot program has been extremely positive. Teachers like the behavior and learning improvements, parents appreciate the program and the safety net it provides for them, students need the nutrition and enjoy the social aspects, and administrators find it easy to integrate into the daily educational routine. For these pilot schools, their universal breakfast program is no longer an experiment. It is an important, desired, energizing and effective element of the educational day.

***"I hope it can continue. I think it's the best thing since sliced bread."***

— Cold Spring teacher

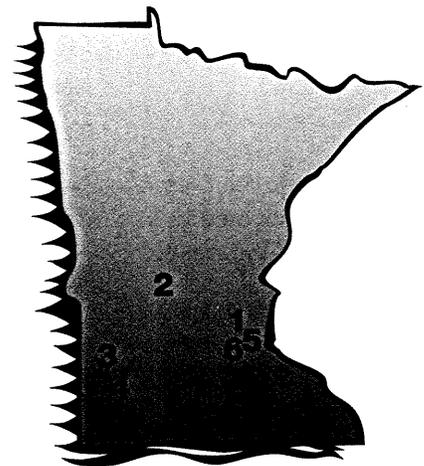
### Teachers' Feelings About the Effect Breakfast has on Students' Behavior and Performance in Year 2



## The Sites

The six sites participating in the Universal School Breakfast Pilot Program are: Andersen Open School in Minneapolis (1), Cold Spring Elementary (2), Dawson/Boyd Elementary (3), Hendricks/Ivanhoe Elementary (4), Newport Elementary (5), and Oak Grove Elementary in Bloomington (6). They represent a cross-section of Minnesota communities, demographics and school systems.

The actual breakfast programs vary from school to school. Serving times range from 7:30 A.M. to past 9 A.M. Some schools serve students in the cafeteria directly after getting off the bus and others start classroom activities before eating. Several classes choose to eat in their rooms while reading, watching educational programming or doing class work. Menus vary but the food served contains more nutrition than the average breakfast.





*Energizing the Classroom* is based on a two year evaluation of the Universal School Breakfast Pilot Program and was conducted by the Center for Applied Research and Educational Improvement (CAREI), 265-2 Peik Hall, 159 Pillsbury Drive SE, Minneapolis, Minnesota 55455-0208.

Copies of this summary and the complete CAREI report are available from the Minnesota Department of Children, Families & Learning, Food and Nutrition Service at 550 Cedar Street, St. Paul, Minnesota 55101-2273, or by calling (800) 366-8922 or (612) 296-6986.

Child Nutrition Programs of the U.S. Department of Agriculture are available to all individuals regardless of race, creed, color, national origin, religion, age, sex or sexual orientation, marital status, political opinions, affiliations, disability or handicap. Persons who believe that they have been denied equal opportunity may write to the Secretary of Agriculture, Washington, DC 20250.

***Upon request, this information can be made available in alternative formats.***  
**TTY (612) 297-2094**

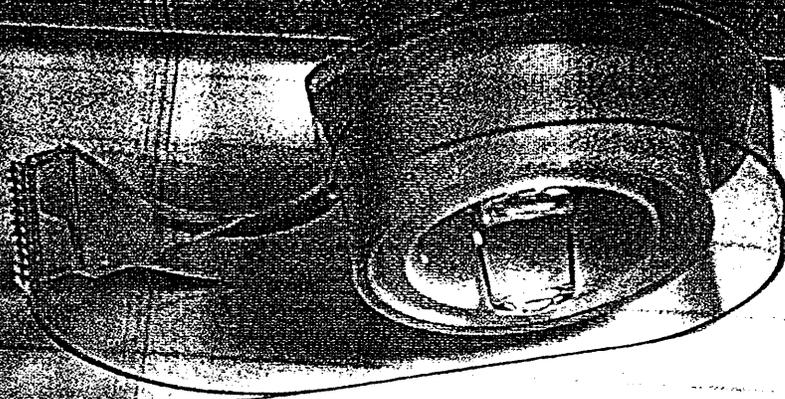
# BREAKFAST THE TEST!

BY PATRICK WHITE

## IMAGINE

THAT IT'S 10:27 A.M.; YOU'RE IN ENGLISH CLASS. **YOU HAD NO BREAKFAST** THIS MORNING AND ONLY THE **EMPTY CALORIES** OF A FASTFOOD MEAL THE NIGHT BEFORE. IT'S LITERALLY BEEN ALMOST A DAY SINCE YOUR LAST TRUE MEAL—YESTERDAY'S SCHOOL LUNCH. YOUR STOMACH FEELS **HOLLOW** AND YOUR BODY **SLUGGISH**. WHILE YOU'RE SUPPOSED TO BE THINKING ABOUT NOUNS AND VERBS, **YOUR ONLY THOUGHTS ARE OF LUNCH—BUT THAT'S TWO HOURS AWAY...**

## Universal breakfast proves to be a universal success in one state's pilot program.



**IT WAS EXACTLY THIS SCENARIO**—and the belief that learning under these conditions is unlikely, if not impossible—that spurred the Minnesota School Food Service Association (MSFSA) to push for an experimental state-wide universal breakfast program. After several years of lobbying area politicians on the potential benefits of universal breakfast, the MSFSA won its battle when the Minnesota State legislature, in 1994, ordered a one-year pilot universal breakfast program to be instituted at a small number of schools. The task of implementing the universal breakfast project was given to the Minnesota Department of Children, Families & Learning (then the Minnesota Department of Education). While aware of the many potential benefits—improved student health, better behavior and so on—reaped when children begin each day with a nutritious meal, the state legislature was ultimately sold on the promise of academic improvement. Encouraging such improvement in the classroom, however, requires more than a glancing look at student test scores—it takes a long, detailed examination. Accordingly, we have chosen an impartial program evaluator and, after a successful first year of the universal breakfast pilot, all parties involved convinced state legislators to continue the program for another two years. The payoff for all this work is a comprehensive, credible study, formally completed at the end of the past school

year, offering compelling evidence that universal school breakfast can be a tremendous asset to students—academically, physically and emotionally.

### BREAKFAST BEGINNINGS

Glenn Strid, breakfast program coordinator with the Minnesota Department of Children, Families & Learning, was involved with the universal breakfast pilot program from the very beginning. The state legislature required that participating schools be selected on a competitive grant basis, and despite the timing—the grant process was packed into two summer months when schools were closed—Strid received applications from 13 schools. "It was encouraging to see this response, especially since the grant applications we received were completed not only by foodservice directors, but by superintendents, principals and, in one case, a parent," recalls Strid. Since foodservice directors are likely to be best attuned to the benefits of a healthy breakfast, the support from other areas of the school community was a good sign that the program had strong support.

The original state grant, approximately \$167,000, allowed for four elementary schools to participate in the program. Corporate sponsors were sought in order to include more schools, and several industry vendors stepped forward to answer the call. "Kraft was really the driving force. They were wonderful to work with," explains Strid, adding that addition-

al local donations and offers for free breakfast products from other vendors were also helpful in eventually adding two schools to the original four.

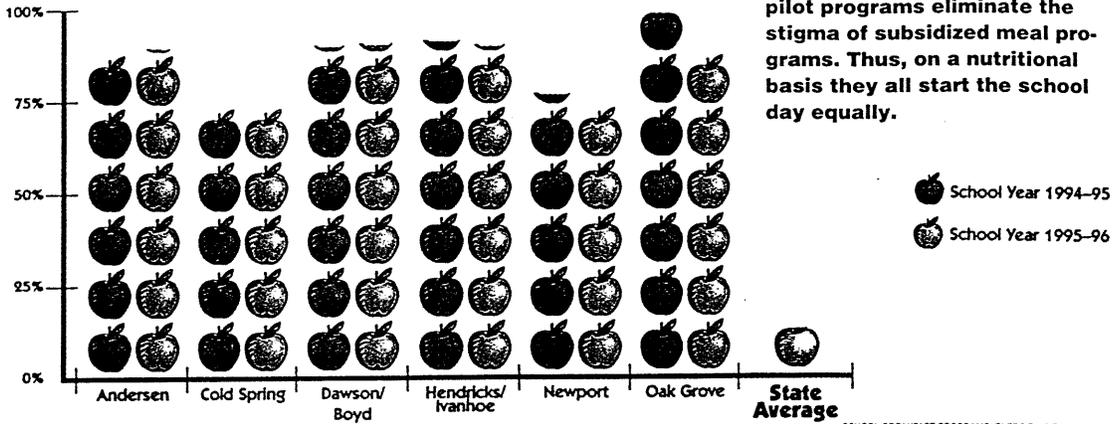
Together, the six elementary schools (Andersen, Cold Spring, Dawson/Boyd, Hendricks/Ivanhoe, Newport and Oak Grove) represented a variety of sizes and locations across the state. And, since all had applied for and survived the competitive grant process, each of the six schools selected were committed to the concept of universal school breakfast.

Critical to the success of the breakfast pilot program was the selection of a credible and capable program evaluator. The legislature would be relying on this outside third party to determine the true value of the universal breakfast program, and the competitive grant process was also used to select this critical program partner.

The Center for Applied Research and Educational Improvement (CAREI) at the University of Minnesota was chosen to provide annual analysis and evaluation of the pilot's effect on children's school performance, including discipline, test scores, attendance and other measures of educational achievement. Strid is pleased that of the many research organizations that applied for the position, a respected *in-state* college was chosen. "The University helped lend the program credibility by adding its name and skills to the program."

# ERASING THE STIGMA

Participation Rates in School Breakfast Programs



By involving all students, these pilot programs eliminate the stigma of subsidized meal programs. Thus, on a nutritional basis they all start the school day equally.

● School Year 1994-95  
● School Year 1995-96

SCHOOL BREAKFAST PROGRAMS, ENERGIZING THE CLASSROOM

## BEFORE AND AFTER

The ultimate success of the universal breakfast pilot program could depend on many different variables—school administrators, teachers, parents, students, custodians, and foodservice professionals. CAREI believed the program would succeed if school breakfast was seen as a priority in education. One of the major concerns did not seem to be the stigma of subsidized meals.

The power of the program results is eliminated without a before comparison—and this concern was recognized by the breakfast program team in Minnesota. CAREI conducted a comprehensive environmental scan to document such variables as participation levels, teachers' attitudes, student health and behavior, and foodservice personnel support for the program.

The most critical variable in the program was student participation. Prior to the program, student participation was a mere 12 percent in the six participating schools that offered breakfast. More alarming is the fact that more than half of those who would benefit from a healthy breakfast—students eligible for free or reduced meals—regularly ate a school breakfast.

Here is Minnesota's first "after." The breakfast pilot program brought participation levels above 75 percent in each of the six schools; most were above 80 percent, and at Newport Elementary, 91 percent of students participated. Much of the credit for the increase was attributed to the fact that universal programs

involve *everyone*. Students, teachers, and parents all ate the subsidized meals. School Breakfast Programs Energizing the Classroom, the executive summary published after the first year of the study.

## TEACHING NEW TRICKS

CAREI did not stop at simply documenting student participation in school breakfast, but also examined many of the other variables—and partners—essential to the success of the breakfast pilot program. Of these, perhaps the most influential were those actually preparing and serving the children breakfast—the school foodservice professionals at the six participating elementary schools.

"[CAREI] surveyed all foodservice workers at the schools before and after the first year of the program," recalls Strid. At first they uncovered some concerns among operators, such as an increased workload, the practicalities of serving students quickly and the feasibility of serving students in classrooms (as some schools opted to do). Despite these fears, school foodservice professionals were generally optimistic and genuinely enthusiastic, says Strid. "The prevailing attitude among operators before the universal breakfast program began was 'we're going into the unknown, but we're ready to try it.'"

This gung-ho attitude among the school foodservice staff only strengthened over the course of the universal breakfast program, reports Strid. "In general, they felt that it was easier

than they had thought, and that if they had done a number of things—such as moving food service to the cafeteria and asking students to bus their own trays from the classroom—to make the morning schedule run smoothly."

Another group, less involved in serving students breakfast but equally valuable in terms of program support, were teachers. As with the responses of their foodservice counterparts, pre-program teacher surveys revealed general support for the program, but also shed light on a number of concerns. Fears that classes could be disrupted by breakfast or that students eating in the classroom could prove disastrous were eased by one of the primary goals of the program: School breakfast would be integrated into the school day, rather than replacing or displacing other activities.

*School Breakfast Programs Energizing the Classroom* features that all might see. People feared that breakfast would interruptable classroom time for reading, some watched educational programming and others complete worksheets as they eat. Furthermore, school breakfast has become a vital part of the educational day.

It was hardly by coincidence that the program fit so well into the school day. Program organizers knew that to truly be successful, the breakfast pilot program could not interfere with a teacher's schedule or plans. The pilot's executive summary explains that "foodservice personnel and advisory committees worked closely with teachers to create programs

that fit smoothly into the daily schedule and reinforced the curriculum by stressing the importance of nutrition."

This sentiment is supported statistically, as 91 teachers in the six participating schools responded to a CAREI survey after one year of the program, revealing very positive attitudes about their experiences with school breakfast (see box on right).

### BRAIN FOOD—AND MORE

Much of teachers' enthusiasm and support for the universal school breakfast program was built around one factor—results. After two years of the pilot, student percentile ranks for same-class math and reading test scores rose in almost every school (see chart below). Oak Grove, for instance, saw a 16 percent increase in students testing at same-class levels in math in just the first year of the study, while Hendricks/Ivanhoe was up 10 percent in both math and reading.

- + I love that all kids can receive a free breakfast so they can get off to a good start.
- + I think it is a real benefit for those families who don't have time or money to provide a nutritional start.
- + Kids are more awake, not complaining of stomachaches as often.
- + It's a nutritional goal/message; helps with learning.
- + Equals out that all children have had an opportunity to eat.
- + I really feel it increases the student's ability to concentrate.
- + The best program at our school.



I am concerned about the amount of sweets and nutrients [being served] large quantities of food [instead of simply] being able to take only what they'll eat. It's not like all the time it takes away from the school day, and I question the nutritional value of rolls and doughnuts. I still feel children should be fed at home by parents.

The decision to extend the pilot breakfast program from one to three years was essential in ensuring the statistical validity of improvements in these test scores. The program evaluators, while cautioning not to over-interpret the results, state, "The universal school breakfast program appears to play a role in improving student achievement."

And enhanced student academic performance was not the sole benefit CAREI found. Improved behavior—and decreased disciplinary referrals—were also observed over the course of the breakfast study. "Administrators feel that school breakfast plays an important role in their 40 to 50 percent decline in discipline referrals," report the evaluators. Oak Grove, for



### BRAIN FOOD RESULTS

Change in Percentile Ranks for Same Class Math and Reading Test Scores

	Math	Reading
Andersen*	+10%	-2%
Cold Spring	+4%	+7%
Dawson/Boyd	-4%	+4%
Hendricks/Ivanhoe	+10%	+10%
Newport	+3%	+3%
Oak Grove*	+16%	+1%

SCHOOL BREAKFAST PROGRAMS, ENERGIZING THE CLASSROOM

A. 
$$\begin{array}{r} 31 \\ \times 23 \\ \hline 93 \\ 620 \\ \hline 713 \end{array}$$

**A**

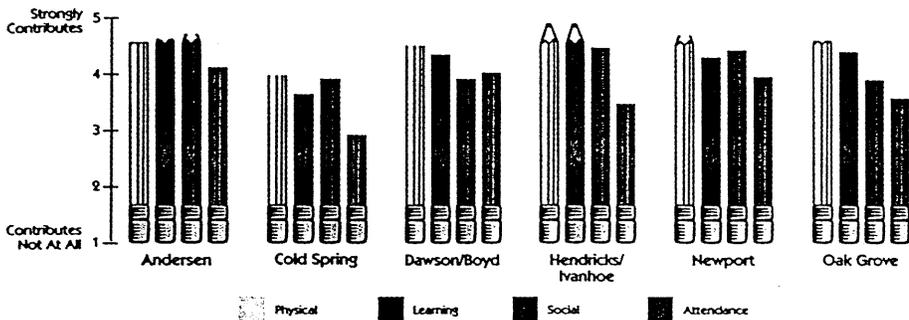
$$\begin{array}{r} 90 \\ \times 58 \\ \hline 720 \\ +4500 \\ \hline 5,220 \end{array}$$

Score 15

C. 
$$\begin{array}{r} 53 \\ \times 20 \\ \hline \end{array}$$

# BEHAVIOR AND PERFORMANCE

Teachers' Feelings About the Effect Breakfast has on Students' Behavior and Performance in Year 2



SCHOOL BREAKFAST PROGRAMS, ENERGIZING THE CLASSROOM

example, saw a drop from nearly 160 quiet room slips issued to students in a month prior to the universal breakfast program, to fewer than 60 in that same month during the first year of the pilot. This dramatic drop in classroom disturbances helped to create a more improved learning environment for all students.

Students' health also improved, thanks to the implementation of universal school breakfast programs. In particular, school nurses reported a "significant decline in morning visits to their offices due to minor headaches and stomach aches....They conclude school breakfast is the reason students are spending less time in their offices and more time in the classroom."

More time spent in the classroom, and less in the nurse's office, is a sure sign that school breakfast is an asset in the learning process. The experimental program won over the nurses of the schools involved. Said one nurse: "Kids are not coming down complaining they don't feel well. Now when they come down you know they have had a breakfast and it could be a real sickness." According to researchers, nurses reported "that it would be a severe detriment to students if the program was discontinued, and [the nurses] suggest expanding it to high schools."

Parental support for the breakfast program was measured by a survey—and the results were supportive and encouraging. The majority of respondents felt not only that the program offered their children nutritious food, but also that it offered them relief from the time-consuming chore of cooking breakfast in the midst of an already hectic

morning schedule. Parents also observed that their children were not hungry while rushing to get ready in the morning, but had built up appetites by the time they reached school.

## PROGRAM PRACTICALITIES

To say that the Minnesota universal breakfast pilot program was a success is to point out the obvious; to say it was easy, however, ignores the effort and creativity put forth by all involved. "I really gained an appreciation for how different schools are—in terms of size, structure, layout, and administrative style," Strid comments. The variables, and the originality of the universal breakfast operation, meant that there was no template for how to best construct the program. Strid explains that some schools served students in the cafeteria; other schools had children eat in the

classroom. Still other schools gave teachers the option—a move that made them feel a part of the process.

While program organizers were careful not to jeopardize the study results by assisting schools in their efforts to conduct universal school breakfast, Strid says that he did try to pass any particularly innovative ideas discovered by one school on to another. "We were hands-off—we didn't want any implication that we tried to rig the results. And we required schools to plan special promotions and to promote special education," he explains.

Dawson Elementary, for example, recruited high school students to set a good example by coming in to eat breakfast with the impressionable younger set. Newport developed a program to invite senior citizens to eat breakfast with students, and then to read with them. Strid says that this program helped to build respect—and friendship—between the different age groups.

## IT WILL WORK

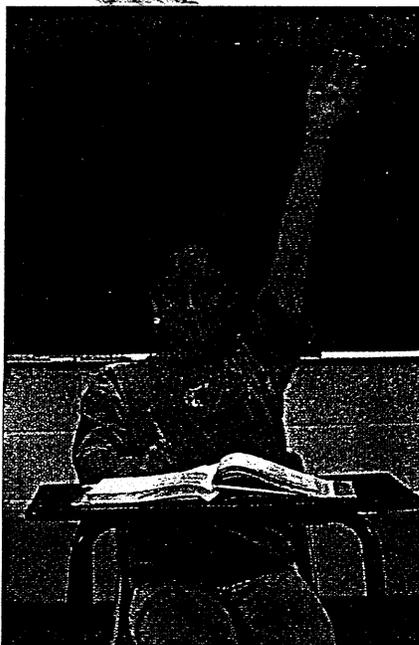
The complexities—regulatory, financial, and logistical—of the Minnesota universal breakfast program may make it difficult to fully implement in one article, but those interested in school foodservice associations interested in implementing a similar pilot program would do well to heed Strid's advice. He stresses that the number of variables inherent within each school or district make it impossible to develop a general program blueprint—each school must develop unique strategies to meet its own particular challenges.

"We can't tell individual schools how much more food they will need, how many employees or teachers will react, how much test scores will increase or where the best place to serve students is," says Strid. "But we can tell them that it will be a success." A universal success. ■

White is assistant editor of School Foodservice & Nutrition.

For more information on the Minnesota universal school breakfast study, contact Glen Strid, breakfast program coordinator, (800) 366-8922.

For additional research and information on school breakfast—and other school nutrition topics—you can subscribe to *The Journal of Child Nutrition & Management* by calling (800) 877-8822, ext. 120.



## Does breakfast make a difference in school?

ERNESTO POLLITT, PhD

### ABSTRACT

This article reviews selectively the literature on the effects of breakfast on cognition and school performance. The focus is on studies published in refereed journals after 1978 that tested those effects on well-nourished and nutritionally at-risk children. In at-risk subjects (defined by clinical history and anthropometry), a morning and overnight fast had adverse effects on cognition, particularly the speed of information retrieval in working memory. Contradictions in the data from different studies prevent definitive conclusions on whether well-nourished children experience similar functional deficits. Nonetheless, available information suggests that brain function is sensitive to short-term variations in the availability of nutrient supplies. Moreover, well-conducted evaluations suggest that the availability of feeding programs in public schools throughout the academic year increases the probability that children will eat breakfast and improve their educational status. *J Am Diet Assoc.* 1995; 95: 1134-1139.

A 1978 critical review of the literature published in 1978 on the educational benefits of school feeding programs concluded that the available studies were characterized by the absence of well-defined hypotheses, ambiguity in the definition of variables, lack of data on the validity and reliability of the measures used, and a failure to account for potential confounders (1). No definitive conclusions were justified but some tentative inferences were made on the effects of short-term fasting. An overnight and morning fast had adverse effects on children's emotional status, test performance in arithmetic and reading, and physical work output as measured by an ergometer. The provision of breakfast *seemed* to benefit students emotionally and enhanced their performance on school-type tasks. The 1978 review also concluded that studies on the long-term effects of school feeding programs were weak and offered no basis for even tentative inferences. (For another review, see reference 2).

The picture has changed over the past 17 years. New data are now available from experimental studies that assessed the effects of the timing and composition of meals on cognition and from well-conducted evaluations of school feeding programs. In addition, new studies have extended the search and investigated the relationships between metabolic (eg, glucose), physiologic (eg, cardiac acceleration), and functional (eg, attention) changes.

This article reviews studies that tested the effects of breakfast on cognition among children and adolescents and were published in refereed journals after 1978. Particular attention is given to the school breakfast program in the United States.

### THEORETICAL REASONING

Two biological mechanisms that can operate simultaneously underlie the postulated effects of breakfast on cognitive function. One involves short-term metabolic and neurohormonal changes associated with the immediate supply of energy and nutrients to the brain. The other involves the sustained contributions of breakfast to a person's health status over time. This second mechanism is particularly relevant for children whose daily dietary intake barely meets requirements.

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## Metabolic Changes

In a 24-hour period, the longest interval during which children lack an external supply of energy and nutrients is generally between the evening meal and breakfast the next morning. During overnight sleep, brain activity — except for periods of rapid eye movements — slows markedly, and regulatory mechanisms allow for a continuous supply of endogenous fuel to maintain cerebral metabolism. When the overnight fast is extended, the gradual decline of insulin and glucose levels, among other metabolic changes, could determine a stress response that interferes with different aspects of cognitive function (eg, vigilance, working memory). If these transitory metabolic changes were to occur frequently they would be likely to have cumulative adverse effects that place a child's school progress at risk. However, this issue has *not* been explored or discussed in the literature reviewed in the following sections.

## Nutritional Status Changes

Breakfast contributes to the quality and quantity of a person's daily dietary intake. For children in particular, breakfast adds substantially to their total energy, protein, carbohydrate, and micronutrient intake and increases the likelihood of meeting nutrient requirements. In populations where children are nutritionally at risk, the availability of breakfast (eg, school feeding) may make it possible for a child to be well nourished over the long term and may prevent or reverse nutrient (eg, iron) deficiencies that affect cognition (3). A theoretical issue important to the understanding of the effects of an overnight and morning fast on cognition is whether a person's past or current nutritional status modifies such effects. It is plausible, for example, that the decline in cerebral iron level likely to result from a diet that is deficient in heme intensifies the stress associated with an overnight and morning fast. Thus, the cognitive effects from this interaction would be greater than those observed among iron-replete subjects who miss breakfast.

## PROGRAMMATIC AND DESIGN ISSUES

The following literature review does not make explicit the particular differences in the generalizability (external validity) of the findings from the studies under consideration. Differences in study design do, however, have different implications for policies and programs of food assistance in the schools. The two major designs of concern here are experimental and field evaluations. Each design has its own theory and distinct advantages and disadvantages (eg, see reference 4).

Most of the studies reviewed followed experimental protocols under laboratory-type conditions and are concerned with the proposition that breakfast makes a difference in cognitive function. Some of the studies test the efficacy of particular breakfasts used by specific national programs such as those in the United States and Peru. In general, the validity of experimental studies varies: on the one hand, their internal validity is high because of the tight control of confounders; on the other hand, their external validity is limited because they do not account for issues of program implementation and eligibility criteria.

Although field evaluations of the short-term and long-term effects of food assistance programs lack the rigor of experimentation, they are the only way at present to test the effectiveness of school feeding. The data generated from well-conducted program evaluations are directly relevant and useful for policy makers concerned with programmatic activities. Effectiveness trials in particular can guide changes and improvements in these activities. This is not generally true for

efficiency studies, whose main contribution is to test whether a particular treatment does indeed work.

## LITERATURE REVIEW

The studies in this review are classified in two major categories: experimental and field. Experimental studies that tested the efficacy of the breakfast provided in a particular school breakfast program (SBP) are classified separately from the remaining studies in the first category.

In populations where children are nutritionally at risk, availability of breakfast may make it possible for a child to be well nourished over the long term and may prevent or reverse nutrient deficiencies that affect cognition

## Experimental Studies

The studies of children and adolescents included in this section followed an experimental protocol and were conducted in either a research facility or a school setting. Two studies (S. Cueto et al, 1995, unpublished data, and reference 5) are classified as studies of efficacy.

Crossover research designs were used in laboratory-type studies that exposed the same subjects to a breakfast and a no-breakfast treatment. This design allowed the investigators to bypass critical problems (eg, poor measurements of dietary intake) frequently found in SBP evaluations. These studies generally addressed the following questions:

- What effect does an overnight and morning fast have on cognitive function?
- Are these effects found across cognitive functions or are they restricted to particular processes?
- Are these effects modified by the nutritional status of the subject?
- Are there any physiologic or biochemical correlates to such effects?

Studies in Cambridge, Mass (6), and Houston, Tex (7), showed that an overnight and morning fast influenced the problem-solving performance of well-nourished, middle-class 9- to 11-year-old children. In both settings, after admission to a research center in the evening (6 PM) before the experiment, the children ate dinner (approximately 960 kcal). Later they either watched television or played table games before going to bed. At 7 AM the children were awakened and either ate breakfast (waffles and syrup, margarine, orange juice, and milk; 535 kcal) or drank a placebo (noncaloric, noncaffeinated drink). At 11:30 AM they took a battery of psychological tests and were later discharged. After a week, they returned to the center and followed the same routine except for breakfast. Those who had eaten breakfast on the first admission were given a placebo on the second admission and vice versa.

In both studies the children committed fewer errors on the day they ate breakfast than on the day they did not eat breakfast in a test that required finding the exact match of a figure (eg, chair, hen, woman) among four or eight similar