

School Breakfast in America's Big Cities: School Year 2010-2011



Food Research and Action Center

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Executive Summary

This report examines the performance of school breakfast programs in 26 large urban school districts* during the 2010–2011 school year, with the goal of monitoring their progress in increasing school breakfast participation among low-income students. Given the concentration of low-incomes among students' families in many cities, and the potential for economies of scale afforded by the large number of students, it is somewhat easier to reach children with school breakfast in large urban areas than elsewhere. Yet only half of these districts reached a majority of low-income students with the important morning nourishment they need to succeed in school.

All three districts that met FRAC's goal of reaching at least 70 low-income children with breakfast through the School Breakfast Program for every 100 low-income children who received lunch through the National School Lunch Program have district-wide breakfast in the classroom programs. These programs, where students are offered breakfast at the beginning of the school day, have emerged as the most effective strategy to get school breakfast to the large number of students who need it. It is especially effective for large, urban schools with high concentrations of free and reduced-price eligible students that can offer breakfast at no charge to all students.

Key Findings:

- **The top four school districts— Newark (NJ), Houston, Detroit, and the District of Columbia—served breakfast to 65 percent or more of the low-income students that received school lunch each day.** Detroit, Houston, and Newark achieved the goal of reaching at least 70 low-income children with breakfast for every 100 receiving lunch. If all 26 districts had reached this goal in the 2010–2011 school year, 528,916 additional children would have been eating a healthy school breakfast every day, and the districts combined would have collected an additional \$136.5 million in federal child nutrition funding.

- **The districts serving breakfast in the classroom have the highest participation rates.** The four top-performing districts feature programs in which all students are offered breakfast at no charge, with most eating in the classroom at the beginning of the school day. Of the top ten school districts, all offer breakfast free to all students throughout their district, and all but one has large-scale in-classroom breakfast programs.
- **The Houston Independent School District and the District of Columbia Public Schools increased the number of low-income students participating in breakfast the most dramatically over the past year; one key strategy in each was implementing breakfast in the classroom in nearly all elementary schools.**
- **There is increased momentum for the adoption of classroom breakfast programs, offered to all children at no charge, in large urban school districts.** Serving breakfast at the beginning of the school day dramatically increases participation by making it convenient and accessible to all, no matter how students arrive at school. Service options include breakfast in the classroom, “grab and go” breakfast service from carts or kiosks set up in school hallways or cafeterias, and breakfast after first period in middle and high schools.

**FRAC gathered information for this report through a survey sent to 36 large school districts representing a broad geographic distribution around the U.S. Twenty-six districts completed the survey. More information about the survey and methodology can be found in the Appendix.*

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About FRAC

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

For more information about FRAC, or to sign up for FRAC’s Weekly News Digest, visit www.frac.org. For information about the School Breakfast Program, go to: www.frac.org/html/federal_food_programs/programs/sbp.html

Introduction

Through robust breakfast programs, schools play an important role in ensuring the food security of children, while also supporting improved attendance, greater academic success, improved health, and reduced obesity rates. Unfortunately, too many school breakfast programs have low participation rates because they typically require children to eat in the cafeteria before school starts. As a result, some children miss this important meal because they feel singled out and self-conscious of being labeled as “low income,” while others miss it because of timing issues. When the bus is late or the morning routine falls behind schedule, the opportunity for breakfast is missed.

School breakfast improves children’s diets, increases school achievement and positive student behavior, reduces obesity, and builds lifelong healthy eating habits. A full review of the positive effects of school breakfast can be found in FRAC’s School Breakfast Outreach Center at www.frac.org. School breakfast provides an especially needed support to millions of struggling families, but with fewer than half of low-income children getting breakfast, too many children are missing out. Many of the children who do not eat breakfast start the school day unable to concentrate and not ready to learn.

This report focuses on large urban districts with many low-income students because of the great needs of their children and because of the cities’ unique position to benefit from economies of scale to increase breakfast participation. The concentration of poverty in many cities means that these districts have an especially important mission to ensure that children have access to adequate nutrition in order to learn, grow, and thrive. From every perspective—nutrition, health, education, productivity, restoring economic growth—cities should be doing much more to get children to breakfast and breakfast to children, and pulling down federal dollars to do so. This report describes the gaps in many cities’ current efforts, and the strategies they can use to reach more children.

Eligibility for Free and Reduced-Price Meals: How It Works

Any public or private nonprofit school can participate in the National School Lunch and School Breakfast Programs. School districts must apply to their administering state agency—usually the state education agency—in order to institute a lunch and/or breakfast program. Both are administered nationally through the U.S. Department of Agriculture Food and Nutrition Service. About 88 percent of schools that have lunch programs also have breakfast programs.

All students in participating schools may take part in the school meals programs. Children who live in households that participate in the Supplemental Nutrition Assistance Program (SNAP), Temporary Assistance for Needy Families (TANF) or Food Distribution Program on Indian Reservations (FDPIR) are entitled to eat at no cost and may be directly certified for school meals without separate application. Direct certification occurs for all children in SNAP households and may occur for other children who are categorically eligible—foster, homeless, migrant, or receiving TANF or FDPIR. Agencies share information with schools, through data matching, to identify these children and automatically enroll them for free school meals.

For other children, household income generally determines whether students receive free meals, reduced-price meals, or “paid” meals. Children from families with incomes at or below 130 percent of the federal poverty line receive school meals for free. Children from families with incomes between 130 percent and 185 percent of the poverty line receive school meals at a reduced price. All other participating students, officially designated as receiving paid meals, pay most of the cost for their breakfast, according to fees set by schools, often approximately \$1.00. As discussed later, however, some schools offer meals—or at least breakfasts—free to all students.

The federal government provides funds to a school (through the state) based on how many breakfasts and lunches it provides to students in each category. In the 2010-2011 school year, schools received \$1.48 for each free breakfast, \$1.18 for each reduced-price breakfast (families could be charged a maximum co-payment of 30 cents), and \$0.26 for each other breakfast served. Schools received an additional \$0.28 for each free and reduced-price breakfast served if at least 40 percent of the lunches served during the second preceding school year were free or reduced-price. (These are called “severe need” schools.)

Survey Findings

Enrollment and Student Eligibility Rates

The 26 districts that participated in this study ranged in size from 26,000 students to more than 1 million students during the 2010–2011 school year. Table A in the Appendix lists the participating districts' reported enrollment, from largest to smallest, along with the previous school year's reported enrollment. Enrollment trends within school districts can impact participation, but even districts with declining enrollment are achieving increases in breakfast participation. Also, due to the recession, most districts, even those with falling overall enrollment, had increased numbers of students qualifying for free and reduced-price meals.

The districts responding to this survey reported the percent of their student enrollment determined to be eligible for free and reduced-price meals through the National School Lunch Program. The same determination applies to breakfast. These eligibility figures provide a snapshot of the relative level of poverty and nutritional need. Table B in the Appendix shows the reported percentage of students determined to be eligible for free and reduced-price meals, as well as a total combined percentage of both free and reduced-price eligible students. The percentages varied from a low of 44 percent combined free and reduced-price eligible students in Seattle, Washington to a high of 94 percent in Memphis, Tennessee.

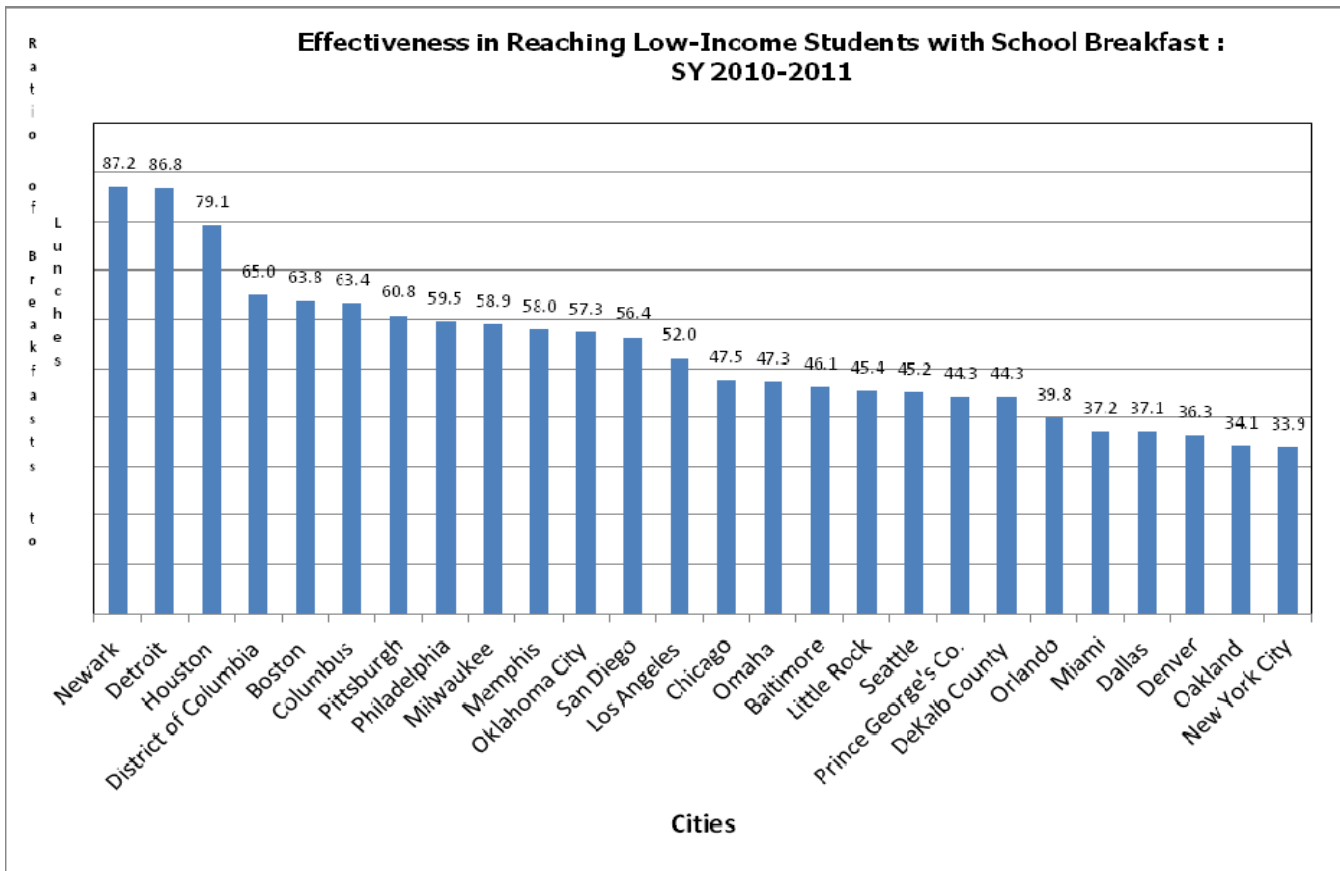
Breakfast Participation

For this report, FRAC calculated the number of low-income students – i.e. those eligible for free or reduced-price school meals – eating breakfast and lunch each day (average daily participation, or ADP) in each city by dividing the number of free and reduced-price breakfasts and lunches (respectively) served over the course of the school year by the number of days on which breakfast and lunch was served, as reported in the survey by each district.

Table 1 provides data for each district on the average daily number of low-income children participating in free or reduced-price breakfast and lunch in each district, for both the 2010-2011 and the 2009-2010 school years. Cities that were able to significantly increase daily low-income student breakfast participation included Houston by an impressive 29,957 students (45 percent increase), Denver by 2,409 (21 percent increase), Orange County (FL) by 4,848 students (18 percent increase), District of Columbia by 1,818 students (18 percent increase), Memphis by 3,019 students (9 percent increase), and Philadelphia by 4,141 students (8 percent increase).

New Meal Regulations: Increasing Breakfast Participation Supports Quality Improvements

The U.S. Department of Agriculture on January 25 issued new rules for schools to follow in order to improve nutrition quality. As schools prepare to implement the new federal standards for breakfast over the next three school years, it is more important than ever for them to increase participation in their breakfast programs. Schools with higher breakfast participation rates are able to maximize savings from economies of scale both in food purchases and labor costs. Each breakfast served brings in federal dollars (and in some cases additional state funding and student payments). The additional revenue improves the financial health of the school's nutrition programs and can be used to offer the healthy food required by the new regulations, such as fresh fruit instead of juice. Not only does this help schools meet the revised nutrition standards, but it also helps them meet their students' nutritional needs and improve health and academic achievement. For more information on the new school meal requirements: <http://frac.org/federal-foodnutrition-programs/school-breakfast-and-lunch/>



Effectiveness in Reaching Low-Income Students with School Breakfast

FRAC uses free and reduced-price participation in the school lunch program as a benchmark against which to measure low-income student participation in school breakfast. Because there is broad participation in the lunch program by low-income students in districts around the country, it is a fair measurement of how many students could and should be benefiting from school breakfast each day. Nationally, for every 100 low-income children who ate free or reduced-price lunch, 48.2 low-income children ate free or reduced-price breakfast on an average day in school year 2010–2011. In many of the best performing states, the ratio is about 60:100 – in a few cases well above that level.

A challenging, yet achievable, goal for large urban districts is to serve breakfast to at least 70 out of 100 low-income students who eat school lunch. Their large student populations allow them to benefit from economies of scale, and the concentration of free and reduced-price eligible students translates into larger federal reimbursements for the meals served. Most importantly, the concentrations of poor children in these urban areas present districts with the imperative to ensure that children have access to adequate nutrition in order to learn, grow, and thrive.

Table 2 ranks the districts in the report based on the ratio of low-income students eating school breakfast compared to lunch, and compares the 2010-2011 school year with the previous school year. Only three districts—Detroit, MI, Houston, TX and Newark, NJ—met or exceeded the goal of 70 percent low-income student breakfast participation in school year 2010-2011. Four additional districts exceeded a breakfast to lunch ratio of 60:100 low-income students. An additional six of the 26 urban districts in this study served breakfast to more than half of their low-income students that received lunch each day. Thirteen districts were below the national average (48.2:100).

Reaching All Children Who Need School Breakfast: The Nutritional and Fiscal Benefits

Uneaten meals represent substantial harm to children's health and development. When children eat breakfast at school, it reduces hunger, absenteeism, tardiness and nurse visits, and improves nutrition and student achievement. There is compelling evidence that school breakfast prevents obesity, while improving children's health and nutrition. Research confirms that students in schools that offer school breakfast free to all children are more likely to eat a nutritionally substantive breakfast compared to students in schools with a traditional means-tested school breakfast program. These findings underscore the need to increase school breakfast participation for cities that are committed to reducing obesity and improving student health and achievement. A new FRAC Issue Brief, [Breakfast for Health](#), highlights links between school breakfast and favorable health outcomes.

Missed school breakfast meals also add up to tens of millions of dollars in federal child nutrition funding going unclaimed by districts every year. Each school day in school year 2010–2011, schools lost at least \$1.48 in federal nutrition funding for every child who would have received a free breakfast and \$1.18 for every child who would have received a reduced-price breakfast, but who was not served. An additional \$0.28 in federal funds per child per meal were forfeited if those low-income children attended a “severe need” school—one of the thousands of schools in which at least 40 percent of lunches served were free or reduced-price.

If each district in this survey had provided at least 70 low-income children with breakfast (through the School Breakfast Program) for every 100 low-income children that received lunch (through the National School Lunch Program) in the 2010–2011 school year, an additional 528,916 students would have eaten a healthy school breakfast every day and the 26 districts would have received an additional \$136.5 million in child nutrition funding. **Table 3** provides these data for each district in the report, arranged from the highest to lowest amount of dollars lost. Most of the lost revenue and unserved low-income students are clustered in the largest districts, with nearly one third in New York City alone. The New York City Department of Education would have collected \$50.95 million in additional federal funds, and served an additional 193,785 low-income students, if it met the 70:100 ratio. But fifteen districts failed to collect at least \$1 million. In these districts, the unnecessary loss of federal breakfast dollars hurts children and schools.

Offering Breakfast Free to All Children and Breakfast in the Classroom

All of the districts in this report have schools with high concentrations of poverty. In such schools, there are important options to reach many more children with breakfast. The pace at which districts are able to implement these programs depends on a range of factors: administrative support, financial resources for start-up expenses, and buy-in from the school community (parents, principals, teachers, janitors, and other school support personnel). This section provides information about and examines the effectiveness of urban school districts' efforts to increase breakfast participation through the implementation of such programs. **Table 4** summarizes this information.

Offering Breakfast Free to All Children

Programs that offer meals at no charge to all students, regardless of income, (sometimes called “universal”) help reach more children. The traditional means-tested school breakfast served in the cafeteria before school (in which the higher income children pay) creates a sense among the children that the program is just “for poor kids.” (This is less true for lunch, at least through middle school, because typically all children go into the cafeteria for lunch.)

Offering all children breakfast at no charge reduces the stigma, making school breakfast more attractive. Serving breakfast free to everyone can be done in the cafeteria, but it also helps schools implement programs such as breakfast in the classroom or offering breakfast from “grab and go” carts in the hallways at the start of the school day. Of the 26 large urban school districts surveyed in this report, only one—Seattle Public Schools—does not offer breakfast free to all students, regardless of income, at some or all of their schools.

Provision 2

Of the 25 districts in this study that offer breakfast free to all children in all or many of their schools, twelve use “Provision 2” of the National School Lunch Act as a funding structure. Provision 2 enables schools to offer meals (breakfast and/or lunch) at no charge to all of their students, while reducing paperwork and administrative costs. Under Provision 2, all students, regardless of income, are offered free meals. Schools collect applications for free and reduced-price meals only once every four years. The reimbursement rate for meals for all four years is based on the percentage of meals in the school that are served in each category (free, reduced-price, and paid) during the “base year.” Provision 2 schools are responsible for the difference between the cost of serving meals at no charge to all students and the federal reimbursement for the meals.

The increased participation, resulting in increased federal reimbursement, and the significant administrative savings (e.g., fewer applications to process) associated with Provision 2 help offset all or much of the cost differential.

Community Eligibility: New Option for Universal Free Meals

Community Eligibility is the newest option for offering both breakfast and lunch at no charge to students in schools with high percentages of low-income students. A formula based on direct certification data is the basis for reimbursements instead of paper applications. Any school with 40 percent or more students directly certified for free meals (i.e. cross-certified from SNAP/Food Stamps, TANF cash assistance or FDPIR benefits) can use this option. It is being implemented in the 2011-2012 school year in three states –Illinois, Kentucky and Michigan. Four more states will be selected to participate in this option in each of the next two school years, and it will be available nationwide in the 2014-2015 school year.

Breakfast in the Classroom

Twenty-three of the 26 districts in this study had some type of alternative breakfast service method—where breakfast is served after the school day begins—in at least some of their schools during the 2010–2011 school year. Districts used a variety of methods, including “grab and go,” and breakfast after first period for middle and high school students. Allowing students to eat in the classroom dramatically increases participation by making it convenient and accessible to all. It helps families whose early morning schedules make it difficult to fit in breakfast—either at home or in the cafeteria before school starts—due to long commutes and nontraditional work hours. Also, it eliminates the problem caused by tight school bus schedules or school security lines when students do not always arrive at school in time for breakfast before the first bell rings. Newark, Detroit, Houston and the District of Columbia reached the largest percentage of low-income students by requiring breakfast in the classroom in almost all K–8 schools.

Alternative Service Methods

Breakfast in the Classroom: Students eat breakfast in their classrooms, either at the beginning of the school day or early during the day. Often, breakfast is brought to classrooms from the cafeteria in containers or served from carts in the hallways by food service staff.

“Grab and Go”: All the components of school breakfast are conveniently packaged so students can easily grab a reimbursable meal quickly from the cafeteria line or from carts elsewhere on school grounds. Depending on the school’s rules, students can eat in the classroom, or somewhere else on campus.

Breakfast after First Period or “Second Chance Breakfast”: Usually implemented in middle and high schools, this method allows students time after their first period to obtain breakfast from the cafeteria or carts in the hallway, or to eat in the classroom or cafeteria. Computerized systems ensure that children receive only one breakfast each day.

Breakfast in the Classroom Successes

D. C. Public Schools: Impact of the Healthy Schools Act

The District of Columbia is the first city to legislate breakfast in the classroom, through its Healthy Schools Act. All elementary schools with more than 40 percent of the students qualifying for free or reduced-price meals (most of the schools meet this criterion) must serve breakfast in the classroom. All middle and high schools with more than 40 percent of the students qualifying for free or reduced-price meals must serve breakfast either in the classroom or through another alternative such as “grab and go”. In the 66 D.C. Public School elementary schools with some form of breakfast in the classroom, 77 percent of students were eating breakfast on average each day in the first half of school year 2011-2012 — an increase of six percentage points from school year 2010-2011 and 30 percentage points from school year 2009-2010. DC Hunger Solutions’ report of the school year 2010-2011 data is available at www.dchunger.org/pdf/dc_classroom_breakfast_2010-2011report.pdf.

Houston Independent School District: “First Class Breakfast” Goes District-Wide

The “First Class Breakfast” program, started in September 2006 as a pilot program in 20 schools, now gives all K – 8 students the option of having their morning meal at their desks at the beginning of each school day. The meals are free to all students, and are available in all Houston elementary and middle schools as of Fall 2010. The program features a delivery method that is quick – designed to take no more than 15 minutes for the entire process. As soon as the first bell rings, a cafeteria staff member delivers individual breakfasts to students at each classroom door. Insulated service carts help ensure that hot food stays hot and cold food stays cold. As a result of the program, the participation rate in breakfast went from approximately 45 percent in 2006 to the current 79 percent in 2011.

Memphis City Schools: Leveraging Partnerships

Memphis increased breakfast participation by more than 3,000 students per day in school year 2010-11 through effective implementation of breakfast in the classroom. With support from the Partners for Breakfast in the Classroom Project, funded by the Walmart Foundation, the district was able to implement breakfast in the classroom in 20 schools. This partnership helped bring together all major stakeholders in the district – administrators, principals, teachers, custodians and parents - to build a strong breakfast in the classroom program. All students are offered the breakfast option regardless of income. Each morning, food is delivered to classrooms before the teacher takes attendance. Children have a choice of a hot item, like a sausage and whole grain biscuit, or a cold item, such as yogurt and granola. Memphis Schools’ dietitian Kim Stewart says, “The teachers check roll while the children are eating, and then they explain their morning board work. The teachers are saying the students are more focused, and more children are getting there on time so they can eat breakfast.” The district is expanding the program in 2011-2012, with a goal of doubling the number of schools participating.

Conclusion

Large urban school districts need to do much more to reach children with school breakfast and reap the nutritional, health and educational benefits it brings. This report shows that school districts that offer breakfast in the classroom free to all students have the highest participation rates. The increased participation and resulting increased federal reimbursements, coupled with the economies of scale and lower administrative costs, often help districts do this and break even or come out ahead financially. More districts and schools need to move to this model and experience its positive outcomes—higher attendance, lower absenteeism, better health, reduced behavior problems, fewer visits to the school nurse, reduced obesity, and higher student achievement.

Table 1: Average Daily Participation (ADP) for Low- Income Students in Lunch and Breakfast for SY 2009-10 and SY 2010-11

School District	Free and Reduced-Price Breakfast ADP in SY 09–10	Free and Reduced-Price Breakfast ADP in SY 10-11	Percent Change	Free and Reduced-Price Lunch ADP in SY 09–10	Free and Reduced-Price Lunch ADP in SY 10-11	Percent Change
Little Rock School District	5,607	5,501	-1.9%	12,637	12,104	-4.2%
Seattle Public Schools	6,456	6,120	-5.2%	13,219	14,290	+8.1%
Oakland Unified School District	5,850	6,308	+7.8%	18,298	18,510	+1.1%
Pittsburgh Public Schools	9,226	9,278	+0.5%	15,175	15,261	+0.5%
District of Columbia Public Schools	10,275	12,093	+17.7%	21,250	18,604	-12.4%
Omaha Public Schools	12,808	13,545	+5.7%	27,027	28,626	+5.9%
Denver Public Schools	11,363	13,772	+21.2%	29,465	37,938	+28.7%
Oklahoma City Public Schools	*	16,059	*	*	28,013	*
Columbus City Schools (OH)	19,486	19,771	+1.5%	31,961	31,203	-2.4%
Boston Public Schools	22,379	20,544	-8.2%	32,586	32,211	-1.1%
Baltimore City Public Schools	19,669	20,868	+6.0%	44,013	45,251	+2.8%
Newark Public Schools	22,050	20,894	-5.2%	23,465	23,968	+2.1%
Prince George's Co. PS (MD)	22,490	23,809	+5.9%	52,216	53,687	+2.8%
DeKalb Co. Public Schools (GA)	*	24,896	*	*	56,241	
Milwaukee Public Schools	27,288	28,097	+2.9%	47,983	47,682	-0.6%
Detroit Public Schools	36,713	31,025	-15.5%	43,420	35,728	-17.7%
Orange Co. Public Schools (FL)	26,841	31,689	+18.1%	76,538	79,577	+4.0%
Memphis City Schools	32,861	35,880	+9.2%	68,146	67,230	-1.3%
Dallas Independent School District	44,209	40,558	-8.2%	111,711	109,288	-2.2%
San Diego Unified School District	38,554	41,720	+8.2%	64,237	73,936	+15.1%
Philadelphia School District	48,849	52,990	+8.5%	87,843	89,122	+1.4%
Miami-Dade County Schools	62,986	62,487	-0.8%	168,324	168,047	-0.2%
Houston Independent School District	66,245	96,202	+45.2%	117,821	121,572	+3.2%
Chicago Public Schools	112,526	115,989	+3.1%	261,839	244,220	-6.7%
Los Angeles Unified School District	196,259	168,780	-14.0%	349,867	324,272	-7.3%
New York City Dept. of Education	180,168	182,320	+1.2%	527,933	537,293	+1.8%

* Data not collected

Table 2: City Effectiveness in Reaching Low-Income Students with School Breakfast (SBP) as Ratio to School Lunch (NSLP) Participation, and Comparison of School Years 2010–2011 and 2009–2010

School District	Free & Reduced-Price Students in SBP per 100 in NSLP SY 2010–11	Rank	Free & Reduced-Price Students in SBP per 100 in NSLP SY 2009–10	Rank
Newark Public Schools (NJ)	87.2	1	94.0	1
Detroit Public Schools	86.8	2	84.6	2
Houston Independent School District	79.1	3	56.2	9
District of Columbia Public Schools	65.0	4	48.4	14
Boston Public Schools	63.8	5	68.7	3
Columbus City Schools	63.4	6	61.0	4
Pittsburgh Public Schools	60.8	7	60.8	5
Philadelphia School District	59.5	8	55.6	12
Milwaukee Public Schools	58.9	9	56.9	8
Oklahoma City Public Schools	57.3	10	*	^
San Diego Unified School District	56.4	11	60.0	6
Memphis City Schools	53.4	12	48.2	15
Los Angeles Unified School District	52.0	13	56.1	10
Chicago Public Schools	47.5	14	43.0	22
Omaha Public Schools	47.3	15	47.4	16
Baltimore City Public Schools	46.1	16	44.7	19
Little Rock School District	45.4	17	44.4	20
Seattle Public Schools	45.2	18	46.8	17
Prince George's Co. Public Schools (MD)	44.3	19	43.1	21
DeKalb County School District (GA)	44.3	20	*	^
Orange County Public Schools (FL)	39.8	21	35.1	26
Miami-Dade Co. Public Schools	37.2	22	37.4	25
Dallas Independent School District	37.1	23	39.6	23
Denver Public Schools	36.3	24	38.6	24
Oakland Unified School District	34.1	25	32.0	28
New York City, Department of Education	33.9	26	34.1	27

* Data not collected

^ Not ranked in the 2009–2010 report

Shaded boxes = 13 districts that improved their ratio between SY 2009-10 and 2010-11

Table 3: School Districts' Additional Funding and Participation if 70 Low-Income Students Were Served School Breakfast (SBP) Per 100 Served School Lunch (NSLP)

School District	Ratio of Low-Income SBP Students to 100 Low-Income NSLP Students	Additional Low-Income Students Served if 70 SBP per 100 NSLP	Additional Annual Funding if 70 Low-Income Students Served SBP per 100 NSLP
New York City Dept. of Education	33.9	193,785	\$50,954,409
Los Angeles Unified School District	52.0	58,210	\$14,840,950
Miami-Dade Co. Public Schools	37.2	55,146	\$14,428,327
Chicago Public Schools	47.5	54,965	\$13,530,579
Dallas Independent School District	37.1	35,944	\$9,137,561
Orange County Public Schools	39.8	24,015	\$6,295,390
DeKalb County School District	44.3	14,473	\$3,727,338
Prince George's Co. Public Schools	44.3	13,771	\$3,608,440
Denver Public Schools	36.3	12,784	\$3,138,562
Baltimore City Public Schools	46.1	10,808	\$2,737,963
Philadelphia School District	59.5	9,396	\$2,427,536
Memphis City Schools	53.4	8,078	\$2,151,860
Oakland Unified School District	34.1	6,649	\$1,748,360
Omaha Public Schools	47.3	6,493	\$1,544,014
Milwaukee Public Schools	58.9	5,280	\$1,361,082
Seattle Public Schools	45.2	3,546	\$879,438
Oklahoma City Public Schools	57.3	3,549	\$869,003
Little Rock School District	45.4	2,972	\$811,216
San Diego Unified School District	56.4	2,642	\$667,782
Boston Public Schools	63.8	2,004	\$526,435
Columbus City Schools	63.4	2,071	\$520,912
Pittsburgh Public Schools	60.8	1,405	\$362,944
District of Columbia Public Schools	65.0	930	\$247,185
Houston Independent School District	79.1	*	*
Detroit Public Schools	86.8	*	*
Newark Public Schools	87.2	*	*
TOTAL		528,916	\$136,517,287

* Already exceeds 70 free and reduced-price school breakfasts per 100 free and reduced-price school lunches

Table 4: Schools in Districts Offering Breakfast Free to All and Breakfast in the Classroom*

School Districts	Breakfast Free to All	Provision 2 [^]	Breakfast In the Classroom*	Ratio of low-income students eating breakfast compared to lunch
Newark Public Schools	All	No	Most	87.2
Detroit Public Schools	All	No	Most	86.8
Houston Independent School District	All	No	Most	79.1
District of Columbia Public Schools	All	Yes	Most	65.0
Boston Public Schools	Partial	Yes	Some	63.8
Columbus City Schools	All	No	Some	63.4
Pittsburgh Public Schools	All	Yes	None	60.8
Philadelphia School District	All	No	Most	59.5
Milwaukee Public Schools	Partial	No	Most	58.9
Oklahoma City Public Schools	All	No	Some	57.3
San Diego Unified School District	Partial	Yes	Some	56.4
Memphis City Schools	All	No	Some	53.4
Los Angeles Unified School District	Partial	Yes	Some	52.0
Chicago Public Schools	All	No	Some	47.5
Omaha Public Schools	All	Yes	Some	47.3
Baltimore City Public Schools	All	Yes	Some	46.1
Little Rock School District	Partial	Yes	Some	45.4
Seattle Public Schools	None	No	None	45.2
Prince George's Co. Public Schools	Partial	No	Some	44.3
DeKalb County Schools	Partial	Yes	Some	44.3
Orange County Public Schools	Partial	Yes	Some	39.8
Miami-Dade County Public Schools	All	No	None	37.2
Dallas Independent School District	Partial	No	Some	37.1
Denver Public Schools	All	No	Some	36.3
Oakland Unified School District	Partial	Yes	Some	34.1
New York City Dept. of Education	All	Yes	Some	33.9

[^] “Provision 2” of the National School Lunch Act enables schools to offer breakfast at no charge to all of their students, while reducing paperwork and administrative costs.

* In this chart “breakfast in the classroom” also includes “grab and go” and breakfast after first period

Appendices

The Survey

In the summer of 2011, FRAC sent a survey regarding school year 2010-2011 school breakfast participation and practices to 35 large urban school districts. FRAC selected the districts based on size and geographic representation, seeking to look at not just the nation's largest districts but at the largest school districts in a substantial number of states. School food service staff in 26 districts responded between August and November 2011.

The major goals of the survey were:

- To determine the extent to which these districts reach low-income children with the School Breakfast Program and assess trends;
- To consider the additional number of low-income students who would be served if the districts achieved higher participation rates and determine the federal dollars lost to the districts as a result of not providing these meals;
- To monitor progress and examine the effectiveness of school districts' efforts to increase school breakfast participation through the provision of "universal" breakfast (breakfast offered at no charge to all students) and the implementation of programs where breakfast is eaten in the classroom at the beginning of the school day; and
- To collect information on promising practices in the districts that might serve as national models for increasing school breakfast participation by low-income students.

Methodology

The data in this report were collected directly from the school districts' food and nutrition department personnel through an email survey and follow-up phone interviews.

Student Participation

Student participation data are based on the total number of breakfasts and lunches served during the school year, with average daily participation determined by dividing the data by the number of serving days provided by each district.

The Cost of Low Participation Rates

The cost estimate is based on a calculation of the average daily number of children receiving free or reduced-price breakfasts for every 100 children receiving free or reduced-price lunches during the same school year. FRAC then calculated the number of additional children who would be reached if each district reached a ratio of 70 in breakfast to 100 in lunch. FRAC then multiplied this unserved population by the reimbursement rate for 169 school days of breakfast. (While some districts served breakfast for more or fewer days during the 2010–2011 school year, 169 was the national average.) FRAC assumed each district's mix of free and reduced-price students would apply to any new participants, and conservatively assumed that no additional student's meal would be reimbursed at the higher rate that "severe need" schools receive.

Table A: Total Student Enrollment

School District Name	SY 2009–10 Total Enrollment	SY2010-11 Total Enrollment
New York City Department of Education, NY	1,093,000	1,109,000
Los Angeles Unified School District, CA	628,169	628,814
Chicago Public Schools, IL	382,147	378,459
Miami-Dade County Public Schools, FL	337,066	337,128
Houston Independent School District, TX	199,218	197,108
Orange County Public Schools, FL	176,585	175,321
Philadelphia School District, PA	165,095	162,500
Dallas Independent School District, TX	158,210	155,524
San Diego Unified School District, CA	133,633	131,214
Prince George's County Public Schools, MD	127,039	126,686
Memphis City Schools, TN	110,233	105,000
DeKalb County Public Schools, GA	*	97,917
Baltimore City Schools, MD	83,676	85,367
Milwaukee Public Schools, WI	82,972	82,444
Denver Public Schools, CO	78,500	78,428
Detroit Public Schools, MI	87,685	78,384
Boston Public Schools, MA	56,594	56,856
Columbus Public Schools, OH	52,242	49,721
Omaha Public Schools, NE	47,386	47,060
Seattle Public Schools, WA	44,521	45,771
District of Columbia Public Schools, DC	44,269	44,848
Oklahoma City Public Schools, OK	*	41,037
Oakland Unified School District, CA	38,163	38,763
Newark Public Schools, NJ	39,316	38,482
Pittsburgh Public Schools, PA	27,599	27,399
Little Rock School District, AK	25,837	25,685

* Data not collected

Table B: Percent of Students Determined to be Eligible for Free and Reduced-Price School Meals

School District	Percent of Students Eligible for Free Meals 2010-11	Percent of Students Eligible for Reduced-Price Meals 2010-11	Percent of Students Eligible for Free and Reduced-Price Meals 2010-11
Baltimore City Public Schools	76.7%	7.0%	83.7%
Boston Public Schools	69.7%	7.1%	76.8%
Chicago Public Schools	77.9%	6.6%	84.5%
Columbus City Schools	73.9%	5.6%	79.5%
Dallas Independent School District	83.5%	4.7%	88.2%
DeKalb County School District	64.7%	6.7%	71.4%
Denver Public Schools	61.1%	6.8%	67.9%
Detroit Public Schools	82.1%	2.2%	84.3%
District of Columbia Public Schools	57.4%	4.9%	62.3%
Houston Independent School District	74.7%	6.7%	81.4%
Little Rock School District	61.7%	8.4%	70.1%
Los Angeles Unified School District	70.3%	9.4%	79.7%
Memphis City Schools	90.3%	4.0%	94.3%
Miami-Dade Co. Public Schools	65.6%	8.0%	73.6%
Milwaukee Public Schools	77.0%	4.0%	81.0%
New York City, Dept. of Ed.	59.6%	4.8%	64.4%
Newark Public Schools	75.0%	7.2%	82.2%
Oakland Unified School District	62.9%	6.0%	68.9%
Oklahoma City Public Schools	83.8%	4.6%	88.4%
Omaha Public Schools	60.0%	8.9%	68.9%
Orange County Public Schools	50.2%	6.9%	57.1%
Philadelphia School District	69.6%	7.6%	77.2%
Pittsburgh Public Schools	63.1%	5.5%	68.6%
Prince George's Co. Public Schools	45.6%	8.8%	54.4%
San Diego Unified School District	37.7%	8.0%	45.7%
Seattle Public Schools	36.0%	7.9%	43.9%

Data are the percentage of a district's student enrollment determined to be eligible for free and reduced-price meals through direct certification and paper applications.

School District Contacts

School District	Name	Title	Phone	E-mail Address
Baltimore City Public Schools, MD	Mellissa Honeywood	Chef/Dietician	410-396-8768	mhoneywood@bcps.k12.md.us
Boston Public Schools, MA	Michael Peck	Director	617-635-9143	mpeck@boston.k12.ma.us
Chicago Public Schools, IL	Louise Esaian	Director of Logistics	773-553-2833	lesaian@cps.k12.il.us
Columbus City Schools, OH	Joe Brown	Food Service Director	614-365-5671	jbrown@columbus.k12.oh.us
Dallas Independent School District, TX	Dora Rivas	Executive Director	214-932-5503	drivas@dallasisd.org
DeKalb County Public Schools, GA	Joyce Wimberly	Nutrition Director	678-676-0156	Joyce_r_wimberly@fc.dekalb.k12.ga.us
Denver Public Schools, CO	Theresa Hafner	Executive Director	720-423-5611	theresa_hafner@dpsk12.org
Detroit Public Schools, MI	Betti Wiggins	Executive Director	313-578-7220	betti.wiggins@detroitk12.org
District of Columbia Public Schools	Jeffrey Mills	Director, Food Services	202-574-7603	jeffrey.mills@dc.gov
Houston Independent School District, TX	Julie Spreckelmeyer	Director of Communications	713-491-5835	jsprecke@houstonisd.org
Little Rock School District, AR	Lilly Bouie	Director of Nutrition	501-447-2452	Lilly.bouie@lrzd.org
Los Angeles Unified School District, CA	Dennis Barrett	Director, Food Services Division	213-241-2993	dennis.barrett@lausd.net
Memphis City Schools, TN	Anthony Geraci	Food Service Director	901-416-5556	GERACIA@mcsk12.net
Miami-Dade County Public Schools, FL	Susan Rothstein	Coordinator, Nutritional Wellness	786-275-0438	srothstein@dadeschools.net
Milwaukee Public Schools, WI	Tina Barkstrom	Interim Administrator	414-475-8362	barksttm@milwaukee.k12.wi.us
Newark Public Schools, NJ	Tonya Riggins	Director of Food Services	973-733-7172	triggins@nps.k12.nj.us
New York City Dept. of Education, NY	Robert Deschak	Strategic Initiatives, School Food	718-707-4334	rdeschak@schools.nyc.gov
Oakland Unified School District, CA	Jennifer LeBarre	Director	510-879-8345	Jennifer.lebarre@ousd.k12.ca.us
Oklahoma City Public Schools, OK	Steve Gallagher	Director	405-587-1020	stgallagher@okcps.org
Omaha Public Schools, NE	Tammy Yarmon	Director	402-557-2230	Tammy.Yarmon@ops.org

Orange County Public Schools, FL	Lora Gilbert	Director	407-317-3963	Lora.gilbert@ocps.net
Pittsburgh Public Schools, PA	Curtistine Walker	Acting Director	412-488-3312	cwalker2@pghboe.net
Philadelphia School District, PA	Wayne Grasela	Director	215-400-5531	wgrasela@philasd.org
Prince George's County Public Schools, MD	Joan Shorter	Director	301-952-6537	jshorter@pgcps.org
San Diego Unified School District, CA	Joanne Tucker	Food Services Marketing Coord.	858-627-7316	jtucker@sandi.net
Seattle Public Schools, WA	Wendy Weyer	Acting Director	206-252-0685	wweyer@seattleschools.org