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LRM ID: MDH145

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
Washington, D.C. 20503-0001

Monday, March 9, 1998

URGENT

LEGISLATIVE REFERRAL MEMORANDUM

TO: Legislative Liaison Officer - See Distribution below
FROM: Janet R. Forsgren (for) Assistant Director for Legislative Reference
OMB CONTACT: Melinda D. Haskins
PHONE: (202)395-3923 FAX: (202)395-6148
SUBJECT: AGRICULTURE Testimony on Child Nutrition Programs
DEADLINE: *X* 2 PM Monday, March 9, 1998 *TODAY X X X*

In accordance with OMB Circular A-19, OMB requests the views of your agency on the above subject before advising on its relationship to the program of the President. Please advise us if this item will affect direct spending or receipts for purposes of the "Pay-As-You-Go" provisions of Title XIII of the Omnibus Budget Reconciliation Act of 1990.

COMMENTS: Attached is USDA's (Cooney) testimony for tomorrow's (3/10/98) hearing before the House Subcommittee on Early Childhood, Youth, and Families on child nutrition programs.

THIS DEADLINE IS FIRM. IF WE DO NOT HEAR FROM YOU BY THE COMMENT DEADLINE, WE WILL ASSUME THAT YOU HAVE NO OBJECTION.

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LRM ID: MDH145 SUBJECT: AGRICULTURE Testimony on Child Nutrition Programs

RESPONSE TO
LEGISLATIVE REFERRAL
MEMORANDUM

If your response to this request for views is short (e.g., concur/no comment), we prefer that you respond by e-mail or by faxing us this response sheet. If the response is short and you prefer to call, please call the branch-wide line shown below (NOT the analyst's line) to leave a message with a legislative assistant.

You may also respond by:

(1) calling the analyst/attorney's direct line (you will be connected to voice mail if the analyst does not answer); or

(2) sending us a memo or letter

Please include the LRM number shown above, and the subject shown below.

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The following is the response of our agency to your request for views on the above-captioned subject:

_____ Concur

_____ No Objection

_____ No Comment

_____ See proposed edits on pages _____

_____ Other: _____

_____ FAX RETURN of _____ pages, attached to this response sheet

**TESTIMONY OF
EDWARD M. COONEY
DEPUTY ADMINISTRATOR
SPECIAL NUTRITION PROGRAMS
FOOD AND NUTRITION SERVICE
U.S. DEPARTMENT OF AGRICULTURE
BEFORE THE
SUBCOMMITTEE ON EARLY CHILDHOOD, YOUTH AND FAMILIES
COMMITTEE ON EDUCATION AND THE WORKFORCE
US HOUSE OF REPRESENTATIVES**

MARCH 10, 1998

Good morning, Mr. Chairman and Members of the Committee. I am Ed Cooney, Deputy Administrator, Special Nutrition Programs, Food and Nutrition Service, U.S. Department of Agriculture (USDA). I am responsible for overseeing the Child Nutrition Programs, the Commodity Distribution Programs, and the Special Supplemental Nutrition Program for Women, Infants and Children, commonly known as WIC. I commend the Committee for its leadership and commitment to these programs - I know that working together we can make the programs better in order to assist children and needy adults in the best traditions of good Government and service.

With me today is Mr. George Bralcy, Associate Administrator, at the Food and Nutrition Service (FNS), who many of you already know from his many dedicated years of service with the agency. You have our pledge to assist you and your staffs in any way we can as we work through the child nutrition reauthorization process.

First, I will discuss the Child Nutrition Programs and then I will talk about the WIC Program. The Child Nutrition Programs are not only vitally important but have had

astounding success. These programs have their foundation in nutrition, and the nutrition assistance they provide supply children with the food they need and low-income adults with help to meet their families' food budget. Every day, 26 million school children eat a nutritious school lunch, about half of which are for at-risk students. About 7 million children each day eat a school breakfast - and about 85 percent of these are children who come from families at or near the poverty level.

Recent studies have shown that school meals meet or exceed the Recommended Dietary Allowances for key nutrients. In fact, in this respect, school lunches are superior to any other choice made by students. Under requirements enacted by the Congress, and with technical assistance from USDA, school meals are getting better - schools are helping students meet the Dietary Guidelines using a variety of approaches. I know from my experience in my former position that a hungry child cannot learn. The availability of school meals is an absolute necessity if we are to fulfill our national goal of preparing children for life long learning.

Low-income children served by the National School Lunch and School Breakfast Programs need the basic nutrition assistance not just during the school year, but in the summer months as well. The Summer Food Service Program fills that critical need, providing meals at schools and recreational sites during the summer. We have made a concerted effort to reach more children in the summer program but still only a fraction of needy children who eat a school lunch in the school year also receive a meal in the Summer Food Service Program.

The Child and Adult Care Food Program (CACFP) provides assistance in reimbursements and food to child and adult care programs across the country and makes nutritious meals available to serve preschoolers and elementary age children in child care arrangements and also to impaired adults who need day care services. Last year, CACFP subsidized over a billion and a half meals to children in day care homes, children in family day care, and impaired adults in adult day care settings.

The Administration strongly supports reauthorization of all the expiring Child Nutrition Programs. They are critical components to our work to improve education for children. Their health and their overall well-being is enhanced through the availability of quality child care. I am confident that, working together, we can reauthorize the programs and make some important changes to respond to concerns that the child nutrition community has expressed.

In looking forward to child nutrition reauthorization, Under Secretary Shirley Watkins has kept four broad principles in mind: access, simplification, integrity and safety. If we improve access to the programs, if those who need the benefits but are blocked by some inefficient system can get help, then we will have done our job. If we can simplify, if we can snip more red tape, we will have done our job. If we make sure that the proper controls are in place so that no one robs the taxpaying citizen or the needy child, then we will have done the right thing. And if we keep our vigilance high, and make sure that what our kids are getting is of the highest quality and its safety is assured, we will have done our job.

We have done our homework over the past several months, and we have asked a number of people in a number of places about child nutrition reauthorization. Under Secretary Watkins has held "listening sessions", and has attended "roundtable" discussions all over this country. We have participated in conferences and have held some of our own. For example, in November 1997, in Portland, Oregon, we heard directly from the child nutrition state directors. Also in November, Yvette Jackson, the new Administrator of the Food and Nutrition Service, held a listening session with House and Senate Congressional staff to hear their input on child nutrition issues. At our Summer Food Service Program meeting in January 1998, we heard from members of the summer food service community. We also held "listening sessions" on the WIC program reauthorization issues.

Needless to say, at all these sessions, roundtables, and conferences, there were a great many ideas and issues brought forward; some we can do administratively, some need legislation but cost no additional funds, and many others that require not only legislation but also new spending. We are in the final stages of development of our legislative package - and I expect it will be forwarded to you soon. This package will be budget-neutral; we will propose savings to offset the new spending we believe is critical to the future of the programs.

I did say that some of the ideas could be done without further legislation - let me give you a sneak preview. We have been listening and now we are acting - Under Secretary Watkins has announced a two-year extension of the waiver to the "weighted averages" provision in the National School Lunch Program. Other changes are forthcoming.

Let me now list a few of the legislative issues we heard at the recent Summer Food Service Program (SFSP) Meetings:

- Currently, non-profit organizations can only serve 20 sites; we propose to raise that up to 25 sites. Also, there is a limit on the total number of children that can be served. We think that limit should be eliminated.
- Adjust reimbursement rates for Alaska and Hawaii, just as we do in other programs.
- Allow commercial vendors to supply meals to non-profit organizations.
- Remove the March 1 deadline for expressing interest in operating SFSP to give non-profits more time to plan.

From the child care community we heard the following:

- Reinstate Even Start categorical eligibility in the CACFP.
- Move the Homeless Children Nutrition Program into the CACFP and make it permanent.
- Allow meal supplements in programs that serve at-risk youth age 12-18.

And finally, in the National School Lunch Program and School Breakfast Program, we have heard:

- Continue to streamline program operations.
- Make sure the lunch period is long enough for good nutrition.
- Provide adequate funds for the Nutrition Education and Training Program (NET).
- Continue to provide Team Nutrition tools to local schools to help them meet the Dietary Guidelines.

Mr. Chairman, I think these and many more of the suggestions that have been brought to our attention deserve careful review as we work on reauthorization.

The broad goals and issues that I have touched on today are not accomplished alone, nor are they done solely by amending a statute or rewriting a regulation. It takes teamwork. It takes a partnership with all those groups interested in our programs, and we intend to do more to make sure these partnerships are more sound and viable. It also takes strong leadership. Good policy and good management go hand in hand.

We recently found out that some of our child care operators were not doing as good a job as they needed to do; meals that could not be supported were being claimed for reimbursement. We requested the USDA Office of Inspector General look into several situations and they confirmed the problems. We are going to fix those problems. We have already begun working with our state cooperators to improve program operations. We are not going to let these problems mar the good work being done in all the other cases where good management is the rule rather than the exception. We will not tolerate a few people taking advantage or undermining the integrity of our programs. So, clearly, integrity is crucial to keep public support high and to ensure that our programs go only to those intended.

Let me now turn my attention to the WIC Program. WIC is one of the Federal Government's true success stories and today serves 46 percent of all newborns. It not only provides a food benefit to women and children at nutritional risk, but it teaches them the importance of good nutrition and serves as a gateway to other necessary health and nutrition

services that they may otherwise not receive, such as immunizations, health insurance, family planning, smoking cessation, food stamps, and others.

Dozens of studies show that WIC reduces infant mortality and other medical problems of childbirth like low birth weight and anemia. At the same time, participating in WIC means better immunization coverage and earlier prenatal care. And not surprisingly, WIC saves money....every dollar that we invest in prenatal WIC saves the Government \$3.50 in other costs. It is little wonder that I am proud to say "WIC works". And this Administration is committed to making WIC work even better as we move into the new millennium.

As we look forward to the reauthorization of WIC, we must be certain that it is accessible to those who can benefit from it, that it maintains its integrity, and that it is administered as simply, but cost-effectively and efficiently, as possible.

With these principles in mind, we are working on a legislative proposal that we hope to deliver to the Congress soon for your review and passage. Some of the proposals are the result of issues that have been raised during the recent series of roundtables and listening sessions that I mentioned earlier. These encounters have given me an opportunity to hear first hand where participants and providers believe improvements can be made to WIC.

A major issue raised often is the degree of flexibility afforded states in program eligibility assessments of nutritional risk and income. We are addressing the need for standardization of nutritional risk eligibility through a negotiated policy-making process with a

working group of Federal, State and local WIC agencies. The goal is to issue guidance to ensure consistency in the determination of nutritional risk eligibility for WIC applicants. Establishing standard risk criteria is a major step forward. I am extremely proud of this accomplishment and the cooperative effort with our State and local partners.

A certification concern we heard is that current law does not require individuals to be physically present in order to be certified for WIC benefits. While most State agencies require applicants to be present at certification, some States certify solely -- especially children -- on the basis of referral data provided by a parent or caregiver. We believe that all applicants should appear in person to be certified for WIC participation to assure that they receive the education and health referral benefits that help make WIC a success. While medical referral data can provide basic information by which nutritional risk can be determined, we believe the competent professional authority must observe the applicant for critical health or developmental problems, or situations of abuse. Physical presence is critical in facilitating the immediate delivery of important adjunct health services, such as well-baby care, dental health screening, referral to sources of health insurance including the new Child Health Insurance Program and to needed immunizations. In addition, physical presence guards against fraudulent certifications of nonexistent, or ghost, applicants.

We also heard about the issue of improving the income determination process to enhance overall program integrity. This is a concern shared with us by the Congress, the General Accounting Office, and the Office of Inspector General. Therefore, we are proposing to require all applicants to present documentation of household income or of participation in

one of the adjunctive programs, such as Food Stamps; Medicaid or Temporary Assistance to Needy Families.

Another issue generating discussion is improvement of the infant formula rebate system. We are delighted that rebates of \$1.3 billion were used last year to provide benefits and nutrition services to 1.9 million participants who would not have been funded if the program had been limited to appropriated funds only. I congratulate all of the people in the State and local agencies who work so hard to maximize these rebates. Through their efforts, WIC is able to serve additional participants without increasing the cost to the taxpayer.

Consistent with Congressional direction in recent appropriations acts, we propose to amend WIC legislation to offer infant formula rebate contracts to the bidder offering the lowest net price to ensure that continued savings flow back to the program and that all infant formula companies offer rebate bids on a competitive playing field.

Of considerable concern to state operators is the issue of carrying funds from one year into the next. Understandably, state operators would like to retain cash reserves for unanticipated needs. However, for food funds, we believe it is unwise because unspent food funds must be used to serve waiting participants who need food benefits now. We believe this is a more cost effective strategy than allowing States to hold funds idle until a need arises. Such a change, we believe, would also help reduce the level of program funds that are carried over into the subsequent year.

We do believe, however, that authority for Nutrition Services and Administration (NSA) spendforward funds should be continued, and we would recommend a change to expand that authority from 1 percent to 5 percent if a state is pursuing an electronic benefits transfer (EBT) initiative. We are committed to moving forward with EBT, but realize that many states will need funds to cover developmental costs. By expanding the NSA spendforward authority, a State can conserve NSA funds in one year to cover the costs of EBT development in the next year.

Congress has expressed its interest in seeing the WIC program improve its funds allocation process. I am pleased to report that FNS and a National Association of WIC Directors (NAWD) Committee worked together to develop a proposal. This proposal will form the basis of a proposed regulation we expect to issue in the very near future for both the food and NSA funding formulas. We believe the changes will improve the use of WIC funds in an era of more stable funding.

Currently, WIC food delivery system regulations provide State agencies considerable autonomy to develop their own vendor management policies and procedures. However, the USDA Office of Inspector General, FNS and others are concerned that a sufficient degree of integrity, effectiveness and consistency in WIC's vendor management process is not being achieved. Further, variations in State agency vendor management policies have resulted in calls from national food retailer associations for consistency in treatment of vendors across States.

In response, the Department plans to propose new vendor regulations to require State agencies to develop standards for system integrity and consistency and to establish mandatory uniform sanctions across WIC State agencies for the most serious WIC violations. Also, in response to a mandate in the welfare reform legislation, the WIC regulations will be revised to require the disqualification of any WIC vendor who has been disqualified from the Food Stamp Program. In addition to this regulatory enforcement of vendor management, we propose the immediate permanent disqualification of WIC vendors who have been convicted of trafficking in WIC food instruments, or of the sale of firearms, ammunition, explosive or controlled substances in exchange for WIC food instruments. We believe such disqualifications would ensure greater integrity in WIC vendor management, an objective repeatedly voiced by the Congress, FNS and the USDA Office of Inspector General.

A health priority and commitment of the WIC program, breastfeeding has been promoted and supported throughout WIC clinics and to the public at large. USDA has undertaken several national initiatives to promote and support this important infant feeding practice. Last year, during WIC National Breastfeeding Week, Secretary Glickman launched USDA's Loving Support Makes Breastfeeding Work campaign, which capitalizes on the concept that everyone - family, friends, doctors and the community are all important to a woman's breastfeeding success. The Breastfeeding Promotion Consortium, comprised of 25 health and nutrition professionals, government and advocacy organizations will hold its 14th biannual meeting this May to exchange ideas on how the Federal government and private health interests can work together to promote breastfeeding. Many of these ideas have been

implemented through WIC. As a result of efforts at the local, State and national levels, breastfeeding rates have increased faster for WIC than for the general population.

As we mount our campaign, we also are mindful of the importance of conveying appropriate health messages about breastfeeding. As such, we have issued technical guidance on rare health conditions, like HIV infection, which contraindicate breastfeeding.

FNS and the Centers for Disease Control and Prevention (CDC) have developed a well coordinated, ongoing cooperative effort to increase immunization rates among preschool participants in the WIC Program. Through this strong partnership, FNS, CDC, the National Association of WIC Directors (NAWD), the Academy of Pediatrics and the Association of Territorial and Health Officials, are working to improve the quality of immunization for children, especially those under two years of age. Local WIC clinics provide comprehensive immunization screening and referrals, often to health care services on site. They also participate in media campaigns and provide immunization reminders. CDC considers the WIC Program one of its most important allies in raising and maintaining immunization coverage rates among children at risk of vaccine-preventable disease.

At our listening sessions, there was discussion about the content of the WIC food package. I am pleased to update you on our comprehensive scientific review of the food packages and the food provided to participants. The last review was done in 1992. More food consumption data, nutrition research and dietary recommendations have become available since that time. Our current review is being spearheaded by the USDA Center for Nutrition Policy

and Promotion and is expected to be completed in the fall. At that time, we will consider any changes in the selection or combination of WIC foods only on the basis of sound scientific evidence.

The WIC Farmers' Market Nutrition Program, which currently operates in 32 states, on two Indian reservations, and the District of Columbia, is also under review for improvement. As you are aware, this program is the direct link between farmers and consumers enabling consumers and their children to become acquainted with where food comes from and to meet the people that grow it. It has increased opportunities for WIC consumers to make healthy food choices as well as enhancing local agricultural economies by promoting the development of farmers' markets and increasing the customer base for small local farmers relying on these markets as a major source of income. The Administration's budget request provides for a funding level of \$15 million - an increase of \$3 million - and makes it a part of the Commodity Assistance Programs rather than the WIC appropriation. The farmers market program is very important, and we want to ensure that it is funded independent of projected WIC spending. To that end, we are proposing a modification of the state match requirement to enable more states to participate in the program.

Finally, let me mention gleaning. The Secretary is totally committed to the idea of food recovery and gleaning - so much of the abundance of food produced in America is wasted - and this is such a shame. I wanted to tell you about a program under way in the Food and Nutrition Service to give Food Recovery and Gleaning Grants to 12-14 school districts who agree to increase the recovery of excess food from their food programs and to involve students

in food recovery-related community service activities. The grants are modest (less than \$10,000 each) and are designed to help defray operational costs and transportation costs involved. This is an opportunity to get children involved at a early age, and I am excited about this project.

Mr. Chairman, you have my commitment to work with this Committee - all members of this Committee, to craft careful and thoughtful changes to the programs that fit within our means, improve program operations, and assure that tax dollars are spent wisely. Can there be a better investment than in the future of our children? We would be pleased to answer any questions that you might have.



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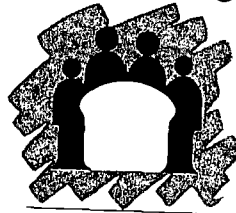
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The Child and Adult Care Food Program: A Building Block for Quality Afterschool Care

An enormous challenge faces caring communities and hard-working, concerned parents. When boys and girls leave school in the afternoon, there is a growing need for them to be able to go somewhere safe, fun, and supportive. The Child and Adult Care Food Program (CACFP) is key to meeting this challenge. Operated under the auspices of the U.S. Department of Agriculture through State Education, Health and Social Services agencies, the Child and Adult Care Food Program provides reimbursement for food and meal preparation costs, and ongoing training in the nutritional needs of children.

The nutrition resources provided by CACFP can promote quality afterschool care through: their ability to draw children to programs; their impacts on children's health and ability to learn; their capacity to attract other funding support for afterschool care; and the fact that the additional funding frees up monetary resources that can be used for more and higher quality programs and staff.

The afterschool snacks and meals provided through CACFP can make an enormous contribution to the expansion of quality afterschool care. The experts seem to agree on this point:

- Dr. Peter Mulhall, who has studied latchkey preteens at the Center for Prevention Research and Development at the University of Illinois, has highlighted the vital role that nutritious, tasty food plays in the afterschool setting: "If you visit these [afterschool] programs, you can see how important the snacks and meals component is to the children. It helps draw them into programs."
- The Carnegie Council on Adolescent Development led a national "consultation" with experts on afterschool programs, from which emerged a consensus on the key elements that define an effective program. One of the key elements that emerged was that "Programs should provide food (snacks) to attract young people as an occasion for relaxation and socializing as well as providing sound nutrition."
- Unfortunately, afterschool programs that currently exist generally do not measure up nutritionally. In *School-Age Child Care: An Action Manual for the 90's and Beyond*, Michelle Seligson estimates that nearly one in five school-age afterschool programs make "no regular provision for children's hunger, counting instead on parents to send along something."

Concerned individuals and organizations can do more to take full advantage of the nutrition resources offered by CACFP so that more children enter the new century well-nourished, healthy in mind and body, and ready to learn and thrive.

Note: The word "afterschool" is used to cover both before and afterschool care.



1998 Child Nutrition Programs Reauthorization Improving the Child and Adult Care Food Program

After-School Care

Proposal: Allow school operated, school-based after-school programs to use the National School Lunch Program to provide snacks.

Rationale: Currently about a quarter of all after-school care is provided by schools in schools. The National School Lunch Program is operating in all of these schools. Under this proposal the schools could use the National School Lunch Program to provide nutritious snacks for the after-school programs. This would simplify the system by using only one set of contracts and record keeping while maintaining the integrity of the food program. The National School Lunch Program has an outstanding record of quality service and is the ideal candidate for serving school based after-school nutrition needs.

Possible Language:

Section 17(a) of the National School Lunch Act (42 U.S.C. § 1766a) is amended --

(1) by striking 42 U.S.C. § 1766a(a)(2)(C); and

(2) by striking 42 U.S.C. § 1766a(b).



1998 Child Nutrition Programs Reauthorization Improving the Child and Adult Care Food Program

After-School Care

Proposal: Raise the age limit for participation in the Child and Adult Care Food Program in after-school programs from 12 to 18 years old.

Rationale: Although the peak hours for juvenile crime are from 4:00 to 6:00 in the afternoon there are very few constructive activities available for Middle and High School students. Increasing the age limit would allow after-school hours programs serving Junior, Middle and Senior High School students to utilize the important resources of the food program. Inner city "At-Risk Youth" programs could use the Child and Adult Care Food Program to serve teenagers a nutritious snack or meal after-school.

The Child and Adult Care Food Program is an important tool for improving the quality of after-school care. The food program helps to provide nutritious food which can improve the after-school program's ability to provide educational opportunities and a safe haven.

Possible Language: Amend 42 U.S.C. § 1766(a) as follows: in the fourth sentence by striking "12" and inserting "18", and by striking from "(except that such age limitation" to "children with handicaps).".



**1998 Child Nutrition Programs Reauthorization
Improving the Child and Adult Care Food Program
Possible Legislative Changes
Cost Items**

Child Care Centers

Proposal: Expand for-profit CACFP eligibility by allowing centers to participate in CACFP that serve 25% or more, free or reduced price eligible children.] *

Proposal: Restore the option of a fourth meal service for children in child centers over eight hours.

After-School Care

Proposal: Raise the age limit for participation in the Child and Adult Care Food Program in after-school from 12 to 18 years old.] *

Proposal: Allow school operated, school-based after-school programs to use the National School Lunch Program to provide snacks.

Family Child Care Homes

Proposal: Provide additional nutritional assistance to children in CACFP family day care homes by providing the option of a fourth meal service.

Proposal: Increase the family child care sponsors' administrative reimbursement rate by \$2 to reflect the increased administrative burden of the new means test.

Proposal: Increase tier II reimbursement rates by 5 cents: the increased rates would be approximately \$0.38 for breakfast, \$1.03 for lunch and dinner, and \$0.18 for snacks.

Possible Legislative Changes Cost Items

Child Care Centers

Proposal: Expand for-profit CACFP eligibility by allowing centers to participate in CACFP that serve 25% or more, free or reduced price eligible children.

Rationale: Currently, for-profit centers can participate in CACFP if they have 25% or more of the children enrolled receiving Title XX funding. When this provision was passed Title XX was the major source of child care money. Since that time the Child Care and Development Block Grant was created and has become the major source of child care funding. Many states exercise their option to use Title XX money for needs other than child care. In addition, over the last two years Congress has significantly reduced the amount of Title XX money available. As a result these changes the vast majority of low-income children in child care centers are no longer supported by Title XX money and are denied access to the benefits of CACFP. Unfortunately, Congress has not updated this provision. In the first quarter of this fiscal year there has been a 13 percent decrease in the number of children participating in CACFP under the Title XX provisions.

An evaluation of the USDA For-Profit demonstration projects showed that participating centers began serving complete breakfasts, more fresh fruits, and higher quality meals. We believe that this proposal if enacted would improve the nutritional status of a significant number of low-income children in for-profit center based care by allowing access to the much needed benefits of CACFP. (Cost Estimate: Approximately \$50 million/year)

Possible Language: Section 17(a) of the National School Lunch Act (42 U.S.C. § 1766(a) is amended in the second sentence by striking "for which it receives compensation from amounts granted to the States under title XX of the Social Security Act (but only if such organization receives compensation under such title for at least 25 percent of its enrolled children or 25 percent of its licensed capacity, whichever is less)" and inserting "with at least 25 percent of the children served by such organization who meet the income eligibility criteria established under section 9(b) for free or reduced price meals".

Proposal: Restore the option of a fourth meal service for children in child centers over eight hours.

Rationale: The fourth meal option is necessary for maintaining the nutrition status of young children in care over eight hours. Prior to the elimination of the fourth meal option in CACFP, the program's meal pattern requirements were a model for excellence in nutrition resources for child care. *The National Health and Safety Performance Standards: Guidelines for Out-of-Home Child Care Programs* a joint project of the American Academy of Pediatrics and the American Public Health Association, funded by the Bureau of Maternal and Child Health and the Department of Health and Human Services, specifies a meal pattern for child care that is the same as the CACFP meal pattern allowed before the fourth meal service was eliminated. It makes sense to restore the fourth meal option and restore CACFP as a model for good care.

One and a half million children participate in the CACFP each day. Many of these children are in child care for ten to twelve hours each day and need a full complement of meals and snacks to stay healthy. The importance of the availability of quality, affordable child care to the success of welfare reform can not be underestimated. It does not make sense to force low-income mothers to place their children into care, at the same time we reduce the resources available to the child care provider to provide enough nutritious meals and snacks. (Cost Estimate: Approximately \$15-20 million/year)

Possible Language: Section 42 U.S.C. § 1766(f)(2)(B) of the National School Lunch Act (42 U.S.C. § 1766(f)(2)(B)) is amended by striking "two meals and a supplement" and inserting "two meals and two supplements or three meals and one supplements".

After-School Care

Proposal: Raise the age limit for participation in the Child and Adult Care Food Program in after-school from 12 to 18 years old.

Rationale: Although the peak hours for juvenile crime are from 4:00 to 6:00 in the afternoon there is are very few constructive activities available for Middle and High School students. Increasing the age limit would allow after-school hours programs serving Junior, Middle and Senior High School students to utilize the important resources of the food program. Inner city "At-Risk Youth" programs could use CACFP to serve teenagers a nutritious snack or meal after-school. CACFP is an important tool for improving the quality of after-school programs. The food program helps to provide nutritious food which can improve the after-school program's ability to provide educational opportunities and a safe haven. (Cost Estimated: Previously forecasted as approximately \$3 million/year for FY96. Current cost unknown)

Possible Language: Section 17(a) of the National School Lunch Act (42 U.S.C. § 1766(a)) is amended in the fourth sentence by striking "12" and inserting "18", and by striking from "(except that such age limitation" to "children with handicaps)".

Proposal: Allow school operated, school-based after-school programs to use the National School Lunch Program to provide snacks.

Rationale: Currently about a quarter of all after-school care is provided by schools in schools. The National School Lunch Program is operating in all of these schools. Under this proposal the schools could use the National School Lunch Program to provide nutritious snacks for the after-school programs. This would simplify the system by using only one set of contracts and record keeping while maintaining the integrity of food program. The National School Lunch Program has an outstanding record of quality service and is the ideal candidate for serving school based after-school nutrition needs. (Cost Estimate: Unknown)

Possible Language: Section 17(a) of the National School Lunch Act (42 U.S.C. § 1766a) is amended by striking 42 U.S.C. § 1766a(a)(2)(C) and 42 U.S.C. § 1766a(b).

Family Child Care Homes

Proposal: Provide additional nutritional assistance to children in CACFP family day care homes by providing the option of a fourth meal service.

Rationale: A million children a day participate in CACFP in family child care homes. Many of these children are in care for 10-12 hours each day. Currently, family child care providers can offer at most two meals and a snack (or two snacks and a meal) each day. It seems unreasonable to deny a child in a family day care for such long hours an additional meal or snack.

This provision would provide the option of a fourth "meal service" to children in CACFP family day care homes over eight hours: either an additional snack or when appropriate a meal. This provision is particularly important for low-income children whose parents may have limited resources with which to supplement the food provided by the family child care home. Prior to 1981, when the provision was cut, such children could actually receive up to five meal services each day: three meals and two snacks. (Cost estimate for this provision in Centers was \$15-\$20 million/year)

Possible Language: Section 42 U.S.C. § 1766(f)(2)(B) of the National School Lunch Act (42 U.S.C. § 1766(f)(2)(B)) is amended by striking "an institution (but not in the case of a family or group day care home sponsoring organization), two meals and one supplement" and inserting "a family or group day care home sponsoring organization, two meals and two supplements or three meals and one supplement,".

Proposal: Increase the family child care sponsors' administrative reimbursement rate by \$2 to reflect the increased administrative burden of the new means test.

Rationale: CACFP is administered through 1,200 sponsoring organizations throughout the country. These sponsors provide over 194,000 family child care providers with ongoing training in the nutritional needs of children, food safety and on-site technical assistance in meeting the programs' strong nutritional requirements. Without the strong support of the sponsors CACFP would not be the well documented success it is today.

"Because of its unique combination of resources, training, and oversight, experts believe the food program is one of the most effective vehicles for reaching family child care providers and enhancing the care they provide."

Promoting Quality in Family Child Care
The U.S. General Accounting Office

The ability of the sponsors to continue effectively in this role is dependent in part on their being adequately reimbursed for the enormous administrative paperwork burden imposed by the new means test. This proposal recommends a \$2.00 increase in the administrative rate paid to sponsors. (Cost Estimate: Approximately \$5 million/year)

Possible Language: Direct the Secretary of Agriculture to increase the administrative rates by \$2.00. Section 42 U.S.C. § 1766(f)(3)(B) gives the authority to set administrative rates to the Secretary.

Proposal: Increase tier II reimbursement rates by 5 cents: the increased rates would be approximately \$0.38 for breakfast, \$1.03 for lunch and dinner, and \$0.18 for snacks.

Rationale: The institution of a two tiered area eligibility means test for the family child care portion of CACFP has created a barrier to participation in the program for some homes. Prior to the enactment of this law the family child care portion of the food program was not means tested: all providers would have received the same blended reimbursement rate of \$0.88 for breakfast, \$1.62 for lunch or supper, and \$0.48 for a snack. Now tier II family child care homes receive a significantly reduced reimbursement rate of \$0.33 for breakfast, \$0.98 for lunch or supper, and \$0.13 for a snack. In a recent survey the majority of family child care providers leaving the program citing the means test as a contributing factor, cited the low rates as a factor in their decision. This proposal addresses this issue through an increase in the tier II reimbursement rates.

(Cost Estimate: Approximately \$30 million/year)

Possible Language: Section 42 U.S.C. § 1766(f)(3)(A)(iii)(I)(aa) of the National School Lunch Act (42 U.S.C. § 1766(f)(3)(A)(iii)(I)(aa)) is amended by striking "95" and inserting "\$1.03", and by striking "27" and inserting "38", and by striking "13" and inserting "18".

Child Nutrition Forum

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MEMORANDUM

December 8, 1997

TO: Bruce Reed
FROM: Marshall Matz, Co-Chair, Child Nutrition Forum Steering Comm.
Ellen Teller, Co-Chair, Child Nutrition Forum Steering Comm.
RE: Child Nutrition Priorities For the State of the Union Address

Proposal: In his State of the Union Address, the President should identify as an Administration priority, the reauthorization and expansion of this nation's child nutrition programs, including special support for the expansion of the School Breakfast Program.

Background: The federal child nutrition programs -- school lunch, breakfast, child and adult care food, summer food and WIC -- will be reauthorized in the coming year. (Although some of the programs are permanently authorized, all will be reviewed next year.) Federal nutrition programs offer reliable, balanced, nutritious supplements, meals, snacks, and nutrition education to low-income families in settings that also offer children safe, supervised, and developmentally appropriate activities including education, recreation, mentoring and cultural activities. They are critical components of assuring children's readiness to learn: a national educational goal.

We are encouraged that for the first time in over twenty years, a President is in the process of developing a child nutrition reauthorization package. This willingness to support and expand access to and participation in child nutrition programs will enable the programs which nurture and nourish millions of infants and children daily to flourish.

Links Between Education and Nutrition: Schools, child care centers and family child care providers, and summer youth development programs play a vital role delivering nutrition and nutrition education to children.

Hungry children cannot learn. Children arriving at school without breakfast are often irritable, feel ill, and cannot concentrate. Studies have linked participation in the School Breakfast Program with higher test scores, reduced tardiness and fewer absences.

In 1994, the Minnesota legislature directed the Minnesota Department of Children, Families and Learning to implement a universal free pilot breakfast program in several elementary schools. The evaluation of the project shows that when all students are involved in school breakfast there is a general increase in learning and achievement.

Researchers at Harvard and Massachusetts General Hospital recently completed a study on the universal School Breakfast Programs at public schools in Philadelphia and in Baltimore. The study documented improvement in math grades, attendance, and punctuality. The researchers observed that students displayed fewer signs of depression, anxiety, hyperactivity, and other behavioral problems.

Readiness to learn is also a key mission of WIC. Research has demonstrated that four and five year olds whose mothers participated in WIC during pregnancy had better vocabulary test scores than children whose mothers had not received WIC benefits. Research also has shown that children who participated in WIC after their first birthday had better digit memory test scores than children who did not participate in WIC.

Relevant Congressional Action: Congress has already begun to express its willingness to support child nutrition programs in innovative ways. For example, on November 6, 1997, Senator Tim Johnson (D-SD) introduced the Meals for Achievement Act, S.1396. It has been co-sponsored by the Senate Minority Leader, Senator Tom Daschle. In the House, Democrats on the Education & the Workforce Committee have introduced a companion bill, H.R. 3086. Both bills would make the School Breakfast Program available to all children in elementary school as part of the education day. (The legislation is not a federal mandate; a local school could still decide whether or not to participate, and parents can still decide for themselves whether or not to have their child participate. The cost of

the Meals for Achievement Act is \$320 million in the first year and \$2.1 billion over five years.)

Support of Child Nutrition Programs Complements Other White House Initiatives: The recognition that federal child nutrition programs can provide a foundation for delivering services that enhance the health, learning, safety and self-image of children is consistent with the goals of the White House conferences on child care and the brain. Prime examples include after-school mentoring and literacy programs sponsored by schools or private organizations such as the Boys and Girls Clubs. Nutrition programs such as the Child and Adult Care Food Program can expand the quality and quantity of affordable day care and provide training, employment, and community development opportunities for low-income women. The WIC Program, which supports at risk, low-income women, infants, and young children, makes the critical difference in the delivery of nutrition and health care services to this vulnerable population. WIC helps to ensure that children are healthy and ready to learn when they enter school.

The Summer Food Service Program for Children provides communities with resources to both feed their children and offer programs that include supervised educational and recreational activities when school is out. These programs, which are operated by schools and many non-profit organizations including churches, child care centers, family child care homes, recreation centers and other community-based organizations, create safe havens for nurturing and developing children.

Conclusion: The Child Nutrition Programs will be reauthorized and reviewed by Congress in the coming year. We encourage the President to assume a leadership role in supporting these programs and to begin by identifying them as a priority in his State of the Union Address.

We would be pleased to discuss these issues with you further.

cc: USDA Secretary Dan Glickman
Under Secretary Shirley Watkins
John Podesta
Michael Waldman
Ellen Lovell
Ron Klain

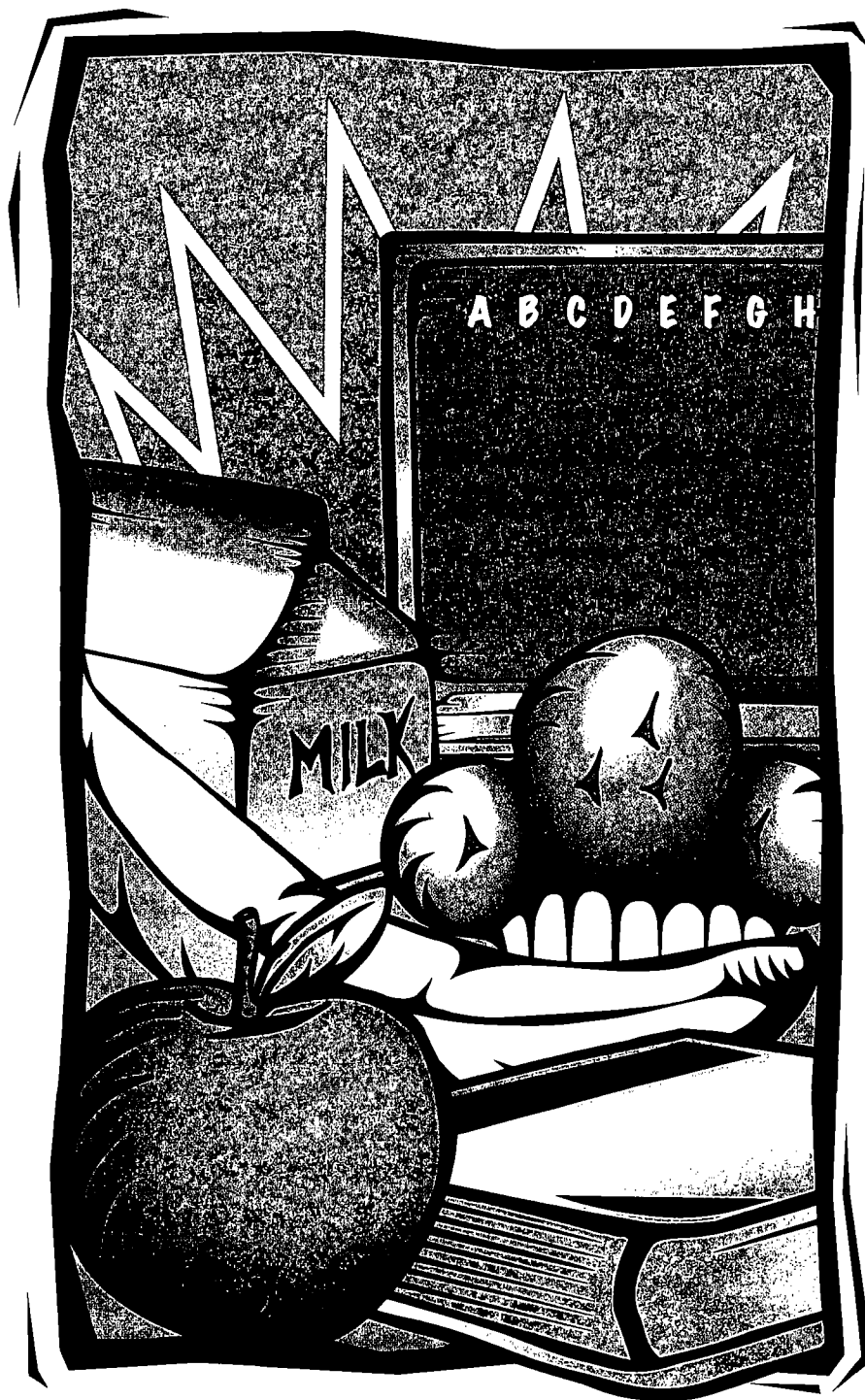
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School Breakfast Programs Energizing the Classroom



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

Food program leads to better behavior at school

10/23/97

Philadelphia tries a free lunch to help its high school students

ASSOCIATED PRESS

PHILADELPHIA — In the cafeteria at Thurgood Marshall Elementary School, youngsters choose from chicken nuggets, hoagies and salad, then take their trays straight to the lunch tables. No money changes hands.

At Benjamin Franklin High School, students stop at carts in the morning to grab a free breakfast they can eat on the go.

And students at South Philadelphia High School gather in a "food court" at noontime, picking up burgers, pizza, low-fat meals and deli sandwiches without showing meal tickets.

In an era when administrators try novel means to get youngsters to eat, students at 207 schools in distressed Philadelphia neighborhoods get their breakfast and lunch without presenting money or meal tickets.

"It's gotten rid of the welfare stigma," said Paul Harvey Schmid, acting director of the Philadelphia School District's food services division. "More students want to participate in the program so more students are eating every day."

Largest 'universal feeding'

Philadelphia operates the largest "universal feeding" school program in the nation, but numerous rural and urban school systems have similar arrangements and collect reimbursements from the federal government.

"We have a really outstanding record for both the cost-effectiveness of the program and the rate of effectiveness of the program," said Philadelphia School Superintendent David Hornbeck. "Our kids participate at very large rates and we're always looking to increase

Researchers at Harvard and Massachusetts General Hospital completed a study last year on the results of universally free breakfasts at one public school in Philadelphia and two in Baltimore, finding that twice as many children ate school breakfast when free meals were offered.

The study, to be published in the journal *Pediatrics*, found that students who ate the breakfasts showed great improvement in math grades, attendance and punctuality. While those results bolster previous studies, the researchers also observed that students displayed fewer signs of depression, anxiety, hyperactivity and other behavioral problems.

Of the 94,000 schools nationwide that participate in the federal school lunch program, some 4,300 offer free meals to all their students, either through pilot projects or other U.S. Department of Agriculture programs. A few schools receive private grants or state money for similar programs.

68 percent participate

Philadelphia's experiment has grown to include 68 percent of the public schools. All 148,500 students, even those who don't meet the usual income requirements, get free meals that normally would cost about \$1.50 each.

Nearly 99,000 eat the lunches; more than 33,000 the breakfasts.

"The program in Philadelphia is one that I think the country has been kind of watching. We find it to be a very positive program," said Michele Tingling-Clemmons, senior field organizer with the Food Research and Action Center, a Washington school-breakfast advocacy group.

"Across the country you usually find participation in school meals dropping off as you get into the high school... as a result of stigma," she said. "This has greatly increased participation at the high school level."

Since the 1990-1991 academic year, when the program started, the Philadelphia schools have seen a 79.2 percent increase in lunch participation and a 178 percent rise in the number of students eating school breakfast.

"I run to the line," said Rasheed Hightower, 18, a senior at Benjamin Franklin High School. "It's bangin'. It's free and it fills you up."

Ethan Moore, 16, also likes the Franklin lunches, which include sandwiches, spaghetti, french fries and chicken, but he has bad memories of his elementary school meals.

"The food was nasty and waiting to get a ticket takes too long," he said.

The Philadelphia district used state welfare data and a Temple

University socioeconomic survey to analyze each school, then chose those where at least 70 percent of students qualified for subsidized meals. Schools count the number of meals served and submit a reimbursement claim to the USDA based on the eligibility percentages.

Even though the district covers the cost of meals for youngsters not eligible for free food, Philadelphia's program remains in the black because it saves the staff thousands of hours of paperwork a year.

"We've reinvested paperwork into nutrition dollars," said Helen Kerrian, nutrition services director in the 10-school National (Calif.) School District, which runs a pilot like Philadelphia's. National and Philadelphia are unique even among districts serving universally free meals by not requiring students to fill out eligibility forms, she said.

National has used the savings to hire a dietitian for classroom nutrition education.

Other districts also report success. More than 75 percent of students participated when a Minnesota Legislature program gave money for free breakfasts to a few elementary schools.

"There was a marked increase in attention of the students, a marked decrease in visits to the nurse's office, a decrease in referrals to the principal's office," said Mary Begalle, supervisor of the food and nutrition service in the Minnesota Department of Children, Families and Learning.



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NUTRITION ASSISTANCE PROGRAMS

The National Conference of State Legislatures (NCSL) strongly supports the state/federal partnership to provide nutrition assistance to those in need. State legislators are concerned about the increasing numbers of hungry persons, particularly the increase in the incidence of childhood hunger. The Food Stamps, Emergency Food Assistance, WIC and Child Nutrition programs alleviate and prevent hunger and enable families to improve their health and be more productive at school and at work.

Food Stamps

The Food Stamp Program, designed to assist needy families meet their nutritional needs, has served to improve the health of millions of families and to move toward eliminating malnutrition in the United States. The National Conference of State Legislatures (NCSL) supports continued federal financial support for the Food Stamp program at levels sufficient to provide assistance to all who are eligible. NCSL opposes proposals that would impose costly administrative burdens and mandates on state governments and that remove state flexibility that is critical to cost-effective administration of the food stamp program. NCSL also opposes proposals to raise federal funds by capping or restricting the state entitlement to administrative funds. These proposals violate the Unfunded Mandates Act of 1995. NCSL will not support a cap on administrative funds without a commensurate limitation on federal requirements.

State Legislators are concerned that benefits to recipients not be reduced, that benefits be adjusted to reflect the increased costs of food and other basic necessities and that barriers to participation be removed. NCSL would also urge the Congress to continue to work toward making the Food Stamp Program and Temporary Assistance to Needy Families (TANF) block grant more compatible. NCSL also commends Congress for its efforts to make the Food Stamp Program more accessible to homeless individuals and families.

Food Stamp Benefits and Program Design

The National Conference of State Legislatures recommends that Congress incorporate the following issues regarding food stamp benefits and program access into future action on Food Stamp Act:

- eliminate the cap on excess shelter deductions which would allow families to deduct high shelter costs;
- raise basic food stamp benefits in stages to 103% of the Thrifty Food Plan;
- exclude the first \$50 a month paid as child support from consideration as income in determining the food stamp allotment;



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- expand employment and training (E&T) programs to help recipients become self-employed. Increase the reimbursement of recipients for the costs of E&T activities to \$75 per month;
- implement program simplification and coordination between TANF and the Food Stamp program to make them more compatible and less costly to administer. The Personal Responsibility and Work Opportunity Act of 1996 (PRWORA) gave states the flexibility to set rules for welfare recipients including treatment of assets and vehicle limits. Many states have created higher asset and vehicle limits than in the food stamp program. State should be given the flexibility to use these higher asset and vehicle limits to coordinate the food stamp and TANF program;
- increase the value of a vehicle that a recipient may own and still receive food stamps;
- increase the standard deduction;
- adopt administrative improvements and ensure that coordination occurs where welfare reform changes impact food stamp policy;
- disregard scholarships and income received for training and education for eligibility for the Food Stamp program.

Food Stamp Employment and Training Program

The Congress has enacted a mandatory work program within the Food Stamp program, a provision which NCSL opposed. Despite our opposition to federal mandates in this area, NCSL is committed to assisting in efforts to make the program a successful one and will work closely with the Department of Agriculture and the Members of Congress to encourage self-sufficiency among Food Stamp recipients. NCSL urges Congress to allow states flexibility to create, fund and integrate the food stamp employment and training programs in order to complement similar programs particularly TANF and the Job Training Partnership Act (JTPA) and other state programs. At a minimum, a coordinated policy must be developed between this program, welfare reform and the new comprehensive workforce proposal.

The PRWORA restricted able-bodied, childless adults aged 18-50 to three months of food stamp benefit receipt out of every 36 month period unless they are working or participating in a work program at least 20 hours a week. State legislators have been concerned that these provisions constituted a cost-shift to state and locally funded programs and that there were no funds to provide work slots. NCSL thanks Congress and the Administration for providing \$600 million additional in employment and training program funds for these able-bodied recipients. We also appreciate the additional flexibility provided to states to exempt 15% of the caseload from the three month rule. In addition, NCSL appreciates the USDA's willingness to grant states waivers of the three month rule in areas of high unemployment and USDA's technical assistance to states.



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Food Stamp Program Quality Control/Judicial Waiver

State legislators fully support the original intent of quality control -- to provide states with a management tool to identify problems in public assistance administration and to facilitate corrective actions. However, many problems in the current system have been documented including statistical flaws and the levying of excessive financial penalties on states. NCSL applauds several incremental improvements that have been made in QC recently, especially reforms in the national tolerance rate and in penalty assessment methodology enacted in the 1993 Mickey Leland Hunger Relief Act. Additionally, we are pleased with the Administration's willingness, under recent regulations providing this option, to settle claims through state reinvestment of penalties in administrative improvements. Changes are still required to complete the process of quality control reform, particularly a reorientation of the quality control system away from the present penalty-based approach to a true incentive system for better management. NCSL also urges improvements in statistical methodology, the appealability of waiver decisions, the placement of statute of a state's right to reinvest claims and the broadening of quality control's scope to include outcome measures of other program goals.

Compliance with Child Support Enforcement

NCSL fully supports the rights of all children to be financially supported by both parents and the enforcement of parental support obligations owed by non-custodial parents to their children. However, NCSL is concerned about underfunded, unnecessary and burdensome mandates to states and does not support proposals to mandate child support enforcement cooperation as a condition of eligibility in the food stamp program. NCSL urges Congress to seek alternatives to mandating child support enforcement. Additionally, NCSL supports an increase of outreach efforts to include a greater number of recipients in the child support enforcement program. If a mandate were to be enacted, NCSL urges Congress to provide full funding of the increased administrative costs, to address the incentive cap issue and to allow sufficient implementation time for systems to adjust to welfare reform. Additionally, NCSL supports the elimination of the fee for food stamp recipients collection efforts as a further incentive toward child support enforcement participation. NCSL urges the U.S. Departments of Health and Human Services and Justice to work together to encourage more vigorous enforcement of child support enforcement orders.

Electronic Benefit Transfer and Automated Systems

Electronic benefit transfer (EBT) is a system of using electronically-encoded cards (such as magnetic-striped ATM cards, "smart cards" or laser technology) to provide recipient benefits through store checkout machines and ATMs. When properly administered, EBT systems can reduce administrative costs, eliminate food stamp coupon trafficking and facilitate multi-program benefit issuance systems. NCSL applauds the 1990 legislation and 1992 regulations



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that establish the implementation of EBT systems as a normal administrative option for states and supports the widespread interest and planning for food stamp EBT implementation nationwide, and support allowing the card to be used for multiple programs, as a state option. NCSL thanks Congress for its decision to not impose "Regulation E" on state EBT systems. Unfortunately, Congress decided to mandate full nationwide EBT implementation. We urge Congress to re-examine this underfunded mandate and to examine the deadline to allow states who had not planned on EBT more time to implement.

NCSL also supports relaxation of cost-neutrality rules for EBT start-up costs and supports the restoration of the enhanced match for automation improvements that ended April 1, 1994. NCSL believes that states should be allowed to negotiate the terms of EBT with both food marketers and financial institutions. Additionally, the federal government must not preempt state laws that govern financial institutions in their goal of a nationwide EBT system. As additional income support programs are added to EBT systems that are state-only or state-federally governed, the federal government must not preempt state benefits law. State legislators are also concerned about the overestimation of savings by EBT systems. Currently, the federal government recoups savings by eliminating the creation, handling and storage of paper coupons and by fraud reduction. NCSL cautions the federal government from overpromising savings to the states, especially those from fraud reduction, and urges further studies of the impact of EBT on states, including costs and savings from its fraud reduction.

Food Stamp Program Flexibility and Waivers

States currently apply for demonstration authority and waivers of related federal law under section 1115 of the Social Security Act. NCSL strongly believes that the federal waiver process be reevaluated. States need flexibility for further innovation and state legislators would prefer to have options, rather than waivers for policy changes that are not in need of further evaluation. Too often, state legislators are not included in the reform process until after a waiver is granted by the federal government. In most cases, changes in food stamp policy in welfare reform waiver applications require changes in state law. Plan approvals and the results of demonstrations should be shared with state legislators.

NCSL strongly supported the provision of the PRWORA that allowed states to apply for waivers of the three month limitation for able-bodied food stamp recipients for areas of high unemployment. State legislators have been pleased with the helpfulness of the USDA in implementing these provisions. In addition, Congress has increased our flexibility by allowing states to set criteria for a further exemption of 15% of the able-bodied adult recipients in the caseload. Such exemptions will assist individuals while they are looking for work as well as local communities and economies.



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Emergency Food Assistance and Commodity Distribution

NCSL urges the Congress to fully fund the Temporary Emergency Food Assistance Program (TEFAP) at its authorized level. In addition, the Congress should provide for adequate administrative funds to facilitate the efficient distribution of food and should include sufficient safeguards to prevent program abuse. NCSL urges the Department of Agriculture to make additional surplus commodities available to states, upon request, when additional surplus food becomes available.

Child Nutrition

In 1946, Congress enacted the National School Lunch Act, which provides cash grants and commodity donations to public and private non-profit schools to subsidize the operations of school lunch programs. Since that time, Congress has enacted the following additional child nutrition programs: School Breakfast, Special Milk, Summer Food Service (SFP), Child and Adult Care Food, Nutrition Education and Training Program (NET) and the Special Supplemental Feeding Program for Women, Infants and Children (WIC). Good nutrition is fundamental to the physical and mental development of children. Recent research on early childhood brain development underscore that adequate nutrition is essential for cognitive development. Moreover, as more parents leave welfare and enter the workforce, the CACFP and SFP are especially critical to the provision of quality child care and afterschool services. These programs augment our successful welfare reform efforts. The National Conference of State Legislatures believes that adequate federal support for these programs is essential.

WIC

NCSL urges Congress to fully fund the WIC program at the levels authorized by Congress. The WIC program provides supplemental food, nutrition education and health care referral services to pregnant women, infants and young children from low-income households who are determined by competent medical professionals to be at nutritional risk. The importance of this program cannot be overemphasized. Nutritional deficiencies during pregnancy or early childhood can result in lasting damage to a child's mental and physical development. The WIC program has been proven effective in reducing the incidence of low birth weight. In addition, this program reduces the need for extensive medical care and thus yields savings in the Medicaid program. This program deserves continued financial support and priority status by the Congress and the Administration.



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NCSL applauds Congressional efforts to provide \$2 million in grants to states for additional technical assistance for the development of computerized systems for the administration of the WIC program. This will enable states to better monitor program expenditures. The Conference also supports Congressional efforts to improve program administration by authorizing limited borrowing between fiscal years for the WIC program and by requiring the timely apportionment of WIC funds to the states.

School Breakfast and Lunch Programs

NCSL strongly supports the school lunch and school breakfast programs as critically important to the well-being, education and ultimate future self-sufficiency of young children. State legislators are concerned about proposals to eliminate the cash subsidies *to schools* for moderate and high income children under the provisions of the school lunch and school breakfast programs. The provision of federally-funded start-up grants would enable many schools with large numbers of low-income children to initiate the school breakfast program. Under the current financing structure for the programs, elimination of the subsidy may force many schools to drop their lunch and breakfast programs. NCSL believes that these programs are important and that schools should be encouraged to continue providing these nutritional meals. Ultimately, the existing financing structure may need to be altered. NCSL recommends that a study be conducted that would consider alternative financing scenarios that would retain program universality. NCSL urges United States Department of Agriculture to pay attention to nutritionally-appropriate foods avoiding those high in sugar and sodium.

Summer Food Service Program For Children

Children who qualify for 1/3 to 1/2 of their total early nutrient intake from the school lunch program, yet only 10% of those children who receive lunch at school have the opportunity to receive a summer lunch. NCSL believes that there is value for these children to receive nutritious meals throughout the year. The Summer Food Program is especially valuable as more mothers leave welfare to return to work full-time. The program serves as an additional resource for summer programs to ensure that children are not left unattended and hungry. Therefore, NCSL supports the SFSPC and the restoration of meal reimbursement rates which will make it possible for low-income children to receive a nutritious lunch in the summer.

Child and Adult Care Food

The child and adult care food program provides assistance to child and adult day care providers so that nutritional meals are provided to children and seniors. State legislators recognize the importance of these programs. These feeding programs are the major federal support of child



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care and are critical support to low-income children. Proposals to eliminate or reduce this program ignore its valuable contribution to the expansion of child care and reduction of childhood hunger.



STATE OF SOUTH DAKOTA
WILLIAM J. JANKLOW, GOVERNOR

February 5, 1998

The Honorable Tim Johnson
United States Senator
502 Hart Senate Office Building
Washington, DC 20510

Dear Tim:

I wanted to let you know of my strong support for your bill, S.1396, the Meals for Achievement Act that would provide a breakfast at no charge to all elementary school students. I appreciate your taking the lead on this. More people are recognizing that a good breakfast provides the foundation for a child's positive learning experience.

Although nearly 60,000 South Dakota students are enrolled at places where breakfast is offered, only 13,393 take part on a daily basis. I believe your bill would inspire more schools to offer breakfast and more students would participate if it were free.

I still believe the best place for breakfast is at home, eating together as a family. However, the fact of the matter is that it does not happen in a lot of family situations.

As a companion to S.1396, I also support Congressman Woolsey's H.R.3086. I note that the House version expands a school's ability to offer after-school snacks, along with the free breakfasts for elementary students. I believe we can better meet children's nutritional needs by making after-school snacks available under the National School Lunch Act to all school-age children who

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PIERRE, SOUTH DAKOTA
57501-5070
605-773-3212

Senator Tim Johnson

February 5, 1998

Page 2

participate in school-based activities. After-school snacks are addressed in Section 17A of the Child Nutrition Act and in the federal regulations for the National School Lunch Program. However, participation in the program is limited to schools that were participating in the Child and Adult Care Food Program as of May 15, 1989. The current language of the S.1396 should be amended to include after-school snacks. Removing the date restriction would enable more agencies to participate without duplicating paperwork.

As you know, I am committed to improving child care for school-age children. I have long advocated using school buildings to help meet that need. Twelve communities in South Dakota currently have after-school care programs in their schools. Access to a snack program, through the mechanism of existing school nutrition programs, could be the nudge that schools need to expand such services. In our state, more than 108,000 children ages 6-14 could be served by such a program.

Tim, please let me know if you need any additional information specific to South Dakota's child nutrition situation. I look forward to working with you on this.

Sincerely,



William J. Janklow

WJJ:dhs



JEANNE SHAHEEN
GOVERNOR

STATE OF NEW HAMPSHIRE

OFFICE OF THE GOVERNOR

December 4, 1997

The Honorable Dan Glickman
USDA, Office of the Secretary
200 Jamie L. Whitten Bldg.
1400 Independence Avenue SW
Washington, DC 20250

Dear Secretary Glickman:

I have been informed that Senator Tim Johnson and Representative Lynn Woolsey have introduced bills to expand the school breakfast program, known as *The Meals for Achievement Act of 1997*. As the reauthorization of child nutrition programs approaches and President Clinton readies his 1999 budget, I ask that serious consideration and support be given to provide for expansion and enhancement of the school breakfast program.

Today 278 of our public schools make school breakfast available to NH's students. Less than 18% of our students are eligible for free or reduced price meals. The inextricable link between proper nutrition and academic achievement has been evidenced in recent research. School breakfast allows every child the opportunity to enter the classroom ready to learn. Critical to this process is adequate time for students to enjoy these nutritious meals.

Support for State Administrative Expenses, the reauthorization of the Commodity Distribution Program and a recommitment to Nutrition Education & Training (NET) are all tied to the successful operation of the meals made available at school for children. As we approach the new millennium with focus on the issue of education, let us remember, when we invest in our nation's children we truly are making a strong commitment to the future of our country.

Sincerely,

Jeanne Shaheen
Governor

cc: The Honorable Shirley Watkins, USDA
Mr. Jack Lew, Deputy Dir. OMB
Nancy Stiles, Legislative Chair, NHEFSA
Karen Hicks, Office of the Governor

HOWARD DEAN, M.D.
Governor



State of Vermont
OFFICE OF THE GOVERNOR
Montpelier 05609

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Fax: (802) 828-3339
TDD: (802) 828-3346

December 29, 1997

The Honorable Dan Glickman, Secretary
United States Department of Agriculture
200 Jamie L. Whitten Building
1400 Independence Avenue, S.W.
Washington, D.C. 20250

Dear Secretary Glickman:

A handwritten signature in dark ink, appearing to be 'Dan'.

I understand that Senator Tim Johnson and Representative Lynn Woolsey are sponsoring legislation that would expand school breakfast opportunities for low income children, the Meals for Achievement Act of 1997. Clearly, proper nutrition is an essential element in enabling children to achieve in school. To that end, I am requesting that you strongly support this Act as part of President Clinton's child nutrition program in the 1999 Budget.

In Vermont we have invested an enormous amount of resources in early intervention to enable children to achieve their full potential. Over the years I have been enormously gratified to see those investments pay dividends, in dramatic reductions in abuse of children and increases in the number of children with access to health care. There is no resource more precious or more worthy of such investments.

I hope that you will give this initiative your full support. Through a modest dedication of resources we can reap long term rewards that are of immense value.

Sincerely,

A handwritten signature in dark ink, appearing to be 'Howard'.

Howard Dean, M.D.
Governor

HD:jht



RONALD L. KLEINMAN, M.D.
Associate Professor of Pediatrics



Chief, Division of Pediatric
Gastroenterology and Nutrition
Combined Program in Pediatric
Gastroenterology and Nutrition
Associate Chief, MGH Pediatrics
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FAX (617) 724-2710

December 12, 1997

William J. Clinton
President of the United States
Hilary Rodham Clinton
The White House
Washington, DC 20447

Dear President and Mrs. Clinton:

We are writing to support the Meals for Achievement Act that has recently been proposed in the U.S. Congress.

A recent study by the USDA estimated that 6% of all US children are hungry and that an additional 18% are food insecure. A decade of research in eighteen states by the Community Childhood Hunger Identification Project (CCHIP) had produced estimates of 8% hungry and 21% at risk for hunger. These studies make it clear that hunger and food insecurity are extremely common, involving about one quarter of all US children.

We are in the fifth year of a series of studies, which we recently discussed with Shirley Watkins, Under Secretary of Agriculture for Food, Nutrition, and Consumer Services, that have documented that public school children from Pittsburgh, Baltimore, and Philadelphia who are classified as hungry or at risk by the CCHIP measure perform much more poorly on standardized measures of academic performance and emotional adjustment. Papers describing these findings are scheduled to be published in *Pediatrics* in January and in the *Journal of the American Academy of Child and Adolescent Psychiatry* in February.

There is also clear evidence that an increase in school breakfast participation is associated with significant positive improvements on a number of critical indicators like school grades, attendance, punctuality, classroom behavior, and emotional adjustment. Our study confirming this has recently been submitted to the Archives of Pediatrics.

Finally we have also shown that although in most schools, breakfast participation is only about one quarter of the rate of school lunch participation, it is possible to bring the rate of breakfast participation up to the level of lunch participation. When school breakfast participation goes up, significant improvements are evident in school-wide indicators of success like decreases in the rates of absence, tardiness and disciplinary incidents.

Our results are quite similar to those that have recently been reported from the University of Minnesota about a free breakfast program that was provided in six schools in that state. The fact that the two sets of studies were done completely independently in two different parts of the country by two different research teams and yet came up with such similar results makes both sets of findings even more powerful.

After reviewing our results in Baltimore, Dr. Robert E. Schiller, the Acting Superintendent of Schools, has decided to offer classroom feeding to all of the more than one hundred elementary schools in the district beginning in the Spring of 1998. We have enclosed a letter of support that he has written for the Meals for Achievement Act.

We believe that school breakfast expansion is one of the most cost-effective ways to boost student performance and that it should have an important place in education's armamentarium for the battle to improve this country's schools.

Thank you for your consideration of this legislation and best wishes for a joyous holiday season.

Sincerely,


Ronald E. Kleinman, M.D.

REK/cgo

TIM JOHNSON
SOUTH DAKOTA

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United States Senate

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SIOUX FALLS OFFICE:
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SIOUX FALLS, SD 57101
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TOLL FREE
1-800-687-0026

December 12, 1997

The President
The White House
Washington, DC 20500

Mr. President:

I am writing to ask for your support and your help in making an historic investment in the education of our Nation's elementary school children by including funding for S. 1396, the Meals for Achievement Act in your budget proposal for fiscal year 1999. My legislation, if enacted, is intended to expand the school breakfast program in elementary schools.

In your State of the Union earlier this year, you spoke convincingly of education as your number one priority for the next four years. As you know, Congress has echoed this sentiment with a variety of efforts intended to improve the readiness of children to take their place in America's workforce in order to secure our place in a strong economy. For the United States to compete effectively in the world, we must have an educated and productive workforce. In order to have an educated and productive workforce, we must prepare our children to learn. In order to prepare our children to learn, they must be well nourished, and that begins with a good breakfast.

The best teachers in the world, with the best standards, cannot teach a hungry child. A child who begins his or her school day with their stomach growling because they either did not have time to eat breakfast or there was no breakfast to be served, is simply too distracted to focus on the lessons being provided by the teacher.

Recently, several pilot programs have demonstrated the effectiveness of an expanded school breakfast program. In 1994, the Minnesota legislature directed the Minnesota Department of Children, Families and Learning to implement a universal breakfast pilot program integrating breakfast into the education schedule for all students at six schools. The evaluation of the pilot project, performed by the Center for Applied Research and Educational Improvement at the University of Minnesota, shows that when all students are involved in school breakfast, a significant increase in learning and achievement results. This study included a broad cross section of Minnesota students and indicates that expanding school breakfast is useful even in areas that are not severely disadvantaged.

Researchers at Harvard and Massachusetts General Hospital recently completed a study on the results of universal free breakfast at one public school in Philadelphia and two in Baltimore. The study found that students who ate school breakfast showed great improvement in math grades, attendance, and punctuality. The researchers also observed that students displayed fewer signs of depression, anxiety, hyperactivity, and other behavioral problems. The areas included in this study were very low income. Thus expansion of school breakfast shows great promise across a range of socioeconomic backgrounds.

The President
December 12, 1997
Page 2

If we are serious about improving our education system in America, as I know you are, we must first prepare our children to learn. The time has come, therefore, to build upon the pilot programs in Minnesota, Philadelphia, Baltimore, and other cities, and integrate school breakfast into the education day, at least at the elementary school level.

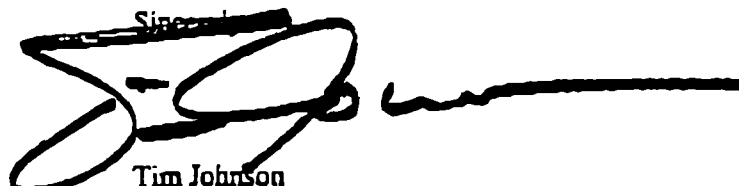
The Meals for Achievement Act would not mandate the school breakfast program. A local school could still decide whether to participate, and each parent can decide for themselves whether to have their child participate.

I do appreciate that there is a cost involved with this initiative and, therefore, we may have to phase it in over a few years. However, the time has come to set the course for our future direction in the School Breakfast Program and take our first step forward.

I also appreciate your strong leadership in balancing our Nation's budget and that the sound fiscal path you have set our Nation's government on requires vigilance to protect against foolhardy expenditures. In that context, the Meals for Achievement Act raises an important policy question. What is the basic purpose and goal of the School Breakfast Program? Is the School Breakfast Program a welfare program? Or, is the School Breakfast Program a nutrition and education program intended to prepare children for a successful educational experience? If the School Breakfast Program is a welfare program then my legislation would not make sense. I do not believe that we should be providing welfare to individuals who do not need assistance. If, on the other hand, the School Breakfast Program is a part of the education day, and is intended to prepare children to learn, then, in my opinion, it should include all children. School books are provided to all children without regard to their income; school buses are used by children without regard to their income; and that is how I believe we should view the School Breakfast Program.

Again, I ask your assistance in making an expanded School Breakfast program a vital tool in preparing today's youngsters for tomorrow's economy. I urge you to include the Meals for Achievement Act in your budget proposal. I stand ready to work with you, the members of your Administration, and my colleagues in the Senate in enacting this important educational initiative.

Thank you for your consideration of the Meals for Achievement Act. I look forward to hearing from you and working with you further on this important initiative.

Sincerely,

Tim Johnson
United States Senate



105th Congress

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Earl Hilliard
First Vice Chair

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Second Vice Chair

Carline Brown
Secretary

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Whip

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Congressional Black Caucus

Congress of the United States

2344 Rayburn Building • Washington, DC 20515 • (202) 225-2201

December 18, 1997

President William J. Clinton
The White House
Washington, D.C.

Dear Mr. President:

The upcoming Congressional session presents a unique opportunity to reauthorize the Child Nutrition Programs. Recently, Congresswoman Woolsey, Congressman Clay and other House Members introduced H.R. 3086. The overarching purpose of the legislation, "Meals for Achievement Act", is to expand the school breakfast program. In addition, Senator Leahy has introduced S. 1556, the "Child Nutrition Initiatives Act", which would increase participation in the Summer Food Service Program and the Child and Adult Care Food Program.

The membership of the Congressional Black Caucus believes these bills represent a vital initiative to combat hunger in America, and we strongly urge you to include support for these initiatives as part of your overall goal to address the needs of our nation's children.

We are alarmed that children continue to suffer from hunger despite our country's current economic prosperity. Harvard University has just released a study which shows that more than one child out of three is either hungry or at risk of hunger. This situation poses a major threat to both the present and future health and well being of these children and, by extension, to the strength of our country as well. In addition, widespread hunger undermines programs to improve children's education. We know that children who are well fed do better in school than children who are hungry.

H.R. 3086 and S. 1556 speak to this serious problem by encouraging breakfast for all children in grades K through 6. The breakfast program serves less than one-third of the children who participate in the National School Lunch Program, and less than half of the needy children who participate in the lunch program also receive a

school breakfast. Clearly, we owe it to our children, and especially the poorest of our children, to do better than this.

These bills go hand in hand with your goal to provide children with necessary educational tools, including the ability to read, by the time they leave the third grade. Hungry children do not learn. The Caucus lauds your policy of boosting educational achievement and supports the White House initiative to promote better health for all children.

We urge you to include funding for the expansion of the School Breakfast Program, the Child and Adult Food Care Program, as well as other child nutrition programs in your FY 1999 budget proposal.

We deeply appreciate your support in this matter.

Sincerely,

Maxine Waters *Bill Clay*

Maxine Waters
Chair
Congressional Black Caucus

William L. Clay
Ranking Democratic Member
Committee Education and the Workforce

LYNN WOOLSEY
8th District, California

COMMITTEES
BUDGET
ECONOMIC AND EDUCATIONAL
OPPORTUNITIES

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Congress of the United States

House of Representatives

Washington, DC 20515-0506

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SAN RAFAEL, CA 94903
TELEPHONE: (415) 507-9554

INTERNET ADDRESS
woolsey@hr.house.gov

HOW WELL DO YOU WORK WHEN YOU'RE HUNGRY?

Dear Colleague:

How many times have you found it hard to concentrate because you were hungry? Have you ever felt tired and irritable because you were too rushed to eat? With the hectic schedules here on the Hill, it has happened to all of us.

We shouldn't be surprised then to learn that a Harvard/Kellogg Study found that children who experience even moderate hunger have poorer academic, emotional, and behavioral functioning. Children who start their day at school with their stomachs growling are simply too distracted to learn.

That is why I have introduced H.R. 3086, the Meals for Achievement Act. This bill expands the school breakfast program to all elementary school children. Obviously, no school or child would be required to participate, but schools that wish to do so could provide breakfast to all the elementary school children whose parents give their permission.

Researchers at Harvard and Massachusetts General Hospital found that students who ate breakfast showed great improvement in math grades, attendance and punctuality. These students displayed fewer signs of depression, anxiety, hyperactivity and other behavioral problems. Eating breakfast won't make every child "Doogie Hauser" but it will give every child the opportunity to achieve to his or her greatest potential. And, it's not as expensive as you might think. The American School Food Service Association estimates that it will cost \$320 million the first year and \$2.1 billion over five years.

I plan to offer the Meals for Achievement Act as an amendment to the Child Nutrition Act when it is marked up in the Education Committee next session. The more cosponsors there are on the bill, the better its chances in Committee. So, please add your name as a cosponsor and let families and educators in your District know that you care about helping their kids learn. Please call me or Lynda Theil on X55161 for more information or to add your name.

Sincerely,



Lynn Woolsey
Member of Congress

Congress of the United States
Washington, DC 20510

November 14, 1997

The Honorable Daniel R. Glickman, Secretary
The United States Department of Agriculture
Jamie L. Whitten Federal Building
1400 Independence Avenue Southwest
Washington, DC 20250

Dear Secretary Glickman:

Minnesota has a long history of leading the nation in education. We place a high priority on the well-being of our students. In 1994, at the direction of the Minnesota Legislature, a pilot breakfast program was implemented at the grade-school level by the Minnesota Department of Children, Families and Learning. After three years, the pilot program has been universally praised by teachers, school administrators, and parents. It presents a strong link between a nutritious breakfast and educational and social development. Enclosed is a summary of the independent evaluation of this pilot program conducted by the Center for Applied Research and Educational Improvement at the University of Minnesota.

This landmark school breakfast study is the most comprehensive and first long-term study to date. The findings indicate significant benefits to children who participate in a school-wide school breakfast program. School teachers and administrators attribute the pilot breakfast programs at their schools to:

- significant declines in discipline referrals by as much as 50%
- declines in morning visits to the school nurse's office for minor headaches and stomachaches
- general increases in math and reading achievement
- an infusion of energy and child attentiveness at the start of the school day

November 14, 1997

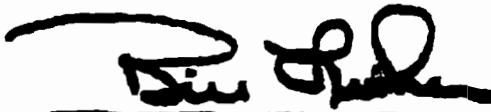
Page 2

As the time for reauthorization of the child nutrition programs draws near, we urge you to consider this important research in your instrumental capacity of shaping future policy for the National School Breakfast Program.

Sincerely,



Paul Wellstone
United States Senator



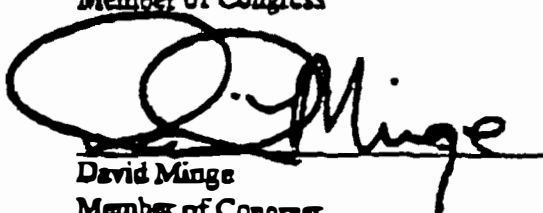
Bill Luther
Member of Congress



James Oberstar
Member of Congress



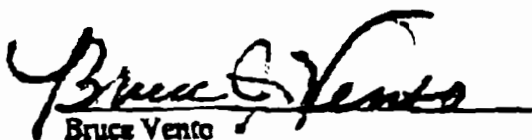
Martin Sabo
Member of Congress



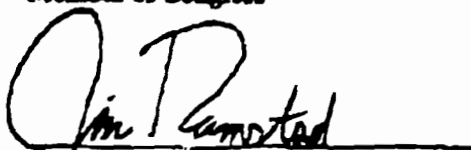
David Minge
Member of Congress



Collin Peterson
Member of Congress



Bruce Vento
Member of Congress



Jim Ramstad
Member of Congress

JOHN ELIAS BALDACCIO
20 DISTRICT, ME

AGRICULTURE COMMITTEE
COMMITTEE ON SMALL BUSINESS

REGIONAL OFFICE

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Congress of the United States
House of Representatives
Washington, DC 20515-1902

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November 12, 1997

The Honorable Dan Glickman
United States Department of Agriculture
14th Street and Independence Avenue SW
Washington DC 20250

Dear Secretary Glickman:

As you prepare the Department's budget request for FY 1998, I hope that you keep in mind the special role that the USDA plays in the education of our nation's children. In particular, I urge you to request enough funding to ensure that all children enrolled in elementary school are offered breakfast as part of their school day.

This concept — providing all children with access to a school breakfast — has become known as "Meals for Achievement."

Hunger and malnutrition are significant obstacles to teaching children. The School Breakfast Program can help eliminate these barriers. Recent studies have shown that a Meals for Achievement Program can increase test score, improve student behavior and reduce illness.

President Clinton has made education a top priority for the remainder of his term. The USDA can do its part by providing students a nutritious breakfast.

Thank you for your consideration.

Sincerely,


John E. Baldacci
Member of Congress



THE AMERICAN DIETETIC ASSOCIATION

216 WEST JACKSON BOULEVARD
CHICAGO, ILLINOIS 60606-6995
312/899-0040

DIVISION OF GOVERNMENT AFFAIRS
1225 EYE STREET, NW #1250
WASHINGTON, DC 20005
202/371-0500

December 23, 1997

President William Jefferson Clinton
The White House
Washington, D.C. 20500

Dear Mr. President:

On behalf of the nearly 70,000 members of the American Dietetic Association, I am writing to urge you to include in your Fiscal Year 1999 budget proposal provisions that provide continued support and adequate funding for child nutrition programs.

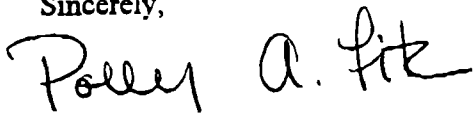
ADA is the world's largest organization of food and nutrition professionals, and its members provide nutritional and health care expertise in a variety of settings, including school food service programs, WIC clinics, and child care settings. RDs are a key component of school food programs around the country where they develop the meals and provide the education that ensures proper nutritional intake for our Nation's children. There is little else as important to the development of school-aged children than sufficient nutrition. Children who are poorly nourished do much worse in school than their well-nourished counterparts. Adequate support and funding for these programs is essential if children are to have all the tools necessary to succeed in school.

Specifically, we urge you to support maintaining uniform national, science-based nutrition standards. We believe uniform national standards are essential, since children's nutritional needs do not differ from state to state. In addition, nutrition education should be maintained as a priority in these programs. We urge your support for a comprehensive and consolidated nutrition education program which builds upon the strongest elements of the existing "Team Nutrition" and "Nutrition Education and Training Program."

President Clinton
December 23, 1997
Page 2

As you know, child nutrition programs are due to be reauthorized in Congress next year. A strong indication of support for those programs from your Administration will help ensure that they continue to serve our children by preparing them to learn and grow properly. We urge you to support these initiatives and to include adequate funding for these programs in your FY 1999 budget proposal.

Sincerely,

A handwritten signature in black ink that reads "Polly A. Fitz". The signature is written in a cursive, flowing style.

Polly A. Fitz, MA, RD
President

cc: Mr. Bruce Reed, , The White House
Mr. Erskine Bowles, The White House
Mr. Rahm Emanuel, The White House
Mr. Franklin Raines, Office of Management and Budget
Mr. Jacob Lew, Office of Management and Budget

14
4
2
4



THE AMERICAN SCHOOL FOOD SERVICE ASSOCIATION

December 22, 1997

President William J. Clinton
The White House
1600 Pennsylvania Ave., N.W.
Washington, D.C. 20500

Dear President Clinton,

On behalf of the 65,000 members of the American School Food Service Association I urge your active support for child nutrition programs. Include funds for the expansion of breakfast in elementary schools in your 1999 budget and make child nutrition a focus of the Administration's national policy for the coming year.

Sincerely,

Barbara Borschow
Executive Director

Copy: Vice President Gore, Mr. Bruce Reed, Mr. Erskine Bowles, Mr. John Podesta,
Mr. Ron Klain, Mr. Rahm Emanuel, Mr. Franklin Raines, Mr. Jacob Lew



115 West College Drive
Marshall, Minnesota 56258-0884

Phone 507-532-3274
FAX 507-537-8158

November 13, 1997

Secretary Glickman
U.S. Department of Agriculture
1400 Independence Ave. S.W.
Rm. 200A
Washington, D.C. 20250

Dear Secretary Glickman:

I am writing you to ask you for your support of S. 1279 and H.R. 3086, *the Meals for Achievement Act* recently introduced. These bills expand the school breakfast program by offering it to all elementary school students without charge.

The benefits of breakfast as the critical meal to enable children to learn is well documented in studies. In School Food Services the State of Minnesota is leading the Nation in its efforts in this endeavor, with results pointing to the direct benefits of breakfast and education.

We also look for your support in helping the School Food Service Authorities operate a seamless system, that will eliminate unnecessary, burdensome, and in most cases additional paperwork to run the various programs at the local level.

The future of America is directly dependent on the ability of our youth to learn and be educated. This cannot happen when many of them go without the necessary nutrition. Your personal support and your dedicated staff's help in these and other matters, as they relate to Child Nutrition, is greatly appreciated by all children.

Thank you.

Sincerely,

A handwritten signature in dark ink, appearing to read "Mark J. Nellerhoe".

Mark J. Nellerhoe
General Manager
Schwan's School Food Service

cc: Shirley Watkins
Marshall Matz
Melinda Turner
Barry Sackin

Under Secretary of Agriculture.
Washington Counsel
President, ASFSA
Director of Public Affairs, ASFSA



Apricot Producers of California

2125 Wynn Dr., Suite 2A
Modesto, CA 95355
(209) 524-0901 FAX (209) 524-3840

December 8, 1997

The Honorable Frank Riggs
1714 Longworth House Office Building
U.S. House of Representatives
Washington, DC 20515

Dear Chairman Riggs:

A bill to expand the School Breakfast Program was recently introduced in the House. This bill, the Meals for Achievement Act (H.R. 3086), has the support of several members of the California delegation, and I hope that you can join them as a cosponsor.

For too long, the School Breakfast Program has been mistakenly viewed as a welfare program. It should be viewed as an educational program. A child who has not had a nutritious breakfast, regardless of their economic status, cannot be expected to perform well in school, and without a proper education there will be little room for them in the workforce when they become adults. For America to maintain its economic success in an increasingly global economy our workforce must be well educated. A good education starts with a full stomach, and expanding the breakfast program is the least the federal government can do.

The breakfast program has an additional benefit – it increases overall food purchases more than any other federal feeding program. This has a very direct impact on the bottom line of agricultural producers, especially those in California.

I urge you to cosponsor the Meals for Achievement Act and help move it through your Subcommittee. It is a wise use of resources that will ultimately benefit California agricultural producers as well as school children.

Sincerely,

William C. Ferrera
President

3686 MT. DIABLO BLVD. SUITE 22
P.O. BOX 7001 / LAFAYETTE, CA 94501
TELEPHONE: 510 / 284-3111
FAX: 510 / 284-4422

California Canning Peach Association

December 4, 1997

The Honorable Frank Riggs
1714 Longworth House Office Building
U.S. House of Representatives
Washington, D.C. 20515

Dear Frank:

I recently learned that several California members have introduced a bill to expand the School Breakfast Program, H.R. 3086. In addition to schools, California agriculture would see a significant benefit if this legislation is enacted, and I hope that you can support this effort.

The best teachers in the world cannot teach a hungry child. There are many reasons why children go to school without eating - they may not have had time to eat or there may have been no food at home. However, the reasons for their hunger should not matter. A child who has not eaten breakfast is simply too distracted to focus on the lessons, and our educational system should make sure that all children are prepared to learn. Providing children a well-balanced breakfast before they start the school day is a cost effective and logical way to address this problem. Studies by the University of Minnesota, Harvard, and Massachusetts General Hospital have shown that when children eat a school breakfast, test scores go up while disciplinary problems and visits to the nurse go down.

This program would assist more commodities in California such as canned pears in your district and peaches which are favorite fruit items in the child nutrition program.

I hope that you will cosponsor H.R. 3086. It's good for our children, the productivity of our workforce and California agriculture.

Sincerely yours,



Ronald A. Schuler
President

lcf



CALIFORNIA PEAR GROWERS

4600 NORTHGATE BOULEVARD, SUITE 210

SACRAMENTO, CA 95834

PHONE (916) 924-0530 • FAX (916) 924-0904

December 15, 1997

The Honorable Frank Riggs
1714 Longworth House Office Building
U.S. House of Representatives
Washington, DC 20515

Dear Chairman Riggs:

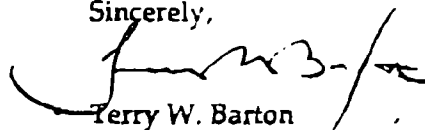
Representative Lynn Woolsey and several other members of the California delegation have introduced the Meals for Achievement Act (H.R. 3086), which would expand the School Breakfast Program. This legislation deserves the support of the entire California delegation, especially members from agricultural districts, and I urge you to support this effort.

Studies in Minnesota, Baltimore, and Philadelphia all demonstrate the positive effect a school breakfast can have on a child's ability to succeed in school. These studies found that the School Breakfast Program improves grades, attendance, and overall learning readiness, while decreasing disciplinary problems and nurse visits. For years, educators have recognized the link between proper nutrition and education. The time has come for Congress to view the School Breakfast Program as an integral part of the educational system, and the Meals for Achievement Act is a small price to pay to ensure that children can make the most of the school day.

Agricultural producers in your district and throughout California would also benefit from this legislation. Pears, for example, are one of the most accepted commodities used in the school meal programs, and expanding the breakfast program would expand our market.

I hope that you will be able to support the Meals for Achievement Act. It is right for our children and California agriculture.

Sincerely,


Terry W. Barton
President

TB:cp



General Mills, Inc.
Governmental Relations Office
601 Pennsylvania Ave. N.W.
Suite 420
Washington, D.C. 20004
(202) 737-8200

December 10, 1997

The Honorable Dan Glickman
Secretary
U.S. Department of Agriculture
200A Administration Building
14th St. & Independence Avenue, S.W.
Washington, D.C. 20250

Re: The Meals for Achievement Act


Dear Mr. Secretary:

Please know of our strong support for S. 1396/H.R. 3086, the Meals for Achievement Act.

Perhaps Senator Tim Johnson said it best when introducing the school breakfast legislation: "For the United States to compete effectively in the world we must have an educated and productive workforce. In order to have an educated and productive workforce, we must prepare our children to learn. In order to prepare our children to learn they must be well nourished, and that begins with a good breakfast."

As you may know, this legislation can be traced in part to the pilot program authorized by the Minnesota legislature. In 1994, at the direction of the Minnesota legislature a pilot breakfast program was implemented at the grade school level by the Minnesota Department of Children, Families and Learning. The results of the study have been very positive, indicating a strong link between a nutritious school breakfast and educational development.

In closing, Mr. Secretary, allow me to commend you for the extraordinary food and nutrition team you have assembled at the Department, led by Under Secretary Shirley Watkins. We look forward to working with you in support of the School Breakfast Initiative.

Sincerely,



Robert Bird

21 November 1997

Dr. Debra Susie
Executive Director

Elaine Roberts
Program Coordinator
Terri Poore
Legislative Coordinator
Anne Ehresman
Summer Food Project Coordinator

Florida IMPACT
345 S. Magnolia Dr., E-17
Tallahassee, FL 32301
Phone (850) 309-1488
FAX (850) 309-1489

MEMBER GROUPS

11th Episcopal District A.M.E.
Church
Christian Church (Disciples of
Christ) in Florida
Church Women United in Florida
Episcopal Church
Diocese of Southeast Florida
Diocese of Florida
Evangelical Lutheran Church in
America
Farmworker Organizations Action
Group
Florida Association of Jewish
Federations
Florida Coalition for the Homeless
Lutheran Church - Missouri
Synod, Florida - Georgia
District
Office for Farmworker Ministry,
Catholic Diocese of Orlando
Pax Christi - Florida
Presbyterian Church (U.S.A.)
Religious Society of Friends
Share Tampa Bay
Southeast Council - Union of
American Hebrew
Congregations
United Church of Christ Florida
Conference
United Methodist Church,
Alabama/ West Florida
Conference
United Methodist Church, Florida
Conference
United Methodist Women
Unitarian Universalist Assoc.,
Florida District

The Honorable Dan Glickman
United States Department of Agriculture
Office of the Secretary
Room 200A
1400 Independence Avenue, SW
Washington DC 20250

Dear Secretary Glickman:

Having worked for many years to secure a school breakfast mandate in the state of Florida, the religious leadership represented by Florida Impact supports the continued extension of those meals to all school children. We are pleased for the opportunity to support Senator Johnson's "Meals for Achievement Act," #1396.

You also have an opportunity to advance this plan. Please request enough funding in the 1998 budget to offer breakfast at no cost to all elementary school children within the context of their school day. It would be an acknowledgement of the good work begun in our state and a genuine show of concern for all the American children who deserve this resource for improved educational outcomes.

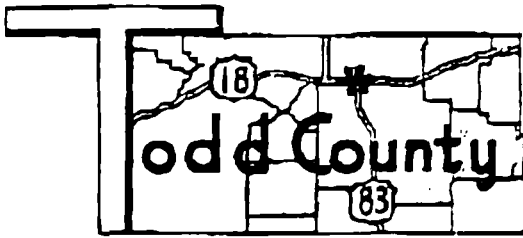
Thank you for your consideration. If we can provide any information to you on childhood hunger in Florida, please contact us.

Sincerely,

Debra Susie

Debra Susie
Executive Director

cc: Frank Rudd, Executive Director of Florida School Food Services Association; Michelle Tingling-Clemmons, Food Research and Action Center



Todd County School District No. 66-1

* P.O. BOX 87
MISSION, SOUTH DAKOTA 57555

RICHARD BORDEAUX, Ed.D., SUPERINTENDENT
(605) 856-4457
FAX Number 856-2443

December 15, 1997

Mr. Bruce Reed, Director
Domestic Policy Council
The White House
1600 Pennsylvania Avenue
Washington, D.C. 20500

Dear Mr. Reed:

I am writing on a significant opportunity to improve the education of children. This opportunity is the Meals for Achievement Act, S. 1396 and H.R. 3086. These bills would expand the school breakfast program by offering it to all elementary school students without charge. These bills are education bills, not welfare bills.

The basic issue is how hunger affects learning. As reported by the Community Childhood Hunger Identification Project (CCHIP), hungry children are more likely to be absent from school, are less likely to interact with other people or explore or learn from their surroundings. This interferes with their ability to learn from a very early age. School-aged children who are hungry cannot concentrate or do as well as others on the tasks they need to perform to learn the basics.

According to the Tufts University Center on Hunger, Poverty and Nutrition Policy, evidence from recent research about child nutrition shows that, in addition to having a detrimental effect on the cognitive development of children, undernutrition results in lost knowledge, brainpower and productivity for the nation. If we are serious about increasing productivity through our educational system, we must first prepare our children to learn.

School breakfast studies conducted in six school districts in Minnesota as well as in Boston, Philadelphia and Baltimore all point to the same thing. Students' attention spans and test scores improve, while visits to the nurse's office and principal's office decline. Students displayed fewer signs of depression, anxiety, hyperactivity and other behavioral problems. The benefits of the program became more pronounced over time beginning with improved concentration and less aggression and improved attitudes in succeeding years as students do better in school and feel better about themselves.

I understand that President Clinton has already begun work on his 1999 budget. The Meals for Achievement Act could and should be an integral part of the President's education initiative.

Sincerely,


Richard Bordeaux, Ed.D.

cc: The Honorable Shirley Watkins, Under Secretary, FNS-USDA

STATEMENTS ON INTRODUCED BILLS AND JOINT RESOLUTIONS
(Senate - November 06, 1997)

THE MEALS FOR ACHIEVEMENT ACT

Mr. JOHNSON. Mr. President, today I am pleased to introduce the Meals for Achievement Act. This bill, if enacted, is intended to expand the school breakfast program in elementary schools.

In his State of the Union address earlier this year, President Clinton called education my number one priority for the next four years. Congress has echoed this sentiment with a variety of bills intended to improve the readiness of children to take their place in America's work force in order to secure our place in a strong economy. For the United States to compete effectively in the world we must have an educated and productive work force. In order to have an educated and productive work force, we must prepare our children to learn. In order to prepare our children to learn they must be well nourished, and that begins with a good breakfast.

The best teachers in the world, with the best standards, cannot teach a hungry child. A child who begins his or her school day with their stomach growling because they either did not have time to eat breakfast or there was no breakfast to be served, is simply too distracted to focus on the lessons being provided by the teacher.

In 1994, the Minnesota Legislature directed the Minnesota Department of Children, Families and Learning to implement a universal breakfast pilot program integrating breakfast into the education schedule for all students. The evaluation of the pilot project, performed by the Center for Applied Research and Educational Improvement at the University of Minnesota, shows that when all students are involved in school breakfast there is a general increase in learning and achievement.

Researchers at Harvard and Massachusetts General Hospital recently completed a study on the results of universal free breakfast at one public school in Philadelphia and two in Baltimore. The study, to be published in the Journal of Pediatrics in the near future, found that students who ate the breakfast showed great improvement in math grades, attendance, and punctuality. The researchers also observed that students displayed fewer signs of depression, anxiety, hyperactivity, and other behavioral problems.

As reported by the Community Childhood Hunger Identification Project [CCHIP], hungry children are more likely to be ill and absent from school and are less likely to interact with other people or explore or learn from their surroundings. This interferes with their ability to learn from a very early age. School-aged children who are hungry cannot concentrate or do as well as others on the tasks they need to perform to learn the basics. Research indicates that low-income children who participate in the School Breakfast Program show an improvement in standardized test scores and a decrease in tardiness and absenteeism compared to low-income students who do not eat breakfast at school.

According to the Tufts University Center on Hunger, Poverty, and Nutrition Policy, evidence from recent research about child nutrition shows that, in addition to having a detrimental effect on the cognitive development of children, undernutrition results in lost knowledge, brainpower, and productivity for the Nation.

If we are serious about improving productivity in America through our education system, we must first prepare our children to learn. The time has come, therefore, to build upon the pilot program in Minnesota, Philadelphia, Baltimore, and other cities, and integrate school breakfast into the education day, at least at the elementary school level.

Mr. President, the legislation I am introducing today would not mandate the school breakfast program. A local school could still decide whether or not to participate, and each parent can decide for themselves whether or not to have their child participate.

I do appreciate that there is a cost involved with this initiative and, therefore, we may have to phase it in over a few years. However, the time has come to set the course for our future direction in the School Breakfast Program and take our first step forward.

FILE H0086.IH

HR 3086 IH

105th CONGRESS

1st Session

To amend the Child Nutrition Act of 1966 to expand the School Breakfast Program in elementary schools, and to provide greater access to snacks in school-based childcare programs.

IN THE HOUSE OF REPRESENTATIVES

November 13, 1997

Ms. WOOLSEY (for herself, Mr. HILDEE, Mr. MILLER of California, Mr. MARTINEZ, Mr. PAYNE, Ms. SANCHEZ, and Mr. CLAY) introduced the following bill; which was referred to the Committee on Education and the Workforce

A BILL

To amend the Child Nutrition Act of 1966 to expand the School Breakfast Program in elementary schools, and to provide greater access to snacks in school-based childcare programs.

[Italic->] Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, [<-Italic]

SHORT TITLE

SECTION 1. This Act may be cited as the 'Meals for Achievement Act'.

EXPANSION OF SCHOOL BREAKFAST PROGRAM

SEC. 2. Section 4(b)(1)(B) of the Child Nutrition Act of 1966 (42 U.S.C. 1773(b)(1)(B)) is amended--

(1) in the first sentence, by striking 'for each free breakfast' and inserting 'for each breakfast served in an elementary school and each free breakfast served in a school other than an elementary school';

(2) in the second sentence, by inserting 'served in a school other than an elementary school' after 'reduced price breakfast'; and

(3) in the third sentence, by inserting 'in a school other than an elementary school' after 'served'.

SEC. 3. Section 17A of the National School Lunch Act (42 U.S.C. 1766a) is amended--

(1) In paragraph (a)(2)--

(A) by adding 'and' at the end of subparagraph (A);

(B) by striking '; and' at the end of subparagraph (B) and inserting a period; and

(C) by striking subparagraph (C);

(2) by striking subsection (b); and

(3) by redesignating subsections (c) and (d) as (b) and (c).

FILE s1396.is

S 1396 IS

105th CONGRESS

1st Session

To amend the Child Nutrition Act of 1966 to expand the School
Breakfast Program in elementary schools.

IN THE SENATE OF THE UNITED STATES

November 6, 1997

Mr. JOHNSON introduced the following bill; which was read twice and
referred to the Committee on Agriculture, Nutrition, and Forestry

A BILL

To amend the Child Nutrition Act of 1966 to expand the School
Breakfast Program in elementary schools.

[Italic->] Be it enacted by the Senate and House of
Representatives of the United States of America in Congress
assembled. [<-Italic]

SECTION 1. SHORT TITLE.

This Act may be cited as the 'Meals for Achievement Act'.

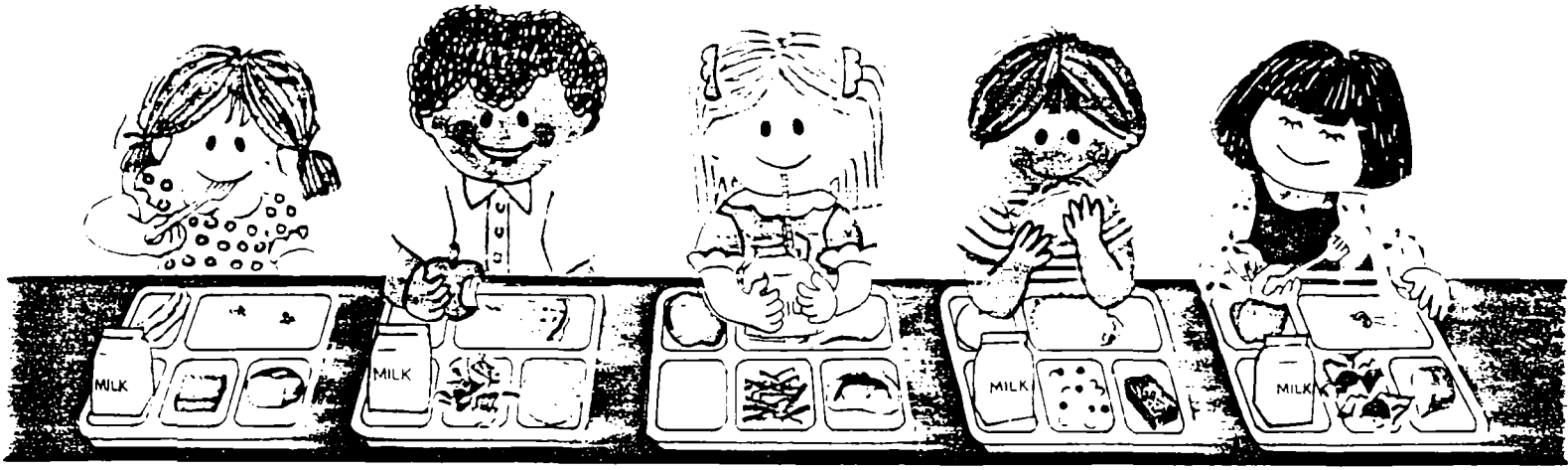
SEC. 2. EXPANSION OF SCHOOL BREAKFAST PROGRAM.

Section 4(b)(1)(B) of the Child Nutrition Act of 1966 (42 U.S.C.
1773(b)(1)(B)) is amended--

(1) in the first sentence, by striking 'for each free
breakfast' and inserting 'for each breakfast served in an
elementary school and each free breakfast served in a school
other than an elementary school';

(2) in the second sentence, by inserting 'served in a school
other than an elementary school' after 'reduced price
breakfast'; and

(3) in the third sentence, by inserting 'in a school other
than an elementary school' after 'served'.



News

American School Food Service Association

Today's Date: November 18, 1997

For Release: Immediately

For further information contact:

Diane Coates, (800) 877-8822 ext. 122

School Breakfast Initiative Underway

**"In order to prepare our children to learn
they must be well nourished, and that begins with a good breakfast."**

Senator Tim Johnson, 11/6/97

Washington DC—Recognizing the inextricable link between proper nutrition and academic achievement, **Senator Tim Johnson** (D-S.D.) and **Representative Lynn Woolsey** (D-Calif.) have introduced bills to expand the school breakfast program. The *Meals for Achievement Act of 1997* calls for all elementary school students to be served school breakfast without charge. The bills immediately found supporters on Capitol Hill. Senate Minority Leader **Tom Daschle** (D-S.D.) signed on as a co-sponsor to the Johnson bill, while over in the House, Reps. **Dale Kildee** (D-Mich.), **Bill Clay** (D-Mo.), **George Miller** (D-Calif.), **Loretta Sanchez** (D-Calif.), **Don Payne** (D-N.J.), and **Matthew Martinez** (D-Calif.) added their names to Woolsey's legislation.

In introducing the bill, Johnson reminded his Senate colleagues that "school breakfast [is] a nutrition and education program intended to prepare children for a successful educational experience." The dawn of the new millenium has brought much attention to the issue of education. Parents, teachers, politicians, and members of the news media all agree that today's generation of children needs to be better educated than ever before, if they are to compete in tomorrow's workforce. But, the best teachers, textbooks, facilities, and technology cannot compete with an empty stomach. A child who comes to school hungry, whether it be from lack of food or lack of time to eat, cannot concentrate properly.

Melinda Turner, president of the American School Food Service Association (ASFSA), applauded the legislation. "Proper nutrition is and should be a vital part of our educational system. This is a simple fact, and one that parents, teachers, and school foodservice professionals have recognized for years. Tim Johnson and Lynn Woolsey are true leaders on this issue, and I hope their Senate and House colleagues will follow their example."



American School Food Service Association

1600 Duke St., 7th Floor, Alexandria, VA 22314 (800) 877-8822 (703) 739-3900

"Breakfast for all" is not a new idea, and in fact, has already been tested at the state and local level in several successful pilot programs. The state of Minnesota conducted a three-year pilot program where breakfast was integrated into the educational schedule for all students at four elementary schools. The program met with strong approval from parents, teachers, and students alike. *Energizing the Classroom*, a summary of the findings of the Minnesota program reports that students' attention spans and test scores improved, while visits to the nurse's office and principal's office declined. According to one second-grade teacher, the benefits of the program become more pronounced over time. "Last year, I saw improved concentration. This year, I see less aggression and improved attitudes."

According to Boston Medical Center pediatrician and noted author Dr. Allen Meyers, "Most research shows a strong relationship between school breakfast and school performance." Meyers enthusiastically lent his support to the legislation, saying that he is "very excited about [it] because a great deal of research suggests that it will help kids do better in school." A study by Harvard University's Dr. Michael Murphy, soon to be published in the Journal of Pediatrics, follows pilot programs in Philadelphia and Baltimore, and concludes that students who ate breakfast showed improvement in math grades, attendance and punctuality. The researchers also observed that the students displayed fewer signs of depression, anxiety, hyperactivity, and other behavioral problems.

ASFSA is a national, nonprofit professional organization representing 65,000 members who provide high-quality, low-cost meals to students across the country. ASFSA was founded in 1946, the year the National School Lunch Act became law. It is the only association in the country devoted exclusively to protecting and enhancing children's health and well-being through school meals and sound nutrition education in public and nonprofit private schools.

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