



**PRELIMINARY FINDINGS FROM THE 2006-2007 UNIVERSAL FREE
BREAKFAST INITIATIVE IN MILWAUKEE PUBLIC SCHOOLS**

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EXECUTIVE SUMMARY

In the fourth-highest city in the nation for child poverty, and in the state with the lowest school breakfast participation nationally, Milwaukee Public Schools (MPS) invested significant resources in the 2006-2007 Universal Free Breakfast (UFB) program in an effort not only to feed hungry kids, but to close the achievement gap between low-income and higher income students. Students in 61 of the 207 MPS schools—over 26,000 children—now have access to a free, nutritious school breakfast served in the classroom.

This report presents preliminary findings from the 2006-2007 MPS Universal Free Breakfast initiative. Hunger Task Force committed to complete an early assessment of the program by interviewing and surveying over 500 principals, teachers, social workers, food service managers, food service workers, building engineers and school nurses in UFB schools. Here is what school staff on the front lines report.

Addressing Childhood Hunger: School principals say some of their students come to school hungry. Ninety-four percent of principals interviewed said the district should provide free breakfast to all students.

Removing Barriers to Breakfast Participation: Principals say there are barriers to the traditional breakfast program when it is served before school, including students not being able to get to school early enough, students not having money for breakfast, buses running late, perceived social stigma and students wanting to play before school starts instead of going to breakfast.

Increasing Participation: By November 2006 school breakfast participation had increased 240% in the UFB schools, in comparison to participation in these schools in November 2005.

Perceived Student Impacts:

- At least 70% of school staff surveyed say the UFB program has a positive impact on their students' learning, learning readiness and health.
- At least 55% of school staff surveyed say the UFB program has a positive impact on students' attendance, tardiness and behavior.
- Eighty-four percent of school staff say the quality of the food served during breakfast, including milk, cereal, juice and crackers, is very good, good or adequate.

Perceived Classroom Impacts:

- Seventy-one percent of school staff are satisfied with serving breakfast in the classroom, and 52% say they are satisfied with the clean-up process. Building

engineers who do not have elevators in their buildings face additional challenges, and are least likely to be satisfied with clean-up procedures.

- Forty-eight percent of school staff surveyed say the UFB program has a positive impact on instructional time, 20% of staff say the program has no impact, and 32% say it has a negative impact.
- At least 70% of school staff surveyed say it is important or very important for UFB to continue at their schools and be expanded to other schools in MPS.

Meal Application Impacts: In order to participate in the Universal Free Breakfast program, schools had to achieve a 95% meal application return rate. Although getting families to return meal applications proved to be a labor-intensive process on part of MPS and Hunger Task Force, the UFB schools had an average 10% increase in meal applications returned, as well as an average three-percent increase in the number of students who qualified for free or reduced-price meals.

School Funding Impacts: Increasing the meal application return rate has potential benefits for schools who receive funding based on percentages of free and reduced-price students, including SAGE, Title I and E-rate. Increasing breakfast participation also brings more federal and state money into the district for breakfast reimbursements.

I. INTRODUCTION

At 7:45 a.m. in one public school in Milwaukee, students rush into school from the buses and off the playground. Instead of going straight to class, the students head to the gym where they line up with their classmates. All students are then offered a boxed breakfast and hurry off to class, where they eat while the teacher takes attendance and gets ready for the day. Fifteen minutes later breakfast is over, students and teachers clean up, and full, nourished students are ready to start the day.

In a city that ranks fourth highest nationally for child poverty, hunger is a reality for many students of Milwaukee Public Schools (U.S. Census Bureau, 2005). Research has shown the negative impact of hunger on academic achievement and health, among other health outcomes. In demonstration of a commitment to closing the achievement gap and meeting urban classroom needs, Milwaukee Public Schools (MPS) has introduced the Universal Free Breakfast initiative at 61 schools during the 2006-2007 school year. This year, more than 26,000 MPS students are being given the opportunity to eat a free, nutritious breakfast at school each morning. The purpose of this study is to evaluate the need, implementation and effects of the Universal Free Breakfast initiative put forth by MPS in the 2006-2007 school year.

II. BACKGROUND

A. POVERTY IN MILWAUKEE

In 2005 12.6% of Americans, or approximately 37 million people, lived in poverty, as reported by the U.S. Census Bureau. The poverty rate for children under 18 was significantly higher than this, at 17.6% (DeNavas-Walt, Proctor, Hill Lee, 2006). In Milwaukee, however, the situation is far bleaker. A shocking 24.9% of residents in the city of Milwaukee live below the poverty line, meaning poverty in Milwaukee is almost twice as prevalent as the national average (Webster, Bishaw, 2006). The most current available data report that 41.3% of children living in Milwaukee are poor, a rate almost 2.5 times the national average and making Milwaukee among the top American cities for child poverty (U.S. Census Bureau, 2005). According to Federal poverty guidelines for 2004, a family of four living in poverty has an income of less than \$19,157 a year.

With at least one quarter of Milwaukee's population struggling to make ends meet on this budget or less, it is not surprising that basic needs are going unmet. Seventeen percent of Milwaukee city residents did not have health insurance for all or part of the year in 2005, compared to the national average of 15.9% (Wisconsin Department of Health and Family Services, 2006; DeNavas-Walt, Proctor, Hill Lee, 2006). A monthly average of 142,725 Milwaukee county residents participated in the FoodShare program¹ in 2006. This is by far the largest caseload in comparison to other Wisconsin counties, as more than one third of the state's total FoodShare participants are Milwaukeeans ("FoodShare Wisconsin Data," 2006). Because food stamps don't meet many families complete nutritional needs, local charities help to bridge the gap (Hudson, 2006). There are approximately 120 emergency food providers in the Milwaukee metro area; 79 belong to the Hunger Task Force network. Every month Hunger Task Force provides emergency food bags for more than 33,000 Milwaukee residents, and provides over 61,000 hot meals to soup kitchens.² Almost half of the households accessing emergency food pantries in the Hunger Task Force network include children (Hudson, 2006).

B. HISTORY OF SCHOOL BREAKFAST

In 1946, Congress passed the National School Lunch Act as a measure of national security, to help assure the children who would become the future American workforce and military had sound nutrition for their development. This act allowed for federal funding to be used to support school lunch programs. In response to the success of the school lunch programs, the School Breakfast Program was authorized by Congress in 1966 as a pilot program to provide funding for breakfast in schools located in poor areas.

¹ The FoodShare program is Wisconsin's version of the Federal Food Stamp Program.

² Data obtained from Hunger Task Force.

The program became permanent in 1975. Currently, roughly 72,000 schools and institutions participate in the program nationally, providing a free or low-cost meal to approximately 8.4 million children daily (United States Department of Agriculture, n.d.). Students may apply to receive free or reduced-price meals, for which schools receive higher amounts of federal reimbursements.

School meals began in Milwaukee long before the National School Lunch Act. The Women's School Alliance of Wisconsin began serving lunches to children in poor areas in 1904, and by 1910 some schools had begun preparing and serving lunches themselves (Gunderson, 1971). In 1970 Milwaukee Public Schools began to offer school breakfast in three elementary schools. According to MPS officials, every school in MPS currently offers a breakfast program for students.

In the 2005-2006 school year 75.8% of MPS students qualified for free or reduced-price meals (Wisconsin Department of Public Instruction, 2006). In order to qualify for free school meals, a student's household income must be at or below 130% of the federal poverty guidelines; to qualify for reduced-price meals household income must be at or below 185% of this guideline. For a family of four, this translates to an annual income of \$26,000 to qualify for free meals or \$37,000 to qualify for reduced-price meals (United States Department of Agriculture—Federal Register, 2006). More than three quarters of MPS students have household incomes below this, and significantly less than the national median household income of \$46,326 (Webster & Bishaw, 2006).

While the majority of MPS students qualify for free or reduced-price meals, Wisconsin has ranked last consistently in comparison to other states for low-income student participation in school breakfast. Fewer than one in three Wisconsin students who ate free or reduced-price lunches also participated in school breakfast during the 2005-2006 school year (Food Research and Action Center, 2006). This proportion is even lower in Milwaukee. In November of 2005, only 28% of low-income MPS students ate school breakfast on average.³ This leaves a considerable gap between those who are most in need of a free breakfast and those who participate in it.

C. PROVISION 2 AND UNIVERSAL FREE MEALS

There are several options for providing free meals to all students in a school, regardless of students' household income. One such method is Provision 2, a regulatory option of the United States Department of Agriculture (USDA), wherein schools can serve free lunch and/or breakfast to every student. In order to administer Provision 2, the school or district must collect meal applications for nearly every student during the first year of the program's operation. This is considered the base year, and the percentages of students who qualify for free, reduced-price or paid meal status are used for the next four years to determine the federal reimbursement rate for the meals served by the schools. Schools receive higher federal reimbursements for free or reduced-price meals; therefore

³ This calculation was done by Hunger Task Force based on data provided by MPS Nutrition Services for school breakfast and lunch participation in November of 2005.

Provision 2 is most economically viable in schools with high percentages of low-income students. Under this option, school meal applications need only to be collected once every four years, and all students receive free lunch and/or breakfast each day. This reduces schools' burdens in collecting meal applications annually, and decreases reporting requirements.

Another option for providing no-cost meals is the Universal Free Meals Program. This option is similar to Provision 2 in that all students receive free breakfast, lunch or both, depending on the discretion of the school or district. Universal Free Meals differs from Provision 2 in that meal applications must be collected each year. Federal reimbursement is based on daily percentages of meals eaten by students qualifying for free, reduced or full-price meals; therefore reporting remains the same as traditional serving methods. While meal applications must be collected yearly, this option works well for schools in which other funding sources depend on yearly counts of free, reduced or full-price meal students. Both Provision 2 and Universal Free Meals have been shown to increase student participation in schools meals.

D. BENEFITS OF BREAKFAST

For the large number of MPS students who do not eat breakfast before school, a real opportunity is lost. The importance of breakfast has been proven in numerous research articles, with effects reaching far beyond satiating rumbly stomachs. In a 1999 study, the USDA found that low-income children who ate school breakfast had higher diet quality than children who ate breakfast elsewhere, or not at all (Basiotis, Lino, Rajen, 1999). Several studies have shown that implementation of Universal Free Breakfast programs have led to improvements in academic achievement, specifically math scores, as well as decreases in absenteeism and tardiness (Kleinman et al., 2002; Murphy, Pagano & Bishop, 2001; Murphy et al., 1998). Participating in school breakfast has also been associated with decreases in psychosocial problems among urban school children studied in Baltimore and Philadelphia (Murphy, 1998).

However, not all students are able to access the benefits of breakfast. A recent report showed that 15% of low-income preschoolers studied did not eat breakfast every day, and that not eating breakfast daily doubled the odds of becoming overweight in three and four year olds (Dubois, Girard, Potvin Kent, 2006). Another study showed that 20% of fourth graders in public schools in Maryland reported skipping breakfast at least three times a week, with urban students being two times more likely to do so than suburban or rural students (Gross, Bronner, Welch, Dewberry-Moore, Paige, 2004). Schoolchildren in MPS are also missing the benefits of breakfast, in part due to barriers that make participating in breakfast difficult. With most elementary schools starting at 7:45 a.m., some children may not have time to eat breakfast at home, or may not be hungry so early in the morning. Bus schedules may not allow those students who use MPS transportation to get to school early enough to participate in breakfast. Some children may not have an adult at home to prepare breakfast in the morning, or may not have food at home to eat.

For these reasons, many districts, including MPS, are choosing to serve breakfast in the classroom.

E. BREAKFAST IN THE CLASSROOM

Traditionally, school breakfast has been served before school begins in the school cafeteria. Students who wanted to participate in the breakfast program had to arrive to school 15-30 minutes earlier than the school start time, and go to the cafeteria to eat. A recent national trend to improve school breakfast participation is that of integrating breakfast into the school day, and serving it in the classroom. A breakfast-in-the-classroom pilot program in 19 schools in upstate New York increased average daily breakfast participation from 22-65%, and saw marked decreases in absenteeism, tardiness, disciplinary referrals, visits to the nurse's office and complaints of hunger (Nutrition Consortium of New York State, 2004). Other districts serving breakfast in the classroom include Omaha, Nebraska; Kansas City, Missouri; and Portland, Oregon. Some Wisconsin districts are also leading the way to increasing accessibility with breakfast served in the classroom, including the LaCrosse School District.

F. HISTORY OF THE PROVISION 2 PILOT PROGRAM IN MPS

During the fall of 2004, Hunger Task Force saw an opportunity to help improve the nutritional status of MPS schoolchildren. The 2004 Child Nutrition Act, signed into effect during June of that year by President Bush, expanded the authority of school districts to implement Provision 2. Hunger Task Force took action, surveying other Midwestern school districts to determine where free school meals were being implemented, researching the options, and presenting this material to MPS administrators. In April 2005, MPS Superintendent William Andrekopolous proposed implementation of Provision 2 in six pilot schools during the 2005-2006 school year, setting aside \$150,000 in the fiscal year 2006 to cover program costs. Hunger Task Force assisted with outreach necessary to obtain the needed school meal applications from MPS families, as well as producing an evaluation report of the pilot.

In the fall of 2005 the six chosen pilot schools began serving all students free breakfast and lunch under Provision 2. Hunger Task Force's *Evaluation of the 2005-2006 Provision 2 Pilot in Milwaukee Public Schools* was published in February of 2006.⁴ The report showed high levels of support for the program by parents and school staff. Staff in the six pilot schools reported positive impacts on student behavior, learning, health and socialization, as well as decreases in complaints of hunger. In the two pilot schools that served breakfast in the classroom, breakfast participation doubled. The other four schools saw only marginal increases and some decreases in breakfast participation. It was also learned that many MPS schools receive yearly funding, which requires annual

⁴ The full-text version of the evaluation of the 2005-2006 Provision 2 Pilot is available on the Hunger Task Force Web site at: http://www.hungertaskforce.org/userimages/publications_provision2_report.pdf.

school meal application data, limiting the long-term feasibility of Provision 2 (Wong, 2006).

G. HISTORY OF UNIVERSAL FREE BREAKFAST IN MPS

While the benefits of free meals for MPS students were apparent, Provision 2 did not meet the needs of the school district. Hunger Task Force began work on a Universal Free Breakfast (UFB) campaign, promoting a free meals option that would continue to allow schools to collect meal applications each year, as well as to provide a free breakfast to all students. In response to the positive results of the Provision 2 pilot, the MPS Board allocated \$1 million in the fiscal year 2007 budget to support a UFB initiative.

In order to be eligible to participate in the UFB Initiative, MPS officials decided that schools must:

1. Achieve a 95% meal application return rate by the third Friday of the school year
2. Agree to serve breakfast in the classroom
3. Agree to cooperate with Hunger Task Force on outreach and evaluation work

MPS officials decided to allow only those schools that could achieve a 95% application return rate to participate in the UFB initiative in part because higher Federal reimbursement for meals is obtained for students qualifying for free and reduced-price meals. Requiring a high meal application return rate maximizes this funding by accounting for all students who qualify for free or reduced-price meals. State reimbursement is also received for each school breakfast served.

In addition to meal reimbursements, several outside funding sources are available for schools with high free and reduced-price meal eligibility, including the Student Achievement Guarantee in Education program (SAGE), which provides state resources for small class sizes; E-rate, which grants federal technological improvement funding to low-income schools; and Title I, which provides federal funding to schools in low-income areas to help close the achievement gap between poor children and their higher income peers. These funding streams are based on the proportion of students who qualify for free or reduced-price meals in individual schools, and are maximized when meal application return rates are high. Calling for higher application return rates was an attempt to account for more children in the district who may qualify for free or reduced-price meals, therefore maximizing state and Federal reimbursement, and other school funding.

Based on evidence from the Provision 2 pilot, MPS officials also mandated that in order to participate in the Universal Free Breakfast Initiative schools must agree to serve breakfast in the classroom.

Hunger Task Force committed to assisting with outreach necessary to obtain high application return rates, as well as creating an evaluation report of the initiative. Hunger

Task Force began meal application outreach in the summer of 2006. On October 26, 2006 it was announced that 61 schools were eligible to participate in the UFB initiative and had accepted this offer, with a total student enrollment of over 26,000. Evaluation of the 2006-2007 Universal Free Breakfast in the classroom initiative began in September 2006 by Hunger Task Force staff.

III. METHODOLOGY

The goal of this initial evaluation is to provide data regarding the need, technical implementation and perceived outcomes of the 2006-2007 Universal Free Breakfast Initiative in MPS. The primary informants were principals, teachers, school nurses, building engineers, social workers, kitchen managers and kitchen workers charged with implementing UFB in the participating schools. Secondly, this is a preliminary report on the first two months of implementation. It is too early to report on quantitative data tied to student outcomes. While there has been much public comment on the UFB initiative, it is important to note that this research did not allow time to formally assess parent or student opinions.

A. OUTREACH

In order for a school to qualify to participate in the UFB initiative the school had to achieve a 95% meal application return rate. In the summer of 2006, Hunger Task Force identified schools that would most benefit from assistance in achieving this rate. Schools with meal application rates that fell just below this qualifying mark during the 2005-2006 school year were contacted by Hunger Task Force staff, and offered assistance in obtaining the 95% meal application benchmark. Forty schools were contacted and of these 30 accepted the offer of assistance. At these schools, Hunger Task Force staff and volunteers attended school orientations, talked with parents dropping off their children off at school, and distributed materials promoting the UFB initiative. Hunger Task Force staff also talked with parents coming to MPS Central Services office to register their children for school. When the initial application deadline was extended by MPS officials, Hunger Task Force contacted additional schools to offer outreach assistance, spending an estimated total of over 150 hours on meal application outreach during the fall of 2006. On October 26, 2006 MPS announced that 61 out of 207 total MPS schools had met the 95% meal application benchmark and had accepted this offer to be included in the UFB initiative. This brought the total number of MPS students eligible to participate in the UFB initiative to over 26,000 enrolled students.

B. EVALUATION

In tandem with its outreach, Hunger Task Force submitted a research proposal to MPS to study UFB implementation and permission was granted.

This assessment of the Universal Free Meals initiative was completed from September 2006 to January 2007. Principals at each of the 61 qualifying schools were contacted to give a 30-minute face-to-face interview. The purpose of the interviews was to gather data regarding application outreach performed by each school, the process of serving breakfast in the classroom at each school, and anecdotal responses regarding the need for

and effect of the program. Principals representing 54 of the 61 schools agreed to participate in an interview with Hunger Task Force staff. (See Appendix A on page 49 for interview script.) In total, 51 principals were interviewed because one principal represented two schools, and another represented three schools. The data gathered from these interviews were analyzed for themes.

In addition, 30 schools were selected to take part in a written evaluation of the UFB program. Paper surveys were delivered to each of these schools approximately four weeks after the school began participating in UFB in the classroom. Schools were chosen to be surveyed based on the date each began participating in the UFB program, as well as their geographic location. At least two schools from each board district were selected, in order to provide geographic breadth to the evaluation. Surveys were distributed at the selected schools 3-5 weeks after the school began participation in the UFB program. Respondents included principals, teachers, social workers, building engineers, school nurses, kitchen managers and kitchen workers. Seven versions of the breakfast survey were used; each version tailored to these specific staff positions (see Appendices B-F for surveys on pages 51-66). *Table 1* shows the overall response rate for each staff position.

Table 1. Survey Response Rates

MPS Staff Member	Surveys Distributed	Surveys Received	Response Rate
Principal	27	20	74.1%
Teacher	709	363	51.2%
Social Worker	30	14	46.7%
Engineer	82	29	35.4%
Nurse	17	13	76.5%
Food Service Manager	28	17	60.7%
Food Service Worker	131	46	35.1%
Total	1024	502	49%

The data obtained from the surveys were analyzed using Microsoft Excel and the Statistical Package for the Social Sciences (SPSS). Frequency, mean, median and mode tests were used. To look at larger themes, Hunger Task Force requested additional data from the district. Enrollments, and free, reduced-price and paid meal eligibility counts were requested from MPS for all 61 schools to assess the effect of the UFB initiative on meal application rates. Breakfast participation rates were also requested from MPS for each of the 61 schools to determine the effect of UFB on the student participation in school breakfast. These data were obtained from MPS databases and calculated by Hunger Task Force staff using MS Excel.⁵

⁵ For full data, contact Jon Janowski, Hunger Task Force Director of Advocacy, at jon@hungertaskforce.org.

IV. FINDINGS FROM THE UNIVERSAL FREE BREAKFAST INITIATIVE EVALUATION

Of the 61 schools participating in the Universal Free Breakfast initiative, 37 are elementary schools, 21 are K-8 grade schools, two are preschools and one is a middle school. For a list of the 61 participating schools, see Appendix G on page 67. The average enrollment of the participating schools at a specified date in September was 435 students, with a range of 36 to 850 students. Based on third Friday enrollment, almost 30% of enrolled MPS students (26,000 students) attend schools with UFB.

The findings from this evaluation will be discussed in four sections below:

- Stated Need for Universal Free Breakfast
- Impact of Universal Free Breakfast on Students and MPS Staff
- Implementation of Universal Free Breakfast
- Impact on the Meal Application Process

A. STATED NEED FOR UNIVERSAL FREE BREAKFAST

During fall 2006, Hunger Task Force staff surveyed principals representing 54 of the 61 schools that qualified for participation in the Universal Free Breakfast program.

i. HUNGER IN MPS

In face-to-face interviews with a Hunger Task Force staff member, the principals were asked what, if any, experience they had had with hunger among their students. One hundred percent of the principals interviewed indicated that, to some degree, they had witnessed hunger among the students in their school. Responses ranged from principals reporting hunger as a very small problem in their school, or that only children who arrive to school late mention being hungry, to some reports of hunger being a larger problem, with children not eating breakfast before school and complaining of hunger on a regular basis. Several principals described witnessing students exhibiting behaviors indicative of hunger, including eating more at school after a weekend, asking other

Some children say they haven't had anything to eat today; some didn't have anything the night before either.

Sometimes the staff pay for the students' meals, or give them food.

We hear kids from time to time saying they are hungry. They are less likely to share this the older they get.

-MPS Principals

children for their leftover food, and putting food in their pockets to take home. Many principals reported teachers, social workers and themselves keeping snacks on hand to give to hungry students.

ii. IMPROPER NUTRITION

Many principals identified not only hunger, but also improper nutrition as a problem at their school. Eight principals commented on seeing students bring nutritionally inadequate foods to school for breakfast, or observed them eating these foods as they entered the building. Foods mentioned include chips, candy, toaster pastries and sugary drinks such as soda.

One principal said “malnutrition is even more prevalent [than hunger] ... the students don’t bring fruits, vegetables or whole grains to school.” Another principal said that students bring these foods to school “because there isn’t enough time in the morning or these items are cheaper than breakfast at school.” Consumption of high-calorie, low-nutrient foods such as these can lead to not only malnutrition in a growing child, but can contribute to becoming overweight and to the growing childhood obesity epidemic as well.

Kids aren’t getting enough of the right foods.

-MPS Principal

iii. EFFECTS OF HUNGER ON MPS STUDENTS

Principals were also asked what student behaviors or outcomes, if any, they thought were influenced by hunger at their school. All of the principals interviewed agreed that their

I have seen children so hungry they can’t function—you can’t get them to pay attention.

[Students] focus on food, and ask, “When is lunch?”

Kids not being awake, kids being sluggish, kids not fired up to learn.

[Students] may act out because they’re hungry.

-MPS Principals

students’ outcomes and behaviors are affected by hunger in some way. Five main behaviors or outcomes were frequently mentioned as being influenced negatively by hunger:

- Concentration and ability to focus on school work
- Discipline and behavior problems
- Test scores and academic performance
- Sleepiness in class
- Health

Several principals also mentioned hunger negatively affecting students’ self-esteem and emotional readiness to learn, as well as

causing withdrawn and disengaged attitudes among students experiencing hunger.

iv. SUPPORT FOR FREE BREAKFAST

During face-to-face interviews, principals at the Universal Free Breakfast schools were asked how important school breakfast is to the students at their school(s). Principals were also asked if they thought MPS should provide free breakfast to all students. Every principal agreed that breakfast at school is important to their students. A few principals expressed that children do not eat breakfast at home, before school, because many have “time constraints in the morning, as well as because some families don’t have food at home to feed their children.” Several principals commented that even parents who do not qualify for free or reduced-price meals “are struggling. The expense of living is so

On a scale of 1-10, breakfast is a 10 for students.

-MPS Principal

high that some families don’t have enough left over for meals.” When asked if they thought the district should provide free meals to all MPS students, 94% of principals said they would like the district to provide free breakfast for all students. Several principals said that they would also like universal free lunch for their students.

Should the District provide free breakfast to all students?

Yes. Some parents have to choose between sending their children to school with money for lunch or breakfast—they can’t afford to pay for both meals.

Yes. Kids are kids; everyone should be treated equally.

No. . . it should be the parents’ responsibility.

-MPS Principals

v. BARRIERS TO BREAKFAST PARTICIPATION BEFORE UFB

The MPS principals interviewed were also asked what, if any, barriers decrease breakfast participation in their school. Many of these interviews took place before the UFB program had begun, and most school breakfast programs were being held in the school gym or cafeteria before school. In cases where the interview took place after the UFB program had begun, the principals were asked to comment on barriers to breakfast participation before the program began. Most elementary and K-8 schools in MPS begin instruction at 7:45 a.m., so the breakfast programs typically ran from 7:15 or 7:30 a.m., until 7:45 or 8 a.m. Students would have to arrive at school early in order to participate. Students at many schools were given the option to play outside if they arrived early, or to go inside for the breakfast program.

[Breakfast in the cafeteria] is served too early. Time is the biggest barrier.

-MPS Principal

The majority of principals indicated that they did feel that there were students at their school who wanted to participate in school breakfast, but did not for various reasons. The most commonly mentioned barriers to breakfast participation were:

- Students do not get to school early enough for breakfast
- Students do not have enough money for breakfast if they do not qualify for free meals
- Students would rather play outside with their friends than come inside for breakfast
- Buses are late, preventing students from getting to breakfast on time
- Students or parents feel a social stigma (students are too embarrassed to eat breakfast at school or parents are too embarrassed to send their children to school for breakfast)

Principals also mentioned that some students are uncomfortable eating in the gym or cafeteria with unfamiliar groups of students, or the students didn't like the breakfast menu. Many principals indicated that they felt that the new UFB program, served during the school day in the classrooms, would address many of these barriers.

Some parents who don't qualify for free meals still can't afford to pay for both breakfast and lunch, even at reduced prices.

Parents are too embarrassed to admit they can't afford breakfast [for their children].

-MPS Principals

B. IMPACT OF UNIVERSAL FREE BREAKFAST ON MPS STUDENTS AND STAFF

Thirty UFB schools were surveyed by Hunger Task Force after approximately four weeks of implementing the program in the classroom. School staff were asked to rate the effect of the new UFB program on instructional time, student behavior, learning readiness, learning, attendance, tardiness and health. Staff were also asked how important they felt it was to continue UFB at their own school, or to expand UFB to other schools.

i. BREAKFAST PARTICIPATION

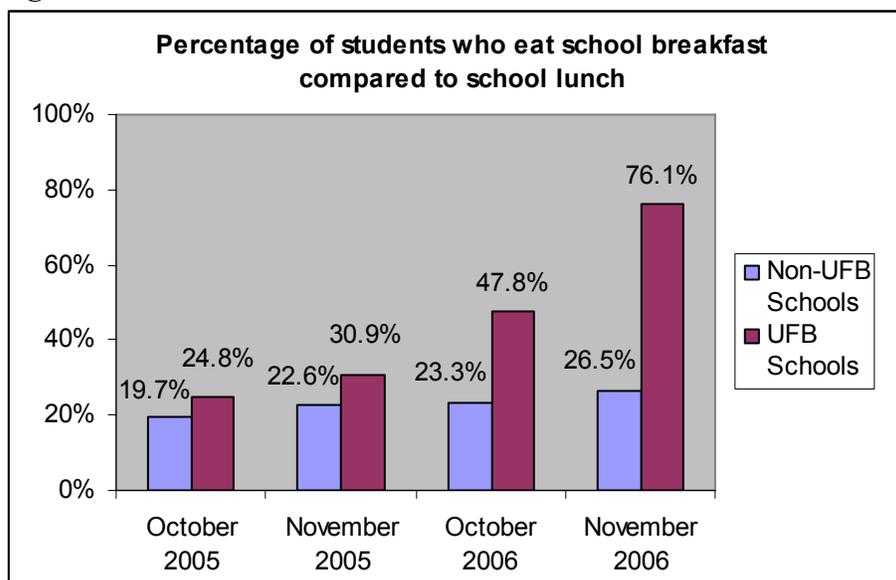
The 61 schools participating in the UFB initiative saw a significant increase in the number of students eating school breakfast. One way to measure the effectiveness of this program is to compare the number of students who ate school breakfast to the number of students who ate school lunch. In the 58 UFB schools for which data are available⁶, less than one-quarter of students who ate school lunch also ate school breakfast during October 2005, with only a small increase to 31% by November.

By contrast, in October 2006 nearly 48% of students in the participating schools who ate school lunch also ate school breakfast, and by November this percentage had increased significantly to over three quarters. Between November 2005 and November 2006 the UFB schools saw a 240 percent increase in school breakfast participation. In October and November 2006 this rate in the non-UFB schools was significantly lower (see *Figure 1* on page 17). Clearly, UFB served in the classroom had a major impact on school breakfast participation as compared to non-participating schools.

I think that the UFB [program] is good. I've seen my breakfast count double. I feel children function better when they have some food in their stomachs in the morning. It improves their concentration and behavior.

-MPS Food Service Manager

⁶ Due to school meal reporting differences, data for three of the UFB schools was not available from MPS.

Figure 1.

As a result of the UFB program, school breakfast participation in the UFB schools increased by **240%**.

This increase in school breakfast participation among the UFB schools can be attributed to making the breakfast free for any child, as well as increasing access to breakfast by serving it during the school day, in the classroom. The non-UFB schools showed some increase in school breakfast participation from the 2005-2006 school year, but this increase is marginal in comparison to the increases shown by the UFB schools.

ii. PERCEIVED IMPACT ON INSTRUCTIONAL TIME

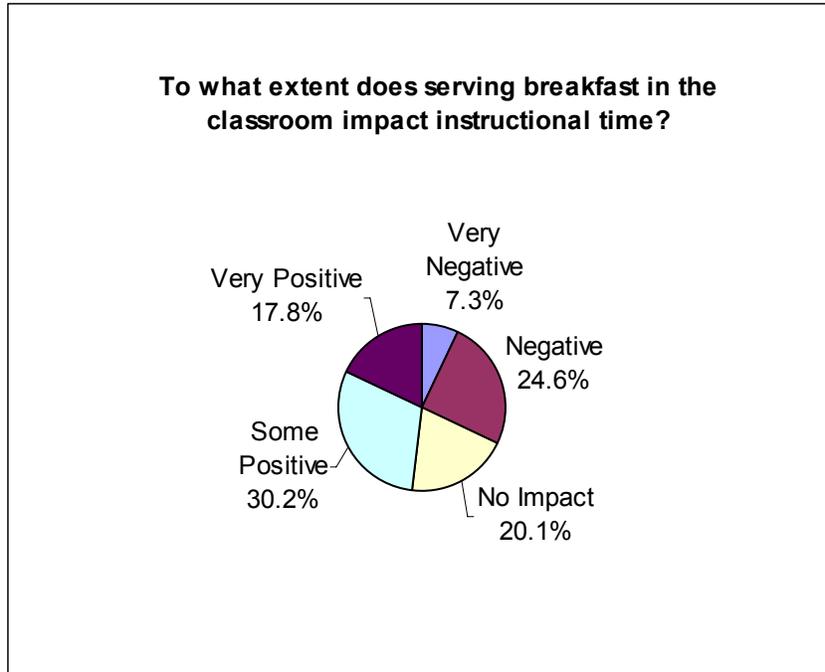
During face-to-face interviews, many principals indicated that teachers at their schools were concerned about having students eat in the classrooms. Several principals said that teachers were worried that having breakfast in the classroom would take too long and disrupt the school day. After several weeks of implementation of breakfast in the classroom, school staff surveyed by Hunger Task Force including principals, teachers, social workers and food service managers were asked to rate the impact of serving breakfast in the classroom on instructional time.

As shown in *Figure 2* (on page 18), 48% of staff surveyed reported that serving breakfast in the classroom had some positive impact or a very positive impact on instructional time, with an additional 20% reporting no impact. After several weeks of implementation, the majority of UFB staff surveyed did not report a negative impact on instructional time because of breakfast in the classroom. However, 32% of school staff surveyed felt that serving breakfast in the classroom has a negative impact or even a very negative impact on instructional time. Implementing a breakfast in the classroom program inevitably takes some class time, especially when the

I know it's very helpful for some students- but it takes learning time out of our day.
-MPS Teacher

program is new and routines are still being created. Future research may be useful to determine what proportion of staff, if any, still feel that breakfast in the classroom has negative impacts on instructional time.

Figure 2.



48% of UFB school staff say breakfast in the classroom has some positive or a very positive impact on instructional time.

32% of UFB school staff say breakfast in the classroom has a negative or very negative impact on instructional time.

The responses given by teachers for this question did not differ significantly from that of the combined staff responses. Approximately 47% of teachers said that serving breakfast in the classroom has some positive impact or a very positive impact on instructional time, while 33% reported a negative or very negative impact on instructional time.

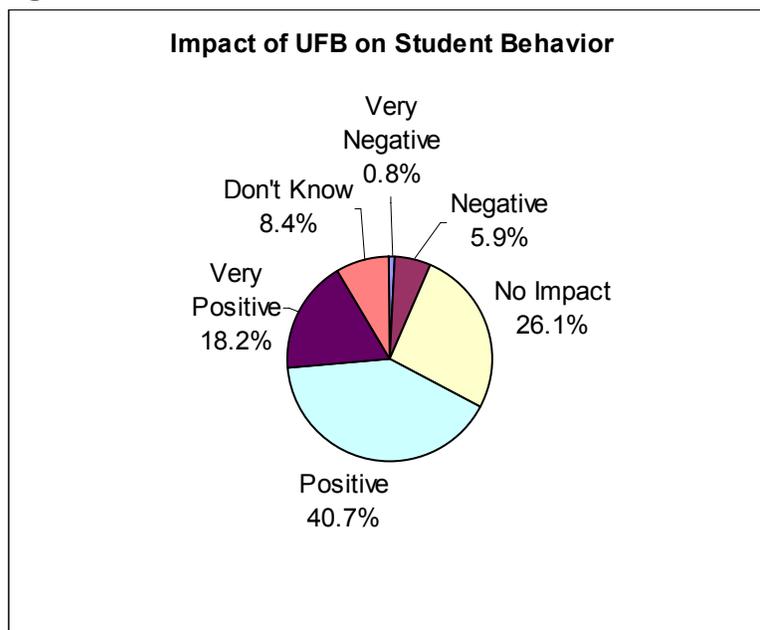
iii. PERCEIVED IMPACT ON BEHAVIOR

Principals, teachers, social workers and school nurses at the 30 UFB schools selected to participate in the survey portion of this report were asked to rate the effect of the UFB program on student behavior. It is important to note, however, that the data presented here is based on staff perceptions of the impact of the UFB program on student behavior, since data for discipline referral records were not available from MPS at the time of this report. Of those who responded, 59% of school staff identified the UFB program as having some positive impact or a very positive impact on student behavior. Twenty-six percent of staff reported no impact, while just over 8% did not know the effect of UFB on student behavior. Less than 7% of school staff said the UFB program has a negative or very negative impact (see *Figure 3* on page 19).

My students feel better and have happier spirits because of this program.

-MPS Teacher

Figure 3.



59% of school staff say UFB has a positive or very positive impact on student behavior.

Less than **7%** of school staff say UFB has a negative or very negative impact on student behavior.

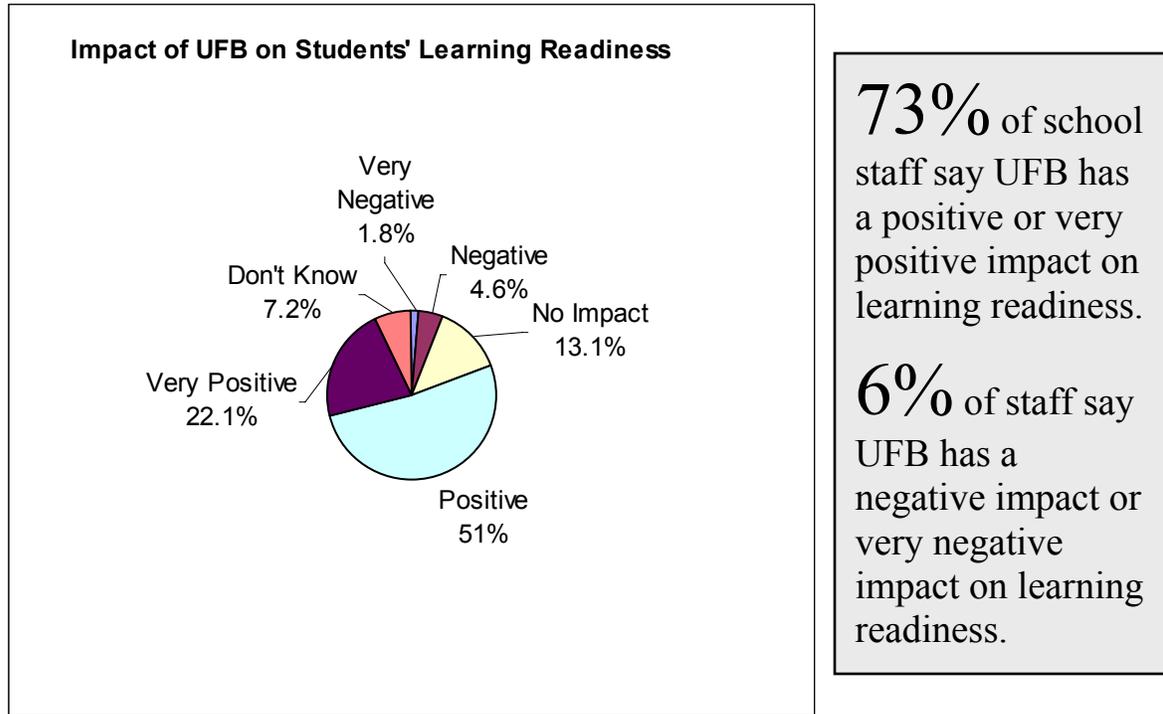
Data isolated for teacher responses did not vary significantly from the combined data presented above. Fifty-nine percent of teachers indicated the UFB program had some positive impact or a very positive impact on student behavior, while 7.5% said the UFB program has a negative impact, or a very negative impact on student behavior.

iv. PERCEIVED IMPACT ON LEARNING READINESS

School staff—including principals, teachers, social workers, and school nurses—at the 30 surveyed UFB schools surveyed were asked to rate the effect of the UFB program on students' learning readiness. Learning readiness can be described as the ability of students to focus, engage and participate in lessons. As shown in *Figure 4* (on page 20), over 73% of surveyed staff reported that the UFB program had some positive impact or a very positive impact on the learning readiness of their students. Twenty percent of staff did not know the impact of UFB on learning readiness, or felt it has no impact. Slightly more than 6% of staff said the UFB program has a negative impact, or a very negative impact on learning readiness.

I believe that the program is excellent and prepares students for learning.

-MPS Teacher

Figure 4.

The isolated data for teacher responses on the effect of the UFB program on learning readiness was not significantly different from that of the combined data for school staff. Approximately 74% of teachers indicated the UFB program had some positive impact or a very positive impact on learning readiness, with just over 7% reporting the UFB program has a negative impact or a very negative impact.

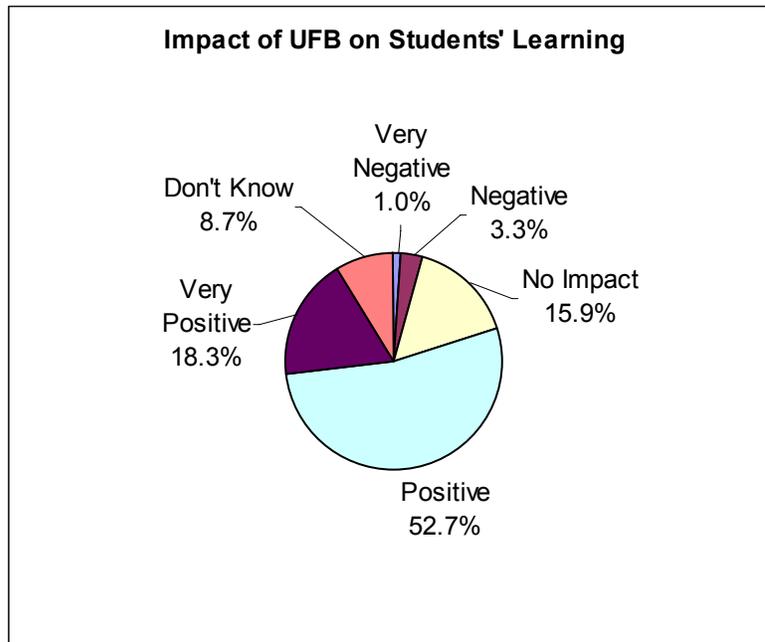
v. PERCEIVED IMPACT ON LEARNING

School staff—including principals, teachers, social workers and school nurses—at the 30 UFB schools surveyed were asked to indicate the impact of the UFB program on their students' learning. It is important to note that because MPS data for tests scores or other academic achievement measures was not available at the time of this report, the data presented here represents the perceptions of school staff regarding the impact of the UFB program on student learning outcomes. Seventy-one percent of school staff perceived the UFB program to have some positive or a very positive impact on their students' learning, while almost 25% reported the UFB program has no impact on learning or that they did not know the impact. Only 4% of staff reported a negative or very negative impact on learning (see *Figure 5* on page 21).

It really helps our students; so many eat the entire breakfast. It helps them stay focused when they're nourished.

-MPS Teacher

Figure 5.



71% of school staff say UFB has a positive or very positive impact on learning.

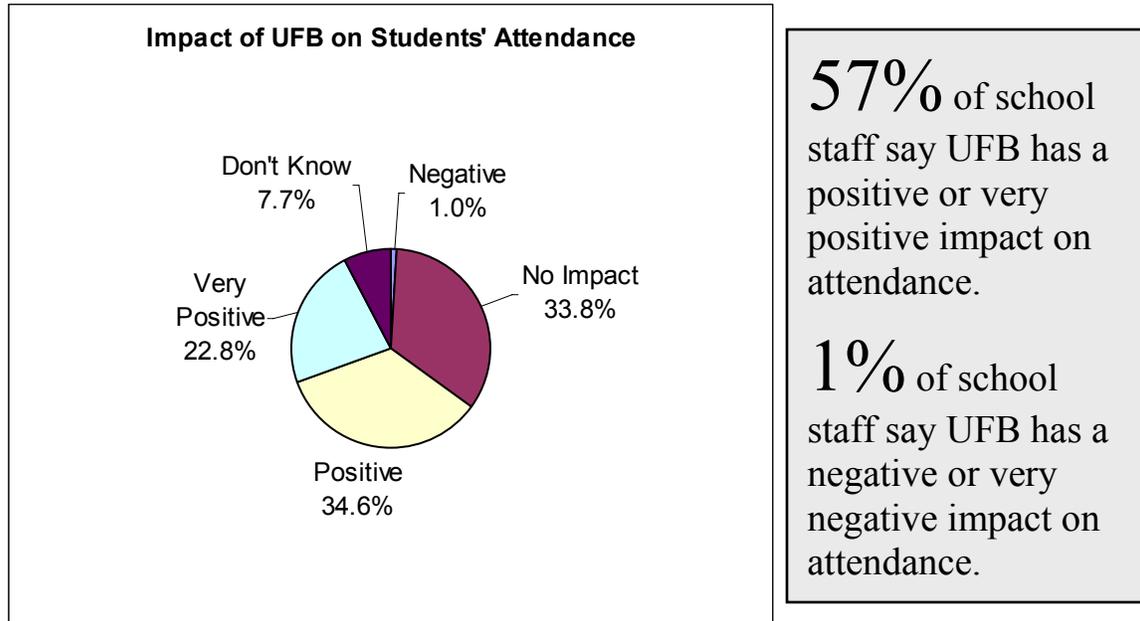
4% of school staff say UFB has a negative or very negative impact on learning.

The responses given by teachers for this variable did not differ significantly from that of the combined data for school staff. Approximately 72% of teachers said the UFB program had some positive impact or a very positive impact on learning, with 5% indicating a negative impact or a very negative impact.

vi. PERCEIVED IMPACT ON ATTENDANCE

Principals, teachers, social workers and school nurses at the 30 UFB schools surveyed were asked to indicate their perception of the effect of the UFB program on student attendance at their school. The data presented here is based on the perceptions of school staff of the impact of UFB on attendance, since data for attendance were not available from MPS at the time of this report. As seen in *Figure 6* (page 22), 57% of staff perceived the UFB program to have some positive effect, or a very positive effect on attendance. Many staff were unsure of the effect of UFB on attendance, or did not feel the program had any impact, with a combined 41.5% of respondents choosing these options. Only 1% of school staff reported the UFB program has a negative impact or a very negative impact on attendance.

*I love this program.
I have students
coming to school
for this program.*
-MPS Teacher

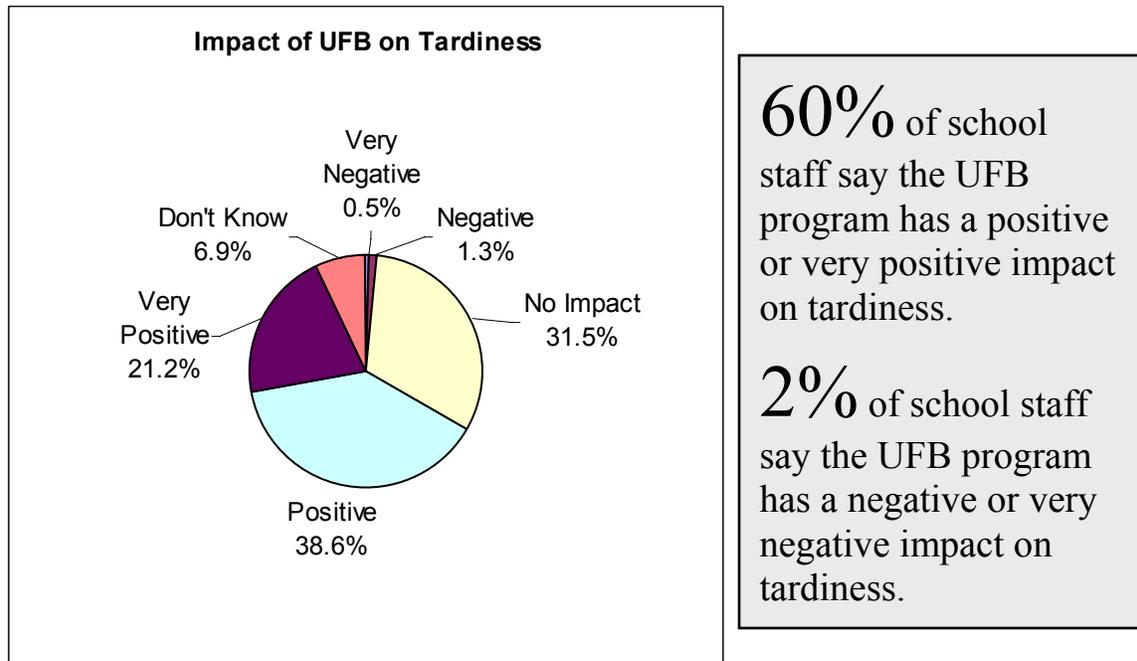
Figure 6.

Again, data isolated for teachers' responses showed no significant differences for the impact of the UFB program on attendance. Approximately 58% of teachers reported some positive impact or a very positive impact on school attendance because of the UFB program, with 1% indicating a negative impact or very negative impact.

vii. PERCEIVED IMPACT ON TARDINESS

School staff at the 30 UFB schools surveyed—including principals, social workers, teachers, and school nurses—were asked to rate the effect of the UFB program on tardiness. These data are based on the perceptions of school staff on the impact of the UFB program on tardiness, since data from MPS for tardiness was not available. As shown in *Figure 7* (page 23), 60% of school staff felt that the UFB program had some positive or a very positive effect on tardiness, while a significant number (38%) say there is no impact, or they do not know the impact. Just 2% of staff felt the UFB program has a negative impact or a very negative impact on tardiness.

Figure 7.



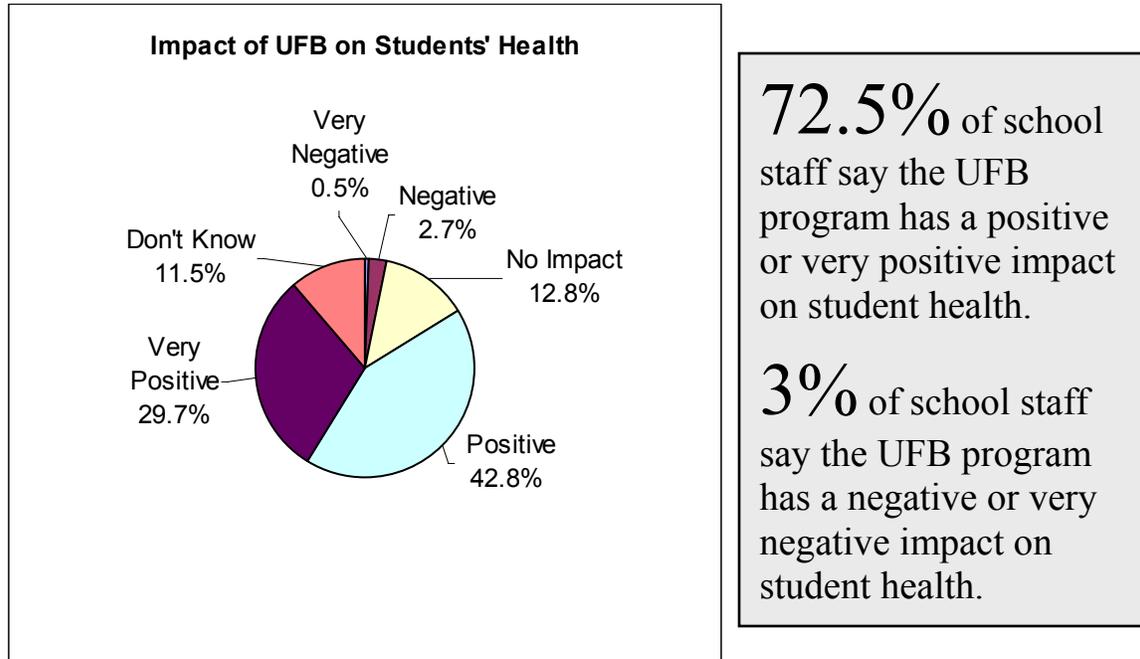
No significant differences were found when teacher data were isolated from the combined data for all staff for tardiness. Approximately 60% of teachers reported some positive impact or a very positive impact of UFB on tardiness, while only 2% reported a negative impact or a very negative impact.

viii. PERCEIVED IMPACT ON HEALTH

School staff from the 30 surveyed UFB schools—including principals, teachers and social workers—were asked to rate their perceptions of the effect of the UFB program on students' health. It is important to note that because data for student health was not available from MPS at the time of this report, the data presented here represents the perceptions of school staff on the impact of the UFB program on student health. More than 72% of the staff surveyed reported the UFB program has some positive impact or a very positive impact on student health, as seen in *Figure 8* on page 24. An additional 24% of staff said UFB has no impact on students' health, or that they do not know the impact. Just over 3% of staff surveyed indicated the UFB program has a negative impact or a very negative impact on student health.

It seems we're seeing less stomachaches mid-day.

-MPS Social Worker

Figure 8.

School nurses at the 30 surveyed UFB schools were asked if they had noticed an improvement in the health of the students this year that might be attributed to the UFB program. Of the 13 nurses who responded to the survey, 11 indicated that they had noticed an improvement in student health that could be attributed to the UFB program. The most frequently mentioned health improvements include:

Compared to last year, I am seeing less students in my office with hunger-related complaints in the morning.

-MPS School Nurse

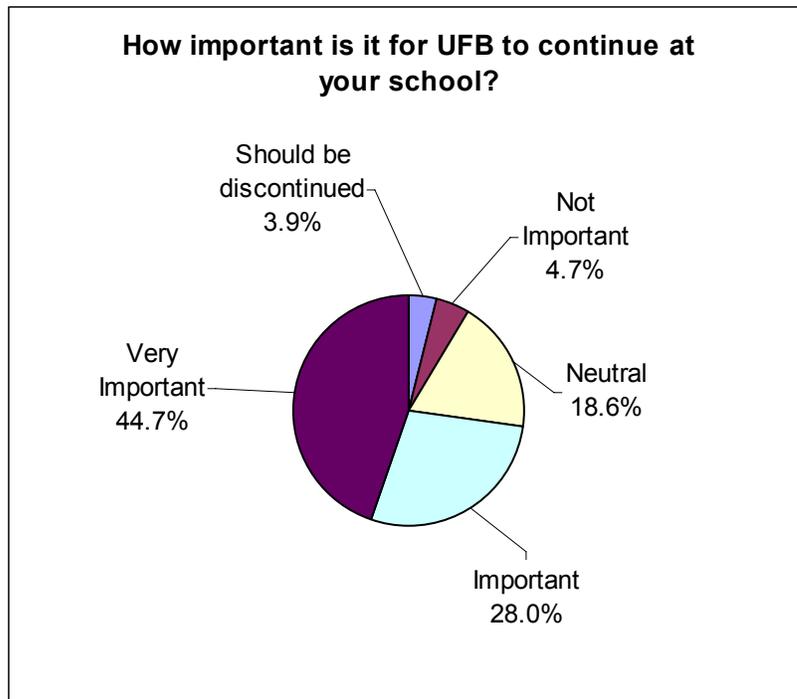
- Fewer complaints of stomach aches (mentioned by 77% of nurses)
- Fewer complaints of hunger (mentioned by 69% of nurses)
- Fewer complaints of headaches (mentioned by 61.5% of nurses)
- Fewer visits to the nurse's office (mentioned by 31% of nurses)

ix. SHOULD UNIVERSAL FREE BREAKFAST BE CONTINUED?

School principals, teachers, social workers, nurses, building engineers, food service managers and food service workers were all asked to rate how important it is for the UFB program to continue at their school. Of those who responded, 72.8% indicated that they felt it is important or very important to continue the UFB program at their schools. Almost 19% of respondents had neutral feelings. Some staff indicated that they like the idea that all students can eat free breakfast, but are unsatisfied with the amount of time the program takes, as well as the clean-up involved. Only 8.7% of school staff indicated

they felt it is not important to continue the UFB program, or that it should be discontinued (see *Figure 9*).

Figure 9.



73% of school staff say it is important or very important for UFB to continue at their schools.

8.7% of school staff say it is not important for UFB to continue at their school, or that it should be discontinued.

x. SHOULD UNIVERSAL FREE BREAKFAST BE EXPANDED?

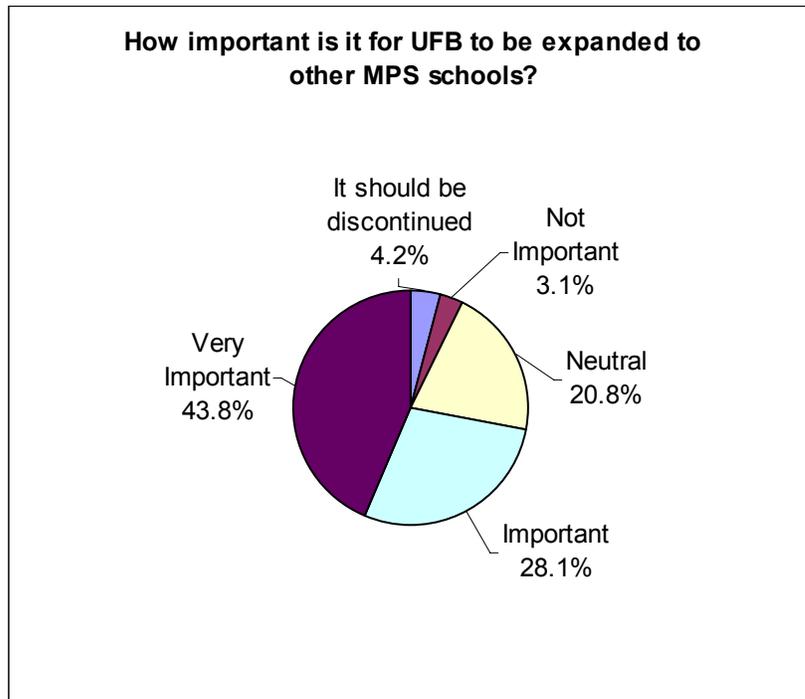
School staff at the 30 surveyed UFB schools—including principals, teachers, social workers, food service managers, food service workers, nurses and building engineers—

All children in MPS should get a free breakfast!

-MPS Teacher

were also asked how important they felt it is for the UFB program to be expanded to other schools. Of the staff who responded, 72% said it was important or very important to expand the UFB program to other MPS schools. Another 21% said they have a neutral opinion as to whether the program should be expanded to other schools. Only 7.3% of staff said they felt it is not important to expand the UFB program to

other schools in MPS, or that the program should be discontinued (see *Figure 10* on page 26).

Figure 10.

72% of school staff say it is important or very important for the UFB program to be expanded to other schools.

7% of school staff say it is not important for the UFB program to be expanded, or that it should be discontinued.

C. IMPLEMENTATION OF UNIVERSAL FREE BREAKFAST

In order to be a part of the UFB program, the participating schools had to serve breakfast in the classrooms, during school time. This required significant changes in the breakfast program for many schools, and called for creative solutions and novel breakfast serving methods.

i. BREAKFAST SERVING PROCEDURES

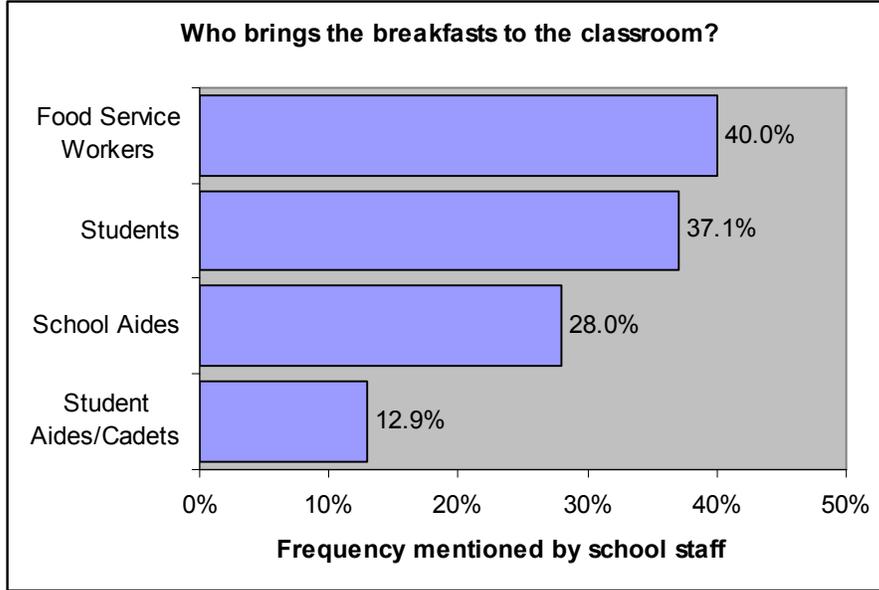
In order for students to eat breakfast in the classroom, the UFB schools had to transport the meals from the kitchen to the classrooms. Since the meals must be moved and transporting hot meals raises food safety concerns, cold breakfasts are served. There are two main ways that transporting a cold breakfast can be done. The first way involves school staff members or students carrying the breakfasts from the kitchen to the classrooms. Another way of getting the breakfasts to the classrooms is by having the breakfasts on a cart or table near the main entrances of the school or some other central location. The students can then individually pick up their own breakfasts as they enter the building. In some cases, a combination of these methods is used. There are many different variations on these methods, and schools have the flexibility to change their breakfast delivery and distribution methods as needed. School officials can choose which method best suits their logistical needs and the culture of the individual school.

School staff—including principals, teachers, social workers, food service managers, food service workers and building engineers—were asked to describe the process used by their school for serving breakfast in the classroom by identifying who is responsible for bringing the breakfasts to the room. Since many schools use collaborative efforts to accomplish this task, more than one staff person could be identified. The most frequently mentioned method of getting the breakfasts to the classrooms was having the food service staff bring the food to the rooms, with 40% of school staff identifying this method. Thirty-seven percent of school staff reported having the students bring the food to the classrooms, either individually or by bringing the breakfasts for the entire class. Twenty-eight percent of staff said that school aides bring the breakfasts, and almost 13% said student aides or cadets are chosen to bring the breakfasts to the classrooms (see *Figure 11* on page 28). Teachers were also mentioned as playing a role in transporting the breakfasts to the classrooms, although less frequently.

Once the breakfasts are delivered to the classrooms, they must be distributed to the students who choose to eat breakfast at school. Surveyed school staff were asked to identify how the breakfasts are distributed in their schools. Because many schools use a combination of methods, respondents may have identified more than one distribution method. Forty-five percent of school staff responded that the classroom teachers distribute the breakfasts, while 38% said that each child picks up his or her own breakfast. Food service workers were identified as distributing the breakfasts by 12% of staff surveyed, school aides by almost 11% of staff, and students distributing the food by

10% of staff. Three and one-half percent of staff said that student aides or cadets distribute the food (see *Figure 12*). The serving methods may differ by classroom within a school, and some classrooms may use a combination of these.

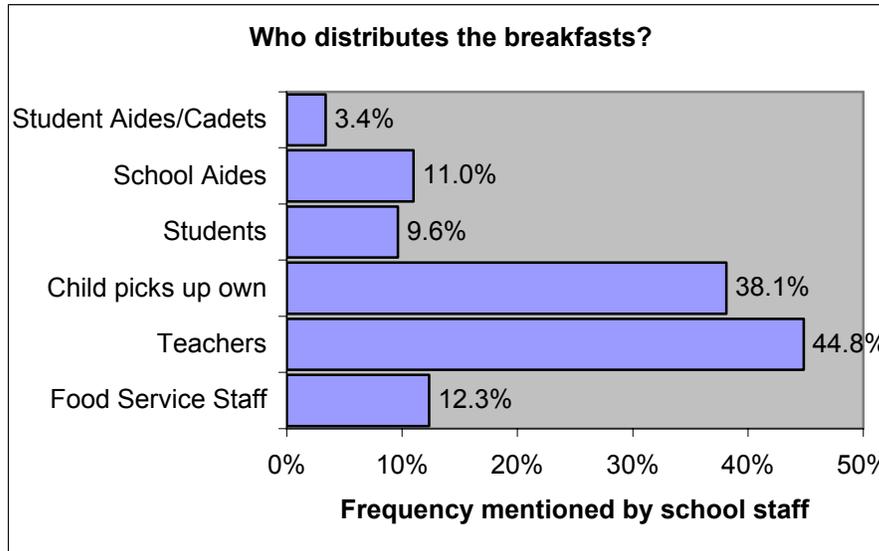
Figure 11.



Food service workers and students most commonly deliver the breakfasts to the classrooms.

Note: Since respondents could select more than one option, this chart does not total to 100%.

Figure 12.



Distribution of the breakfasts is most commonly self-service by the students, or performed by teachers.

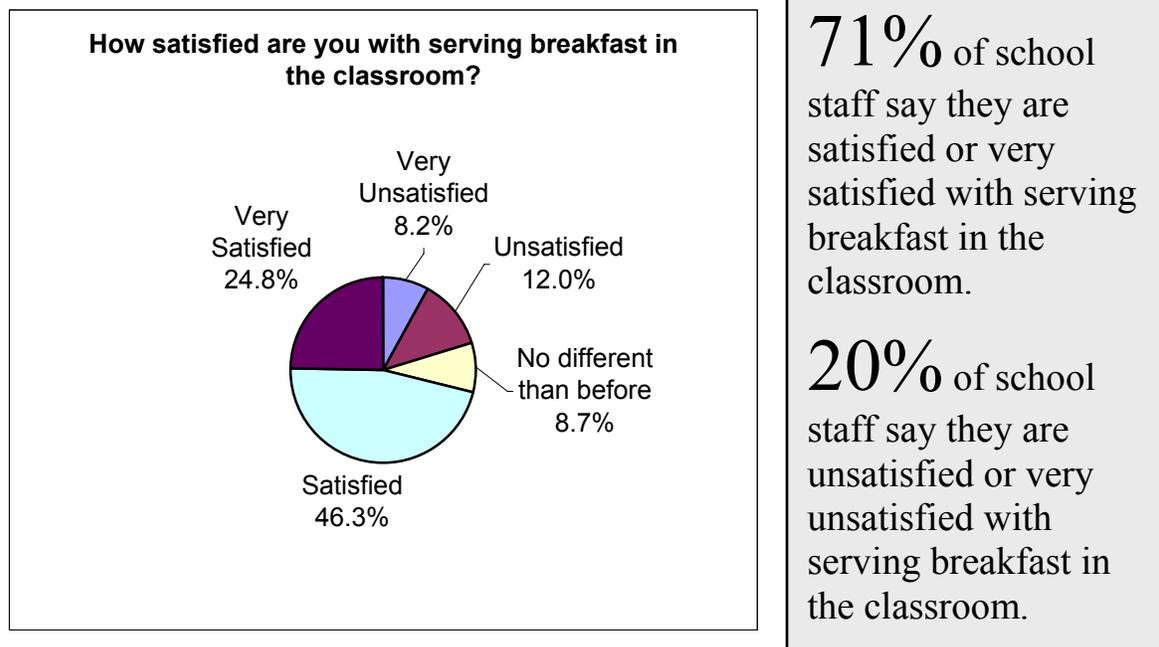
Note: Since respondents could select more than one option, this chart does not total to 100%.

ii. SCHOOL STAFF SATISFACTION WITH BREAKFAST IN THE CLASSROOM

One month after implementation began school staff—including principals, teachers, social workers, food service managers and food service workers—were also asked to rate how satisfied they are with serving breakfast in the classroom. Approximately 71% of staff who responded to this question indicated they are satisfied or very satisfied with serving breakfast in the classroom. Almost 9% of staff said that their satisfaction with serving breakfast in the classroom is no different than when breakfast was served before school. At one month after implementation, however, more than 20% of staff say they are unsatisfied or very unsatisfied with serving breakfast in the classroom (see *Figure 13* below).

Serving breakfast in the classroom creates more work for busy school staff, in that the food must be delivered, help must be given to students who cannot open the packaging on their own, and then it must be cleaned up. Many staff, however, report high levels of satisfaction, as well as positive impacts on their students as a result of the UFB program.

Figure 13.



When looking at individual responses for this question, some notable differences arise among the stakeholder groups. The responses given by teachers and principals do not differ significantly from the combined data for all staff; however, all 13 social workers who responded to the survey indicated they were either satisfied or very satisfied with serving breakfast in the classroom. This may be due to a combination of perceived positive outcomes for the students as a result of eating breakfast, as well as the limited role social workers play in the implementation and clean-up of breakfast in the classroom.

In comparison to the total staff response, fewer food service workers who responded to the survey said they are either satisfied or very satisfied with serving breakfast in the classroom (58%); however, 18% said their satisfaction with breakfast is no different than before.

Seventy-one percent of the 17 food service managers who responded indicated that they are satisfied or very satisfied with serving breakfast in the classroom, but only 12% are unsatisfied or very unsatisfied. This low proportion of unsatisfied food service workers may be due to the shifted responsibilities of the food service staff. Staff no longer have to prepare a meal in the morning; now they organize the breakfast boxes and handle breakfast counts.

iii. THE BREAKFAST IN THE CLASSROOM MENU

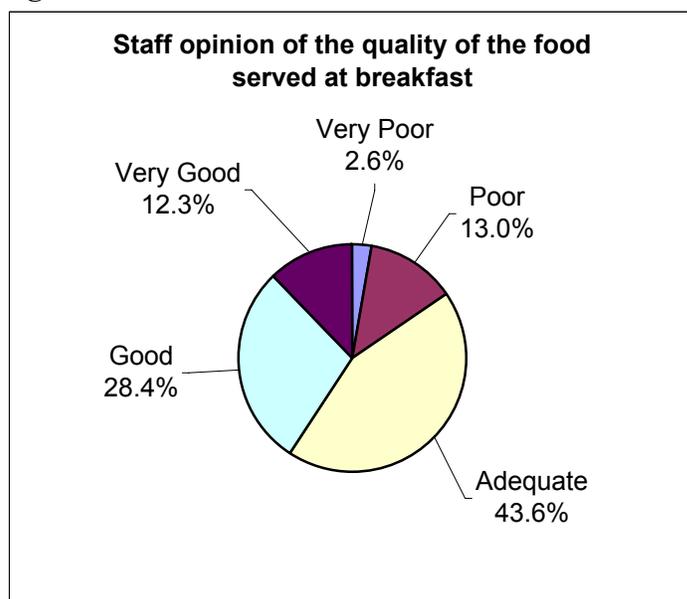
Serving breakfast in the classroom requires special consideration be given to the types of food that can be served at breakfast. In order to best use staff time, equipment and resources, as well as providing a nutritious meal, MPS officials decided to serve prepackaged breakfast boxes in lieu of a traditional hot breakfast meal. One hundred percent of the 30 surveyed UFB schools indicated that their school used pre-packaged breakfast boxes for the UFB program on some or all days. The boxes include a container of cereal, a box of juice and a package of graham crackers. Students are given a carton of refrigerated milk separately. These boxes provide convenience for food service staff members because they do not have to be refrigerated and meet USDA nutrition guidelines for school breakfast. Several UFB school staff members indicated that the students like the breakfast boxes because they look like Lunchables and have different kinds of cereal in them.

School staff—including principals, social workers, teachers, food service managers, food service workers and school nurses—in the 30 UFB schools surveyed were asked to rate the quality of the breakfast boxes. Of those that responded, almost 41% of staff felt that the nutritional quality of the food served at breakfast is good or very good (see *Figure 14* on page 31). More than 84% of staff thought the quality of the food was adequate, good or very good. However, almost 16% of staff feel that the breakfasts served are of poor or very poor quality.

It would be good to have fresh food sometimes, especially fruit instead of juice.

-MPS Teacher

Figure 14.



84% of staff think the quality of the food served in the UFB program is adequate, good, or very good.

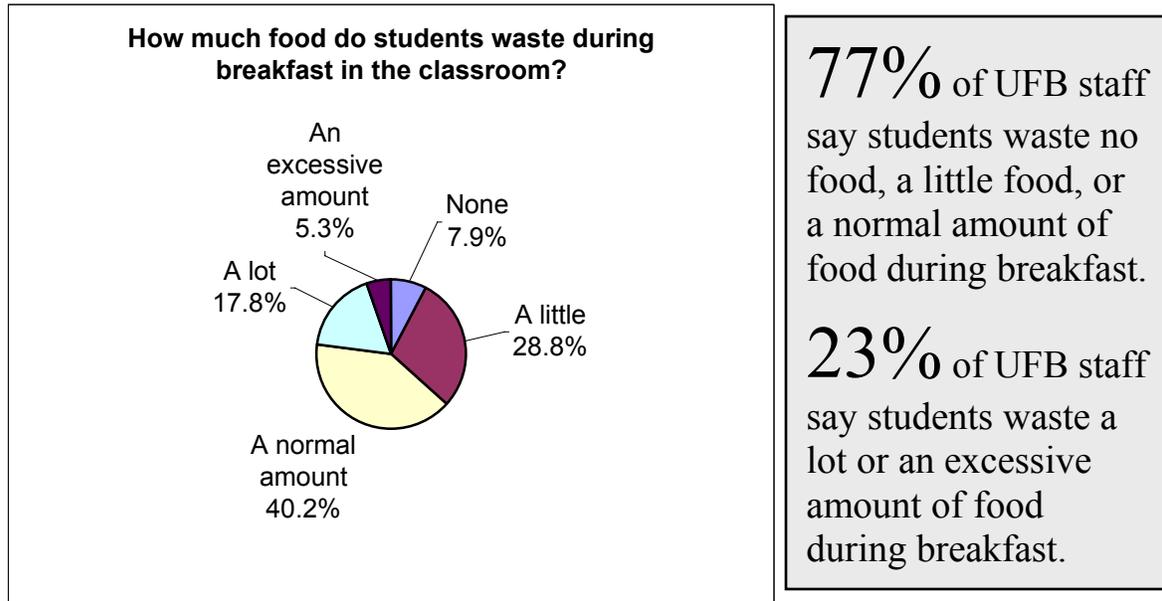
16% of staff think the quality of the food served in the UFB program is poor or very poor.

The data for combined staff did not differ significantly from that of teachers, principals or food service workers. Only two of the 10 social workers who responded to this question felt the quality of the food served at breakfast is good or very good; however, six others said the quality is adequate, and two feel it is poor or very poor. Approximately 94% of the 17 food service managers who responded felt the quality of the breakfasts is adequate, good or very good. Interestingly, only four of the 12 school nurses who responded categorized the nutritional quality of the breakfasts as good. Six more nurses said the quality of the food served at breakfast is adequate and two said the quality is poor or very poor.

It would be beneficial to have an emphasis on whole grains, and decreased sugar and fresh fruit.

-MPS Nurse

Staff—including principals, teachers, social workers, school engineers, food service managers and food service workers—at the 30 UFB schools surveyed were asked if they thought that students wasted a lot of food during breakfast. Of those who responded, almost 37% of school staff said that students waste no food or only a little food during breakfast. Another 40% of staff said the students waste a normal amount food during breakfast in the classroom, while 23% of staff think the students waste a lot or an excessive amount of food during breakfast (see *Figure 15* on page 32).

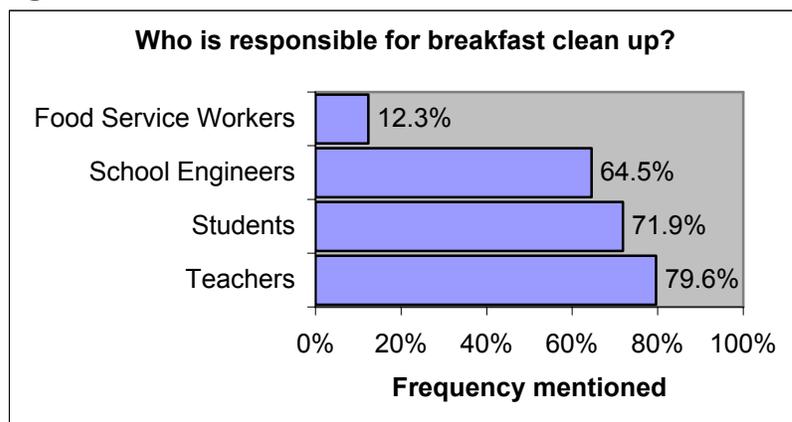
Figure 15.

iv. BREAKFAST CLEAN-UP PROCEDURES

Each of the UFB schools had to create a new set of breakfast clean-up procedures as a result of serving breakfast in the classroom. For many schools, this involved collecting all of the leftovers and trash from breakfast and putting them in a heavy trash bag. The trash bags are usually tied and set outside the classroom door for the engineer to pick up, or a student, teacher, or classroom assistant takes the trash bag to a central location for the engineer.

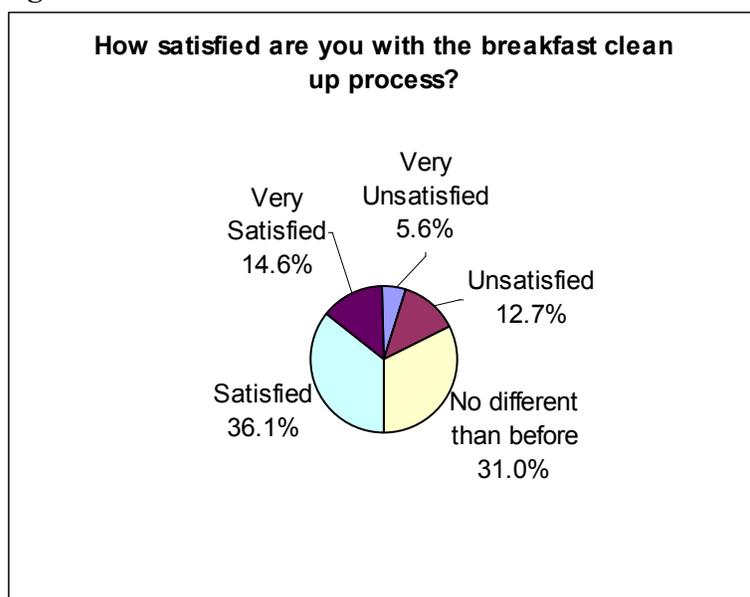
UFB staff—including building engineers, teachers, principals, social workers, food service managers and food service workers—surveyed at the 30 selected UFB schools were asked to indicate who at their school is responsible for breakfast clean up. Of those who responded, approximately 80% of staff indicated that teachers are responsible for clean up, 72% said students are responsible for clean up, 64.5% identified building engineers, and over 12% identified food service staff, as shown in *Figure 16* on page 33.

Many respondents chose more than one person, indicating that clean-up responsibilities are shared. It is important to note that this question is based heavily on perception and job responsibilities. For instance, many teachers may have indicated that they are responsible for clean up, because they clean up in their own classroom. Building engineers, however, may have indicated that they were responsible for clean up, because they collect the trash from breakfast and clean up spills.

Figure 16.

Note: Since respondents could select more than one option, this chart does not total to 100%.

Principals, social workers, teachers, school engineers and food service managers at the 30 selected UFB schools were asked to rate how satisfied they are with breakfast clean up at their school. Over 50% of the staff who responded indicated they are satisfied or very satisfied with the breakfast clean up process. Another 31% are neutral with regards to the breakfast clean up process (see *Figure 17* below). However, 19% of staff who responded indicated that are unsatisfied or very unsatisfied with the clean-up process at their school.

Figure 17.

52% of school staff are satisfied or very satisfied with the breakfast clean-up procedure at their school.

19% of school staff are unsatisfied or very unsatisfied with the breakfast clean-up procedure at their school.

When sorted by job category, no significant differences from the data above were found for teachers' or social workers' satisfaction with the breakfast clean-up procedures at their school. Principals were more satisfied than other staff, with about 78% indicating they are satisfied or very satisfied and less than 6% being unsatisfied with the clean-up

It is more of a mess to clean up in the classrooms and hallways.

-MPS Engineer

procedure. Food service managers had similar opinions, with 59% reporting being satisfied or very satisfied with breakfast clean up and less than 6% being unsatisfied or very satisfied. However, only one third of the 27 school engineers who responded to the survey reported being satisfied or very satisfied with breakfast clean-up, and over 22% are

unsatisfied or very unsatisfied.

Building engineers at the UFB schools are primarily responsible for the removal of the waste created by the UFB program. When the trash bags containing the leftover breakfast food and packaging are placed in the hallways, the engineers must pick them up and get them to the schools' trash receptacles outside. This poses different challenges in different schools. Some schools are one level, so trash removal is less of an obstacle. Some schools that have multiple floors have elevators, which are utilized in this process, while some do not. In this case, the building engineer must carry the trash from all floors to the ground level to be disposed. Further analysis showed that the engineers who reported having an elevator in their building or that their school is one floor were more than two times as likely to be satisfied or very satisfied with the clean-up procedure than those who did not report having an elevator.

All the bags have to be carried down and many of them leak.

-MPS Engineer

D. MEAL APPLICATION OUTREACH

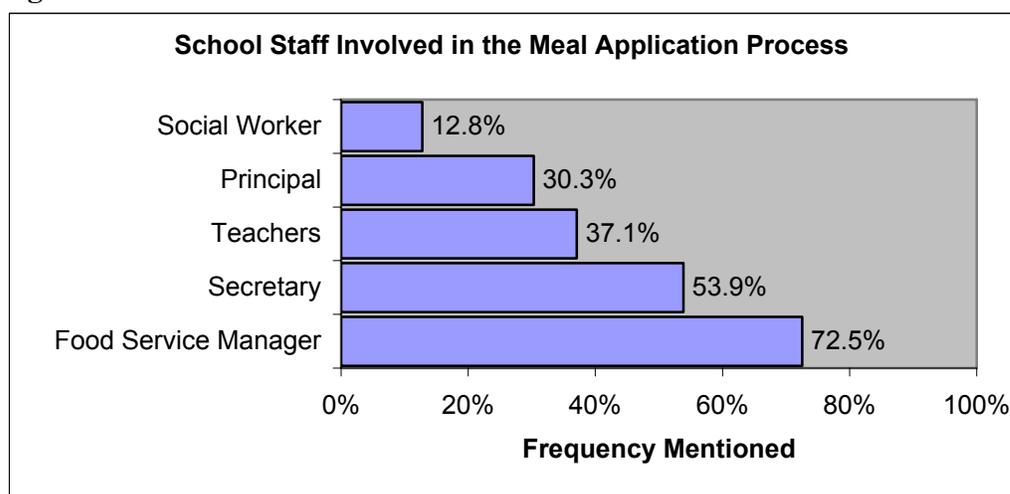
In order to participate in the 2006-2007 Universal Free Breakfast initiative, principals had to indicate in writing to MPS School Nutrition Services that they were interested in the taking part in the program, and also achieve a 95% meal application return rate by the third Friday of school, which fell on September 15, 2006. Twenty-seven schools initially met this deadline. The last formal deadline was subsequently extended to October 20, 2006. By this date 61 schools had gained entry into the UFB initiative and accepted the offer to participate in the UFB program.

In face-to-face interviews, principals representing 54 of the UFB schools were asked about the process they used to obtain a high meal application return rate. School staff—including teachers, social workers and food service directors—were also asked about outreach in the questionnaire distributed to the 30 UFB schools selected to participate in the survey portion of this report.

i. STAFF INVOLVED

Principals, teachers, social workers and food service managers at 30 of the UFB schools were asked who, at their school, was responsible for managing meal applications. The most frequently mentioned staff member was the food service manager, identified by almost 73% of staff surveyed as being involved in the meal application process, followed by the school secretary or front office personnel, identified by 54% of school staff. Next identified were teachers (37%), the principal (identified by 30% of staff), and finally the school social worker (13%), as shown in *Figure 18* below. Teacher assistants or paraprofessionals and program implementers were also mentioned, although less frequently. Multiple staff members could be involved in the meal application process at each school.

Figure 18.



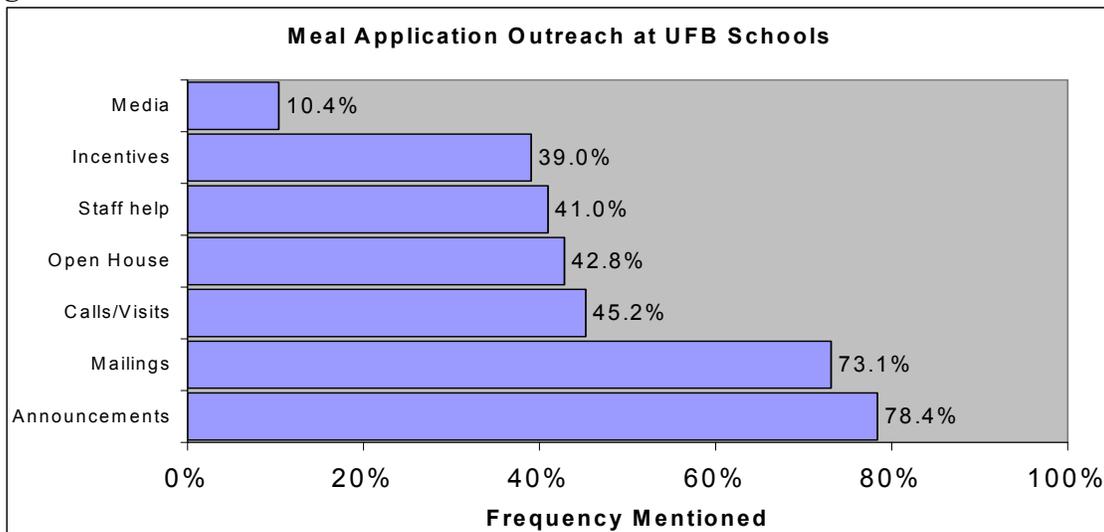
Note: Since respondents could select more than one option, this chart does not total to 100 percent.

ii. OUTREACH ACTIVITIES

Principals, teachers, social workers and food service managers at the 30 UFB schools surveyed by Hunger Task Force were also asked to identify meal outreach activities undertaken by their school. Principals at 54 of the qualifying UFB schools were also asked to describe their meal application outreach activities during the face-to-face interview. *Figure 19* provides a summary of the results obtained from the surveys at the 30 schools.

Morning announcements reminding students to bring back their completed meal applications was the most frequently identified outreach activity, chosen by about 78% of school staff. Mailings to parents were also used to obtain meal applications, as identified by 73% of staff surveyed. Staff also called or visited homes to obtain meal applications, according to 45% of staff surveyed. Other outreach methods chosen were offering help at back to school events or open houses (43%), staff helping parents fill out the meal applications (41%), incentive or rewards programs to encourage students to bring completed forms back (39%), and media events and announcements (10%). Most schools used a combination of these outreach methods.

Figure 19.



Note: Since respondents could select more than one option, this chart does not total to 100%.

iii. BARRIERS TO APPLICATION RETURN

Many schools had difficulty obtaining the required number of meal applications necessary for participation in the UFB initiative, as evidenced by only 27 schools meeting the initial first Friday deadline. Requiring 95% of meal applications to be returned meant, for most schools, that even families who did not qualify needed to complete a form, a policy different from that of previous years. This posed challenges for many schools. Principals, teachers, social workers, and food service directors at the 30 UFB

schools surveyed by Hunger Task Force were asked to identify the barriers to meal application return at their school.

Respondents were able to choose among potential barriers listed on the surveys, including:

- Language
- Fear of undocumented status
- Students lose the things they bring home
- Parents are too proud to apply
- Low parent literacy
- Application is too complex
- Students lose the things parents fill out
- Parents don't understand the importance of an application

Although the meal application is translated into Spanish, language is a barrier, since some parents may not understand the complexity of the language used or don't speak English or Spanish. Fear of undocumented status was also listed because parents who are not documented may hesitate to give their information on the meal application. Parents not understanding the importance of the meal application is another potential barrier, since some parents may feel that since they filled the form out the previous year, they do not have to fill it out again or feel that because they do not qualify for free or reduced-price meals, they do not have to fill out the form.

Literacy may also be an issue for some MPS parents, as well as any stigma that may be associated with applying for free or reduced-price meals.

By asking all parents to fill out a form this year, the potential stigma of applying for free or reduced-price meals was decreased. The largest barrier to meal application return indicated by school staff was due to parents not understanding the importance of the application, followed by students losing the things they bring home. *Table 2* (page 38) shows the barriers to meal applications, as indicated by school staff. Many staff members identified multiple barriers to meal application returns.

Just because the application is in two languages doesn't mean everyone knows how to fill it out.

-MPS Principal

Table 2. Barriers to meal application return

Barrier	% Indicated by Staff
Parents don't understand the importance of the application	73.9%
Students lose the things they bring home	61.4%
Students lose things the parents fill out	49.9%
Parent literacy	39.3%
Application is too complex	32.5%
Language	19.3%
Parents are too proud to apply	18%
Fear of undocumented status	16.8%

Three-quarters of staff surveyed said parents don't understand the importance of school meal applications.

Note: Since respondents could select more than one option, this table does not total to 100%.

Principals were also asked about barriers to returning meal applications in the face-to-face interviews. Many principals expressed frustration at the difficulties they had obtaining the 95% return rate necessary to participate in the UFB initiative. Several principals noted that the entire process was confusing to parents, especially this year because everyone was asked to turn in a form. Specific areas of parent confusion identified by principals included:

- Parents thinking they didn't have to fill out a form every year
- Parents not knowing they should fill out the form even if their family doesn't qualify for free or reduced price meals
- Parents not knowing if they should fill out a form when their children are directly certified⁷

Many principals also noted that parent literacy is a major barrier to meal application return rates. This year, MPS revised and simplified the meal application forms to contain only the information required by federal regulations, but several principals felt that the forms were still too difficult for some parents.

iv. MEAL APPLICATION RETURN RATES IN 2006-2007

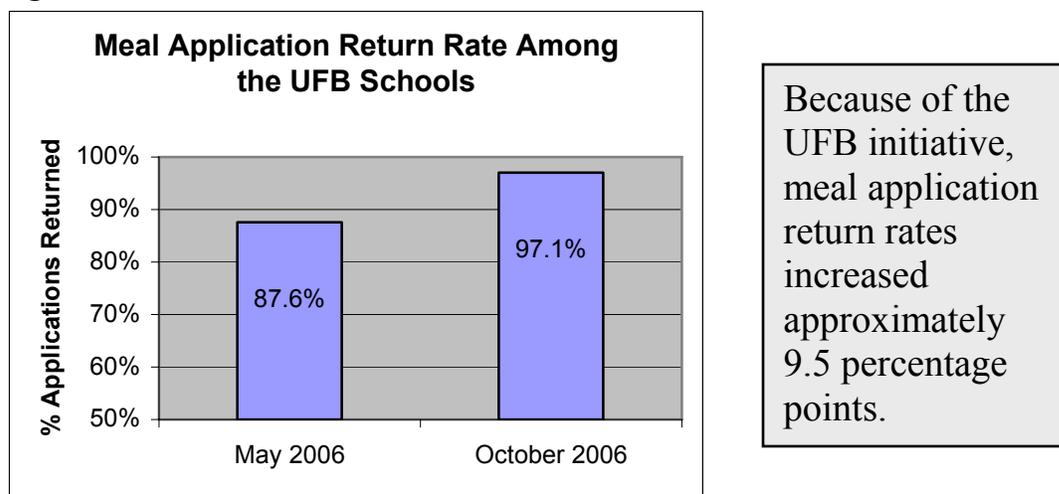
In the participating schools for which data was available, the meal application rate in October 2006 was almost 9.5% higher than the meal application rate reported in May of the previous year (shown in *Figure 20* on page 39). Among the 61 schools, this ranged

⁷ Direct certification is a process by which students whose families are enrolled in FoodShare or W-2 (Wisconsin's version of the TANF program) can be qualified for free school meals using database matching as opposed to families applying for free school meals separately.

from a three-percentage point decline in applications received, to a 63-percentage point increase.

This data provides an underestimate of the effect of UFB program, since the only data available for meal application return rates for the previous school year was reported in June. This data is being compared to data reported in October. It can be assumed that fewer meal applications had been submitted by October of the previous year, since the significant outreach that took place in 2006 did not occur in 2005.

Figure 20.



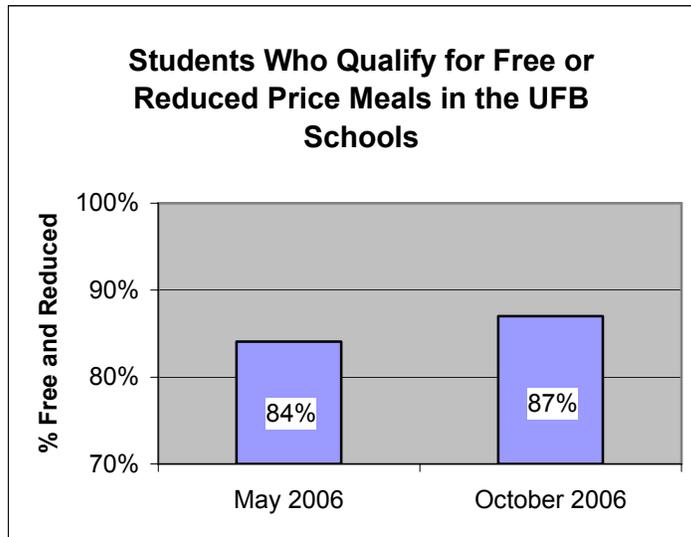
v. FREE AND REDUCED-PRICE ELIGIBILITY IN 2006-2007

The participating schools also saw an increase in the number of students who qualify for free or reduced-price meals. As of October 2006, the most recent data available, 87% of the students in the 61 participating schools qualified for free or reduced-price meals, as opposed to 84% in the 2005-2006 school year, an average increase of 3% (see *Figure 21* on page 40). The change in students that qualified for free or reduced-price meals ranged from an almost 5% decrease to an increase of more than 10%. This increase may be a result of the 95% application return rate required to participate in the UFB initiative. Requiring the majority of the school population to submit a meal application may have caused families who otherwise would not have applied for free or reduced-price meals to do so, and some of these families may have newly qualified.

This data also provides an underestimate of the effect of the UFB initiative on the percentage of students who qualify for free and reduced-price meals because the only data available for the previous school year was reported in June, whereas it is being compared to data reported in October. Since schools did not have a required percentage of their meal applications to be turned in by a specified date, it can be assumed that in October 2005 fewer students had applied for free or reduced-price school meals, and therefore fewer students qualified. The benefits of setting a deadline for the majority of

the meal applications to be received are getting students qualified for free or reduced-price meals earlier, and potentially getting more students to qualify than before.

Figure 21.



The number of students who qualify for free or reduced price meals increased approximately 3% in the UFB schools this year.

V. CONCLUSION

Based on the data presented in this report, the Universal Free Breakfast program is needed in the 61 MPS schools that took part in the initiative during the 2006-2007 school year. MPS principals interviewed by Hunger Task Force staff pointed out barriers to school breakfast program that have led to the historically low breakfast participation in MPS schools. Many of these barriers are alleviated by the Universal Free Breakfast initiative when it is implemented in the classroom. By November 2006, the 61 UFB schools had an average increase of 240% in school breakfast participation, clear evidence that this program has made the school breakfast program more accessible to MPS students. Higher breakfast participation also creates financial gains for the school district through increased state and federal school meal revenue.

Increasing accessibility to the school breakfast program has many benefits for MPS students. The majority of principals interviewed reported that they see hunger as a problem in their schools, and described the many negative effects hunger has for their students, including concentration, behavior, academic achievement, alertness and health. After several weeks of implementation, three-quarters of school staff surveyed perceived positive effects of the Universal Free Breakfast program on students' learning readiness, learning and health. **Six out of ten staff say UFB has positive effects on students' behavior, attendance and tardiness.** Almost one half of staff surveyed reported that the UFB program, although served in the classroom during the school day, has a positive or very effect on instructional time. The data provided here show that school staff are seeing a positive relationship between the UFB program and student outcomes.

The UFB program poses some logistical challenges for schools. The schools studied here had to retool the way their breakfast programs are implemented in order to serve breakfast in the classroom. This process affected many school staff, including teachers, food service staff and building engineers who were charged with implementing this new program. In spite of this, almost three-quarters of staff surveyed said it was important to continue the program at their school, as well as be expanded to other schools. A large majority of staff also reported a high satisfaction level with serving breakfast in the classroom. Half of the staff surveyed reported being satisfied with the clean-up process, with building engineers reporting lower satisfaction levels than other staff. Another area of concern identified by staff was the quality of the breakfasts offered in the UFB schools, as well as variety, with only four of 10 staff reporting the quality of the breakfasts as good or better.

In order to qualify for the UFB program, MPS schools had to achieve a 95% meal application return rate. This had significant implications for many schools, in addition to MPS Central Offices staff, as extensive outreach to MPS parents was necessary in order to obtain these high numbers of meal applications. Hunger Task Force staff also dedicated a substantial number of staff hours to assisting schools in the meal application process. School staff reported many barriers to obtaining completed meal applications

from parents, the most significant being parents not understanding the importance of the meal application, followed by problems with students losing the form and low parent literacy. Many schools expressed frustration with the meal application process. As a result of this extensive outreach campaign, School Nutrition Services had a significantly larger number of meal applications to process, and had to do so in a shortened time frame.

Among the UFB schools, however, meal application return rates increased by almost 10% during the 2006-2007 school year, and as a result of this 3% more students qualified for free or reduced-price meals. This feeds more children, and is beneficial to MPS for other reasons. More students qualifying for free or reduced-priced meals leads to more participation in the school meal programs, and therefore more state and federal reimbursement. It also maximizes alternate school funding that is based on free and reduced-price meal eligibility, including SAGE, E-rate and Title I.

While the meal application process and logistical meal serving methods are a challenge for MPS schools, the results of the UFB program have been positive for MPS students and the district as a whole. Universal Free Breakfast is beneficial for MPS students, and should continue to be a part of the MPS commitment to reduce the achievement gap.

VI. ISSUES TO BE ADDRESSED

1. Complete research on the 2006-2007 Universal Free Breakfast initiative.
 - A. Hunger Task Force submitted a research application during the summer of 2006, and was granted permission to conduct a study on student outcomes in relation to the UFB program. Outcomes to be studied include academic achievement, health, attendance, tardiness and behavior as compared to daily breakfast participation. This information will more objectively address the measurable outcomes of the UFB program. Who will conduct this research is yet to be decided, as is when it will be conducted. The data necessary to proceed with this project will most likely not be available until the end of the 2006-2007 academic year.
 - B. A compilation of breakfast in the classroom best-practices would be useful for UFB school staff. It is important to acknowledge that implementing this program requires schools to make significant changes in their breakfast programs, and many challenges are created. This project could be undertaken by either MPS or Hunger Task Force staff. It is yet to be determined who will do this and when it would be done.

2. Determination of future Universal Free Breakfast schools.
 - A. The requirements for participation in the UFB program in the 2007-2008 academic year are yet to be determined. It is not known if the 61 participating schools will be “grandfathered in” to the program next year, or if they will again have to apply and achieve a set meal application return rate.
 - B. If MPS officials choose to have a benchmark meal application return rate next year, it is unclear as to what this rate should be. Attaining this rate was clearly an obstacle for many schools, and perhaps unattainable for some, especially high schools. Results of a cost-benefit analysis could help guide this decision, since it will be useful to determine how much revenue increased breakfast participation has brought to the district in relationship to the costs associated with the program. If increasing breakfast participation has resulted in a significant increase in revenue without dramatically increasing costs, it may be beneficial to extend UFB to all MPS schools.

3. Improvements to the meal application process.
 - A. Determine the role of direct certification in alleviating the need for paper meal applications. Given that the FoodShare caseload in Milwaukee is high, and that children whose families are enrolled in this program can be directly certified for free school meals, optimal utilization of the direct certification process could significantly reduce the burden put on schools to obtain meal applications and MPS to process them. If this is so, this information needs to be better communicated to schools and parents.

- B. The feasibility and desirability of an online meal application system should be explored. ACCESS, the state online application for FoodShare, Medical Assistance, WIC and other benefit programs, has been widely successful. It is possible that online meal applications could reduce the processing efforts required of MPS staff, and lead to more immediate meal benefits for MPS students.
- C. Improvements to the 2007-2008 meal application process could include:
- Identifying opportunities for school staff to learn how to fill out the meal application, either by in-person, electronic or video trainings.
 - Seeking opportunities for parents to learn about the importance of the meal application for meal benefits and school funding, through marketing and strategic outreach well before meal application deadlines. This should be in collaboration with MPS school staff and community partners.
 - Providing a simplified directions sheet along with meal applications. This can be created by School Nutrition Services in conjunction with Hunger Task Force staff.
 - Utilizing school social workers (who have strong connections to parents) and food service managers in the meal application outreach process by including these individuals in trainings and involving them in outreach efforts.
 - Seeking opportunities to “incentivize” the meal application process within schools to obtain meal applications from students (classroom competitions, give-aways) and among schools to reward those with high return rates, through the creation of private sponsorships.
 - Maintaining constant communication with schools with regard to the meal application process, via e-mail alerts, flyers, or automated phone messaging. Hunger Task Force staff can play a role in this by establishing a group of schools in which extensive outreach will be conducted.

VII. RECOMMENDATIONS

1. Successes experienced in providing Universal Free Breakfast within Milwaukee Public Schools should be strategically expanded throughout the district.
2. The provision of Universal Free Breakfast within the Milwaukee Public Schools should be monitored to assure the majority of staff and student satisfaction with the program.
3. Universal Free Breakfasts provided by the Milwaukee Public Schools should be improved by offering fresh foods, improving nutritional value and variety of foods offered.
4. The Milwaukee Public Schools should develop and implement an outreach plan for increasing the percentage of meal applications returned by parents. Implementation of the outreach plan could be supported by community partners and funded by the private sector.
5. The Milwaukee Public Schools should conduct a complete financial assessment of the Universal Free Breakfast Initiative, factoring in the impact that increased enrollment has had on receipt of SAGE, E-rate and Title I funding.

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IX. APPENDICES

APPENDIX A

PRINCIPAL INTERVIEW

The Hunger Task Force, together with the Milwaukee Public Schools, is interested in your input regarding the new Universal Free Breakfast Program, and your thoughts generally on school breakfast implementation and participation. This interview is intended to inform MPS leadership about the impact of the program on elementary schools, and your input will help evaluate this initiative so it can be improved in future years.

HUNGER AT SCHOOL

1. What is your experience with hunger among your students?
2. What have you heard students say about hunger, if anything?
3. What behaviors or outcomes do you think are influenced by hunger in your school?
4. What do you think about breakfast at school? Is it important for your students?
5. Do you think the District should provide free breakfast to all students? Why or why not?

BREAKFAST PROCESS

6. How is breakfast currently served at your school?
7. Where is breakfast served, and at what time?
8. What types of meals are served? (Probe: Hot, cold, pre-boxed, brown bag)
9. What barriers decrease breakfast participation in your school? (Probe: bus schedules, students eat at home, conflict with before-school activities)

IMPACT ON STUDENTS

10. Does school breakfast impact the learning ability of students at your school? What are some ways you've noticed?
11. Does school breakfast impact the behavior of students in your school? What are some ways you've noticed?
12. Does school breakfast impact the health of students in your school? What are some ways you've noticed?

UNIVERSAL FREE BREAKFAST/BREAKFAST-IN-THE-CLASSROOM

13. What comments have you heard regarding Universal Free Breakfast? (Probe: from teachers, nurses, building staff, students, parents)
14. What are your thoughts on breakfast-in-the-classroom?
15. Does your school have an elevator?
16. What challenges would you expect to face by serving breakfast-in-the-classroom?
17. What benefits would you expect from serving breakfast-in-the-classroom?
18. What impact do you think breakfast in the classroom will have on participation?
19. Are there other things that could be done to increase student participation in the breakfast program?

SCHOOL MEAL APPLICATIONS

20. Who is responsible for collecting school meal applications in your school?
21. What is the most significant barrier for parents and/or students to complete and return meal applications? What other barriers exist at your school? (Probe: language, undocumented status, students lose things, parents too proud, parent literacy, application too complex, parents don't understand importance.)
22. Please tell me about all activities done by your school this year to increase the return rate for meal applications.
23. Did you work with any other organizations? (Probe: HTF, PTO)
24. What was successful? What didn't work?
25. What else can be done to increase the rate of meal application returns at your school?
26. What suggestions would you make to central administration for how to improve school meal application distribution, collection, and processing tasks?

Date and Time of Interview _____

Interviewed By _____

APPENDIX B

PRINCIPAL/TEACHER/SOCIAL WORKER SURVEY

The Hunger Task Force, together with the Milwaukee Public Schools, is interested in your input regarding the new Universal Free Breakfast Program. As a representative of a school that successfully gained entrance into the program, you are in a unique position to help us evaluate the program. Your input will help evaluate this initiative so it can be improved in future years. Based on your experience with the program, please answer the following questions.

A. SCHOOL MEAL APPLICATIONS

1. Who is responsible for collecting school meal applications in your school? **(Check all that apply)**

Principal Food Service Manager Secretary/Front Office Personnel
 Social Worker Teachers Other _____

2. What barriers at your school make it difficult for parents to complete and return meal applications? **(Check all that apply)**

Language Parent Literacy
 Fear of Undocumented Status Application is too complex
 Students lose things they bring home Students lose things the parents fill out
 Parents are too proud to apply Parents don't understand the importance of the application
 Other _____

3. Please identify all 2006 school meal application outreach activities done by your school. **(Check all that apply)**

Morning announcements Staff helped fill out applications
 Mailings to parents Staff called or visited homes
 Media event or announcements Incentive/reward program
 Help offered at back-to-school or open house events
 Other _____

4. What were your school's major outreach successes this year? Were there any outreach activities that didn't work?

5. What suggestions would you make to central administration for how to improve school meal application distribution, collection, and processing tasks?

B. BREAKFAST PROCESS

6. How is breakfast served at your school?

- In the classroom (**Go to question 7**)
- In the cafeteria (**Go to question 13**)
- Grab-N-Go (**Go to question 13**)
- Other (**Go to question 13**)

7. What time is breakfast served in the classroom at your school?

From _____ (time) until _____ (time).

8. Please describe the process used to bring breakfast from the cafeteria to the classroom and to distribute it to students in the classroom. (**Check all that apply**)

- | | |
|---|---|
| <input type="checkbox"/> Food Service workers bring the food | <input type="checkbox"/> Students bring the food |
| <input type="checkbox"/> School Aides bring the food | <input type="checkbox"/> Student Aides/Cadets bring the food |
| <input type="checkbox"/> Other _____ | |
| <input type="checkbox"/> Food Service workers distribute the food | <input type="checkbox"/> Students distribute the food |
| <input type="checkbox"/> Teachers distribute the food | <input type="checkbox"/> School Aides distribute the food |
| <input type="checkbox"/> Each child picks up their own food | <input type="checkbox"/> Student Aides/Cadets distribute the food |
| <input type="checkbox"/> Other _____ | |

9. Does your school have an elevator?

- Yes No

If no, how does this affect your breakfast program?

10. Overall, how satisfied are you with serving breakfast-in-the-classroom?

- | | | | | |
|-------------|-------------|--------------|-----------|-----------|
| 1 | 2 | 3 | 4 | 5 |
| Very | Unsatisfied | No different | Satisfied | Very |
| Unsatisfied | | than before | | Satisfied |

11. To what extent does serving breakfast-in-the classroom impact classroom instruction time?

- | | | | | |
|----------------------|-----------------|-----------|----------------------|----------------------|
| 1 | 2 | 3 | 4 | 5 |
| Very Negative Impact | Negative Impact | No Impact | Some Positive Impact | Very Positive Impact |

12. What suggestions do you have for improving the breakfast-in-the classroom process?

13. What types of meals are served in your breakfast program? **(Check all that apply)**

- Pre-boxed Hot Cold Brown Bag
 Other _____

14. What is your opinion of the quality of the food the children receive for breakfast?

- | | | | | |
|-----------|------|----------|------|-----------|
| 1 | 2 | 3 | 4 | 5 |
| Very Poor | Poor | Adequate | Good | Very Good |

15. Do the children waste a lot of food during breakfast-in-the classroom?

- | | | | | |
|------|----------|-----------------|-------|---------------------|
| 1 | 2 | 3 | 4 | 5 |
| None | A little | A normal amount | A lot | An excessive amount |

16. Who is responsible for clean-up after breakfast? **(Check all that apply)**

- Students Teachers School Engineers Food Service Workers
 Other _____

How is clean-up accomplished?

17. How satisfied are you with the breakfast clean-up process?

- | | | | | |
|------------------|-------------|---------|-----------|----------------|
| 1 | 2 | 3 | 4 | 5 |
| Very Unsatisfied | Unsatisfied | Neutral | Satisfied | Very Satisfied |

18. What suggestions do you have to improve clean-up after breakfast?

APPENDIX C

FOOD SERVICE MANAGER

The Hunger Task Force, together with the Milwaukee Public Schools, is interested in your input regarding the new Universal Free Breakfast Program. As a representative of a school that successfully gained entrance into the program, you are in a unique position to help us evaluate the program. Your input will help evaluate this initiative so it can be improved in future years. Based on your experience with the program, please answer the following questions.

A. SCHOOL MEAL APPLICATIONS

1. Who is responsible for collecting school meal applications in your school? **(Check all that apply)**

Principal Food Service Manager Secretary/Front Office Personnel
 Social Worker Teacher Other _____

2. What barriers at your school make it difficult for parents to complete and return meal applications? **(Check all that apply)**

Language Parent Literacy
 Fear of Undocumented Status Application is too complex
 Students lose things they bring home Students lose things the parents fill out
 Parents are too proud to apply Parents don't understand the importance
 Other _____ of the application

3. Please identify all 2006 school meal application outreach activities done by your school. **(Check all that apply)**

Morning announcements Staff helped fill out applications
 Mailings to parents Staff called or visited homes
 Media event or announcements Incentive/reward program
 Help offered at back-to-school or open house events
 Other _____

4. What were your school's major outreach successes this year? Were there any outreach activities that didn't work?

5. What suggestions would you make to central administration for how to improve school meal application distribution, collection, and processing tasks? _____

B. BREAKFAST PROCESS

6. How is breakfast served at your school?

- In the classroom (**Go to question 7**)
- In the cafeteria (**Go to question 13**)
- Grab-N-Go (**Go to question 13**)
- Other (**Go to question 13**)

7. What time is breakfast served in the classroom at your school?

From _____ (time) until _____ (time).

8. Please describe the process used to bring breakfast from the cafeteria to the classroom and to distribute it to students in the classroom. (**Check all that apply**)

- | | |
|---|---|
| <input type="checkbox"/> Food Service workers bring the food | <input type="checkbox"/> Students bring the food |
| <input type="checkbox"/> School Aides bring the food | <input type="checkbox"/> Student Aides/Cadets bring the food |
| <input type="checkbox"/> Other _____ | |
| <input type="checkbox"/> Food Service workers distribute the food | <input type="checkbox"/> Students distribute the food |
| <input type="checkbox"/> Teachers distribute the food | <input type="checkbox"/> School Aides distribute the food |
| <input type="checkbox"/> Each child picks up their own food | <input type="checkbox"/> Student Aides/Cadets distribute the food |
| <input type="checkbox"/> Other _____ | |

9. Does your school have an elevator?

- Yes No

If no, how does this affect your breakfast program?

10. Overall, how satisfied are you with serving breakfast-in-the-classroom?

- | | | | | |
|-------------|-------------|--------------|-----------|-----------|
| 1 | 2 | 3 | 4 | 5 |
| Very | Unsatisfied | No different | Satisfied | Very |
| Unsatisfied | | than before | | Satisfied |

11. To what extent does serving breakfast-in-the classroom impact classroom instruction time?

1	2	3	4	5
Very Negative Impact	Negative Impact	No Impact	Some Positive Impact	Very Positive Impact

12. What suggestions do you have for improving the breakfast-in-the classroom process?

13. What types of meals are served in your breakfast program? **(Check all that apply)**

Pre-boxed Hot Cold Brown Bag
 Other _____

14. What is your opinion of the quality of the food the children receive for breakfast?

1	2	3	4	5
Very Poor	Poor	Adequate	Good	Very Good

15. Do the children waste a lot of food during breakfast-in-the classroom?

1	2	3	4	5
None	A little	A normal amount	A lot	An excessive amount

16. Who is responsible for clean-up after breakfast? **(Check all that apply)**

Students Teachers School Engineers
 Food Service Workers Other _____

How is clean-up accomplished?

17. How satisfied are you with the breakfast clean-up process?

1	2	3	4	5
Very Unsatisfied	Unsatisfied	Neutral	Satisfied	Very Satisfied

18. What suggestions do you have to improve clean-up after breakfast?

19. How important is it for universal breakfast to continue in your school?

1	2	3	4	5
It should be discontinued	Not Important	Neutral	Important	Very Important

20. How important is it for universal breakfast to be expanded to other schools in MPS?

1	2	3	4	5
It should be discontinued	Not Important	Neutral	Important	Very Important

21. Do you have any additional comments, suggestions or concerns regarding the MPS Universal Free Breakfast Project?

School: _____ Date: _____ Survey No: _____

APPENDIX D

FOOD SERVICE WORKER SURVEY

The Hunger Task Force, together with the Milwaukee Public Schools, is interested in your input regarding the new Universal Free Breakfast Program. As a representative of a school that successfully gained entrance into the program, you are in a unique position to help us evaluate the program. Your input will help evaluate this initiative so it can be improved in future years. Based on your experience with the program, please answer the following questions.

1. How is breakfast prepared in your school?

- Food Service bags the breakfast the day before We purchase pre-boxed meals
 Food Service prepares a hot meal Other _____

2. Do you have suggestions for the way the meal is prepared?

3. How is breakfast served at your school?

- In the classroom (**Go to question 4**)
 In the cafeteria (**Go to question 13**)
 Grab-N-Go (**Go to question 13**)
 Other (**Go to question 13**)

4. What time is breakfast served in the classroom at your school?

From _____ (time) until _____ (time).

5. Please describe the process used to bring breakfast from the cafeteria to the classroom and to distribute it to students in the classroom. (**Check all that apply**)

- | | |
|---|---|
| <input type="checkbox"/> Food Service workers bring the food | <input type="checkbox"/> Students bring the food |
| <input type="checkbox"/> School Aides bring the food | <input type="checkbox"/> Student Aides/Cadets bring the food |
| <input type="checkbox"/> Other _____ | |
| <input type="checkbox"/> Food Service workers distribute the food | <input type="checkbox"/> Students distribute the food |
| <input type="checkbox"/> Teachers distribute the food | <input type="checkbox"/> School Aides distribute the food |
| <input type="checkbox"/> Each child picks up their own food | <input type="checkbox"/> Student Aides/Cadets distribute the food |
| <input type="checkbox"/> Other _____ | |

6. Does your school have an elevator?

Yes No

If no, how does this affect your breakfast program?

7. Overall, how satisfied are you with serving breakfast-in-the-classroom?

1	2	3	4	5
Very	Unsatisfied	No different	Satisfied	Very
Unsatisfied		than before		Satisfied

8. What suggestions do you have for improving the breakfast-in-the classroom process?

9. What types of meals are served in your breakfast program? **(Check all that apply)**

Pre-boxed Hot Cold Brown Bag
 Other _____

10. What is your opinion of the quality of the food the children receive for breakfast?

1	2	3	4	5
Very Poor	Poor	Adequate	Good	Very Good

11. Do the children waste a lot of food during breakfast-in-the classroom?

1	2	3	4	5
None	A little	A normal amount	A lot	An excessive amount

12. Who is responsible for clean-up after breakfast? **(Check all that apply)**

Students Teachers School Engineers Food Service Workers
 Other _____ Don't Know

How is clean-up accomplished?

13. How important is it for universal breakfast to continue in your school?

1	2	3	4	5
It should be discontinued	Not Important	Neutral	Important	Very Important

14. How important is it for universal breakfast to be expanded to other schools in MPS?

1	2	3	4	5
It should be discontinued	Not Important	Neutral	Important	Very Important

15. Do you have any additional comments, suggestions or concerns regarding the MPS Universal Free Breakfast Project?

School: _____ Date: _____ Survey No.: _____

APPENDIX E

SCHOOL ENGINEER SURVEY

The Hunger Task Force, together with the Milwaukee Public Schools, is interested in your input regarding the new Universal Free Breakfast Program. As a representative of a school that successfully gained entrance into the program, you are in a unique position to help us evaluate the program. Your input will help evaluate this initiative so it can be improved in future years. Based on your experience with the program, please answer the following questions.

1. How is breakfast served at your school?

- In the classroom (**Go to question 2**)
- In the cafeteria (**Go to question 10**)
- Grab-N-Go (**Go to question 10**)
- Other (**Go to question 10**)

2. What time is breakfast served in the classroom at your school?

From _____ (time) until _____ (time).

3. Please describe the process used to bring breakfast from the cafeteria to the classroom and to distribute it to students in the classroom. (**Check all that apply**)

- | | |
|---|---|
| <input type="checkbox"/> Food Service workers bring the food | <input type="checkbox"/> Students bring the food |
| <input type="checkbox"/> School Aides bring the food | <input type="checkbox"/> Student Aides/Cadets bring the food |
| <input type="checkbox"/> Other _____ | |
| <input type="checkbox"/> Food Service workers distribute the food | <input type="checkbox"/> Students distribute the food |
| <input type="checkbox"/> Teachers distribute the food | <input type="checkbox"/> School Aides distribute the food |
| <input type="checkbox"/> Each child picks up their own food | <input type="checkbox"/> Student Aides/Cadets distribute the food |
| <input type="checkbox"/> Other _____ | |

4. Does your school have an elevator?

- Yes No

If no, how does this affect your breakfast program?

5. What suggestions do you have for improving the breakfast in the classroom process?

6. Do the children waste a lot of food during breakfast-in-the-classroom?

1	2	3	4	5
None	A little	A normal amount	A lot	An excessive amount

7. Who is responsible for clean-up after breakfast (**Check all that apply**)?

Students Teachers School Engineers Food Service Workers
 Other _____

How is clean-up accomplished?

8. How satisfied are you with the breakfast clean-up process?

1	2	3	4	5
Very Unsatisfied	Unsatisfied	Neutral	Satisfied	Very Satisfied

9. What suggestions do you have to improve clean-up after breakfast?

10. How important is it for universal breakfast to continue in your school?

1	2	3	4	5
It should be discontinued	Not Important	Neutral	Important	Very Important

11. How important is it for universal breakfast to be expanded to other schools in MPS?

1	2	3	4	5
It should be discontinued	Not Important	Neutral	Important	Very Important

12. Do you have any additional comments, suggestions or concerns regarding the MPS Universal Free Breakfast Project?

School: _____ Date: _____ Survey No.: _____

APPENDIX F

NURSE

The Hunger Task Force, together with the Milwaukee Public Schools, is interested in your input regarding the new Universal Free Breakfast Program. As a representative of a school that successfully gained entrance into the program, you are in a unique position to help us evaluate the program. Your input will help evaluate this initiative so it can be improved in future years. Based on your experience with the program, please answer the following questions.

1. How is breakfast served at your school?

- In the classroom
- In the cafeteria
- Grab-N-Go
- Other

2. What types of meals are served in your breakfast program? **(Check all that apply)**

- Pre-boxed Hot Cold Brown Bag
- Other _____

3. What is your opinion of the quality of the food the children receive for breakfast?

- | | | | | |
|-----------|------|----------|------|-----------|
| 1 | 2 | 3 | 4 | 5 |
| Very Poor | Poor | Adequate | Good | Very Good |

EFFECT

4. Please rate the effect you feel universal free breakfast has in your school in each of the following areas. (Check the box under the appropriate response for each area.)

Impact Area	1 Very Negative	2 Negative	3 No Impact	4 Positive	5 Very Positive	Don't Know
Behavior						
Learning Readiness						
Learning						
Attendance						
Tardiness						

If you checked "1" or "2" for any impact area, please explain your answer:

5. Have you noticed an improvement in the health of students this year that might be attributed to the Universal Free Breakfast Program?

No Yes

If yes, what?

- | | |
|--|--|
| <input type="checkbox"/> Fewer health related absences | <input type="checkbox"/> Fewer visits to the nurses office |
| <input type="checkbox"/> Fewer complaints of headaches | <input type="checkbox"/> Fewer complaints of stomach aches |
| <input type="checkbox"/> Fewer complaints of hunger | |
| <input type="checkbox"/> Other: _____ | |

6. How important is it for universal breakfast to continue in your school?

1	2	3	4	5
It should be discontinued	Not Important	Neutral	Important	Very Important

7. How important is it for universal breakfast to be expanded to other schools in MPS?

1	2	3	4	5
It should be discontinued	Not Important	Neutral	Important	Very Important

8. Do you have any additional comments, suggestions or concerns regarding the MPS Universal Free Breakfast Project?

School: _____ Date: _____ Survey No.: _____

APPENDIX G

Universal Free Breakfast Schools

1. Academy of Accelerated Learning
2. ALBA
3. Allen-Field Elementary
4. Brown Street Academy
5. Bruce Guadalupe
6. Bryan Elementary
7. Carleton Elementary
8. Carson Academy of Science
9. Clarke Street
10. Clemens Elementary
11. Clement Avenue
12. Curtin Academy
13. Dover St.
14. Emerson
15. Fernwood Montesorri
16. Fifty-Third Street
17. Forest Home Avenue
18. Fratney Elementary
19. French Immersion
20. George Washington Carver Academy
21. Greenfield Elementary
22. Hampton
23. Hartford University
24. Hawley Elementary
25. Hawthorne
26. Hayes Bilingual
27. Highland Community Center
28. Hi-Mount
29. Holmes
30. Hopkins Street
31. Kagel
32. Keefe Elementary
33. Lee
34. Lincoln Avenue
35. Lloyd Street
36. Longfellow Elementary
37. Lowell Elementary
38. Mantiba
39. Maple Tree
40. Mary McLeod Bethune Academy
41. Metcalfe
42. Mitchell
43. Neeskara Elementary⁸
44. Phillis Wheatley Elementary
45. Pierce
46. Riley Elementary
47. River Trail Elementary
48. Robert M. LaFollette Elementary
49. Seher Site Elementary
50. Silver Spring Elementary
51. Starms Discovery
52. Starms EC
53. Starms Monumental
54. Story
55. Townsend
56. Twenty-First Street
57. Urban Waldorf
58. Vieau
59. Walker Middle School
60. Westside Academy I
61. Westside Academy II
62. Wisconsin Ave

⁸ At the time of this report Neeskara Elementary was eligible for the UFB program, but had not begun to participate yet. Data for Neeskara was not included in this report.