
Background

Children who eat breakfast are better prepared to learn, and school breakfast is proven to boost school achievement. Nationally, the Food Research and Action Center (FRAC) issued a challenge to all states to have 70 low-income students participate in breakfast per 100 students participating in school lunch. In FRAC’s 2011 report, only 42.5 Michigan students in the 2008-2009 school year reported participating in school breakfast per 100 students in school lunch.1

In 2013, to encourage schools to increase the number of students participating in school breakfast, then-Michigan schools Superintendent Mike Flanagan issued the Superintendent’s “First Fuel” Breakfast Challenge. The challenge to schools was to have at least 60% of students who participate in the National School Lunch Program also participate in the School Breakfast Program.

As many organizations began taking action to support the Breakfast Challenge, the Michigan Department of Education (MDE) Team Nutrition (Michigan Team Nutrition) provided statewide training to foodservice professionals and built buy-in from decision-makers—

“Participation in school breakfast programs does not just reduce student hunger; it also has been linked with: improved overall dietary quality; a lower probability of overweight and obesity; fewer incidences of tardiness, absenteeism, and disciplinary problems; and fewer visits to the school nurse. And there is considerable evidence that enhanced meal quality leads to increased student participation.”

FRAC School Breakfast Scorecard: 2013-2014‡


people critical to implementing breakfast at the local level. In September 2013, MDE was awarded a U.S. Department of Agriculture (USDA) Team Nutrition grant. The Team Nutrition grants support state agencies in building infrastructure to improve the ability of schools to meet nutritional requirements for meals served. Activities proposed in Michigan’s Team Nutrition grant included:

1. Convene statewide strategic partners to ensure full leverage of partner resources
2. Develop a “Boost Breakfast” website, toolkits, and online training
3. Conduct statewide “Boost Breakfast” trainings targeting over 800 food service professionals and school administrators
4. Engage students through a statewide Junior Chef Breakfast Competition
5. Complete a portfolio of 20 success stories in video and print
6. Promote successes through social networking websites

**Superintendent’s “First Fuel” Breakfast Challenge**

The Breakfast Challenge issued by Michigan Superintendent Flanagan in 2013 was ambitious—seeking to increase the percentage of students participating in school breakfast programs from 43% to 60% of those who participate in school lunch.

This was the second breakfast challenge Superintendent Flanagan issued to Michigan schools. He presented the first challenge in 2008 to increase school breakfast participation to 50% districtwide. By 2010, 205 school districts had met that goal.

The Breakfast Challenge also fueled innovation. Many schools identified breakfast-serving practices beyond the cafeteria. These included Breakfast in the Classroom, Breakfast after First Period, Breakfast Carts, and Grab ‘N Go Breakfast. This translated to an additional 68,125 students eating breakfast at school by the end of the first Breakfast Challenge.

While schools face many economic difficulties, school breakfast is a federally reimbursable program. The decision to expand school breakfast is a local decision and involves several factors, such as revenue, expenses, and student participation. The No Kid Hungry School Calculator provides an interactive platform to help school decision-makers estimate costs, reimbursements, and net revenue associated with expanding meal programs.\(^2\) Although the break-even point is unique for each school district, it is generally understood that increasing school breakfast participation improves the likelihood that a school will achieve the break-even point.\(^3\) For the 2013 Superintendent Breakfast Challenge, it was estimated that if schools were

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to close the gap between the existing 43% participation and the 60% goal, Michigan schools would claim about $23 million each year.

To support the 2013 Superintendent Breakfast Challenge, state-level partners such as the United Dairy Industry of Michigan (UDIM), Blue Cross Blue Shield of Michigan (BCBSM), Michigan No Kid Hungry (MNKH), and Michigan Action for Healthy Kids (MAFK)—created breakfast promotion initiatives.

- UDIM and BCBSM partnered to provide $250,000 in breakfast equipment grants to support innovative serving practices. These grants provided tiered funding per school building based on student enrollment to help schools purchase the equipment needed to improve or expand their breakfast programs, as well as increase student access to high-quality, nutritious foods at school.

- MAFHK released $175,000 in breakfast grants to approximately 70 low-income schools that ranged from $1,000 to $5,000 to create or expand school breakfast programs to include innovative and universal breakfast programs.

- The MNKH campaign worked with teachers, principals, school foodservice directors, parents, and students to implement new ways to serve breakfast that make breakfast a part of every student’s morning schedule.

**Alternative Breakfast Strategies**

The strategies promoted during the 2013 Superintendent Breakfast Challenge focused on moving breakfast out of its traditional place in the cafeteria. The traditional cafeteria breakfast model posed potential problems either in time—as it required students to arrive before first period, which is sometimes a problem for those who ride buses—or social stigma. As districts increase participation, the stigma to participating in school breakfast lessens.

Strategies to increase breakfast participation are well documented. For example, the Food Research and Action Center’s 2011-2012 Breakfast Scorecard Report states that, “moving breakfast out of the cafeteria before school and making it a part of the school day is the most effective strategy for increasing participation.” Moreover, different options can be tailored to fit different age/grade groups. These innovative serving practices include Breakfast in the Classroom, Breakfast after First Period, Breakfast Carts, and Grab ’N Go Breakfast. These alternatives to the traditional cafeteria setting also help to alleviate the perceived stigma of participating in school breakfast as well as lessening the general problem of missing breakfast due to lack of time in the morning.

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Alternative breakfast strategies employed by Michigan schools include:

- **Breakfast in the Classroom** delivers breakfast to first period classrooms, and students eat during the first 10-15 minutes. While many educators who have not already instituted this approach believe that eating in the classroom would be disruptive to teaching; this is often done during homeroom period when attendance, announcements, and other morning activities (such as turning in homework) are being conducted and no instructional time is lost. MDE has issued a policy memo that states Breakfast in the Classroom meets the requirements of instructional time.⁵

- **Grab ‘N Go Breakfast Carts** provide foodservice mobility to distribute breakfast in high-traffic areas, often before first period. Students pick up a bagged breakfast and can eat on the way to class, in designated common areas, or in the classroom. This is an effective strategy for schools that cannot deliver food to the classrooms, but will allow students to eat during the first 10-15 minutes of first period.

- **Second Chance Breakfast** offers a Grab ‘N Go type breakfast after the first bell. It can be used for students who arrive to school late, or after the first period for middle and high school students who are not interested in eating first thing in the morning. At many schools, this option is used in conjunction with an earlier breakfast service.

- **Vending Machines** provide breakfast options on a flexible timeline for the students, and can be used with other breakfast approaches.

- **On the Bus** delivers bagged breakfasts to the school bus before the route begins. Students take a breakfast when they board the bus, and eat in route to school. This strategy effectively manages the problem for students who do not have time to eat breakfast at school before the first bell due to the timeliness of bus arrival.

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Michigan Boost Breakfast Initiative

The Michigan Boost Breakfast Initiative was developed as a complementary aspect to the 2013 Superintendent Breakfast Challenge. Using USDA grant funds, Michigan Team Nutrition convened school breakfast stakeholders to increase buy-in and engagement by school decision-makers. Stakeholders were involved in developing and implementing training sessions to establish alternative breakfast strategies and introduce new breakfast menu items. They also helped develop and disseminate promotional material, which included success stories.

Michigan Team Nutrition convened statewide partners to create a strategic plan and conduct key activities to drive promotion of school breakfast. The first strategic planning meeting, held on November 18, 2013, was a culmination of four months of planning by Michigan Team Nutrition. There were 33 participants representing 17 organizations. Stakeholders were engaged to determine what they could do to support school breakfast, and they enthusiastically committed to leading the effort to boost school breakfast participation. Overall, attendees committed the use of their professional and personal networks to disseminate information and recruit support. Specifically, the Michigan Association of School Boards agreed to distribute information regarding the importance of breakfast and the upcoming trainings. At the end of the meeting, everyone agreed to stay connected.

The second meeting, held on February 4, 2014, included 39 participants representing 19 different statewide organizations. Rich dialog among attendees prompted direct discussion about barriers to promoting school breakfast, and about potential resolutions to these challenges. Stakeholders reviewed current data regarding breakfast participation, and discussed the future transparency of data to be made available to Michigan schools. Attendees were excited by a preview of tools and training resources that would be available. School breakfast leaders agreed to assist in recruitment for key upcoming trainings led by Michigan Team Nutrition and the United Dairy Industry of Michigan.
**Develop Website, Tools, and Training**

MDE created the Boost Breakfast website (http://boostbreakfast.com/) to house the tools that were developed. This website was developed utilizing existing national materials. A subcommittee of the statewide partners was convened to review existing school breakfast resources. Cornell University’s Center for Behavioral Economics in Child Nutrition Programs (BEN Center) was also invited to provide expertise in the research-based principles that lead children to make healthy choices when provided with a diversity of choices. These principles are known as the *Smarter Lunchrooms Movement* and are applicable to school breakfast.

The tools on the website, which are targeted to multiple audiences, include: assessment tool for expanding breakfast program; training materials; marketing and promotional materials; stories highlighting alternative breakfast strategies; protocols for handling alternative breakfast strategies (including food safety, cleanup, and point of service); suggested activities for students during Breakfast in the Classroom; financial and nutritional considerations for foodservice professionals; school breakfast recipes; and social media material.

**Conduct Trainings**

In March 2014, four regional trainings aimed at school administrators and staff were held in the Lower Peninsula. These full-day trainings included a high-profile national keynote speaker championing school breakfast and alternative breakfast strategies. Materials from the *Boost Breakfast Participation website* were distributed. One of these trainings was also Livestreamed and recorded to become the *Boost Breakfast Participation* webinar. The webinar provided training opportunity for people who were not able to travel to the regional trainings, including many schools in the Upper Peninsula. The Boost Breakfast website and MI Streamnet both host copies of this training webinar.6

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At least 295 school nutrition and education professionals attended these trainings.\(^7\) Getting buy-in from administrators is crucial for success, but training programs are time-intensive, and school administrators’ schedules are busy. One of the lessons learned from this experience was to try working with the Michigan Association of School Administrators to share training messages and success stories at their existing conferences and in their publications, rather than trying to get administrators to attend “extra” meetings.

Beginning in May 2014, a total of six trainings aimed at school nutrition professionals attending School Nutrition Association of Michigan (SNAM) Area meetings were conducted. These one-hour trainings provided foodservice professionals with an opportunity to share best practices and network with peers to overcome barriers to increasing school breakfast participation. These trainings took advantage of SNAM’s Statewide Training Program capacity of trainers and online courses. One of the trainings was Livestreamed and converted into a webinar. At least 354 school nutrition professionals received training through these trainings.\(^8\)

Additionally, foodservice professionals were reached through the SNAM Annual Conference held in October 2014. The conference workshops focused on how to sustain successful programs for those attendees who participated in one of the regional or SNAM Area trainings, and how to create successful breakfast programs for those who were new to the training message. The conference celebrated best practices of behavior economics and the Smarter Lunchrooms Movement principles that were implemented in Michigan schools. The best practice breakfast panel included Saginaw School District, Kaleva Norman Dickson School District, Oxford Community Schools, and Port Huron Area School District. The keynote speaker spoke about the use of branding and marketing to encourage healthy choices by students. Finally, part of the SNAM conference was used to acknowledge the champions among foodservice professionals who were participating in the School Breakfast Program, as well as schools who applied for recognition by the HealthierUS School Challenge: Smarter Lunchrooms program. SNAM has agreed to partner with MDE to celebrate the schools who met the 60% goal set by the 2013 Superintendent’s Breakfast Challenge at the SNAM November 2015 annual conference.

### Engage Students

**Junior Chef:** MDE became involved with the Michigan Junior Chef Competition in 2011, and competitions are held every two years. To support the 2013 Superintendent’s Breakfast Challenge, the 2015 competition focused on school breakfast. The competition gives students hands-on cooking experience and increases knowledge of healthy food choices, as well as generating enthusiasm for successful school breakfast programs.

Thirty-two teams entered breakfast recipes in the Recipe Contest. The recipes had to meet school nutrition guidelines and include fruits, grains, and milk that would be available to the school food

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\(^7\) This is a minimum count since more than one person could be in attendance at a single computer during a Livestream event. Webinar access numbers are not included in this count.

\(^8\) “MDE Boost Breakfast Welcome.”
service program. Eight teams from across the state were invited to the Cook-off Competition at Michigan State University on May 13, 2015. Each team prepared and served the recipe it had submitted. Marquette-Alger RESA Culinary Arts won first place with its artisan egg white flatbread sandwich with fruit parfait. Video of the competition is hosted at the Junior Chef website and Michigan Team Nutrition’s YouTube channel.\(^9\)

After the competition, two schools added their Junior Chef team’s recipe to their breakfast options, and three others are planning to do so. Many schools are also considering adding a recipe designed by another school’s Junior Chef team. All eight Junior Chef Cook-off recipes have been assembled into a cookbook.\(^{10}\)

**Breakfast Showcases:** Students at six schools were engaged in alternative breakfast strategies through the use of “Breakfast Showcases.” In 2014, these schools had previously served breakfast only in the cafeteria. They hosted the Showcases to introduce a new serving approach—typically a Grab ‘N Go breakfast from a kiosk or cart, or Breakfast in the Classroom—while continuing to provide cafeteria service. MDE’s consultant chef developed breakfast recipes schools could use, and worked directly with foodservice staff at participating schools to launch the Breakfast Showcase. The *Boost Breakfast* website hosts the recipes and other Breakfast Showcase materials.\(^{11}\)

Students were excited about the Showcases, which gave them the opportunity to try some of the new breakfast recipes. Breakfast participation typically increased twofold to fourfold after the Showcase. Schools that allowed students to eat after the first bell—such as Breakfast in the Classroom or Second Chance Breakfast—were more likely to sustain their increased participation.

**Breakfast Champions:** Additionally, Breakfast Champions throughout the state are getting students involved by creating “student ownership” of the school breakfast program. Breakfast Champions believe in the benefits of a school breakfast program, and are willing to share stories and market the program to other administrators. Many schools have engaged students by polling for their opinions regarding school breakfast options. In some schools, students are

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getting involved by planning menus, creating new recipes, helping to serve their peers, or cooking in school demonstrations. One school incorporated the principles of the Junior Chef Competition into its Family and Consumer Science curriculum.

**Catalog Success Stories**

While numbers provide an assessment of program success, people are inherently emotional beings and respond to stories that demonstrate success. It is important to highlight positive stories around school breakfast participation to encourage others to replicate successful strategies. As a result, Michigan Team Nutrition generated 20 success stories in print and video format, which can be shared with school nutrition professionals and school breakfast advocates. Stories document successful alternative breakfast service methods such as: Grab ‘N Go, Breakfast in the Classroom, Breakfast on the Bus, and Second Chance Breakfast.

Videos of success stories are hosted and can be viewed on the Michigan Team Nutrition YouTube channel.\(^{12}\) To encourage distribution and sharing of stories, a compendium of the stories has also been created. The following vignettes are a few examples from these success stories:

- It’s been almost three years since fifth-grade student Kammie Jarvis developed her idea for the “Oatmeal-licious” breakfast bar and “sold” it to Foodservice Director Dan Gorman, Whitehall District Schools, and the students at Ealy Elementary School in Whitehall, Michigan. Kammie’s breakfast bar, part of the “Fuel Up to Play 60” breakfast challenge, is a football-themed oatmeal bar whose goal is to increase breakfast participation. Since its opening, breakfast participation on Oatmeal-licious days has increased 78 percent. Oatmeal-licious operates in two schools: Ealy Elementary and Whitehall Middle School.

- Creative and smart thinking on the part of Foodservice Director, Carrie Morfino, led her to plan and conduct a tailgate-style taste-test party to kickoff new school breakfast offerings. Fraser’s breakfast tailgate was held in conjunction with a community tailgate that takes place every year before the first home football game. The purpose of the tailgate was to introduce or reintroduce students and families to school breakfast. Morfino says, “Many families forget that we offer breakfast at school. We want to increase school breakfast participation. The breakfast tailgate was a way for

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\(^{12}\) “Boost Breakfast Participation.”
our foodservice staff to promote some of our new school breakfast items and to get out there and remind students and families that we offer a healthy, nutritious, and affordable breakfast at school every day.”

- Bill Fetterhoff, superintendent of Godwin Heights Public Schools, believes proper nutrition can help level the playing field for students who have fewer opportunities and advantages. Almost 90 percent of Godwin Heights’ students are eligible for free or reduced-price school meals. “In our district, high-quality, nutritious food is scarce for many families,” he explains. “When students eat at school, our meals can help bridge that gap.” All buildings in the Godwin Heights district offer universal free breakfast and, in four of the buildings, breakfast is served in the classrooms. Fetterhoff says, “We have an issue with students getting to school on time. When they arrive late, they won’t take the time to go to the cafeteria for breakfast so they skip it. Since we moved breakfast into the classrooms, 75 percent of our students eat breakfast at school.”

- Karen Bissett, nutrition services director for Oxford Community Schools, is working hard to change the look of school breakfast, and those changes are adding up to increased revenue. This year, Oxford Middle School tried a new classroom grab-and-go system. Instead of having students gather in the school common area for breakfast, they now are part of a modified grab-and-go system. In the classrooms, students use a system to choose one of two breakfasts by choosing different color buttons. The student leaders then tally the requests, retrieve the breakfasts from the carts, and bring them back to the classrooms. Students always have a choice of a hot or cold breakfast. “Students still like the hot choices best,” explains Bissett. With the new system, Oxford Middle School’s breakfast count has risen from only 20 students out of 1,100 eating breakfast at school to more than 300!

Promote Success through Social Media

MDE has actively sought to use social media outlets to promote successes, share lessons learned, and encourage discussion. A social networking team was created to design and oversee messaging for Michigan Team Nutrition profiles established on Facebook, Twitter, and YouTube. Members of the social networking team include MDE’s Coordinated School Health and Safety Programs, MDE’s School Nutrition Programs, the Michigan Department of Health and Human Services, and UDIM. A social networking firm was also contracted to provide expertise in this effort. Staffing capacity for Team Nutrition was expanded to include a Social Networking Consultant and Social Media Writer, a dedicated staff person to interact with social media channels and provide timely content to viewers.

Michigan Team Nutrition Facebook engaged users with a variety of post styles including photos, videos, links, and status updates—photos and videos had the highest level of
engagement. Posts that featured Michigan-specific content also had high levels of engagement. Michigan Team Nutrition Twitter has also effectively engaged users. In addition to regular conversation threads, Twitter was used to live-tweet from meetings, conferences, and special events around the state and country. The Michigan Team Nutrition YouTube channel housed the Michigan School Breakfast success stories and best practices. Many of these videos were promoted by sharing them on Facebook and Twitter, and adding links on the Boost Breakfast website.

One of the primary goals of the social media work was to increase traffic to the Boost Breakfast website. The effort succeeded in tripling the number of visitors from 2014 to 2015. In return, the Boost Breakfast site linked to the Michigan Team Nutrition Facebook, Twitter, and YouTube pages to support social networking efforts.

As of October 2015, Michigan Team Nutrition has over 1,500 fans on Facebook, over 2,200 followers on Twitter, and over 120 subscribers and over 36,000 views on YouTube (since its inception in 2011). The social networking team has begun using a tool to manage multiple social media outlets called “HootSuite.org.” This is expected to result in more consistent messaging and promotion of Michigan Team Nutrition activities.

**Impact of the Boost School Breakfast Activities**

For the 2013 “First Fuel” Breakfast Challenge, the measure of success is the ratio of participation in breakfasts relative to lunches. For example, in 2013 forty-three students participated in school breakfast for every 100 students who participated in school lunch (43%). In 2015, the number in school breakfast increased to 48.5 students for every 100 students in school lunch (48.5%).

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<th>The ratio of breakfasts served per 100 school lunches served:</th>
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<td>43% at the start (2013) to 48.5% at the end (2015)</td>
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A total of 1,076 schools were successful in increasing their breakfast participation to 60%. Of these, 406 schools not only met the challenge goal, but doubled their breakfast participation numbers or met 100% participation as well. Overall, this translated to an additional 3 million breakfasts served at school by the end of the second breakfast challenge.

Alternative breakfast strategies have been successful in feeding hungry kids, which in turn has the effect of improved attendance and test scores. A few years after Maryland schools initiated alternative breakfast strategies, they saw a 3% to 7% lower rate of chronic absenteeism and 2%
to 13% more students achieving higher math proficiency. The impacts in Maryland increased as the school’s percentage of free or reduced-price eligible students increased; highlighting the connection between food insecurity, hunger, and school achievement.

Several teachers and principals at Michigan schools have remarked they have seen increases in attendance, decreases in behavioral problems, and improved test scores since initiating alternative breakfast strategies. The following are anecdotes reported by schools; however, a full impact analysis of academic outcomes and school breakfast participation in Michigan needs to be conducted.

- Central Middle School in the Port Huron School District reported seeing an increase in their test scores after introducing Breakfast in the Classroom and universal free breakfast.
- Detroit Public Schools reported an improvement in attendance and a reduction in disciplinary problems after introducing Breakfast in the Classroom.
- Durant-Tuuri-Mott Elementary in the Flint Community Schools reported improvements in behavior when students ate breakfast. They had introduced breakfast in the classrooms and second chance breakfast.
- Kaleva Norman Dickson School District in Manistee County has reported a two-point increase in average ACT scores over two years after introducing Breakfast in the Classroom and universal free breakfast—ACT scores were stagnant for years prior to the changes in breakfast programming.
- Saginaw Public Schools reported absenteeism dropped, and the graduation rate increased after introducing various alternative breakfast strategies throughout the district.

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