

SECTION 5

Food Delivery and Distribution as a System

PANEL V-1: Problems of Budgeting, Marketing, and Food Pricing

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REPORT OF PANEL V-1

INTRODUCTION

This Panel has focused on three areas. The first, in the area of budgeting, concerns the amount of money necessary to purchase an adequate diet and recommends the establishment of an adequate monetary standard. The second major area is the current adequacy of the commercial food delivery

system in meeting the needs of the poor with recommendations for changes in the system which will lower the amount of money required to purchase an adequate diet. The third major area involves programs implemented through the commercial system which would help consumers get more nutrition for each food dollar.

SECTION I

PROVIDING AND MAINTAINING AN ADEQUATE LEVEL OF PURCHASING POWER

Recommendation No. 1

The Panel recommends: That the national nutrition policy should, and can be, to guarantee to all Americans the availability of an adequate diet. Toward this objective, a distinction should be made between emergency measures to meet crisis situations, and longer run changes designed for permanent correction of problems. This should be a fundamental point in the development of a national nutrition policy.

Recommendation No. 2

The Panel recommends: That where hunger and malnutrition are identified today, emergency measures should be instituted immediately to correct the problem. In the short term, we recommend donations of food, free food stamps, expanded availability and/or personnel to provide educational services, medical services, fortification of basic foods when feasible, and other similar efforts.

Recommendation No. 3

The Panel recommends:

That all American families, with the help of income maintenance programs, where necessary, be provided with a level of purchasing power which will enable them to obtain a diet that meets minimum nutritional requirements through the commercial delivery system.

At the open Panel meeting during the Conference the following version was approved by a majority of the participants:

All American families, with the help of the family assistance program where necessary, be provided with a level of purchasing power which will enable them to obtain a diet that meets minimum nutritional requirements through the commercial delivery system. Many Americans will also be helped to achieve better diets by strengthening existing income maintenance programs, such as, unemployment and workmens' compensation and minimum wage laws. The Federal Government should assume responsibility for providing in-

come earning employment for those who are able to work but cannot find work.

Recommendation No. 4

The Panel recommends:

That as an interim measure the Federal and State Governments should implement a strengthened, reformed, and universal food stamp program where the prime goal is to increase the level of purchasing power.

At the open Panel meeting during the Conference, the following version was approved by a majority of the participants: As an interim measure the Federal and State Governments should immediately implement a universal food stamp program where the prime goal is to increase the level of food purchasing power. Among those bills pending S. 2547 (McGovern-Javits bill) is supported. Furthermore, the administration is called upon to support this bill.

Recommendation No. 5

The Panel recommends: That until free school lunches are universal, Congress authorize by law the use of food stamps to pay for school lunches.

Recommendation No. 6

The Panel recommends: That State and local governments eliminate all sales taxes on food and Congress prohibit by law the levying of sales taxes on purchases made with food stamps.

Recommendation No. 7

The Panel recommends: That an independent group immediately review the adequacy of the USDA low-cost food plan as a standard for determining the amount of money necessary to purchase an adequate nutritious diet. We recommend that the USDA stop publishing data on the economy food plan.

Recommendation No. 8

The Panel recommends: That based on the study recommended above, the USDA publish a quarterly standard food budget by regions that indicates clearly the amount of money needed to purchase an adequate diet. Such a standard, once established, should be used by all State and Federal agencies in determining eligibility and level for income maintenance programs.

SECTION II

COMPARABLE VALUE AND QUALITY OF FOOD

Recommendation No. 9

The Panel recommends: That in the development of a national nutrition policy, one of the prime goals should be to improve and to promote innovation in the commercial marketing system, so that all Americans have access to food of comparable value and quality.

Recommendation No. 10

The Panel recommends: That the appropriate Government agency should assume coordinating responsibility for a strengthened program of economic and managerial assistance to varied forms of food distributors, including community-owned and operated enterprises, in designated low income inner city areas.

Recommendation No. 11

The Panel recommends: That Federal, State, and local governments should pursue an active policy of encouraging the development of new food and distribution facilities in designated, low income inner city areas.

Recommendation No. 12

The Panel recommends: That the appropriate Government agencies engage in applied research and demonstration projects in food distribution and other food problems in rural areas. Also, emphasis should be given to concerted efforts for evaluation of existing and planned programs with full intent to expand successful programs. Such efforts must have a high priority.

Recommendation No. 13

The Panel recommends: That based on the programs recommended in Recommendation No. 12 the appropriate Government agencies should institute expanded food distribution systems in rural areas. These programs should include, and not be limited to, transportation to markets, mobile food stores, and other supportive community efforts in this area. Emphasis must be placed upon innovation in outreach and consumer and nutrition education activities to serve the poor in rural areas.

Recommendation No. 14

The Panel recommends: That a responsible non-governmental group initiate a thorough study of the impact of various governmental programs that result in a variety of trade restrictions or other institutional arrangements, for example, those affecting the retail price of milk, that add to the cost of food, particularly, as it affects the low income consumer. This group should have representation from consumer organizations and the poor, the latter in direct relation to their proportion of the total population.

Addendum

The following proposal on rural development was introduced during the workshop session and approved by a majority of the participants. The panel, because it had not been able to study the proposal, does not submit this as a formal recommendation, but it is included here for study.

The Government should expand and further investigate programs whereby a portion of the vegetables grown by small farmers be sold to the Government at supported prices to be used in all Government food programs.

It would be advantageous to the diet of rural poor if small vegetable farms were situated in farm areas now entirely devoted to growing extensive acreage of nonedible products. It would allow poor rural residents and small farmers to remain on the land. Also, it would provide employment, private ownership, and a better diet for America's rural poor.

This concept has already been applied to OEO's "Feed a Pig," and other programs, and ought to be expanded.

SECTION III

MORE NUTRITION FOR THE FOOD DOLLAR

Recommendation No. 15

The Panel recommends: That in the development of a national nutrition policy one important goal should be the improvement of the nutritional quality of the food supply, and of the nutrition knowledge of American consumers so that they have the opportunity to obtain an adequate diet at the lowest possible cost.

Recommendation No. 16

The Panel recommends: That the Food and Nutrition Board of NAS-NRC study the current situation with respect to enrichment and fortification of foods and alternative methods of meeting nutrient needs to determine the most effective and least costly method of achieving nutritional goals. This study should lead to recommendations which will become national policy made enforceable by legislative action.

Recommendation No. 17

The Panel recommends: That private companies and other appropriate agencies continue to support the development of new low-cost nutritious food products. Because of slow consumer acceptance in the past, we recommend that equal attention be given to devising low-cost methods for marketing and distributing these products, including Government purchases, where appropriate.

Recommendation No. 18

The Panel recommends: That as we begin to give increased emphasis to nutrition education, a national committee be established to promote and coordinate expanded programs for imparting accurate, appealing nutritional and budgetary information to consumers. The committee should consist of representatives from the food and advertising industries, educational organizations, consumers, family service agencies, the mass media, and the poor.

Recommendation No. 19

The Panel recommends: That food manufacturers and retailers should accelerate their programs of nutrition information and education, cooperating with the committee proposed in recommendation No. 18.

Recommendation No. 20

The Panel recommends: That the committee recommended in No. 18 consider opportunities for special tagging of foods that would indicate high nutritional content relative to their cost and consumption patterns. This would assist all consumers in purchasing nutritious foods economically.

Recommendation No. 21

The Panel recommends: That study be given to a system where an appropriate Government

agency would be authorized to purchase, on a bid basis, a limited number of nutritious food products (in traditional product forms). This agency would then be authorized to sell these products at procurement plus handling costs to selected organizations for resale in low-income areas or to low-income consumers at a controlled retail markup.

Addendum

At the open panel meeting during the conference, the following version was approved by a majority of the participants: When the follow-up conference is called, at least one-half of those discussing implementation of recommendations of this panel be composed of consumer interests and the poor.

Definitions

Definitions of terms used in this report are:

1. Income-maintenance programs include the family assistance program, minimum wage laws, the Federal old-age survivors and disability insurance system, unemployment and workmens' compensation, and various efforts to maintain full employment.
2. Food distributors include all types of food retailers, wholesalers, and other intermediaries.
3. Commercial food delivery system includes all nongovernmental systems which are concerned with delivery of food from farm to consumer.
4. Community owned and operated facilities include any organization where control is vested with those living in the community served. (For example, cooperatives, neighborhood corporations, individual proprietorships, and so on.)

COMMENTS OF THE CONSUMER TASK FORCE

PANEL V-1: Problems of Budgeting, Marketing, and Food Pricing

Recommendation No. 8 supports Government assistance in providing better food distribution in low-income areas. We believe that, in many in-

stances, locally owned cooperatives can offer benefits in addition to the efficient distribution of food. Those include a sense of participation and responsibility on the part of local people, as well as experience in operating business ventures. Such contributions to community development should be recognized by Government programs to improve

food distribution in the inner city, and the programs should provide financial and management training assistance for cooperative enterprises.

We recommend that the frequent lack of price information in food stores be corrected by requiring clear marking or posting of prices on both a per-package and per-pound or other unit basis.

PANEL V-2: The Family as a Delivery System: The Role of Nutrition in Reinforcing the Family Structure. Special Problems of Poor People

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REPORT OF PANEL V-2

PREAMBLE

The family is the basic unit of our society and a most important institution. It is the dynamic force that establishes the life pattern of the individual. The early years of a child's life are molded by the family. It determines the physical, mental and spiritual growth and development of its members, and establishes patterns of discipline, communication, and personal relationships.

Today, however, many functions formerly handled by the family are increasingly being assumed by other institutions (schools, community agencies, etc.). This could weaken the stability and effectiveness of the family and threaten the unique and powerful role it has always played in shaping its members' destinies.

Food and feeding have served man from time immemorial to establish warm human relation-

ships; to transmit tradition and cultural patterns from one generation to another; to fulfill family roles, and derive basic satisfactions in so doing.

Many experts in child growth and development have commented on the vital role of food and the act of feeding in establishing warm human relationships, first within the family, and later with others. After all, man's first experience with love and security is intimately related to food and the feeding process. The family meal can help to nurture and cement family life and enhance individual and group growth. It affords a channel for parents and children to communicate with each other, provides an opportunity for sharing and developing understanding. It can reinforce the role of the parents as providers and givers of love and security.

For these reasons, this Panel firmly believes that the role of the family as a major delivery system for food in our Nation must be maintained and strengthened. To accomplish this, the following recommendations are offered:

Recommendation No. 1

Recognizing that the family is the keystone of the American way of life and that the parents' role within it is basically that of provider, protector, and planner, and that if all food is provided by someone other than the family, the outcome is likely to lead to emotional malnutrition of the family members; that the non-nutritive as well as the nutritive aspects of feeding are important,

It is recommended:

1. That the family continue to be considered a major food delivery system and that highest national priority be given to increasing the level of income maintenance (money) so that all basic essentials (adequate housing; job opportunity; federally standardized sanitation facilities; adequate, safe, fluoridated water supply; comprehensive health services) including nutritious food in adequate quantities will be available to every American family through a system which would provide money on an adequate and equal basis to the Nation's low-income families *wherever they live*; such benefits would be administered in such a way as to strengthen family relationships, with respect for different values and cultural traditions.
2. That until such time as provision for adequate and meaningful income maintenance is established, the revelation and recognition of acute hunger being so intolerable and tragic a blemish upon the American conscience, we strongly urge that the President of the United States declare a state of national emergency; and designate people in hunger as being in a condition of servitude; and utilize and immediately exercise all emergency powers and acts that accrue to the Executive prerogative; and provide funds necessary, and marshal the entire Federal establishment to eradicate hunger.
 - (a) That free food stamps, adequate in amount to meet family needs as determined at the Federal level, be provided to the hungry poor without their welfare allotments being cut.
 - (b) That the eligibility of food stamps be exercised by a method of self-certification by affidavit and, upon declaration of the national emergency by the President, that the Federal Government must assume direct responsibility for the distribution of the aforementioned free food stamps, which would end the gross discrimination against the poor that is exercised by some local authorities.
 - (c) That food commodities adequate in quality and quantity to meet family needs be made available to those who prefer them and provision be made for the distribution and transportation of such commodities so that they are readily and easily available.
 - (d) That the criteria for eligibility be established by the Federal Government in consultation with representatives from among consumers without the variations of local jurisdictions.
 - (e) That provision be made to those families with marginal incomes (determined by using criteria established by the Federal Government in consultation with representatives from among consumers without the variations of local jurisdictions) to purchase food stamps or obtain commodities.

- (f) That the free food stamps be permitted to cover household necessities (soap, detergent, brooms, insecticides, etc.).
- (g) That the administration of the food stamp program be delegated to the Social Security Administration of the Department of Health, Education, and Welfare.
- (h) That the free food stamps be made available through the U.S. Post Office system in order to maintain privacy of distribution and thereby preserve the human dignity and self respect of the recipients.
- (i) That the refusal to accept food stamps by a retail outlet which handles food commodities and household necessities be considered discrimination against the poor; and therefore strongest possible measures be taken to secure compliance under title VI of the Civil Rights Act.
- (j) That financial and technical assistance be made available in establishing food cooperatives or mobile food distribution units to facilitate the delivery of food and household commodities in remote or isolated areas.

Recommendation No. 2

Recognizing that food is preventive medicine and that a health orientation towards food has been sorely missing in our Nation's producer-oriented food policy, and recognizing also the tragedy of homemakers who are misled into thinking that they are providing balanced nutrition and highly nutritive foods for their families,

It is recommended:

1. That the Food and Drug Administration develop strict enforcement of existing standards of actual nutritive value to which food manufacturers must conform if they promote, advertise or label a given product as nutritious (as opposed to merely delicious or convenient).
2. That a standard and easily understood system of communicating nutritive value be developed by the Food and Drug Administration and be required in all labeling of food products.

3. That the Federal Government intensify its financial, legal, and personnel support of consumer education programs which would effectively reach all of the Nation's consumers.

Recommendation No. 3

Recognizing that in child-rearing food is commonly used as a reward and as a treat for special occasions and that snack times are sociable, popular, inevitable, and could be nutritionally advantageous,

It is recommended:

1. That manufacturers consider the nutritive value of their party and snack foods.
2. That snacks be developed with real sustenance and nourishment value that are noncariogenic in nature.
3. That cookies, drinks, and other snacks be developed suitable for vending machines in public places that would be sustaining but not excessively sweet, therefore would allay hunger but not be detrimental to teeth.
4. That such snacks and drinks might simulate already popular lines of snack products (for example corn chips, candy bars, or fruit drinks and soft drinks could, without any change in name or wrapper style, be fortified).

Recommendation No. 4

The important contributions of the homemaker in determining the quality of family life need to be recognized. The quality of American life is in large part a reflection of the quality of family life. In turn, the quality of family life is determined by the adequacy and interest in her family of the homemaker and how society supports the joint effort of both parents.

Recognizing that to highlight the value of the homemaker in such a way that she will be fulfilled, motivated, and respected, is to increase her interest and respect for her job and to indirectly improve her ability as the on-the-spot provider and support her desire to fulfill her role as family partner with her husband,

It is recommended: That more positive emphasis be given by business, industry and all communications media to the unique and important role of the homemaker; the intelligence and common sense required; the value of her

services, the most constant of which is the providing of food; and to her contribution in the making of healthy, productive and contributing citizens and future families.

Recommendation No. 5

Recognizing that most families today are composed only of parents and children, often without ready access to the guidance and support of grandparents, cousins, aunts, uncles and other members of the extended kin group, and are therefore without advice about what to expect of their children—and themselves—in the course of normal child and family development,

It is recommended :

1. That appropriate Federal agencies increase their support in money and personnel of family life education in order to provide present and future parents with a better understanding of what they can expect at various ages and stages of child and family development, and how various culturally appropriate patterns of child care can favorably influence the development of their children. Of particular importance will be good nutrition, family relationships, home management and the cognitive and intellectual development of the child.
2. That funds be allocated for the development of new resource materials for parents themselves, and for those workers who service parents and families. These resources would include practical guides to predictable milestones of growth and development. Their purpose would be to enable parents to recognize healthy change for what it is, and to enable them to meet those changes with well timed actions which will further the development of the child and the family.
3. That materials covering the family life cycle, the development stages of children, the changing nutritional demands, and other relevant factors would be prepared in a variety of forms, languages and cultural appeals. A central item might be written as a manual and guide. It might be called "The Family Life Cycle: Expectations, Variations and Anticipatory Guidance" and contain information that would be basic, general and sensible and be prepared in a variety of forms, languages and cultural appeals. It should be widely dis-

tributed and be particularly available to parents before the birth of their first child. This would be useful also in the training of paraprofessionals in health services and in the training of human service aides.

Recommendation No. 6

The Panel recognizes that, all other things being equal, "The mother who nurses her baby establishes, at an early date, an intimacy with her child which makes further relationships with him easy and natural" (H. Baldwin, M.D.). The Panel further recognizes the special benefits to the child: That breast milk is the perfect food for his nutritional needs and development; that it is the most natural way to feed babies; and that it provides a protection against infection and allergies that cannot be duplicated. Thought must be given to the fact that a nursing mother must have a good diet, in addition to enough sleep and relaxation, or she will not produce milk of either sufficient quality or in sufficient quantity.

It is recommended :

1. That more support for the breast-feeding decision and educated assistance be given to the vast majority of women who are physically and emotionally capable of nursing their babies, by reemphasis in medical schools, schools of nursing and in all other allied health training programs, including education in how to help a mother be successful in nursing her child.
2. That maternal and child health services (both Federal and local) be directed to give high priority to doing all possible to assure an adequate food supply to low-income pregnant and nursing mothers and their families on inadequate diets.

Recommendation No. 7

Recognizing that good nutrition is an essential requirement for basic family health care and preventive medicine, both of which are essential to insure the integrity of the family as a delivery system,

It is recommended :

1. That comprehensive health programs be established in multipurpose neighborhood centers, where a variety of health, social and related programs are grouped together for

the delivery of family focused services, including a sound nutritional component.

2. That attention be given to identifying, extending, and improving centers and programs already in existence; and to developing additional programs and methods of delivery appropriate for urban, fringe, rural and remote areas.
3. That various delivery systems and prepayment methods be explored.
4. That there be endorsement of mechanisms of prepayment for health care, especially of a national health insurance plan, covering all people within the nation.
5. That prepaid health care:
 - (a) Should be preventive as well as curative.
 - (b) Should be family-focused.
 - (c) Should include hospital (inpatient and outpatient) home-care and other needed forms of care.
 - (d) Should include the various appropriate professional and paraprofessional services.
 - (e) Should include whatever prescribed drugs, appliances, prostheses or other treatment adjuncts as are required.
6. That services supplied shall see and treat the individual as part of a family, and that to this end, clinical services should be family oriented,
 - (a) Such as service aspects as clinical hours convenient to consumers.
 - (b) Medical and laboratory health studies shall have, as part of their cleaning, tours of duties in those programs that enhance their understanding of individual and family needs and strengths.

Recommendation No. 8

Recognizing that nutritious foods must be readily and easily available to the family,

It is recommended :

1. That food centers or commissary type stores be developed as a part of the community service system to provide nutritious foods at low price.
2. That education in the nutritive values of the available foods be provided through demon-

strations and counselling at these food centers.

3. That financial and technical assistance be made available in establishing food cooperatives or mobile food distribution units to facilitate the delivery of food and household commodities in remote or isolated areas.

Recommendation No. 9

It is within the family group that a child gets his first and most important learning. It is on these foundations that all subsequent learning and development are built. The home is the child's first school and the parents are the first teachers.

It is recognized that countless numbers of families (present and future) will require some basic education in foods and nutrition, child care, home management and consumer education adapted to their needs, interests, abilities, cultural patterns, etc., if they are to function adequately in home and family life. Therefore to help families to be carriers of values and to serve as a delivery system,

It is recommended :

1. That the curriculum for medical students, nurses, social workers, educators, home economists and other related workers have a strong foundation of nutrition knowledge and its application to the problems and needs of individuals and families.
2. That a home service corps of paraprofessional workers, both men and women, be established and trained by qualified personnel able to instruct in the above areas and to provide supervised field experience :

That the services offered by such a corps be comprehensive in scope.

That these workers serve in areas of need and be provided with necessary support (travel, materials, etc.).

That members be recruited from the area to be served.

That they receive an adequate salary.

That there be opportunity for advancement with further training.

That it be suggested to the armed forces that they might provide such a basic training for those who are interested and are about to be separated from the service.

3. That a massive, ongoing nutrition education program for families be developed with the

involvement of consumers from all segments of the population.

4. That Government-sponsored programs serving families (e.g. health, social service, education, agriculture) be expanded to include a strong nutrition component. Such programs should:

Involve the private sector through use of existing channels (advertisements, supermarkets, etc.).

Consider the use of neighborhood centers for day and evening demonstration programs for adults and boys and girls on the buying of foods, preparation of nutritious meals, the proper care of appliances, and involving parents in program planning.

Incorporate nutrition education into the curriculum of grades K-12 of public, parochial, and private schools for all boys and girls.

Give special attention and make special efforts to include the father or male breadwinner in nutrition education activities.

Recommendation No. 10

Recognizing that in the family the mother is usually the on-the-spot provider of meals, that it is important for her to be at home at meal times to provide for the nutritional needs of her family; that in many cases it is necessary for her to earn income with which to purchase food; and that, under current welfare practices, she may be required to take a job in order to qualify for welfare payments,

It is recommended:

1. That the decision for the mother to work outside the home be the prerogative of the parents based on their assessment of the family's needs.
2. That the Congress be asked to rescind those 1967 amendments to the Security Act that make welfare payments conditional on employment, thus reducing support for deciding the mother of young children to be a full-time homemaker.
3. That public and private agencies make possible the part-time employment of mothers (e.g. by the use of two employees working four hours each rather than one employee working eight hours), and consider the pro-

vision of adequate means of transportation and high-quality day care.

4. That the Government take the lead in this effort to meet the needs of parents.
5. That insurance, social security, and other benefits be adjusted to include part-time workers.

Recommendation No. 11

The family as a delivery system is often obstructed in its efforts by persons at the local level, by either discriminatory interpretations of the statutes, or by withholding information about the rights of poor people.

To insure constitutional and legal rights of all Americans, and to insure equitable legal and moral application of various laws and require equitable treatment by agencies of the various jurisdictions, and to insure that all people have the human right to full information about, and understanding of, their legal rights,

It is recommended:

1. That the ombudsman services be established at the community level to insure that full information is provided about those services and resources which people are entitled to as a matter of legal right.
2. That the ombudsman also attempt to settle disputes between the various government agencies and those whom these agencies are to serve. In the event that such negotiation fails, there should be means of redress through the provision of legal assistance for civil and administrative matters of dispute between people and agencies of Federal, State, and local governments on the same basis that such aid is currently provided in criminal cases. All costs of such action would be paid for by the Federal Government.

Recommendation No. 12

We recognize that the family remains the cornerstone of human development, no matter how complicated society becomes. The family has the unique responsibility of providing emotional, physical, and social support for its members. Unless families are permitted to live in dignity, they cannot fulfill this responsibility.

Because of the present confusing overlap of federally sponsored programs concerned with the

family, the differing and confusing requirements for participation in these programs, and the often incomprehensible and inconsistent information provided, all of which reflect lack of regard for their human purpose, many families do not receive benefits and services which were intended for them and to which they are entitled,

It is recommended: That there be established a strong focus at the highest governmental level, such as a Department of Human Resources, charged with the responsibility of policy-making, monitoring, coordinating, and evaluating all matters concerned with the human condition. This department might be patterned, in unification and administration, on the Department of Defense and could include those departments or portions of departments concerned with providing services intended to improve the quality of human life.

Recommendation No. 13

Because the integrity of the family depends on the provision of adequate legal and other types of advice, and

Because of the urgent need for the extension and expansion of programs dealing with hunger and poverty, and especially of the importance of the legal services program for family protection,

It is urgently recommended: That HR 12321 be promptly passed by the Congress, especially without the crippling amendment that would delete the legal services program for family protection.

Recommendation No. 14

Recognizing that there has been abuse on the part of some foundations that have been set up primarily for purposes of tax evasion and that reform is needed in this area, we further recognize that it was private philanthropic foundations which played a key role in bringing the phenomenon of hunger to the attention of the American people and aroused the conscience of the Nation.

As such, we view certain features of the current tax legislation now pending in Congress as a deliberate and conscious attack on the poor, the hungry, and the disenfranchised, and therefore a threat to many American families.

Three particular features of that legislation are particularly pernicious:

1. The threat of large personal fines to be taken out of the personal pockets of any foundation officer, executive, or board member whose foundation dares offend the Internal Revenue Service is calculated to reward timidity, and penalize moral courage;
2. The deliberately vague and sweeping language of the tax legislation which denies tax-exempt status to institutions engaging in any activity which could, in any way, affect the opinion of any American citizen is a direct attempt to silence the poor, and those who have no voice;
3. And finally, the removal, from tax-exempt status of those engaging in any form of voter registration activity is a deliberate and explicit attempt to perpetuate the disenfranchisement of the poor.

It is recommended: That the President of the United States and the Congress strike from any tax reform bill provisions such as the above, which seriously threaten the existence and services of those philanthropic foundations which use their full resources generously for the genuine benefit of the American people.

Recommendation No. 15

Whereas our charge has been to examine the family as a delivery system, and our recommendations have dealt primarily with this charge, we nevertheless believe the entire human environment in America must be improved if we are to live as decent human beings, and

Whereas the crisis in hunger in America demands an immediate solution through the guarantee of adequate income for all Americans, it is clear that the guarantee of basic human dignity for all families also requires adequate housing, quality education, and equal employment opportunity,

It is recommended:

1. That the supply of low-cost housing be increased, and present fiscal policies, which are restricting the supply of housing be revised so that all Americans may live in decent homes, be they apartments or detached dwellings.
2. That greater aid to education be provided to insure that all our children have an opportu-

nity to learn those things that will enable them to take their rightful place in America.

3. That the Federal Government—

Immediately, and without delay, employ all the vast resources of the executive branch to insure equality of educational opportunity through school desegregation;

Guarantee equality of opportunity in employment, including equal opportunity to join apprenticeship and other training programs;

Become the employer of last resort, so that all Americans who wish to work may find meaningful employment.

PANEL V-3: Systems of Delivery of Food and of Money for Food

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REPORT OF PANEL V-3

In 1968, according to the definition used by the Federal Government, there were approximately 25 million impoverished Americans. Three-fourths of these were not reached at all by the Federal food programs.

We urgently recommend that the President declare an emergency and get food to hungry people immediately under the existing authority of Section 7B of the Food Stamp Act of 1964, and of Section 11 of the California Disaster Relief Act of 1969, as well as under any other and additional emergency power the President may have.

Section 32 funds can be used to provide emergency food in all counties with no assistance programs, and to provide commodities in food stamp counties with less than 50-percent participation. In addition, or alternatively, free stamps for persons with incomes of \$100 per month or less as well as free and reduced price lunches for needy children could be provided either out of section 32 funds, or section 11, from the Emergency Food and Medical Assistance Act. Since the authority

and money to meet this emergency are now available to the Federal Government no excuse exists not to act.

In addition to this emergency recommendation the report of this Panel shall provide recommendations related to:

1. The establishment of a federally financed income maintenance program.
2. The reform of the currently available food assistance programs until they can be replaced by an adequate income-maintenance program.
3. The immediate expansion and provision of free- and reduced-price meals in the national school lunch program, and maximum use of the school as a delivery system for feeding schoolchildren and for community outreach programs to make food available to nonstudent needy groups.
4. The adoption of national eligibility standards and self-certification procedures as sug-

gested by President Nixon designed to eliminate inequities and reduce the massive confusion duplication and administrative costs in the current procedures for assistance program certification.

5. Helping people achieve higher incomes through work, through training programs, the abolishing of discrimination in hiring, the creation of new career opportunities and the establishment of business and other employment sources in poverty areas.

The problem of hunger and malnutrition is just one manifestation of a more general problem—income inadequacy. It is compelling and dramatic to focus on hunger because its effects are so visible and because the thought of hungry Americans is intolerable to the bulk of Americans in a society capable of producing food in quantity, quality and variety greater than ever before seen on this earth.

Special programs such as commodity distribution and food stamps have been only moderately successful because they cannot meet other equally vital needs. Money is required to provide adequate housing, clothing, medical care, transportation to and from jobs and school and to secure other daily necessities of life as well as to buy food.

The Social Security Administration's poverty index used in official counts of the poor is generally recognized as low and inadequate. In 1968 it provided \$3,553 for a nonfarm family of four with variations for family size, rural-urban residence and age and sex of family composition. This index is based on a temporary, low-cost food budget, derived by the Department of Agriculture, that is multiplied by three to reflect the fact that low-income families typically spend one-third of their income on food.

There are a variety of technical arguments that can be brought to bear against this method of determining what is required to be nonpoor. In the end, however, what may be said simply is that the \$2.43 for all food and nonfood needs this index allots daily to each person in a nonfarm family of four seems clearly inadequate.

Other measures of living standards have been devised by the Bureau of Labor Statistics by costing out all of the components of a family budget. The resulting low family budget provided \$4,862, after taxes and employment costs for the minimal consumption needs of an urban family of four in 1967. In establishing the criteria for a moderate

budget, the Bureau of Labor Statistics assumes that "maintenance of health and social well-being, the nurture of children, and participation in community activities are both desirable and necessary social goals for all families." Meeting these goals, which are obviously broader than mere survival, in 1967 required \$7,836 per year for an urban family of four exclusive of taxes and employment costs.

It is impossible to establish a scientific standard by which to measure the income needs of families. Even attempts to establish minimal caloric needs of families, presumably something that can be measured scientifically, become enmeshed in considerations of age, sex, physical condition, activity level, and so forth. Translating food needs into budget requirements cannot easily be done due to taste preferences and dietary patterns that are particular to groups and persons. Extending such efforts to housing, clothing, transportation and other more social needs makes subjective considerations and value judgments more pronounced and obvious.

Thus, policymakers and interest groups have not been able to develop stringent dollar figures below which people are poor and above which they are not. But the need to develop mechanisms that begin to raise the income levels of the bottom end of the income distribution is clear, and the focus on hunger has provided documentation of one facet of that need.

Although there are inadequate data relating income and the ability to feed one's family, this Panel is convinced that a family of four cannot be fed adequately on an income of less than \$5,500 and still meet other necessities.

MONEY FOR FOOD

While emergency food programs are necessary now to meet the immediate food needs of the hungry, this Panel has concluded that that is not enough. The fact that hunger exists is a symptom of a great social ill. Too many Americans have grossly inadequate incomes by any standard. Twenty-five million are poor and millions more are close to poverty. The social and economic system has failed to make it possible for millions to achieve decent incomes.

While we are dealing with the immediate hunger problem, we must start constructing programs that deal with the general income problem. We therefore recommend that the Government

fully develop programs to improve the functioning of all of the mechanisms by which individuals achieve income. This includes employment opportunity and direct income maintenance programs. The objective of those programs should be to assume that all Americans have a family income of at least \$5,500.

In meeting the income needs of Americans more nearly adequately, the mechanism chosen should meet several goals regardless of the level chosen. It should provide aid in a dignified fashion. It should build upon the desire of most Americans to earn what they can. It should support incentives for family stability and for work, but not be coercive. To be equitable it should cover all of the poor and not just certain categories. And it should be administered in a fair and impartial manner as impersonally as possible.

In addition to improved cash income maintenance, this Panel recommends greatly improved and expanded programs for people to increase their income from earnings. Most Americans, including most poor Americans, achieve their incomes from work. But for millions of Americans work at decent wages is not currently available.

We recommend:

1. That training and skill development programs that enable low-income people to qualify for higher paying jobs be expanded. Currently these programs assist less than 300,000 poor persons annually. The Department of Labor has estimated that the number of poor who need training is 11 million.
2. That direct employment and placement programs be expanded to make meaningful jobs available to large numbers of low-income people.

This Panel recognizes that food delivery systems offer a largely unexplored potential for providing jobs for low-income persons and for promoting the economic development of disadvantaged communities.

We recommend:

That top priority, expressed through Federal subsidies, should be given to:

1. The immediate training, hiring and upgrading of persons from low-income families who are unemployed or underemployed for jobs in the current Federal food programs;

2. The development of new careers in nutrition and food delivery programs, especially for paraprofessionals;
3. Promoting ghetto corporations, e.g., central kitchens created to produce meals for school food service programs, for the elderly, etc., that would offer opportunities for jobs, training and managerial experience to residents of core cities or impoverished rural areas.
4. Encouragement, technical assistance and financial support to cooperatives and self-help community groups organized for the processing, purchasing, distribution and retailing of foodstuffs meals.
5. Contracting with existing community-based organizations to provide informational and outreach programs to bring food programs to potential participants or to transport persons to get food.

We recommend:

1. That social insurance programs be improved, both in coverage and benefit levels, to provide adequate earnings and related benefits to the retired disabled, survivors, or temporarily unemployed.
2. That provisions of Federal law prohibiting discriminatory hiring practices, union membership, apprentice training, promotion practices, and the like, be rigidly enforced.
3. That child-development centers and other supportive services for aiding in the development of young children be created to provide opportunities for women to seek outside employment if they so desire.

We have not made specific recommendations with respect to health services and facilities available to the poor because that would be beyond the scope of the specific charter of this Panel. We recognize, however, that these services are inadequate, and that health problems hinder many of the poor—and nonpoor—in achieving employment, as well as affecting their general well being.

FAMILY FOOD PROGRAMS

It is the unanimous belief of the members of this Panel that a diet that meets the nutrient requirements for optimum health should be available to all Americans. We further believe that all Americans should be able to meet their nutrient require-

ments by eating foods that are most commonly used in the society and culture to which they belong and that no American for economic or other reasons beyond his control, should be forced to experience repetitive periods of prolonged hunger even though his total intake of nutrients is sufficient to protect him from symptoms of deficiency disease. In certain areas, such as health care and housing, the problems of supply are acute. The supply of food for Americans is not limited, however. Only their money with which to buy food is limited.

Food programs, commodity distribution, and food stamps are basically forms of income supplementation, but they are not as effective in meeting family needs as direct cash programs.

Until a national income maintenance program is available, the Panel generally prefers that an improved food stamp program rather than a family commodity distribution program be used to provide food assistance. Improvements in the food stamp program present considerably fewer administrative, personnel, and facility problems than improvements in family commodity distribution systems. Furthermore, it will be relatively simple administratively to change from a food stamp to income maintenance program.

The Panel, its consultants, retailers who handle food stamps, and recipients of food stamps have many serious reservations concerning food stamp programs. Food stamps are simply a form of poor peoples' money. They offer no advantages over money in providing food. They have the disadvantages of being demeaning, and an annoyance both to the retailer and the consumer.

The operation of a food stamp program in addition to income maintenance programs represents increased administrative costs. There are a variety of ways in which food stamps can be converted to real money or be used for the purchase of nonfood items. The apparent lack of wide-scale abuse of the food stamp program in these ways, argues that poor people put a very high priority on obtaining food and suggests that if given money, they probably would not alter their food purchases significantly.

Any consideration of the present food stamp program must consider the primary fact that there is invariably a loss of 40 to 50 percent of aid recipients whenever a county transfers from the commodity distribution program to a food stamp program. The poor are often simply unable to

afford food stamps as they are presently offered to them.

This Panel recommends, that: Until such time as an income maintenance program replaces in-kind food assistance programs, a food stamp program be instituted by June 30, 1970, in all counties; the administration should request and the Congress should authorize an open-ended appropriation to finance this program and that the following reforms in food stamp programs be instituted without delay:

1. Food stamps should be supplied to the poorest of families at no cost. Families of four with incomes below \$100 per month should receive \$125 worth of free stamps per month.
2. A uniform and simplified national eligibility standard and self-certification procedure be adopted for participation in the food stamp program.
3. As family income rises the percent of income required to buy stamps should be increased on a graduated scale. However, no family should be required to spend more than one-third of its income on food stamps.
4. Food stamp benefit schedules should be based on the standard that \$125 per month for food is the minimum requirement of a family of four.
5. Food stamp schedules should include provisions for meeting the additional nutritional requirements of people with special medical needs.
6. Food stamp recipients should be permitted to determine how much of their allotment of stamps they wish to purchase at any one time, with no minimum monthly purchase requirement.
7. Food stamp benefit schedules should be altered yearly, commensurate with changes in the cost of living.
8. Food stamps should be issued on a weekly basis.
9. A system should be devised to provide free or reduced cost food stamps when emergency circumstances temporarily reduce an individual's capacity to purchase stamps.
10. Food stamps should be exchangeable for products determined by the agency adminis-

trating the program to be necessary for personal cleanliness, hygiene and home sanitation.

11. Eligibility for food stamps should be based on family not household income.
12. Innovative methods should be developed for the use of food stamps to feed special groups of people such as those living in nursing homes or communal groups.
13. Anybody certified to receive food stamps should be able at his option to receive his stamps by mail.

As a first step in the direction of implementing these reforms, this Panel urgently supports the rapid passage of the bipartisan McGovern, Javits bill, S. 2547.

This Panel also recommends that the Federal Government shall directly operate food assistance programs or contract with private agencies in all areas where State and local officials are unwilling or unable to operate an adequate food program.

This panel also recommends that Federal responsibility for the food stamp and family commodity distribution programs be transferred to HEW or to another agency responsive to the needs of the poor.

The Panel recommends that the individual and family commodity distribution program be phased out as rapidly as it can be replaced by a universal reformed food stamp or preferably an income maintenance program.

Until food stamp programs as described above or an income maintenance program are available, commodity distribution programs should not be abandoned. In transferring from one program to another, nobody should be forced to go through a transition period during which no program is available to them.

There are many reasons for suggesting the rapid phasing out of the commodity distribution program. The program has been widely criticized by everybody who has examined it from administration leaders to the recipients of its benefits. It is official policy to phase it out and it is hard to believe that under such circumstances needed costly reforms in the commodity distribution program can be effected.

The program as it now exists is still primarily directed toward helping the producer of commodities rather than the consumer. For the program to

be improved a system of food delivery essentially duplicating our current channels of commercial food distribution will have to be created. Transportation capacity, storage and distribution centers and personnel not currently available will have to be acquired at considerable cost. The list of commodities supplied will have to be expanded so that commodities used will not be dependent on their being in surplus or selling at a percent of parity. The foods will have to be distributed differently to consumers, fortified, packaged attractively in convenient sizes provided with a variety of cooking instructions, and recognize the needs of people with special dietary preferences related to their ethnic, cultural and religious backgrounds.

The commodity distribution program is an all or none food assistance device. It discourages people from increasing their income by withholding all of its benefits when a family's income reaches a single level.

As we have already pointed out, the need for food is but one manifestation of the major problem facing poor people, a need for money. The President's Family Assistance Plan is a clear recognition of this need. Statements by various Cabinet members and other officials of the Administration indicate that sentiment in favor of income maintenance programs is high. It is the unanimous opinion of this panel and essentially all people with whom we have consulted that the most efficient, equitable way to provide food assistance to families is through income maintenance with the statements of the Secretary of Health, Education and Welfare on September 15, 1969 before the Senate Select Committee on Nutrition and Human Needs that food stamps are but a form of income support provided in kind rather than in cash and that our goal should be to move toward a wholly cash income support system and away from in-kind multiple programs.

The Panel wishes to reemphasize its concern that in-kind programs not be phased out unless an adequate income maintenance program is available to replace them.

The amount of poverty and inadequate income distribution may vary in particular areas, and may seem to stem from different causes in various regions of the country, but basically, these are national problems. Few states have the resources to meet the manifestations of these problems that exist within their boundaries.

Currently and in the past, our major income maintenance programs based on need have operated essentially as State programs. Although the public assistance programs receive at least half of their funding from Federal revenues, their various provisions have been implemented at State option within very broad Federal guidelines. The result has been a great deal of variation from State to State in programs operated, persons covered, payment levels, eligibility requirements, and administrative procedures. The variations in payment levels from area to area even within States have far exceeded local differences in the cost of living.

If the goal is to provide adequately and uniformly for all Americans in need, then State public assistance programs cannot provide the means for meeting the goal.

NATIONAL ADMINISTRATIVE STANDARDS

This Panel recommends: That uniform and simplified national eligibility standards and self certification procedures be adopted for all federally supported family assistance programs by June 30, 1970. These standards should provide flexibility for those with irregular income including migrant workers, tenant farmers, construction workers and the elderly poor. Standards for resources permitted people eligible for assistance should be reasonable and recognize the special requirements of the aged.

The necessities for good health are the same for all Americans regardless of their place of residence. A system that penalizes people because they live in any particular part of the United States is so grossly unfair that it needs little comment.

Self-certification procedures should enable an applicant to obtain immediate certification and benefits if on the spot review of his application indicates eligibility. Provision should be made for reviews of the applications and penalties for their criminal misuse.

This Panel recommends:

To avoid the waste of time and money caused by repetitive and different certification procedures, that a uniform certification procedure for all Federal family and individual assistance programs be developed.

This would enable individuals at a single time, to be certified for all programs for which they are eligible and should enable individuals to maintain their certification when crossing county and State lines by registering in the assistance office serving their new address.

A characteristic of present assistance programs is that no efforts are usually made to inform eligible people of the programs which the Government has devised to assist them.

This Panel recommends:

That the Federal Government should advertise its programs and actively seek out eligible persons. In addition qualified private organizations and citizens should be authorized and financed to inform eligible individuals of available assistance programs and to assist them in conforming to the national certification requirements.

Even with the best of assistance programs, properly administered, there are bound to be individuals who feel that they have not been properly treated. The history of assistance programs indicate that they have often been poorly administered and the prejudices of administrators have frequently resulted in unreasonable and unfair decisions.

This Panel recommends:

That a nondiscriminatory hiring program be implemented immediately to insure that all minority groups and poor recipients are substantially employed in food assistance offices throughout the country. Appropriate sanctions should be devised to correct violations of this policy. This Panel also recommends that an immediate uniform, readily available, simple and efficient appeals system for challenging administrative decisions on eligibility in food assistance programs and for resolving other complaints be devised and implemented. Benefits should not be cut off until the appeal is decided. Publicly appointed counsel should be provided to recipients to aid in appeals.

No matter how effective programs may look on paper, the proof of their value depends on their evaluation after they have operated for a reasonable period of time. Food assistance programs must be monitored both for nutritional and administrative effectiveness. Other Panels at this Conference

are considering standards for evaluating nutritional status and techniques for establishing nutritional surveillance of the American people.

This Panel is shocked at the lack of systematic research on the effect of assistance programs on food consumption patterns and levels of nutrition and well-being.

This Panel recommends:

That up to 1 percent of annual program funds be made available for program analysis and evaluation to design nutrition programs consistent with national priorities in areas affected by nutrition such as health, education, income maintenance, and crime prevention, and to evaluate the performance of nutrition programs as they are carried out, and to modify and improve them accordingly.

It is suggested that this recommendation be given highest priority and be implemented as soon as possible because of its potential major effects on future resource allocations and program performance.

It is also recommended that an amount up to 1 percent of the funds granted to States and communities be set aside for program planning and program evaluation in the light of State and community objectives for nutrition of their citizens.

THE SCHOOL AS A FOOD DELIVERY SYSTEM

Every child has a right to the nutritional resources that he needs to achieve optimal health. The school, historically the vehicle through which Americans implement important national and community goals, is unequaled as the institution by which this right can be fulfilled, and with an enormous impact on the nutritional status of the people as a whole. Almost all Americans pass through the school's doors—and at an increasingly earlier age for longer periods of time and for broadly expanded services and programs throughout their lifetime.

As a delivery system, the school has its major client, the growing child, under conditions that cannot be rivaled. His presence at a particular attendance unit can be predicted and planned for. During this most impressionable stage he is acquiring the habits that will establish his life style. Intensely concerned about himself, the child's active cooperation in behalf of his own well-being

can be elicited. Never again will he be so available and so potentially receptive to the impact of a systematic, comprehensive, integrated approach to his nutritional health.

To be effective as a nutrition delivery system, the school must deliver—

1. Food that meets national nutritional standards as well as varying individual needs and that is provided in a dignified manner and in an atmosphere conducive to developing positive attitudes toward nutrition.
2. Knowledge about foods and their importance to physical, intellectual, and social development so that the child will be equipped to make wise choices throughout his life.
3. Services of health professionals who monitor the child's nutritional status, identify specific deficiencies, and involve the child, his family, and the food service personnel in steps to correct them.
4. The concern of a caring society. "School is the child's first great encounter with society * * * to him it represents the whole of society. It is doubly important that we convince him from the very first that society both gives and demands and that it gives first before it demands. And for the small child there is no giving more obvious than the giving of food." (Bruno Bettelheim).

The school is neither a temporary substitute for nor a competitor with the family as a provider of nutrition. The school and the family are complementary food delivery systems that share a common concern for the total child. They may shift the relative importance of their roles as delivery systems during the child's growing years. If the school is urged to extend its nutrition day as it attempts to meet the needs of the total child and offers breakfasts, nutritious snacks, supper, and summer meals, this expanded service should not be viewed as a threat to family cohesiveness.

For some families meals at school offer the quality of nutrition that simply cannot be provided in the home, not only because of the lack of food but also because of inadequate facilities for food storage and preparation and the absence of an adult to prepare meals. A study of 3,000 AFDC mothers disclosed that about one-fourth did not have enough furniture and eating utensils for the family to sit down together.

For other families the opportunity for more meals at school releases parents for activities that contribute to the total family welfare. Forty-five percent of the mothers of school-age children work. Middle-class parents with heavy civic responsibilities and families where all members participate in evening educational and cultural activities at school will undoubtedly be among the advocates of a food delivery system that does not confine its nutrition to the traditional midday lunch.

The school does not exist in isolation from the community and must be aware of outside factors, particularly ethnic and socio-economic, that should shape the contours of the nutrition program. The quality of school-community relations will often determine the success of the school as a food delivery system. More attention, however, needs to be given to the largely unexplored potential of the school as a food delivery system that can contribute significantly to implementing important community goals and to providing services to citizens other than school children: The provision of meals for senior citizens; the promoting of ghetto economic development through the creation of food-service corporations that would contract to supply meals to schools; and the establishment of new careers for presently unskilled workers with training opportunities and ladders for advancement into a broad range of jobs in nutrition.

America has never designed a nutrition program to reach all of its children. It has seriously failed those who are needy. After 25 years the national school lunch program currently enrolls only one-third of the Nation's pupils. In the 1968-69 school year almost 32 million of the 51.7 million school-children were not enrolled in the program. Nine and three-tenths million children, many in inner city ghettos, were in schools without any food service whatsoever.

Free and reduced-price lunches were provided in 1968-69 to 3.4 million needy children out of an estimated 8.4 million from low-income families. But even these figures are misleading. There is no standard definition for a "free" or "reduced-price" meal. Because of inadequate reporting procedures, data are not reliable. There are undoubtedly hundreds of thousands of children of near-poor families who do not receive free or reduced-price meals and who become school-lunch dropouts when rising lunch prices make their participation in the

program prohibitive. Contrary to Federal law and to new Federal regulations issued in 1968, many school districts do not have uniform policies for determining eligibility for free and reduced-price meals. Needy children are often discriminated against and receive free meals—if they get them at all—under humiliating conditions.

The national school lunch program has rarely sought to reach out-of-school youth. The Nation's child nutrition program is only recently becoming concerned with preschool children. It is the middle-class schoolchild who has been the chief beneficiary of the subsidies programs. Even for him his food has rarely been available as part of an effective program in nutrition education and counseling. Too frequently educators have viewed the cafeteria as a nuisance or, at best, as an auxiliary service that has no relevance to the main educational program.

Many of the problems facing the program are financial. Congressional appropriations have been inadequate and often are available too late for wise planning. With a few notable exceptions, State financial support from tax revenues has been nominal. Local school districts often expect the lunchroom to pay for itself even where there are large concentrations of poor children. The present program has put a burden on the paying child whose fee must often cover not only his food but equipment, labor, food handling, administration and subsidies for free lunches for the needy.

The problems are not just financial. The program operates with such limited data that many States and communities do not know the socio-economic and nutritional status of the children they should be serving. Even when special funds are available, they are not programmed to meet major needs. The program has suffered from inadequate administration and from lack of effective monitoring at all levels. The States that have allocated so few of their own resources to school nutrition programs and that have provided such inadequate stewardship of the Federal funds made available to them must accept their share of responsibility for lunch programs that fail to reach poor and hungry children.

For all of these reasons the potential for the school as a nutrition delivery system for all of the Nation's children does not lie within the program as now structured and administered.

We call, therefore, for a totally new approach. Our recommendations are in three stages:

1. A crash program to close the nutrition gap in 1970.
2. A 2-year research and development phase to tool up for an effective long-range program.
3. A comprehensive nutrition program for children and youth.

THE 1970 CHILDREN'S EMERGENCY FOOD SERVICE

This Panel recommends:

1. The 1970 children's emergency food service must be launched immediately as a crash program to seek out and feed all schoolchildren that are high nutrition risks.
2. The five million needy schoolchildren currently excluded from the national school lunch program shall be served before the end of this school year and that an immediate transfer use shall be provided to meet this need.
3. A nationally determined standard of eligibility for free and reduced-price meals shall be established and used by all schools.
 - (a) Free meals (both lunch and breakfast) shall be provided to all pupils whose family income is at or below the poverty level as defined by the Social Security Administration.
 - (b) Reduced-price meals (sold at a price that does not exceed one-half of the regular sale price for the type of meal served in the school in which the pupil is enrolled) shall be provided to pupils whose family income is at or below the middle family income in each State as determined by the most recently published figures of the United States Bureau of Census.
4. Sufficient Federal funds shall be provided to enable State and district school boards adequately to administer (including program monitoring) both the school food service and commodity programs.
5. Because of the urgent situation in most of the Nation's cities, priority should be given to emergency food service in schools in which the urban poor are enrolled, especially those which are completely without food service.
6. School breakfast programs should be instituted as rapidly as possible during this emergency and should not be viewed as a substitute for lunches. Breakfast and lunch programs should be developed together as companion units in a total effort.
7. Child development centers with a strong nutrition emphasis shall be initiated for needy infants and preschool children, especially for the children of needy mothers who desire to be gainfully employed.
8. The Federal Government shall assume the total financial responsibility for the children's emergency food service, excluding the cost of constructing facilities.
9. The Federal agency through direct mail and mass news media, using the languages commonly spoken in each area, shall inform all families and school officials of the services available, eligibility standards and application procedures.
10. A simple self-certification process free from any humiliating or discriminatory practices shall be used.
11. The children's emergency food service shall develop a national emergency plan to ensure that all needy children are reached in the most efficient manner consistent with the maintenance of nationally approved nutrition standards.
12. Where States or local school districts are unable or unwilling to provide adequate school meals to all needy children, the Federal Government shall either operate the program directly or contract it out to independent bodies.
13. The national plan shall require uniform standards for identifying needs in the various States, a State-by-State inventory of needs and a plan for meeting the total schoolday nutrition needs of all needy children.
14. During the emergency period where necessary, Federal assistance shall be provided to enable school districts to adequately warehouse food supplies, to secure central or mobile kitchens and such transportation, refrigeration, holding servicing and disposal equipment as is essential to providing meals

schools in areas of high economic need without or with inadequate food service programs.

RECOMMENDATION FOR RESEARCH AND DEVELOPMENT

The Child Development Administration in the Department of Health, Education, and Welfare should undertake an intensive, well-coordinated two-year research and development program in child nutrition. This research should be part of a comprehensive program for studying the impact of nutrition on health, education, and other areas of social concern. No single Federal agency or private organization can do the entire job of child nutrition research. Certain assignments should be given to other Federal agencies; others should be contracted out to independent bodies. The emphasis should be on studies and projects which will help determine the shape of a new national child nutrition and food service program.

Such studies should include development of a simple standard for measuring the nutritional health of the child. We recognize that research in such areas as the relationship between malnutrition and intellectual development will produce useful findings which will have program implications.

1. Research

(a) A thorough study of children not reached by current child feeding programs (their location, socioeconomic status, race, nutritional status, etc.).

(b) A cost-effectiveness study of the various systems and techniques of delivering food to children, with special emphasis on the cost of food service to schools with no facilities.

(c) A study of the impact of school food service on children of different socioeconomic backgrounds to determine whether eating at school has a greater or different impact on different children.

(d) A study of the relative importance of school breakfasts and lunches for different age and socioeconomic groups—the relative effect on school achievement, IQ, health status, physical capacity, and social behavior.

(e) Research to establish standards for evaluating school food service. How can a school delivery system be most effectively monitored, especially its nutritional impact?

(f) Research on new foods, especially nutritional snacks, which could be introduced through

the schools but which might have an impact on the whole population.

(g) Implications of new technology on school food delivery systems, including the problem of refuse disposal.

(h) Research directed to determine the cost effectiveness of Federal, State and school district purchasing of foods for food service programs.

(i) A study on the relative effectiveness of different approaches to nutrition education.

2. Demonstration Projects and Planning Grants

The Child Development Administration in cooperation with the Office of Economic Opportunity should establish a demonstration projects office that would be a clearinghouse for information, provide technical assistance to States and communities, evaluate nutritional programs for children, help school districts package existing Federal resources into workable school food delivery systems and make grants for demonstration projects. Priority should be given to projects that:

(a) Develop models for innovative nutrition programs especially those which provide comprehensive services to needy children, which make imaginative use of new technology, which broadly involve the community and the private sector and which have built-in evaluation mechanisms.

(b) Explore the potential of ghetto corporations organized to provide food service in schools and centers.

(c) Demonstrate the role of the school in the institutional feeding of infants and preschool children, e.g. community kitchens in migrant camps or inner city ghettos.

3. Manpower Development

Recognizing that an effective school food delivery system will require workers with new skills, the Department of Labor, Vocational Education Administration and the Allied Health Professions Program of the Department of Health, Education, and Welfare should jointly cooperate to:

(a) Explore new careers in child nutrition programs and sponsor demonstration projects to test them out. One example: the school-community nutrition counselor who would integrate the efforts of comprehensive health centers, home health programs, the school and the family to ensure improved nutrition for children. Priority for new

career development should be given to jobs for indigenous community residents, especially in low-income areas. Child nutrition programs offer opportunities for training the educable mentally retarded and persons who are physically handicapped for useful careers in the food service industry.

(b) Review the school food service profession from the standpoint of the demands arising from the new dimensions of an expanded school nutrition program. Develop in cooperation with State officials and the American School Food Service Association the outlines of a new profession with career ladders and make long-range plans for training programs. Special attention should be given to the development of persons with skills in management, in nutrition counseling and food technology. Creating jobs and career ladders with training programs for the unemployed and underemployed workers who have minimum formal education should have top priority.

LONG-RANGE COMPREHENSIVE NUTRITION PROGRAM FOR CHILDREN AND YOUTH

This Panel recommends a universal free school lunch program¹ within the framework of a Comprehensive Nutrition Program for Children and Youth; which would be available not as welfare for the poor but as a right of all children; which would combine the services of the health education, food service, and community organization professions; which would operate through the school as a delivery system and which would provide a basic unit of food and nutrition counseling to all children ages 3 to 18 who can be reached through institutional feeding. Our goal is an adequate nutrition program provided as a part of the child's total education program.

Congress should declare that it is the national policy that each American child has a right to the nutritional resources that he needs for optimal health and should enact appropriate legislation to

¹ A universal school lunch program financed out of tax funds without charge to the children is recommended by the majority of the panel. Two members of the panel, however, urged instead a full Federal subsidy for the universal program with charges for meals for children from high income families. Various administrative methods, such as a credit card system with weekly or monthly billing, are available to prevent the identification of children who receive free or reduced price meals. This would retain the fee system and not further burden the strained State and local tax systems by subsidizing lunches for children from affluent homes.

guarantee the fulfillment of this right. This basic legislation should:

1. Establish a new Child Nutrition Administration within which all nutrition and food service programs for children would be administered and coordinated.
2. Authorize a comprehensive nutrition program with the school as a delivery system for all children who can be reached through institutional channels, normally ages three to 11, with food service available by the beginning of 1972-73 school term in all schools as well as in facilities providing for programs such as child care, nursery school education and recreation, programs for out-of-school youth, pregnant girls, youth in on-the-job training, etc. The most imaginative development of outreach programs should be contemplated and encouraged, such as the use of facilities in housing projects for feeding school drop-outs, small children, etc.

(a) A basic nutritional unit which should be provided without cost to every child would include:

- (1) One meal, probably lunch, providing one-third of the RDA.
- (2) Nutrition counseling, based on medical examinations and the identification of deficiencies, with the school coordinating the corrective efforts of the physician, the family and the child.

(b) Supplemental nutrition units should be provided as follows:

- (1) Children from families with incomes at or below the poverty level should receive supplementary nutrition units which will provide the total RDA, year-around. An essential part of this program should be a school breakfast providing at least one-third RDA.
- (2) In addition to breakfasts which would be provided free in schools with concentrations of poor children, breakfasts should be provided in all other schools on an ability to pay basis as an important feature of an adequate nutrition program.
- (3) All children away from home more than 6 hours should have two

meals available, providing two-thirds RDA on an ability to pay basis. As schools develop off-campus educational and work programs for students, the concern for food and nutrition should follow the child. Imaginative involvement of other community agencies or of the private sector (e.g. the use of vouchers for meals which could be redeemed at local cafeterias) will be required.

- (c) Incentive grants should be available to school districts to develop nutrition programs which would offer food at a reasonable cost as a community service: Meals for the elderly, evening meals for children of working mothers; family meals to encourage participation in evening school programs, etc.
3. Provide for the financing of the child nutrition program. At the present time we would recommend 100 percent Federal financing for all costs except construction. If Federal revenues are shared with the States, then the States should be expected to participate on a matching basis.
4. Establish the conditions for State participation:
- (a) States should be required to submit by January 1, 1972, a State plan which would:
 - (1) Describe the status of child nutrition and the State's unmet needs; identify concentrations of children who are high nutrition risks and locate the target schools and centers where these children will be reached.
 - (2) Project the nutrition and food service program indicating how Federal and State funds will be used to provide a delivery system to meet the otherwise unmet needs of all children, guaranteeing that all schools will have a food service program and showing plans for reaching out of school youth (pregnant girls, drop-outs, youth in on-the-job training projects, etc.)
 - (3) Provide working collaborative processes with State, Federal and local agencies, such as Comprehensive State Health Planning, Model Cities, OEO, ESEA, Bureau of Indian Affairs, Public Health agencies, etc.
 - (4) Indicate the State's overall plan for capital construction for food services to be provided with State revenues.
 - (5) Describe the State's plan for nutrition education and counseling.
 - (b) States should be required to have a State comprehensive Child Nutrition Advisory Committee, with broad community representation, to participate in the planning and monitoring of the State's program.
 - (c) States should be required to submit an annual report showing progress in meeting needs identified in the plan.
5. Direct the responsible Federal administrative agency, after consulting with appropriate committees of the Congress, the States and various organizations concerned with child nutrition, to develop a model system for administering child feeding programs at the state level and to incorporate in Federal regulations the procedures for monitoring, evaluation and reporting to be implemented by the States and local districts to ensure the most effective service to children. The model system should include staffing requirements and should reflect technical assistance services provided by the Federal Government.
6. Provide sanctions for the withdrawal of Federal funds and/or direct Federal operation where programs are not reaching the intended beneficiaries.
7. Authorize 1 percent of budget for annual evaluation, research and development.
8. Provide for incentive grants for innovative demonstration projects.
9. Establish National Citizens Advisory Committee to facilitate citizens participation in the development, monitoring and evaluation of the comprehensive nutrition program for children and youth.

PANEL V-4: Large-Scale Meal Delivery Systems: Department of Defense, Veterans Administration, Penal Institutions, School Lunch Program. Subpanel: Restaurant Chains, Catering and Industrial Feeding

Chairman: Harvey T. Stephens, Executive Vice President, ARA Services, Inc., Philadelphia, Pa.

Vice Chairman: Hartley W. Howard, Ph. D., Director of Technical Service, Borden, Inc., New York, N.Y.

Chairman (Subpanel on Restaurant Chains, Catering and Industrial Feeding): Robert D. Flickinger, President, Service Systems Corporation, Buffalo, N.Y.

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Clare Forbes, Chief, Nutrition Division, Bureau of Preventive Medical Services, Maryland State Department of Health, Baltimore, Md.

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Robert H. Nicholson, Director, Cafeteria Division, Baltimore City Public Schools, Baltimore, Md.

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John N. Perryman, Ph. D., Executive Director, American School Food Service Association, Denver, Colo.

D. Dean Rhoads, President, Lincoln Manufacturing Company, Fort Wayne, Ind.

Bryant P. Taylor, Superintendent of Schools, San Diego, Texas.

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Subpanel members

Chairman: Robert D. Flickinger, President, Service Systems Corporation, Buffalo, N.Y.

Robert P. Bryant, Vice President, Service Restaurant Division, Marriott Corporation, Washington, D.C.

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REPORT OF PANEL V-4

INTRODUCTION

The recommendations of the Panel on Large-Scale Meal Delivery Systems, as developed before the White House Conference, were organized around the five institutional systems in the Panel's specific charge: The Department of Defense, Veterans' Administration, Federal Bureau of Prisons, the school lunch program, and preschool feeding. The workshop sessions of the Conference changed this. For in the workshop discussions, two overriding considerations were brought into focus. One of these was the preeminent vehicle for positive action to combat hunger and malnutrition, not only for school-age children, but for unfed and underfed persons of all ages. The second, was the mandatory requirement to consider all recommendations in terms of their ability to be effective either in the immediate or near-immediate time span.

It was necessary, therefore, to give special consideration to those recommendations whose implementation could produce dramatic results in our current national catastrophe of hunger. Other recommendations of significant long-term value, although not immediately applicable in today's crisis, could be assumed to have a lower priority. This report, then recognizes the dichotomy in the following major recommendations of the panel, each of which represents an area of substantial agreement:

FOR IMMEDIATE, URGENT ACTION

1. The President, in recognition of the existence of a national hunger and nutrition emergency, as well as to make real what he has called "The national commitment to put an end to hunger and malnutrition in America," should declare a national hunger emergency to exist in the United States. He should further take all actions possible within existing authority to expand current food programs and establish new programs, in both cases utilizing all available resources and organizations of the American pluralistic economy to feed all hungry Americans this winter and throughout the emergency period.

2. The national school lunch program should be immediately funded as a public responsibility, recognized as an integral part of public and non-public education and expanded so as to provide school lunches to all economically needy children at no direct cost to any recipient. To the greatest extent practicable, free school lunches should be immediately augmented by free school breakfasts, so as to provide, through secondary school, at least one-third to one-half of the minimal requirements of the recommended dietary allowance. Also, to the greatest extent practicable, school lunch programs should be immediately broadened to include the elderly, as well as the particularly vulnerable group of migrant children. In all cases, steps should be taken to protect the psyche of the student by not singling out those entitled to free meals as coming from poor families.

3. Both the legislative and executive branches of Government should take all necessary steps to make possible the President's action to combat the national hunger and malnutrition emergency, including all required legislative, financial and administrative changes. Particular attention should be given to facilitate the utilization of all available resources, including the private food-service sector and its extensive capabilities.

FOR URGENT ACTION, BASED ON IMMEDIATE ACTIONS

1. The national school lunch program should be expanded so as to provide free lunch (and breakfast where required) to all students, through secondary school, at no direct cost to recipients. This expansion should be such as to provide for meeting all schoolday nutritional needs of all students at no cost to the individual at the earliest feasible date and in no case later than calendar year 1975.

2. Funding for the expansion of the school lunch program should be "new money" and identified in categorical budgeting so as to make it invulnerable, and preserve the financial integrity of necessary programs of education in schools.

3. School-lunch programs should be broadened to include positive programs for community center activity and to provide meals at no cost to all those who hunger or are malnourished as a result of poverty, age or condition.

4. The large-scale mass feeding systems expertise of the Armed Forces, the Veterans' Administration, of other governmental agencies and of the private food-service sector should be utilized in the national commitment to combat hunger and malnutrition. The path should be cleared so as to permit local authorities, including school districts, to utilize all available expertise in developing their antihunger and malnutrition programs with the greatest possible dispatch and in operating their programs with the greatest possible effectiveness and efficiency.

5. At the earliest practicable date, the national feeding program should be separated from programs of surplus commodity distribution. Federal executive responsibility for this people program should be assigned by the President to the people authority in his Cabinet, the Secretary of Health, Education, and Welfare. Responsibility for commodity distribution should remain in the Department of Agriculture and with its production-oriented expertise.

6. A national program of impartial and continuing evaluation of progress in the war against

hunger and malnutrition should be established to monitor results and insure timely program modification. A National Council for Food and Nutrition should be established in the Executive Office of the President to formulate national policy and to serve the President as a watchdog on the progress of the war on hunger as well as to insure coordination of national policy with program development. To achieve these ends, we have developed a series of ideas where our current expertise or resources would permit these objectives to be accomplished by reducing waste wherever it is possible and utilizing these savings to assist in paying the total cost of our desired package.

To complement this summary, the Panel attaches hereto the 88 separate recommendations that were prepared for the White House Conference and that served as the basis for our workshop discussions.

The Panel feels strongly that positive action on our recommendations is mandatory, not only in our current emergency, but to make real our national commitment to eliminate hunger and malnutrition for all time. In his address to the Conference, the President indicated his intention to follow up on the Conference's recommendations. The Panel, also, intends to do so, and to enlist all available support from its members and from their constituencies in this action.

Preface to Defense Department Recommendations

Some of the recommendations contained in this section of the Panel's report, while not directly related to the objectives of improved nutrition or the elimination of hunger, do point the way to the increased effectiveness of the various military meal delivery systems.

While the Panel has not had the time or opportunity to develop these recommendations in exact and quantitative terms, it would appear to the Panel that considerable dollar savings, approximating \$200 to \$400 millions of dollars, might result from further investigation and implementation of these recommendations.

Further, it would be the firm recommendations of this Panel that any such savings be assigned to help finance projects for the elimination of hunger and malnutrition, specifically in the area of preschool and school lunch programs.

RECOMMENDATIONS

1. National Council for Food and Nutrition

Nutrition programs and services at the Federal, State, and local levels are fragmented and diffused. The programs often lack coordination and effective followthrough and therefore may not achieve their full potential. Responsibility for implementing and administering a program or service at the State and local levels may be assigned to different agencies or departments rather than to the counterpart agency or department which funds and administers the program on the Federal level.

The objectives of our recommendations are to coordinate all nutrition programs and services of Federal agencies and develop a national nutrition policy for implementation by counterpart State and local departments and agencies, voluntary and professional organizations, and industry.

We recommend :

- (a) That a National Advisory Council on Nutrition be established within the Executive Office of the President to:
 - (1) Formulate and promulgate a national nutrition policy.
 - (2) Advise the President of national nutrition needs.
 - (3) Promote the implementation of a national nutrition policy by all Federal agencies and departments, private industry, voluntary agencies, and other appropriate groups.
 - (4) Study the present structure of Federal departments and agencies concerned with nutrition programs and services and recommend a structure with adequate staffing and funding to promote and be responsible for coordinated, long-range planning of comprehensive nutrition services and programs for the optimal nutritional health of the population.
 - (5) Promote cooperation between Federal agencies and departments and State and local agencies and departments which have responsibility for implementing a national nutrition policy.
 - (6) Insure inclusion of nutrition in deliberations of all future White House Conferences related to health.

- (b) That counterpart State advisory councils on nutrition be established to implement the national nutrition policies and promulgate State nutrition policies.

- (c) Implementation :

- (1) Appointment of a National Advisory Council on Nutrition by the President, 1970.
- (2) Appointment of State advisory councils on nutrition by the Governor of each State, 1971.
- (3) Establish a single unit at the Federal level for the organizational placement of all health related nutrition activities with responsibility and funds for administering nutrition services and programs to this unit, 1970.

2. Federal Food Services Review Board

Many separate units within the Federal Government are concerned with ration planning, large-scale feeding and meal delivery operations, and each has developed a body of information, techniques, and expertise in carrying out its assigned mission. Much of this material could be applied directly, or with suitable modification, by other units if means were provided to facilitate communication and cooperation.

At present these activities are fragmented to such an extent that various agencies often operate not only in ignorance of what others are doing but also, on occasion, at cross purposes.

We recommend :

- (a) That a Federal Food Services Review Board be established as an interdepartmental-interagency body. This board would be kept informed of all activities related to large-scale feeding and would have the responsibility of facilitating interchange of information between the various agencies active in this field, so as to achieve the greatest possible cooperation, coordination, and efficiency. Every agency having responsibility for some area of ration planning and large-scale feeding should be represented on the board.
- (b) Several members of the board, including members from industry, on a rotating basis, should provide liaison with the National Council on Food and Nutrition.

3. Future Implementation of White House Conference Recommendations

The Senate Select Committee on Nutrition and Human Needs will expire on December 31, 1969, unless measures are taken to extend it. There will be a need for a congressional committee to oversee the implementation of the recommendations of the White House Conference on Food, Nutrition, and Health.

We recommend:

- (a) Continuation of the Senate Select Committee on Nutrition and Human Needs or the appointment of a comparable congressional committee to continue an appraisal of hunger and malnutrition and to oversee the implementation of the recommendations of the White House Conference on Food, Nutrition, and Health.
- (b) It is urged that this recommendation from the White House Conference on Food, Nutrition, and Health be given immediate consideration for Senate confirmation to extend the Senate Select Committee on Nutrition and Human Needs through December 1970.

4. New Government Action Is Needed To Extend Nutritional Knowledge¹

Similar food, nutritional, and human problems exist at Government, State, urban, and private institutional levels. Government departments generally have the largest resources of personnel and financing to develop effective solutions and implementation know-how. But, restrictions of legal authorization, personnel, and financing do not allow or condone engagement in any but very limited outside educational activities. New legislative or Executive order authorization and appropriations are necessary before greatly increased basic knowledge of food, nutrition, and health can be possible.

New legislative or Executive order authorization and appropriations will allow present Government groups with immense expertise to educate cadres to form, teach, and lead additional skilled work forces with lower levels of civic and private organizations.

¹ Support material and agency.—Government departments staffed with personnel of great knowledge and expertise, backed by supplies of educational materials of comprehensive scope are: Veterans' Administration, Department of Defense, Office of Education, Department of Health, Education, and Welfare, Bureau of Prisons, Department of Agriculture, Subdivision—Head Start, Children's Bureau, Migrant Education, Title I, National School Lunch Program, Type A Lunch, etc.

We recommend:

Appropriate new Government action—authorized, staffed, and financed—could extend Government nutritional knowledge and expertise to State and urban areas, such as State and public hospitals, State prisons, institutions, correction schools, day care schools or facilities, and generally encourage and expand education in nutrition.

5, 6, 7, 8. Department of Defense Feeding Responsibility²

The Department of Defense office charged with the responsibility for food service to all branches of the Armed Forces is staffed by only two military, and one civilian personnel. This staff is not equipped with adequate personnel, funds, or authority under unification to adequately plan for economic improvement of the foods program. For example: The DOD staff depends upon the Army for its research and development and equipment specifications through the Natick facility. The individual services duplicate functions of menu planning.

Overall, if DOD directed standardization of specifications of foods, methods, equipment, facilities, and systems for preparation and service of foods for the military, Government agencies, and commercial operations, it could save millions of dollars per year. As an observation, there appears to be no overall plan, with a tendency for research and development to develop specialized glamorous projects rather than the solving of highest priority pragmatic problems with available standard offerings of the industry's private sector.

The objectives of our recommendation are to:

- Unify the now duplicated or fragmented functions into the central staff of DOD to provide them with effective tools to implement function with responsibility. Proper unification can provide economic savings. For example: "one cent savings" per man day served throughout the Armed Forces totals \$8.8 million per year.
- Establish the Department of Defense Food Service Facility and Equipment Planning Board on a full-time basis rather than on infrequent meetings. Provide for an ad hoc industry group to participate in quarterly

² Support material and agency.—The preparation of these recommendations came from the statistics and data supplied by the Department of Defense.

meetings with this group on an advisory basis, including representatives from: The National Association of Food Equipment Manufacturers; International Food and Manufacturers Association; National Security Industrial Association; Society for the Advancement of Food Service Research; Food Equipment Manufacturers Association, and other concerned groups.

- Fund the full-time planning board. This group should be at the Office of the Secretary of Defense level as a staff function to the Director of Food Service of the Department of Defense.
- Transfer responsibility of the purchase of all food service equipment from the Defense General Supply Agency to a special command under the Department of Defense, Director of Food Service.
- That the Director of Food Service in the Department of Defense purchase standard off-the-shelf equipment rather than specially made, military specification products, as are now being purchased by DGSA, except in situations that require specially designed combat functioning products.
- That standards for all equipment provide for portable, modular, interchangeability, and systems concepts should allow equipment to be moved from one military base to another should the need arise.
- Relocate the command of the present Natick food and food-equipment related research group from the command of the Army to the command of the Director of Food Service of the Department of Defense, along with necessary personnel and funding.
- That a consulting firm be engaged to determine and recommend criteria for an overall food delivery system requirement for the Department of Defense.

We recommend:

[No. 5] A properly conceived and financed research, development, and evaluation program be set up within the Department of Defense to provide the most acceptable and least cost foods, methods, equipment, facilities, and systems for preparation and service of foods for the military, government agencies, and commercial operations.

[No. 6] Transfer the responsibility of specifications for service equipment to a special command under the Department of Defense, Directorate for Food Service.

[No. 7] That Standards for all equipment should provide for interchangeability and systems concepts to allow equipment to be moved from one military base to another should the need arise.

[No. 8] Consider establishing the Department of Defense Food Service Facility and Equipment Planning Board on a full-time basis. Provide for an ad hoc industry group to participate in quarterly meetings with this group on an advisory basis, including representatives from the food service industry.

9. The Department of Defense Food Service Command²

Traditionally, the Army, Navy, Air Force, and Marine Corps have functioned independently in their food service operation, with limited awareness of the operations of their counterparts. The services have not been fully unified by the Department of Defense.

The objectives of our recommendations are to:

- Combine by unification all duplicated functions of the Army, Navy, Air Force, and Marine Corps under one Department of Defense Food Service Command.
- Release hundreds of food service personnel to more productive functions.
- Save an estimated \$200-\$400 million per year.
- Expect that food service in the Armed Forces could be improved through unification. Presently only 50 percent of the meals eaten by military men are obtained through the military food service functions.
- Point to the need of planning to institute major marketing improvements in the preparation and display of food to increase economic efficiencies and improve quantitative nutrition.

We recommend:

Combine all duplicated functions of the Army, Navy, Air Force, and Marine Corps under one Department of Defense Food Service Command.

² Same as footnote 2.

10. USDA—Surplus Food ⁴

In past years when food was in surplus, the U.S. Department of Agriculture supplied the Armed Forces with a partial supply of foods. This practice continues at this time although the Armed Forces no longer can economically utilize the foods furnished them.

The objective of our recommendation is to eliminate further supply of U.S. Department of Agriculture commodities to the Armed Forces which can save \$50 million at U.S. Department of Agriculture level and be more efficiently utilized in supplying the malnourished segment of our population.

We recommend:

Eliminate further supply of U.S. Department of Agriculture commodities to the Armed Forces.

11. Speed Kitchen ⁵

Several years of development and millions of dollars have been spent on developing a "speed kitchen" for the Armed Forces, and, whereas, this specialized type of research and development should in our opinion seek out alternative improved methods from industry to utilize known expertise in existing off-the-shelf meal delivery systems that have been proven in other areas of the economy, and that possibly through adaptation could be utilized for military application.

This device may be impractical for field use due to:

- Difficulty to logistically supply its requirements of fuel, water, disposable supplies, raw or convenience food.
- Its high cost.
- The dangers of physically moving such large devices by air or ground in combat conditions.
- The high cost of replacement due to captures or abandonment.
- The inefficient use of skilled manpower to operate and maintain in the field.

The objectives of our recommendation are to:

- Postpone all further development of this unit, until a new objective determination can compare this development with mass meal delivery systems developed by the private sector.

- Consider utilizing well-developed existing industry technology to delivery in bulk from at least battalion level bulk 12 by 20 hot or cold food in insulated containers to "company level".
- Consider utilizing refrigerated package hot or cold food in disposable containers for simple reheating at "company level", utilizing insulated containers.
- Start utilizing standard food transporting equipment within 12 months for all combat operations.
- Save millions of dollars annually. The cost of supplying "speed" or "must" devices would be several hundreds of thousands of dollars per company compared with less than a few thousand dollars per company utilizing standard industry products.
- Save not less than \$150 million per year.

We recommend:

Postpone further development of the "speed kitchen" until an industrywide study is made to fully consider industry's new delivery systems.

12, 13, 14, 15, 16. Priority Feasibility Studies ⁶

A typical military base by tradition maintains a myriad of small kitchens and dining halls (messhalls) for enlisted men; thus duplicating functions including manpower, building space, and equipment. Each messhall operates independently.

The objectives of our recommendations are to develop studies to determine the feasibility of:

- Eliminating all small messhalls wherever possible. (This may eliminate 3,000 or more messhalls.) Example: Fort Bragg alone has 110 messhalls.
- Eliminating all other appropriated fund cafeterias up to the number required to serve the base population with maximum geographic and transportation limitations wherever possible. (Example of efficiency: Keesler Air Force Base.)
- Eliminating all but one kitchen on each military base, if that kitchen can be converted to prepare food for the entire base, or if not, construct one central kitchen to prepare food for all food requirements of the base.
- Eliminating all present meat processing

⁴ Same as footnote 2.

⁵ Same as footnote 2.

⁶ The preparation of these recommendations came from the statistics and data supplied by the Department of Defense.

plants (35), pastry kitchens (73), and bread plants (53), and purchase these products from industry in prepared form to further reduce the military personnel requirement.

- Replacing all military personnel concerned with food preparation and service except in top management capacity with civilian workers, or wherever possible utilize food management companies.
- Eliminating possibly 3,000 dining halls and 5,000 kitchens.
- Reducing requirements of at least 21,500 enlisted men.
- Developing civilian job opportunities in military food service for the presently unemployed workers.
- Utilizing the Armed Forces training expertise to train these civilian workers as useful wage earners.
- Establishing a minimum goal of meals per worker hour, including all functions of food preparation, serving, and delivery. (Present five to nine meals per worker hour not including K.P., supply, or procurement personnel * * * this appears to be lower than potential possibilities.)

These recommendations may save at least \$328 million per year. (1 cent per day savings per man totals \$8.8 million per year.)

We recommend:

[No. 12] Consolidate messhalls whenever possible.

[No. 13] Eliminate all other appropriated fund cafeterias up to the number required to serve the base population within maximum geographic and transportation limitations.

[No. 14] Consolidate food production facilities on each military base; where possible, construct one central kitchen to prepare food for all food requirements of the base.

[No. 15] Develop a study to determine the possibility of discontinuing present meat processing plants (35); pastry kitchens (73), and bread plants (53); considering the feasibility of purchasing these products from approved industry sources in prepared form.

[No. 16] Develop a study to consider the replacing of some base food service military personnel, except in top management capacity

with civilian workers, or except in combat or hazardous situation.

17, 18. Nutrition Standards for Filled Milk ⁷

Advances in our knowledge of nutrition and in food technology have been made at a rapid rate in recent years and are continuing at an accelerated pace. The application of this new knowledge and these new techniques for the public benefit is sometimes delayed or prevented because of out-moded laws, regulations, and specifications:

- Present Government filled milk specifications establish minimum requirements of 8.25 percent solids nonfat and 3.25 percent vegetable fat—a floor of nutrition lower than fluid fresh whole milk which averages 9.5 percent solids nonfat and 3.5 percent butterfat.
- Government purchasing by competitive bidding and award to lowest bidder insures that filled milk, a manufactured product, contains the lowest nutritional minimums.
- As Government specification minimums are raised, nutrition of filled milk will be correspondingly raised.
- Milk, whether fresh whole milk or recombined filled milk, is the favorite food beverage of Americans and a principal source of many required nutrients for children and adults.

The objective of our recommendation is to insure that all milk consumed by Americans of government or civilian status, whether fresh whole milk or recombined filled milk; whether in the CONUS or abroad, shall have equal minimum nutritional and healthful qualities.

We recommend:

[17] That since the qualitative and quantitative qualities of filled milk, a manufactured product, can be controlled, the Directorate for Food Service should determine and establish new, higher nutritional standards for filled milk served military and dependent family personnel, overseas and Continental United States, by establishing minimum ingredient percentages: 8.5 percent milk solids nonfat and 3.5 percent vegetable fat.

[18] Similar upgrading of filled-milk taste acceptability and nutrient standards should be required in all Government-supported programs.

⁷ Military Specification MIL-M-35082A—See p. 4, 3.3.2 chemical requirements.

19. Filled-Milk Ingredients of American Origin^a

Low-heat milk powder

The United States manufactures ample quantities of spray process, extra grade, low-heat nonfat milk powder which recombines into the most nutritious, most taste acceptable beverage milk. Most foreign countries manufacture medium- and high-heat milk powders, but little, if any, low-heat powder.

Medium and high heat milk powders recombine into beverage milk of less acceptable taste quality.

Vegetable oils—United States and foreign imported

American "soft oils", cottonseed, corn, soybean are low in undesirable saturated fatty acids and high in desirable linoleic fatty acid. Whereas, foreign "hard oils", coconut, palm kernel, and palm oils have reverse characteristics.

U.S. importation and purchase of foreign vegetable oils increase U.S. balance-of-payments problems.

The objective of our recommendation is to use low-heat milk powder and "soft" vegetable oils of 100 percent American origin which will insure consumption of highly nutritious milk of low cholesterol level and help the balance-of-payments situation for U.S. taxpayers.

We recommend: That principal ingredients of filled milk, dry nonfat milk solids, and polyunsaturated vegetable fats shall be of 100 percent American origin for highest taste acceptability and nutritive value, insuring avoidance of undesirable health possibilities characteristic of intake of saturated fatty acids.

20. Prescribe a Uniform Ration Law for DOD

The existing Army/Air Force Executive order and the Navy/Marine Corps law allow substantially different systems and approaches to the common functions of troop feeding among the four services. Although communication exists among food service management personnel, there is no basic legal or compulsive means to indisputably

^a U.S. standards for grades of nonfat dry milk (spray process). Substitutes for whole milk, Council on Foods and Nutrition. Comparing nutritional values of filled and imitation milk, Dr. Brink, director of Nutrition Research of National Dairy Council. The "Role of Fats in Nutrition," Council on Foods and Nutrition, American Medical Association. Research analysis of food values, Consumer Reports.

establish and develop a common ration and food service system applicable to all four services to the fullest extent possible.

The objective of our recommendation is to effectively turn the eyes and attention of all food service personnel of the four military services toward a single advisory focal point operating with overriding legal authority to influence and, if necessary, supersede existing command functioning and responsibility within each of the four services.

We recommend:

That the Office of Secretary of Defense general counsel draft legislation to prescribe a uniform ration law to replace the existing Army/Air Force Executive order and the Navy/Marine Corps law. The objective date for passage of such legislation and its initial implementation shall be fiscal year 1972.

21. Prescribe Quantitative and Qualitative Food Allowances for DOD^a

Maximum mental and physical efficiency and endurance are primary prerequisites to optimal task performance. Unexcelled guidance toward military and public health and fitness is available in voluminous publications, booklets, leaflets, etc., published by Government and national authoritative organizations and sources.

The objective of our recommendation is to develop, publish and distribute qualitative and quantitative guidelines for maintaining a high level of fitness and strength for performing general military tasks while counteracting insofar as possible various forms of malnutrition, for example, overnutrition resulting in obesity.

We recommend:

That the uniform ration law legislation prescribe a single quantitative and qualitative uniform ration allowance per man per day of nutritionally adequate and consumer-acceptable food based on the recommended dietary allowances prescribed by the Food and Nutrition Board, National Research Council, National Academy of Sciences—usage applicable to the four military services and their respective academies.

^a Recommended dietary allowances—Food and Nutrition Board, National Research Council, National Academy of Sciences.

22, 23. Standardization of Policies and Food Service Systems

Although food service and allied operating divisions within the four services operate toward and accomplish ultimate similar ends of providing excellent and adequate nutrition to military personnel, there are numerous divergent approaches and systems for ration costing, menu planning, purchasing, determining food acceptability, dining hall operations, maintaining records, reporting of supply and financial data, equipment determination and acquisition, personnel training and incentives, research and development, and countless divergencies which cause undoubted tremendous financial losses and waste of manpower.

The objectives of our recommendations are to consolidate and use to the maximum, the vast accumulated experience and wisdom of military personnel, to add and utilize the progressive developments of the private sector, and to elevate standards of food, nutrition and health while creating enormous financial savings opportunities for the Government and taxpayer.

We recommend:

[22] That the uniform ration law legislation provide for delegation by the Office of Secretary of Defense to the directorate for food service of responsibility for implementation of uniform policies and standards within the four military services, for more cohesive systems management of food service/subsistence functions, and elimination of duplication in the four service-oriented programs.

[23] That the Office of Secretary of Defense delegate to the director for food service responsibility for consolidation, centralization and standardization of purchasing policy, service facilities and equipment, reporting and accounting, storage and distributions, research and development, personnel incentives, etc.; in general, integration of the best practices of the four services peculiar to the military while being alert to private industry developments of new feeding concepts, new or improved food items and food service systems.

24. Elevate Rank of Chief, Directorate for Food Service, DOD

The four military services—Army, Navy, Marines, and Air Force—are independent and

equal ranking departments of the Department of Defense.

The chiefs of the food service and allied operating divisions within the four services are generally of equal rank—Colonel or Navy Captain.

The chief, directorate for food service has been a Navy Captain since its establishment in 1966.

Among military divisions and officers of equal rank, execution of command or orders cannot usually be more than discretionary—an impediment to commonality of function and/or direction by a single focal point with ultimate responsibility for development and implementation of uniform programs within the four services.

The objective of our recommendation is to assure integration within the four military services of wide ranging uniform food programs and execution of those programs with maximum efficiency and expedition. The authority of the chief, directorate for food service and the directorate for food service itself must be greater than that of chiefs and military divisions now of co-equal rank and authority. The present central policy and management agency, the directorate for food service is recommended to be headed by an officer of higher rank than Colonel or Navy Captain.

We recommend:

That the Office of Secretary consider Admiral/General rank for the chief, directorate for food service to ensure effective implementation of a new, higher plateau of policies, programs and standards.

25, 26. Reduce Fat Content of Military Diets

Cardiovascular disease and obesity are major health problems in the United States and preventive measures directed to the young male population should be taken to prevent overnutrition and to reduce cardiovascular disease in the middle years. Nutritional surveys conducted by the Army indicate military personnel consume more calories than required.

The objective of our recommendation is to prevent obesity and coronary heart disease in an effort to extend the life expectancy of the male population in the United States.

We recommend:

[25] Adjustment of the calorie level of the basic daily food allowance or ration for

the military, prisoners, and other male population groups to meet the need of varying age groups and levels of physical activity to enable the individuals to maintain good health and desirable weight.

[26] Reduction of the fat content of the basic daily food allowance or ration of the military, prisoners, and other male population groups to 40 percent or less of the total calories. Reduction of the amounts of cholesterol and saturated fats substituting polyunsaturated fats for saturated fats where appropriate. It is urged that implementation be affected by:

- (a) Reviewing menus, standardizing recipes, and methods of preparation to determine if changes should be made to reduce fat and cholesterol, and to replace saturated fats with polyunsaturated fats. Implement appropriate changes as soon as feasible.
- (b) Providing a choice of foods at all meals so that those who wish to select fruit in preference to another dessert, low fat milk instead of whole milk, and salads or plain vegetables in preference to vegetables to which fat has been added, may be able to do so. The choice of foods should be such that a selection may be made by those who wish to lower calories or decrease the intake of saturated fat. Recommend immediate implementation.
- (c) Providing informal nutrition education through such media as bulletins and other publications, films, posters, and exhibits. Recommend action by making available adequate information concerning the amount and kind of fat in various food products for those who wish to follow eating patterns to prevent or control obesity and coronary heart disease. Recommend immediate action.

27. Use Veterans Administration Nutrition Expertise¹⁰

The food and nutrition expertise of the Veterans' Administration is highly professional and

¹⁰ The preparation of these recommendations came from the statistics and data supplied by the consultants to our committee from the Veterans' Administration.

of outstanding quality. Let us maximize the benefits of this organization by utilizing this expertise and their facilities to match the food needs of our impoverished children and senior citizens groups * * * and the nutritionally deprived population in our prisons.

The objectives of our recommendation are to:

- Utilize personnel and expertise whenever additional capacity of food preparation facilities exist in each Veterans hospital. Improve food delivery service to other segments having the task of feeding our children and senior citizens.
- Engage a consulting firm to work with a full-time representative dietitian of the Veterans' Administration to determine the additional meal capacity of each VA hospital. This consulting firm should then work with a representative of the USDA, HEW, and OEO to survey the nutritional needs of the impoverished within 200 miles of the VA hospital. The consulting firm can match the needs with the availability and coordinate these plans along with recommendations of food delivery systems to meet the needs of these programs.

We recommend:

To utilize where possible the expertise and facilities of the Veterans' Administration to assist in training and assisting other segments of the population having the task of feeding our children and senior citizens.

28. Issue of USDA Commodities to Federal Prisons¹¹

Years ago, when we had food surpluses in this Nation, the USDA supplied the Bureau of Prisons with surplus food commodities. This supply continues to this day. However, these commodities are not being utilized efficiently.

Bureau of Prisons serves food to men representing 7.4 million man days per year with a contribution of USDA food worth 20 cents per man-day. The Bureau of Prisons stated that if USDA commodities were eliminated that their ration cost would increase 6 cents per man-day.

By eliminating commodities, the Federal Government net savings would be 14 cents per man-day times 7.4 million man-days, or a net savings of \$1,036,000 per year.

¹¹ Testimony of the Administrator of Food Service, U.S. Bureau of Prisons and from the consultants of the committee, and from the experience of the committee.

The objective of our recommendation is to save these funds to provide for the purchase of needed fresh fruits, vegetables, and protein for the prison system or for reallocation to solving the malnutrition problems of our children.

We recommend:

Discontinue the practice of providing U.S. Department of Agriculture commodities to prisons and provide adequate funds to replace the commodity issuance.

29. Food Service Training in Prison ¹²

Prisoners prefer not to work in the food service operation of the prison yet the prison could be a training ground for developing a useful trade to assist in the rehabilitation of the prisoner.

The objectives of our recommendation are to:

- Have an outside consulting firm establish criteria for effective on-the-job training.
- Establish a food service training program in prisons, and where required engage a private firm to operate these training programs for food service within the prison walls.

We recommend:

Have an outside consulting firm establish criteria for effective on-the-job training for food service personnel.

30. Department of Justice—Bureau of Prisons ¹³

The protein, fresh fruit, and vegetable allowance for prisoners may be inadequate to meet the recommended dietary allowances of the Food and Nutrition Board, National Research Council, the National Academy of Sciences.

The panel feels that a study should be conducted to determine if nutrition is adequate, and, if not, make recommendations for correction.

The objective of our recommendation is to improve nutrition in the U.S. Bureau of Prison system, if in fact an improvement is found necessary.

We recommend:

Develop a study to determine if nutrition is adequate and, if not, make recommendations for correction.

31, 32, 33, 34, 35, 36. Department of Justice—Bureau of Prisons ¹⁴

The U.S. Bureau of Prisons operated by the Department of Justice is advanced in its food service and nutritional treatment of prisoners.

It realizes that good food and nutrition can have a positive effect upon the eventual rehabilitation or release of the prisoners, helping them to become useful citizens.

It is further realized that the city, county, and State prisons in some areas of our Nation are nutritionally maltreating their prisoners and that we must attempt to correct this problem by utilizing to the fullest the expertise of food service personnel in the U.S. Department of Justice Bureau of Prisons.

The objectives of our recommendation are to:

- Train each person in charge of food service at all prisons and detention homes.
- Treat prisoners humanly by providing adequate food and nutrition.
- Rehabilitate prisoners.
- Develop a curriculum and fund a full-time food service training facility under the administrator of food services of the Bureau of Prisons.
- Staff this school with American Dietetic Association dietitians, menu experts, all full-time training personnel.
- Fund this school with travel funds to encourage every city jail, county jail, State Prison, Federal Prison, and Juvenile detention homes at all levels to send their food service managers and their assistants to this school.
- Have the administrator of food services for the Bureau of Prisons continue to up-date standard guidelines to assist all prisons and detention homes in the proper rations of food, food costs, equipment, food delivery systems, foods, nutrition, sanitary practices, efficient operation, training techniques, and training of prisoners to work toward rehabilitation.
- Provide as an emergency measure, each local, county and State prison, jail or detention home with a copy of the existing handbook of "Correctional Food Service."
- Develop a food service consulting service to local groups on a no-charge basis. Announce the availability of this service.

¹² Same as footnote 11.

¹³ Testimony of the Administrator of Food Service, U.S. Bureau of Prisons.

¹⁴ Testimony of the Administrator of Food Service, U.S. Bureau of Prisons, the committee, and consultants to the committee.

- Develop detailed equipment purchasing guidelines for prisons.
- Use funds to make a survey of nutritional adequacy of foods served to prisoners in local, county jails, State prisons and juvenile detention homes. Release results of survey to all agencies and the directors concerned or responsible.

We recommend :

[No. 31] Develop a curriculum and fund a full-time food service training facility under the administrator of food services of the Federal Bureau of Prisons and encourage every city jail, county jail, State prison, Federal prison and juvenile detention home at all levels to send their food service managers and their assistants to this school.

[No. 32] Adequate funds should be appropriated by State and local governments to provide nutritionally adequate meals for all persons in care institutions.

[No. 33] Develop uniform standards to insure nutritionally adequate meals for all persons in public care institutions.

[No. 34] Provide continuous and regular nutrition consultation to State and county care institutions.

[No. 35] Provide basic training and continuing education in the area of food and nutrition for food service personnel and administrators of public care institutions.

[No. 36] Promote food service as a social activity where appropriate.

37. Use of Price Support and Commodity Surplus Programs in School Feeding

School lunch and school feeding programs have been associated historically with distribution of surplus commodities and price-support programs. This association does not yield the best return in terms of nutritional effectiveness or administrative efficiency. The use of the school lunch program for disposal of agricultural commodity removal produces menu distortions.

The objective of our recommendations is to request the Department of Agriculture to more nearly match the selection of food with the nutritional needs of the children's feeding programs. This should be a responsibility of the Food and Nutrition Service of USDA.

We recommend :

- (a) School feeding programs should be the responsibility of the local educational authorities just as are the school bus (transportation) programs.
- (b) To accomplish the above, the Federal aspect of the school feeding programs should be administered through Health, Education, and Welfare.
- (c) The price support and commodity surplus programs administered by USDA should be available as sources of supply to school and other Government feeding programs on a voluntary basis.

38. Nutritional Status of Students

Reflecting the educational potential of proper school nutrition programs, it is our philosophy that food service permitted in schools shall contribute to optimum learning ability through good nutrition, good example, and good instruction.

School nutrition programs should contribute to the education of the child in three ways: (1) To his physical well-being; (2) to his mental receptivity; and (3) to his knowledge of food and application of good eating habits.

We recommend: The school, with the assistance of medical personnel, should determine the nutritional status of the individual child and his schoolday nutritional needs, reporting same to parents.

39. The State Department of Education School Lunch Responsibility¹⁵

The school lunch program as operated by the local school systems is administered by the State departments of education. For the most part, the service rendered by too many of the States is an accounting for all the Federal monies granted the local school lunch systems and for all the commodities that are given to them. It has been felt for a long time that the State school lunch offices could render a much more meaningful service to the local school lunch organizations by providing real technical assistance and guidance by setting up training programs for school lunch personnel, publishing information and manuals pertaining to the school lunch operation. This would tend to

¹⁵ State department of education contributions to the school lunch program, proposed program and implementation. See appendix.

unify the systems throughout the State. The Department of Agriculture has issued a number of publications but they are very limited in their scope in relation to the overall operational functions and responsibilities of the individual school lunch systems. There is a real and immediate need for the improvement of the school lunch operations in relation to utilization of labor, the application of good production procedures and innovations, the determination of production capabilities for each individual school cafeteria and many other operational factors that would help improve the school lunch service and provide a real meaningful lunch program. The State department of education school food service section should be organized, staffed, financed, and equipped to render a positive professional, technical, and administrative assistance to all school food service systems within the State, so that their services to the children are enriched and most effective.

The objective of our recommendation is to request that the State educational agency be more effective in its service to the local school food service operations. The panel presents a comprehensive proposed program of implementation referenced in the support material. This implementation should have a target date—the beginning of the school year 1972. This would give the Federal agency time to provide guidance to the State departments of education so that they could become more organized in setting up this new school lunch administration approach.

We recommend: The State and educational agency should:

- (a) Establish qualifications for personnel responsible for directing, supervising, and implementing school food service and a nutrition program.
- (b) Define criteria for preservice and inservice training programs.
- (c) Cooperate with educational institutions and professional organizations in developing education programs.

40. The School as a Community Center

We recommend: Reflecting the trend for schools to become community centers, the use of schools should be expanded:

- (a) School nutrition programs should meet the needs of all ages at all times whenever they are using school facilities.

- (b) Maximum use of school food service facilities and personnel may be anticipated in times of emergency. Therefore, the local educational agency should be involved in planning for such emergencies.

- (c) School food service facilities should be used as laboratories for vocational training of youth and adults.¹⁶

41. School Lunch and Other Child Feeding Programs at School District Levels

Many school districts have a difficult time operating an efficient, effective, and economical school lunch program. The administrative and operating policies, procedures and practices have not kept up with the rapidly expanding demands for school lunches. The personnel employed have been, and for the most part are, mothers and housewives who have wanted a part-time job. Too many of them have had little or no formal training for the job. They are a splendid group of people and are most dedicated in the task that they do. Their endeavors are most sincere and valiant. But with the programs expanding in explosive proportions, a much greater sophisticated management is needed for their administration and operation.

Professional assistance for the school lunch program should be available in a number of ways. First, the school district may employ a person professionally trained in this area and he would develop his staff to accomplish the objectives of the program in the best way possible. Secondly, the school district should be able to employ the services of a consulting firm to review, analyze, and recommend a course of action in the interest of the program. Thirdly, the school district should be able to enter into a contract with a food service management concern to operate its lunch program, if it so desires, without penalty of losing any financial or commodity assistance from any governmental agency. Fourthly, the Federal and State Governments should have their school food service organizations so organized, staffed and financed that they could render a real, positive, down to earth kind of assistance to the local school districts that needed help and requested it.

Adequate financial assistance should be made available to school districts for the development of their lunch programs on a matching basis. Some districts are more able to finance these programs

¹⁶ Dissent: 40-C, Mr. Robert Nicholson.

than others. A review of capabilities would have to be made and a determination as to how much assistance could or should be provided. Too many of the school districts are small, with only a meager financing structure for the educational basics. The school lunch program too often receives little or no attention let alone financial assistance. Today, there is more effort to do something for the children than ever before, but much, much more help is needed in terms of adequate amounts of money to get a well balanced, adequate, and pleasing lunch served to the children.

We recommend: Authority and flexibility be provided school districts to develop their school food service systems:

- (a) That professional assistance be made available to develop, modify, and improve the system.
- (b) That adequate financial assistance be made available for the development of systems, or the analysis of the private sectors' current industry expertise.

The panel urges that an amendment in the present legislation be considered to provide local school districts with the authority to develop, modify, and improve their lunch program. These changes should be made as soon as possible so the hungry today can benefit.

42. National Nutrition Education Program

Much information on health is available from many agencies, organizations and institutions in this country. But it is quite apparent that none of this has been taken seriously enough for the general population to do anything about it. The tremendous use of tobacco, alcohol and drugs is real evidence of this fact. Anyone who has any idea about how they should maintain their bodies would not subject their bodies to these harmful elements and would do everything possible to maintain an optimal state of health for themselves.

Recently, the Surgeon General has made a statement about the harmful effects of tobacco. His evidence is most conclusive, but there are others who would wish otherwise. The various media have been employed to line up with the Surgeon General to help the general public to see the harmful effects of this item. Certain additives in foods, especially soft drinks, have been condemned because of the possibility of harmful effects on

the body. It has taken a national agency in the Government to control the use of these items and stop the manufacturing of the foods in which they are required. These represent dramatic instances, but the day to day habits and practices of following good health practices are not publicized to the same extent.

Many families may be on welfare but they are not utilizing the monies that they receive to the best advantage of their general physical well-being. When children are given potato chips and a bottle of carbonated drink for breakfast, this is the sad commentary in our way of life with the amount of excellent information on nutrition and health that is available today. This information does cost money to produce but it is felt that the health of all the citizenry of the country is far more valuable than the few dollars that it would cost to bring this information to their attention. Many people, even in the so-called affluent segment of our society, are suffering from the lack of practicing good food habits. Many of these people are contributing much to the development of our country but because of ill health, too many cannot function to their full and best capacity.

We recommend:

That a positive, aggressive national nutritional education program be promoted by the Office of Education, Department of Health, Education, and Welfare, emphasizing the importance of good food habits as essential to each individual's health.

The panel urges that the Department of Health, Education, and Welfare direct the Office of Education to develop a positive and aggressive nutritional education program for the citizenry of the country emphasizing the importance of good food habits as essential to every individual's health. The use of Madison Avenue methods to get this information to the general public is essential since Madison Avenue has been most successful in getting the general public to buy many other kinds of things and ideas. The use of all media, both printed and electronic, should be employed. The electronic media is probably the most effective and influential since it does reach many more people who are most in need of this information.

43. School Feeding Programs in Elementary and Secondary Schools

School feeding programs through the national school lunch program are not available to all elementary and secondary school children. It is estimated that only about one-third of the needy children are receiving free or reduced price lunches.

The objectives of our recommendations are to:

- Provide a nutritionally adequate lunch to all the children as a basic school service to promote the learning potential of all children.
- Provide a nutritionally adequate breakfast to all children who choose to eat at school.

We recommend:

The Department of Agriculture should conduct a feasibility study to determine—

- (a) The actual cost of free feeding of all elementary and secondary school children in sample poverty areas, rural and urban.
- (b) The most efficient systems of school feeding, including central kitchens, commissaries, and prepackaged food programs.
- (c) The cost of feeding all elementary and secondary school children free meals during the school year for comparison with costs of the present system of the national school lunch program.
- (d) The cost of feeding needy children on an optional basis for the full calendar year.
- (e) The acceptance of the system by the community, school administration, teachers, children.

44. Feeding Preschool Children and Other Nonschool Groups

The feeding of children in schools, day-care centers, Headstart programs, parent-child centers, and training schools for delinquent children are often independently operated programs which may use different standards of feeding, depending on funds available.

The objective of our recommendation is to provide and serve in an atmosphere conducive to learning and sociability, nutritionally adequate meals to all children who eat away from home (follow-

ing recommendations of the Food and Nutrition Board of the National Research Council.)

We recommend:

The Department of Health, Education, and Welfare should:

- (a) Explore the use of food production units or other means to service meals, bulk food, or packaged food, delivery to schools, day-care centers, Head Start centers, parent-child centers, residential facilities for the mentally retarded, neglected and dependent children, physically handicapped children, and schools for expectant mothers.
- (b) Explore the possibility of utilizing the school feeding and dining facilities for feeding the elderly population, at a nominal charge.

The Panel urges that Federal funds be provided to conduct pilot studies to evaluate the use of a community food production center from which an efficient and economical nutritionally adequate meal delivery system would be available to children and other population groups such as the elderly, in the community by fiscal year 1971.

45, 46. Nutrition Education Need

Frequently there is a delay or lack of application of nutrition knowledge to feeding practices. Since nutrition education and school feeding are directly related to health and education, school feeding should reflect the application of current nutrition knowledge to promote optimal health.

We recommend:

[45] Integrate nutrition subject matter into the school curriculum.

- The school feeding practices should be an application of the principles of nutrition as taught in the curriculum.
- Make available basic preparation and continued education in nutrition subject matter to teachers and school administrators.

[46] Restrict practices which are contradictory to promoting nutritional health in school feeding systems.

Effective implementation is requested to:

- Establish Federal guidelines and funding to promote nutrition education in elementary and secondary schools by calendar year 1971.

- Establish a system of providing a choice of foods to meet individual calorie differences based on sex, age, and activity by calendar year 1971.
- Establish at Federal, State, and local levels, nutrition education committees or councils consisting of a representation of health personnel, school administrators, educators, parents, nutritionists, behavioral scientists, food service management, legislators, and food industry by calendar year 1971 to:
 - (a) Implement nutrition education in the curriculum and ensure the application of nutrition knowledge to the service of nutritionally adequate meals as an educational and preventive health measure.
 - (b) Recommend and implement changes indicated by new nutrition, health, and education information.
 - (c) Explore use of volunteers and aides in dining facilities.
 - (d) Monitor and evaluate the program.
 - (e) Require nutrition subject matter as an integral part of health education in teacher training institutions, 1973.
 - (f) Establish a mechanism to provide nutrition consultation at the State and local level to school systems lacking professional nutrition personnel, 1971.

47. Payment for Free Lunches

The National School Lunch Act provides for partial subsidy payments to school districts for all lunches. Except for certain limited recent special assistance and the usual donated commodities, no provision is made to offset the cost of all free lunches; that is, the difference between the partial subsidy and the total cost of the meal. At present the local school districts are expected to absorb this cost. In many instances, this cost is passed on to paying students, or is absorbed in the educational budget, thus discouraging participation by paying students and minimizing the school board's interest in the total program and particularly in the provision of free lunches to all of the needy.

We recommend:

Immediate action should be taken to determine costs, and if possible, reimburse all free lunches at a rate equal to the difference between total cost of the lunch (all costs) and the subsidy furnished under the National

School Lunch Act. Presently the Federal Government is contributing a lump-sum payment to each of the States for welfare purposes. This fund might be increased by the necessary amount and made available to the school districts through local welfare authorities.

48. Eligibility for Free Lunches¹⁷

The determination for free lunches is not standardized and is presently the responsibility of school administrators and/or local welfare authorities.

The objectives of our recommendation are to:

- Provide free lunches without the recipients knowledge that it is free.
- Provide for a fair and equitable means to determine needy recipients.
- Issue school lunch stamps to the local welfare departments who have the responsibility of determining the needy according to federally established criteria, and then providing the school lunch stamps to the school. The school can then issue one type of ticket to all children, collecting cash for some and welfare tickets for the others.

We recommend:

Expand the Federal food stamp program for all free lunches. This would provide a uniform standard and act as a barometer of need in the schools. It would also give the children a feeling of "paying" for their lunches and provide a positive control for claims. The rate of reimbursement should vary according to local costs over and above the subsidy provided under the National School Lunch Act.

49, 50. Disinterest of School Staff in School Lunch Program

Teachers are increasingly abdicating their interest in school lunch.

We recommend:

[49] To reenlist the whole-hearted cooperation of the academic professionals, a massive effort should be launched to create a lunchroom atmosphere which is conducive to direct contact with the students during the lunch periods so that the meal may truly be used for educational purposes. The use of the individ-

¹⁷This recommendation developed from testimony of consultants to the committee.

ual classroom for eating purposes might be considered, and teachers might even be paid a premium for this as an extracurricular activity.

[50] Nutrition studies should be included in the preparation of all elementary teachers and the art of dining might also be considered as mandatory for teachers' entrance qualifications.

51. Use of Title I Funds of the Elementary and Secondary Education Act

Many of the new title I programs call for some form of food service. This might be breakfasts, midmorning snacks, lunch (early childhood), afternoon snacks, supper, etc. All of these are being imposed on the school lunch program without adequate thought regarding capacity to perform, facilities, controls, procurement, and *conflict with the lunch program*. It has become possible for a child to be eating all day—excessively.

We recommend:

All Federal programs concerned with child feeding (in schools) should be channeled through one central agency. Also, the funding of such special education programs should omit separate payment for feeding activities. If feeding is desired, it should be requested of the central agency and provided in conjunction with the lunch program, and not in conflict with it.

¹⁸ 52. Efficient Large-Scale Meal Delivery Systems ¹⁹

The school lunch programs in the United States are not utilizing efficient food delivery systems. A kitchen in each school seems to prevail. These kitchens prepare only eight to 12 meals per worker hour, including serving.

Schools with central kitchens, delivering hot and cold food bulk, average 18 to 24 meals per worker hours, including serving.

Unit kitchens cost twice as much to build as a central kitchen on a per unit basis, and three times as much as a prepackage commissary. Therefore, schools without school lunch programs and schools needing to serve additional meals, overtaxing their present facilities, should be encouraged to utilize more efficient central kitchen or commissary sys-

tems or use meals prepared by the food service industry.

The objectives of our recommendations are to:

- To provide school lunches to the children who are in schools not now equipped to serve lunches. Total children—7 million.
- To provide school lunches to the children who are in schools that have a lunch program, but do not participate, in many cases, because they cannot afford to pay for the lunch. Total children—21 million.
- Provide lunches for 28 million additional children.
- To eventually make all schools more efficient to produce an average of 24 to 30 meals per worker hour in the entire school lunch program in the United States. This would then increase our national school lunch capacity by 15 million meals without spending any more labor hours than was expended last year.
- Encourage schools to change their facilities from unit kitchens to central kitchens or commissaries when expanding their facilities, and to improve the efficiency of their present operations.
- Encourage schools adding a school lunch program to utilize the most modern delivery systems (central kitchens or commissaries).
- Encourage payment of Federal subsidies in cash to those schools who wisely become efficient producers by utilizing the most modern methods.
- Equip school district large-scale meal delivery system to adequately serve all school-children two meals per day at a cost of \$1 billion.
- Assist local school districts to accomplish this goal by having the USDA, HEW, and OEO recommend the most efficient meal delivery systems.
- Divert all funds now spent by USDA on food commodities into efficiently equipping large-scale meal delivery systems. Diverting \$286 million per year for 4 years would provide a meal system capable of serving all children in the United States. The meal system thus furnished would provide an additional capacity of serving 28 million children two meals per day or 56 million meals. This provides more leverage for attaining the 100 percent feeding goal, than the contribution of

¹⁸ *Dissent*: 52, Mr. Kevin Howard.

¹⁹ "Satellite Systems of Food Service."

food. Food contributions at near the present rate have not achieved the 100 percent goal after many years of practice.

We recommend:

It is suggested that a study be initiated by the Department of Agriculture to arrive at several specific methods of school feeding for city, suburban, and isolated schools, of both sound and unsound buildings, and should include:

- (a) The means of handling the food within the school.
- (b) The means of getting the food to the individual school.
- (c) The type of food which best lends itself to this purpose and to the satisfaction of the local school board.
- (d) An analysis of the total cost per meal under all systems considered should be one of the determining factors in arriving at ultimate prototypes.
- (e) The evaluation of soundly constructed prefabricated kitchens as a means of rapidly providing food service where none exists at present.

53. Price-Support Commodity Purchases ²⁰

Schools have been the beneficiary of commodities from the USDA since the early days of food surpluses. Since surpluses no longer exist, and, in fact, a food shortage threatens the world, it is fitting that in our long-range planning that we consider the elimination of all future purchases of price-support commodities and reallocate the \$236 million paid by USDA for food commodities directly to schools in the form of cash subsidy for the school lunch program.

It is the objective of our recommendation to insure that our emphasis in child feeding be based solely on education and nutrition, rather than as a depository for surplus and price-support commodities, and that we gradually reduce expenditures spent for commodities. Further, that subsidies to child feeding be increased to encourage and equip school lunch programs where the greatest need exists.

We recommend:

That our emphasis in child feeding be based solely on education and nutrition, rather

than as a depository for surplus foods and that cash subsidies to child feeding programs be increased, and encourage programs where none now exist.

54. Leasing Food Service Equipment for Schools

Many schools needing a school lunch program are restricted due to lack of cash to purchase equipment.

The objectives of our recommendations are to assist and encourage school districts to obtain modern delivery systems.

We recommend:

Develop a subsidy of matching funds for meal systems through leasing. For example, a school system supplying 20 percent of the annual lease rate and the Federal Government supplying 80 percent, would provide a school district the leverage for a modern meals system for a lease rate of a fraction per year of what it would cost to purchase the same equipment. Thus, a school would obtain the leverage capability of serving approximately 12 times the number of meals per year than they would have if they were required to buy systems outright for cash. Provide stipulation that funds must be used for only modern meal delivery systems to provide maximum leverage for the dollars expended.

55. Timing Federal Government Subsidy ²¹

Schools cannot plan on Federal Government subsidies for their school lunch programs due to the late funding of expenditures by Congress until well into the academic year. After the school starts a program, the subsidy can be deleted in the middle of a semester since the school year and the Federal budget announcement do not coincide.

The objective of our recommendation is to assist the local school district in obtaining Federal funds in sufficient time for the operation of the lunch program. (Example: In October 1969, we still do not know amounts to be funded for the 1969-70 school year.)

We recommend:

Legislation should be adopted to budget school lunch funds 1 year in advance.

²⁰From testimony given by consultants to the Committee.

²¹Testimony from consultants to the Committee and from the experience of the Committee.

56, 57,²² 58. Department of Agriculture Regulations Will Require Revisions²³

Convenience foods are being accepted by the food industry due to the improved quality control and lower cost in mass production and packaging. Traditionally, schools have prepared foods starting with raw food materials, some of which are donated commodities from the U.S. Department of Agriculture.

Utilizing pre-prepared, packaged foods may require only heating or storing. This convenience may permit new schools to come into the school lunch program. This will require an amendment in the present U.S. Department of Agriculture regulation allowing schools to purchase convenience foods without loss of Federal commodity subsidy.

The objectives of our recommendations are to :

- Reduce the per meal cost; improve food quality and nutrition; permit more meals to be served utilizing present labor in growth situations; and to permit schools without school lunch to add the program with the least number of problems.
- Change the U.S. Department of Agriculture regulation to allow schools a choice between the benefit of U.S. Department of Agriculture commodities at no cost to the school or its food supplier as designated, receiving from U.S. Department of Agriculture cash in the amount that would have been paid by U.S. Department of Agriculture for these foods (including transportation costs).
- Change the U.S. Department of Agriculture regulation to permit schools using convenience foods supplied by food or distribution companies to receive without prejudice the same cash subsidy as if the school were preparing food on the premises.
- Change the U.S. Department of Agriculture regulation to permit schools using the services of private enterprise to deliver, heat, cool, or serve food; collect money to be treated equally in cash subsidy payments as if the school were preparing and serving food with its own management and labor as long as the quantitative and qualitative nutritional and educational requirements are met.

²² Dissent: 58, Dr. John Perryman.

²³ Testimony from the consultants to the Committee and from the experience of the Committee.

We recommend :

[56] Change the U.S. Department of Agriculture regulation to allow schools a choice between the benefit of U.S. Department of Agriculture commodities at no cost or the school or its food supplier designated, receiving in cash from U.S. Department of Agriculture in the amount that would have been paid by U.S. Department of Agriculture for these foods (including transportation costs).

[57] Change the U.S. Department of Agriculture regulation to permit schools using convenience foods supplied by food or distribution companies to receive without prejudice the same subsidy amounts in cash, as if the school were preparing food on the premises.

[58] Change the U.S. Department of Agriculture regulation to permit schools using the services of private enterprise to deliver, heat, cool, or serve food, or collect money, to be treated equally in subsidy amounts in cash, as if the school were preparing and serving food with its own management and labor, as long as all quantitative and qualitative nutritional requirements are met.

59. A Committee To Evaluate Status of Nutrition in our Nation²⁴

The White House Conference will serve as a sounding board for our citizens to share their concerns about nutrition adequacy in our Nation. This, however, is a continuing problem, one requiring a constant awareness on the part of all citizens and forthcoming generations.

The objectives of our recommendation are to :

- Establish and maintain a standing (rotating membership) committee on food, health, and nutrition comprised of representatives of concerned organizations. This committee could be divided into sections of concern, and meet annually to appraise the current nutritional state in our Nation and to make continuing recommendations to the executive branch on ways and means to improve nutrition and health.
- Fund a subsection of this group to provide a continual public relations effort through all types of advertising to keep the general public aware of the need to maintain good nutrition.

²⁴ Testimony from the consultants to the committee and from the experience of the committee.

- Provide cash grants to organizations, public or private, that through research can unlock the unknown areas of nutrition.

We recommend:

Maintain a standing (rotating membership) committee on food, health, and nutrition comprised of representatives of:

- (a) The Academy of Science.
- (b) American Dietetic Association.
- (c) American School Food Service Association.
- (d) Society for the Advancement of Food Service Research.
- (e) Institutional Food and Manufacturers Association.
- (f) National Association of Food equipment Manufacturers.
- (g) Food Equipment Manufacturers Association.
- (h) American Medical Association.
- (i) Parent-Teachers Association.
- (j) American School Administrators.
- (k) American School Business Officials.
- (l) Veterans' Administration.
- (m) Department of Agriculture.
- (n) Department of Health, Education, and Welfare.
- (o) Office of Economic Opportunity.
- (p) The Urban League.
- (q) National Advertising Council.
- (r) National Restaurant Association.
- (s) Any other concerned organizations.

60. Use of Funds From Nation's Resources To Feed Schoolchildren

A major effect upon declining nutrition in America has been caused by the lack of adequate concern on behalf of our citizens and of the legislative bodies. If as much concern had been provided for nutritional needs as has been provided for the space program and the building of a military complex, our school lunch programs would not be operating in the vacuum of disinterest.

The only cohesive force that has held school lunch together is the dedicated efforts of the members of the American School Food Service Association; members of the School Lunch Section of the Department of Agriculture; State school lunch directors; and a small army of school administrators that have long realized that hungry children cannot learn, and recognize that school lunch is

an integral part of education. Yet, they have been severely handicapped.

The present state of concern over school lunch on the local level is at a low state. Local schools do not have the proper facilities or equipment at this time to accomplish a 100-percent school lunch program. Drastic and immediate measures must be taken immediately if our Nation's children are not to become second rate citizens of this world as far as adequate nutrition is concerned.

Our original emphasis on providing Federal surplus foods to schools is no longer valid since surpluses do not exist. Our new emphasis should be on education.

The objectives of our recommendation are to:

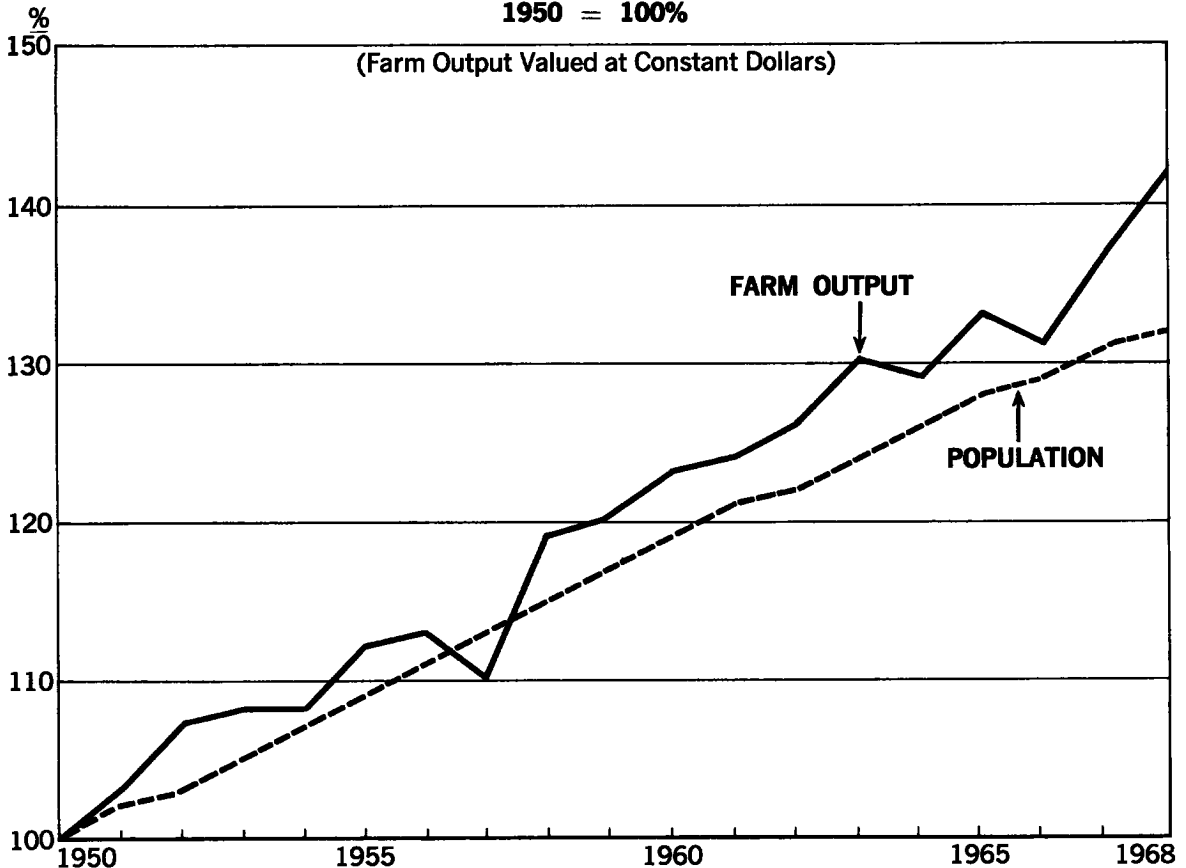
- Ask the President to publicly acknowledge the great cohesive force that has itself subsidized school lunch in the past. Establish a department in Government for school lunch with an educational emphasis. Utilize from all present departments of Government personnel dedicated to the school lunch program, who possess the expertise and willingness to solve the school lunch program nationally.
- Fund this department and function adequately to provide food service to every child. Provide Federal grants only to schools that provide a 100-percent school lunch program. Grant funds to schools for modern meal delivery systems.

We recommend:

To finance the additional costs of child feeding, ask the Congress to designate in legislation funds from some of our Nation's resources such as:

- (a) Royalties from developments of the NASA space program.
- (b) Royalties from offshore oil leases on Government property.
- (c) Sales of Government land and/or surplus property.
- (d) Continued use of section 32 funds.
- (e) Federal taxes on cigarettes.
- (f) Develop a civic leader's fund raising campaign for school lunch on a local basis.
- (g) Permit through change of regulation to allow unused funds from starting programs to be transferred into the next year. For example: \$61½ million

FARM OUTPUT AND U.S. POPULATION
1950 = 100%



Source: U.S. Department of Agriculture.

Exhibit A-1

was returned by USDA to the treasurer since it was unused for the breakfast program—yet this money was urgently needed in school lunch.

(h) Federal tax on lotteries.

61, 62, 63, 64, 65, 66, 67, 68, 69. Preschool Nutrition Programs²⁵

Through educational activities, public health programs, and welfare undertakings, our society attempts to develop and maintain its human resources. Priorities are assigned as urgent needs are revealed. There is much evidence that a high priority should be assigned to providing adequate nourishment for the infant and preschool population.

²⁵ Provided by the Office of Child Development, Department of Health, Education, and Welfare; Head Start nutrition publications (Nos. 3 and 3A), "Nutrition Education for Parents" (Nos. 3B and 3C), "Staffing Training of Headstart Personnel" (No. 3D), Head Start publication "Leader's Discussion Guide" (3E), film "Jenny Is a Good Thing".

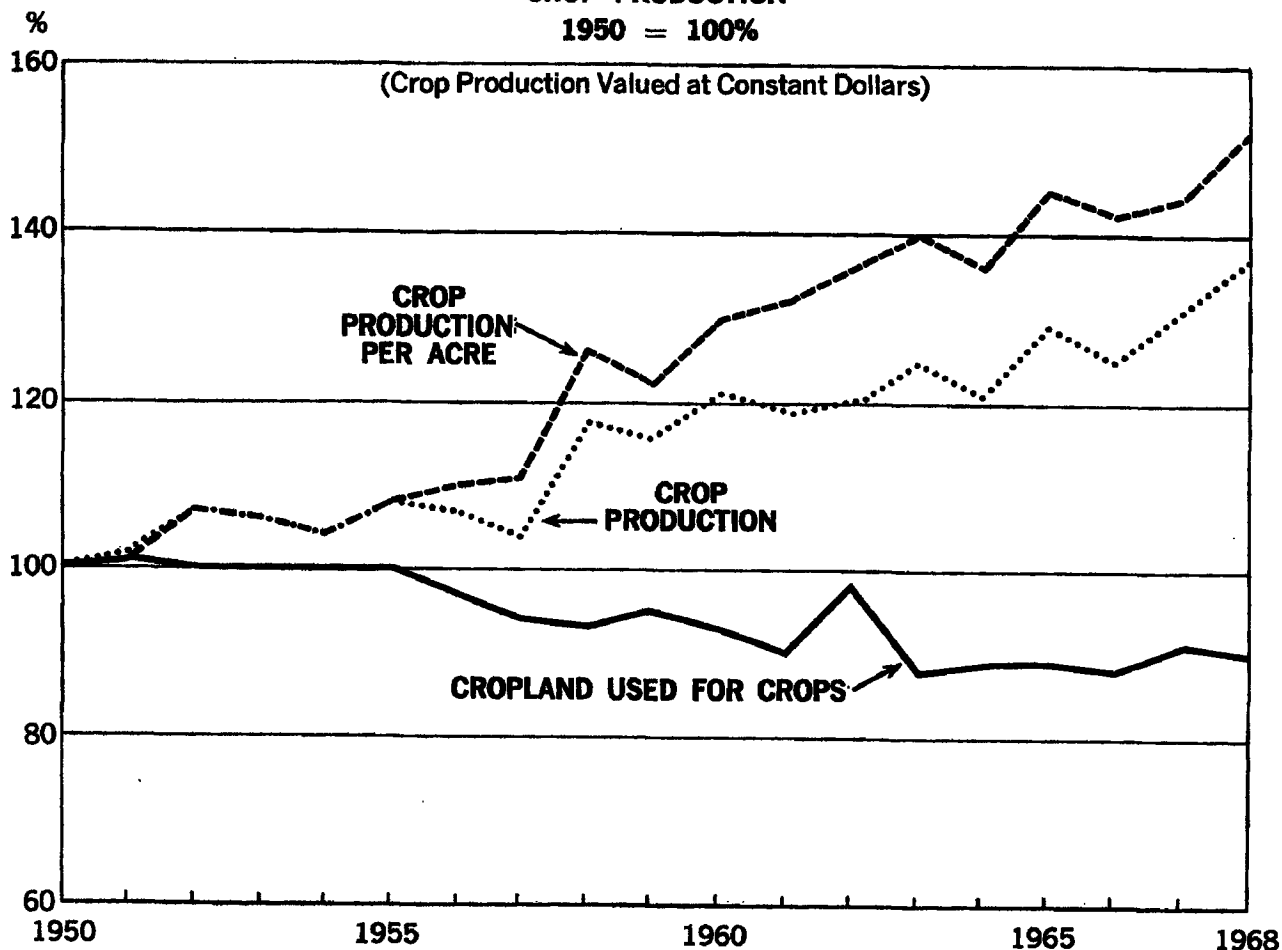
Until nutritionally adequate child care programs are successful in helping every individual child develop to his full mental and physical potential, educators will encounter cases of hunger-based retardation.

Action must be taken to organize and administer adequate nutrition programs both public and private sector operated. Programs now in effect such as Head Start should be expanded to reach children of all income levels who are undernourished. All available resources including those of the private sector must be utilized to limit the extent of malnutrition in this important segment of our population.

The objective of our recommendations is to have the school lunch program and the special food service program for children transferred to the Office of Education in HEW where it can receive proper consideration as a significant phase of total child development.

CROP PRODUCTION

1950 = 100%



Source: U.S. Department of Agriculture.

Exhibit A-II

We recommend:

[61] Direct feeding should be continued according to Head Start guidelines. Emphasis is placed upon food preparation on the Center premises of correct amounts of the right foods to provide at least one-third of daily requirements and to fulfill the commitment of delivery to the children of foods meeting individual tastes, with recognition of preservation of cultural and ethnic factors. It is recommended that in all Centers facilities be established to make possible this kind of direct feeding operation except when facilities exist in schools.

[62] It is recommended that Head Start be included and eligible for services provided in the established Child Nutrition Act suitable to needs of Head Start. Specifically this would apply to foods and food preparation equipment. Where this act does not apply, it is

recommended that funds be made available to provide for establishing kitchens and storage facilities.

[63] Nutrition education for parents is one of the major considerations of the Conference. The Head Start ten-lesson course should be a priority program to accomplish this and it is recommended that funds be provided for this.

[64] It is recommended that it be a requirement for all Head Start personnel to be given initial training and continuous "inservice" training in all aspects of the Head Start nutrition and food program. The universities contracting with Head Start must conform to basic Head Start guidelines in publication 3D to ensure that staff receive meaningful training related to existing problems encountered.

[65] A promotion system should be developed for the Head Start nutrition film

"Jenny Is a Good Thing," to ensure its continuous use in training programs, and so that its full impact as a device for improving nutrition can be realized.

[66] Nutrition education for children must be a vital and continuous activity and an integral part of the daily activities program of each Head Start center. Funds should be included in the budget of each program to provide for necessary purchases of real foods to be used in the program.

[67] Expansion of the Head Start program is urgently recommended. It is estimated there are 2.5 million preschool children in poverty families. There are approximately 220,000 of these children currently in Head Start. Even though expansion is not possible due to limitation of facilities and trained teachers, funds should be provided to make these available.

[68] Training of Head Start regional office personnel and supplying them with nutrition consultant services on a continuing basis. It is urgently recommended that each regional office include on the staff a full-time nutrition specialist to serve Head Start.

[69] The Head Start headquarters office has operated these 5 years with one nutrition specialist who has had full responsibility for initiating and developing a national nutrition program. It is urgently recommended that a highly qualified nutritionist be placed on the headquarters staff to serve in the capacity of a counterpart to the nutrition specialist to undertake carrying out the President's program for eradicating hunger and malnutrition in Head Start families.

70, 71, 72, 73. Feeding Migrant Preschool and Schoolchildren ²⁶

Recognizing the vital relationship between good health and nutrition and a child's motivation for learning, the Migrant Programs Section has funded medical, dental, and food services in its educational projects for migrant children. During its first 3 years of operation, the migrant program has expended a yearly average of 6.2 percent of its total allocation or an average \$1,784,000 per year for food services. This expenditure, along with other local, State, and Federal funds has enabled

²⁶ Provided by the Migrant Programs Section, Division of Compensatory Education, Office of Education, HEW. "Educating Migrant Children" The University of the State of New York.

all 45 participating States to provide hot lunches for migrant children, and it has allowed some to provide breakfast and/or snacks.

The State Title I migrant programs have been providing food services, staff development training, and community involvement activities. In order to serve more children and their families, they have coordinated their food programs with existing local, State, and Federal resources. During summer 1969, Department of Agriculture School Lunch Act funds became available to States for summer food programs for poor children, including migrants. Use of these funds eased some financial burdens on migrant school administrators, but did not provide all the necessary food services for migratory families.

The Panel would like to see the States assume central responsibility for feeding migrant students hot lunches, breakfasts, and snacks and for training necessary staff in these programs. Any school food and nutrition program for migrant children, however, must adapt itself to the unique circumstances of the poor, mobile child.

- The migrant child may arrive at any time during a regular school or summer school educational program and leave as unexpectedly.
- He may remain in the school program for a few weeks or months, depending on crop schedules.
- The migrant child may be unfamiliar with foods and menus planned for the resident student population.
- Rural areas in which migrants work may lack adequate facilities to prepare hot meals.
- Resident communities may be hostile to migrant parents or older children working in the school lunchrooms.
- Extended day programs may necessitate additional food services for migrant children.

The objective of our recommendations is to improve the number and variety of nutrition and food services for migrants and to expand existing programs to include the entire migrant family.

We recommend:

[70] That migrant children, along with other children, be provided free lunches as part of their school program. The school should assume responsibility for supplementing the diets of disadvantaged children. At the same time, it should not attach a tag or

card to the poor child receiving free food. This tends to stigmatize rather than assist a poor child.

[71] That special training be provided for personnel in the preparation of nutritious and ethnically relevant menus. Many migrant children are unfamiliar with resident foods and may need special encouragement in adapting to them. Additional staff training is also essential to prepare dietitians and kitchen personnel for regular, summer, and year-round programs for migrant children.

[72] That breakfasts and snacks should be provided for migrant children in all school programs. This is especially important for migrant children whose parents leave for field work very early in the morning. As many schools begin to offer extended day educational programs, it is necessary to provide accompanying food services.

[73] That funds should be allocated to the states to choose and purchase commodities necessary for their food program. We feel that the distribution of cash equivalents rather than actual commodity items would enable states to plan nutritious and interesting school menus more efficiently.

The Panel would like to see these first three recommendations implemented immediately. Since they represent an expansion of existing services through increased funding, their application would not involve any structural changes in program administration or design.

The fourth recommendation, however, does demand a change in the entire Federal commodities program. The changeover from commodity distribution to cash equivalents to States would involve the cooperation and coordination of numerous agency services to migrant children.

The estimated number of migrant children participating in the fiscal year 1970 program is 270,000. A minimum per pupil cost for breakfast is 15 cents; for lunch, 35 cents; and snack 10 cents. This is a total of 60 cents per child per day. The daily expenditure for food services for 270,000 migrant youngsters would be \$162,000 or 29,160,000 for a 180-day academic year.

74. Food Systems for Population Group: 0-18 Years

Type A pattern is nutritionally inadequate for all age brackets from 0 to 18 as now required in

child feeding programs involving Federal Government subsidy. See the findings of the ARS and C&MS study made of the type A school lunch in the fall of 1966, attachments Nos. 1 and 2.

Type A pattern is not responsive to children and students needs and desires. Only 37 percent of 18,956,000 students in schools with NSLP are selecting the type A meal for their lunch. See attachment No. 3.

Type A pattern quantities are not totally expressed in exact weight measurements or in specific commodities within a food group, therefore, many State and local programs need help with meeting nutrient requirements through provision of a menu pattern for practical application in schools and preschool centers.

Type A pattern cannot be used efficiently in the development of commodity agricultural production requirements nor can it be used effectively in determining annual national and local requirements for food procurement.

We recommend:

That this concept of a menu pattern for child feeding programs replace the type A pattern. The menu is the basic food service management tool required to design adequate and acceptable large-scale meal delivery systems for preschool and school feeding programs. The qualitative and quantitative nutritional requirements and food preferences of the various age groups of this population can be met more specifically by designing a menu pattern based on their nutritional needs listed in the recommended daily dietary allowances developed by the Food and Nutrition Board, National Academy of Sciences, National Research Council. In order to support the program, the menu pattern as planned must be nutritionally analyzed, costed, and approved by a professional food service management staff located at the school district level to more adequately reflect the needs and desires of the students and the financial capability of the students and preschool children. The menu as served must be audited and nutritionally analyzed at least once during the school year to provide a comparative analysis with the as planned menu for continued improvement in the planning system to increase responsiveness of the participants' needs and desires. This pattern can be

readily adapted to individually preprocessed meals or processed bulk foods distributed to schools and day-care facilities, and processors required to furnish a nutritional analysis for such products as called for in the specifications.

Valid annual food requirements needed for agricultural production reports and for local or central procurement can be computed, using the annual menu pattern, as is successfully done by the armed services, the Veterans' Administration, the Federal Prisons System, and food service management companies.

The attached analysis of nutrient recommendations (RDA) for the youth of our

country is based on 100 kcal. intake and indicates that an across-the-board dietary pattern for children from K to 12-14F is feasible; however, special attention is needed for the following nutrients:

- (1) Vitamin D and ascorbic acid for the 3-6 year olds
- (2) Protein and vitamin E for the older girls (14-16F)

The panel urges that the menu pattern be used nationally for all foods prepared and served to our preschool and school population, including junior college and college students, by fiscal year 1972.

Nutrient recommendations (RDA) on basis 100 kcal intake

Age	Prot. g	A IU	D IU	E IU	AscA mg	Folo. mg	Nia. mgEq	Ribo. mg	Thia. mg	B6 mg	B12 µg	Ca g	P g	I µg	Fe mg	Mg mg	kcal/ day	kcal lb.
3 to 6.....	1.87	156	25.0	0.63	2.5	0.013	.69	0.056	0.05	0.045	0.19	0.050	0.05	5.0	0.63	12.5	1,000	38.0
6 to 8.....	1.75	175	20.0	.75	2.0	.010	.65	.055	.05	.05	.20	.045	.045	5.0	.5	10.0	2,000	39.0
8 to 10.....	1.82	169	18.2	.68	1.82	.014	.68	.055	.05	.055	.23	.045	.045	5.0	.45	13.6	2,200	35.4
10 to 12M.....	1.80	180	16.0	.80	1.60	.016	.68	.052	.052	.055	.20	.045	.045	5.0	.4	12.0	2,500	32.4
10 to 12F.....	2.22	200	17.8	.89	1.78	.018	.67	.058	.049	.052	.22	.053	.053	4.9	.8	13.3	2,250	29.2
12 to 14M.....	1.85	185	14.8	.74	1.67	.015	.67	.052	.052	.059	.19	.052	.052	5.0	.67	13.0	2,700	28.4
12 to 14F.....	2.18	218	17.3	.87	1.95	.017	.65	.051	.052	.059	.22	.056	.056	5.0	.78	15.2	2,300	23.7
14 to 16M.....	2.0	166	13.3	.77	1.83	.013	.67	.053	.046	.06	.17	.047	.047	5.0	.6	13.3	3,000	23.0
14 to 16F.....	2.3	206	16.7	1.04	2.18	.017	.67	.058	.05	.075	.22	.054	.054	4.8	.75	14.6	2,400	21.0
16 to 18F.....	2.2	200	16.0	1.0	2.0	.016	.60	.06	.048	.06	.20	.052	.052	4.6	.72	14.0	2,300	19.4
Maximum.....	2.3	218	25.0	1.04	2.5	.018	.69	.061	.052	.06	.23	.056	.056	5.0	.8	15.2	.....	.....
Average.....	1.96	185	17.3	.82	1.93	.015	.66	.056	.05	.061	.20	.05	.05	4.9	.63	13.2	.....	.....
Minimum.....	1.75	156	13.3	.63	1.60	.010	.60	.052	.046	.045	.17	.045	.045	4.6	.40	10.0	.....	.....
Minimum as percent of maximum.....	76	72	53.0	60	64	55	87	85	88	56	74	80	80	92.0	50	66.0	.....	.....
Average as percent of maximum.....	85	85	69.0	79	77	83	95	92	96	76	87	89	89	98.0	79	87.0	.....	.....

75, 76, 77. Presenting Valid Legislative Proposals to Congress ²⁷

The nutritional adequacy of the type A meal pattern as surveyed in 300 schools in 1968 failed to a substantial degree in meeting the RDA's for the age and activity group enrolled in the elementary and secondary schools. (See attached findings of survey in minutes.)

Acceptability of the type A lunch in the elementary schools is marginal and in the secondary schools is minimal, since less than 37 percent of the 19 million students select the type A lunch for their noonday meal.

²⁷ See proposed legislation sec. 7b, H.R. 515, rept. 91-81, p. 3, S-2548 and S-2982. 1969 D/A national workshops child nutrition programs.

We recommend:

That a highly acceptable and nutritious menu pattern be developed, costed, and tested in both urban and rural schools with children from all economic levels of income. The results of this test be evaluated by an impartial, unbiased panel of food-management people from both the public and private sector. The recommendations of this panel, if feasible and adaptable, can then be considered for incorporation into policy and planning documents by the administering agency for food service programs.

That Government agencies sponsoring proposed legislation for child feeding programs submit adequately tested, costed, valid data to

the Congress for their consideration. The resources of the Advisory Commission on Intergovernmental Relations of Nutrition reflect intragovernmental experience and attitude; a more equitable balance of expertise in this field could be attained by strengthening the Commission with food service management representation from the private sector and other professional expertise.

28 78. Child Feeding Programs

Section 13 of the Child Nutrition Act passed October 11, 1966, entitled "Centralization of Administration" assigned authority for the conduct and supervision of federally supported child food service programs to the USDA. The special food service program for children, Public Law 302 dated May 8, 1968, is likewise administered by the USDA. The purpose of these two programs is to expand nonprofit food service programs for children in service institutions, such as day-care centers, recreation centers, summer recreational camps, and day-care centers for handicapped children, including schools. USDA Federal regulation, title 7, section 225.7(c), punitively restricts the use of the private sector to provide the food services in these facilities. Inasmuch as the private sector has been providing the food service in many of these facilities prior to enactment of the regulation, this is considered a definite conflict of interest with the private sector.

We recommend:

That the Secretary of Agriculture take immediate action to rescind and revise section 225.7(c) of title 7 to permit the project administrators to make the determination. Further, it is recommended that an adequate monitoring system of these programs be established for participation eligibility and use of Federal commodities and funds authorized under this act.

29 79. Extending Feeding Programs to Students

The Panel is concerned that only 19 million out of 55.9 million students aged five to 18 participate in the school lunch program, when the school lunch is available to 40 million of these students. Every means should be used to extend the pro-

gram to the other 36 million not now entitled to or receiving the benefits of the program.

We recommend:

That the Secretary of Agriculture take immediate action to rescind the punitive restrictions in the Department's regulations which curtail the expansion of the program to all children within the U.S. and Territories. Flexibility is necessary within program administration to permit communities and schools to use creative and innovative means to feed the students. Any program that can present evidence of its ability to consistently meet one-third of the students' daily food requirements should be authorized to do so, and the resultant meals should be eligible for reimbursement from Federal funds. Numerous food service systems developed by the private sector could measurably increase the number of students to be fed in schools currently without kitchens and dining rooms.

30 80. Amend the National School Lunch Act

Present legislation, The National School Lunch Act and the Child Nutrition Act of 1966, should be amended to require that every child be provided school lunch benefits at a fair cost or reduced cost as the case necessitates. If a school does not now have the facilities to prepare school lunches, the school board should be given the authority to have the lunches provided elsewhere by the private sector and distributed to the school and served to the students. The Fourteenth Amendment of the U.S. Constitution states that all people are to be treated equally, therefore, all schoolchildren from all economic levels of living should be able to participate in school lunch programs at a fair or reduced price.

The objective of our recommendation is:

- Inasmuch as Federal Statute (Title 42, sec. 1758 of the U.S. Code) and under Federal Regulations Title 7, section 210.8 of the Code of Federal Regulations stipulates that all poor schoolchildren in a school with a lunch program should receive their lunches free or at a reduced price, action should be taken to implement this legislation and funds appropriated by the Congress to accomplish this need immediately.

²⁸ Dissent: 78, Dr. John Perryman.

²⁹ Dissent: 79, Dr. John Perryman.

³⁰ Dissent: 80, Dr. John Perryman.

We recommend:

That to accomplish this task all public and private resources should be legally authorized to respond to the needs of the public schools. To accomplish this, it will be necessary to remove the restrictive regulations imposed by the Department of Agriculture. Therefore, it is recommended that the President ask the Congress to amend the National School Lunch Act; see sections 2 and 12 below, also sections 9 and 10 of the Child Nutrition Act (42 U.S.C. 1778).

Section 2 of the National School Lunch Act (42 U.S.C. 1751) be amended by adding at the end thereof, the following new sentence: "A school shall not be excluded from the benefits under this chapter merely because it engages the services of a food service company on a fee-for-service basis provided the school lunch program would otherwise qualify for benefits under this chapter, and provided further that the school retains the right to control the quality, and extent of the general nature of the food service and the price of the food to be charged to the children."

Section 12, paragraph (c) of the National School Lunch Act (42 U.S.C. 1760) be amended by eliminating the period at the end thereof, and adding the following language: "nor shall the Secretary or the State impose any requirement inconsistent with the Congressional declaration of policy as stated in section 2 of this Act."

Section 9 of the Child Nutrition Act (42 U.S.C. 1778) be amended by adding the following sentence at the end thereof: "A school shall not be excluded from the benefits under this chapter merely because it engages the services of a food service company on a fee-for-service basis provided the school lunch program would otherwise qualify for benefits under this chapter and provided further, that the school retains the right to control the quality and extent of the general nature of the food service and the prices of food to be charged to the children."

Section 10 of the Child Nutrition Act (42 U.S.C. 1778) be amended by eliminating the period at the end thereof and adding the following language: "*Provided however*, that

such regulations shall be consistent in section 9 of this Act."

81. Costing Study Needed on Federal Commodities

Cost data on purchasing, packaging, handling, distributing and administering the surplus and price support commodities for the child feeding program is not available from the Commodity Marketing Service, Department of Agriculture. Total costs of this program are necessary to conduct a cost analysis of the child feeding programs now in effect.

We recommend:

That a complete cost study be initiated by the Department of Agriculture to compute total costs involved in purchasing, packaging, handling, distributing and administering the surplus and price support commodities for child feeding programs administered by their agency for these programs. In the event that a State school lunch agency is also the commodity distributing agency for the schools, the State and local costs should be reported, also, as a separate line item.

82. Title I Funds of Elementary and Secondary Education Act (ESEA)²¹

In 1965 Congress passed the (ESEA), the most far reaching and significant education legislation in the history of this country. The Federal Government recognized the need to provide financial aid to elementary and secondary schools and also recognized the special needs of poor children. Congress intended that title I funds would supplement State and local education funds, not replace them.

Title I is frequently used to provide food services to hungry children. In fiscal year 1968, \$32 million (or 2.9 percent of total title I expenditures) was spent on food service, \$25 million in the 17 Southern and border States. The lack of proper coordination of Federal food and nutrition programs has resulted in approval and use of title I money for school breakfasts, lunches or snacks for hungry children when other Federal funds were available; namely funds from the Perkins legislation. In fiscal year 1969, \$43 million was allocated

²¹ Title 45, pt. 116 of the Code of Federal Regulations. Financial assistance to meet the special educational needs of educationally deprived children ESEA title I program guide Nos. 44, 46, 48. Profiles in quality education USD HEW "Is it Helping Poor Children", title I of ESEA.

to the States for expansion of school breakfasts and lunch programs for needy children. A number of States returned substantial percentages of the Perkins allocation while using title I funds for food service. Perkins money should have been exhausted first before applying title I funds for food service needs.

We recommend:

It is recommended that sufficient funds be appropriated for child-feeding programs so that educational funds will not be directed to school lunches in view of Department of Agriculture school lunch fund increases for fiscal year 1970; and that all title I funds of the Elementary and Secondary Education Act for fiscal year 1970 be directed to other educational projects by the Office of Education, Health, Education, and Welfare.

83. School Lunch and Other Child Feeding Programs

In section 2 of Public Law 396, 79th Congress, National School Lunch Act reads: "It is hereby declared to be the policy of Congress as a measure of national security to safeguard the health and well-being of the nation's children and to encourage the domestic consumption of nutritious agricultural commodities and other food * * *" It is believed that the primary purpose of the national school lunch program is to provide a well balanced, adequate, pleasing lunch for the school children to purchase or be given free or at a reduced price if they qualify. Even though the school lunch program can and does utilize many agricultural commodities in great quantity, it is not one of the primary functions to support the agricultural surplus food program. Grassroots studies should be made of the school lunch programs across the country to determine their food requirements in an attempt to satisfy these requirements by studying the local systems with foods that can be used to their own individual and peculiar advantage. A school lunch program should not be operated for the benefit of agricultural interests. It should be operated for the sole benefit of the children.

Since the children represent a real and most important natural resource of our country, they represent the very future and well-being of it. A real concerted and positive effort needs to be made to further the interest of the children in relation to their general physiological, mental, and spiritual

health. It is believed that much of our difficulty today with the children is that there has been a gross lack of interest in their general well-being. Too many generalities refer to their interest, but nothing really gets down to the nubby facts of the children's real needs.

One of the first real programs that has taken the interest of the children to heart is the national school lunch program in spite of the fact that one of the primary functions is to dispose of surplus agricultural commodities. Millions of children have benefited by this program and for the dollars spent in it, it is believed that the country benefited greatly from this expenditure. But, as the information has shown at the preliminary meetings of this White House conference, a greater effort needs to be put forth with a greater expenditure of funds for the benefit of the children. This can be done with a real positive type of school lunch program for the school children of the Nation and this can only be started by an act of Congress. But, this act of Congress can only be evolved after interested and dedicated groups of individuals have informed Congress of the kind of need that is present.

We recommend:

That the National School Lunch Act be amended to remove the statement that the school lunch program be operated for the benefit of the agricultural interest by using agricultural surplus commodities. These commodities should be made available to the school lunch program when they are available, but the program should have sufficient quantities of food to operate under normal situations and should not be required to work around surplus commodities.

The panel urges that the National School Lunch Act be rewritten as a clean bill to cover the real important aspects of a child-feeding program for the schools of the nation. A re-evaluation of the present system must be made in order to write a more positive action for this program.

84. School Lunch and Other Child Feeding Programs ²²

The school lunch information directives such as the "Planning Guide" and the "Buying Guide" use

²² Department of Agriculture Planning Guide and Buying Guide; Department of Agriculture School Lunch Recipe Service.

the cup measure for determining the amounts of food to be included in menus and recipes rather than the weight measure. On pages 8 and 9 in the menu planning guide, the cup measure is used exclusively. This is a rather inaccurate means of measuring these foods since many of them are rather bulky and a $\frac{1}{4}$ cup for one individual, certainly is not a $\frac{1}{4}$ cup with another individual. The same thing is true of $\frac{1}{2}$ cup, $\frac{3}{4}$ cup or 1 full cup. It is important that the children be given the full measure of the food requirement and with so many different school systems across the country, there are many untrained food service personnel putting these lunches together, and some inaccuracies are bound to occur. Weight measures would be more accurate and uniform, and the type of menus and recipes would more than likely come out the same each time it was made by the cooks and the food service workers. The weight measures provide much more accuracy in putting these meals together than trying to guess what $\frac{1}{2}$ cup of vegetables are or what constitutes $\frac{1}{2}$ cup fruit. Baked beans, for instance, would give a much more concentrated and greater portion than $\frac{1}{4}$ cup of green beans. Some people may pack the cups and some may leave the food rather loosely packed. When each of these illustrations would be weighed, there would be a considerable difference in the quantity of food involved.

We recommend:

That the school lunch information directives such as the "Planning Guide" and the "Buying Guide" should use weight measurements to determine the amount of foods to be included in recipes or in menus rather than use volume measures such as $\frac{1}{4}$ cups, $\frac{1}{2}$ cups or full cup measures.

The panel urges that early consideration be given to a revision of the documents. The publication would have to be revised by the Department of Agriculture to determine the weights involved for the proper portions of the foods to be served. This should be done as soon as possible for it is known that it takes considerable time to make changes in any publication that is used so widely as these are used in the school lunch program.

85. School Lunch a Public Responsibility

In fidelity to the premise that the school accepts the responsibility for the child during the hours he is under its care, the school nutrition programs

should meet the child's nutritional needs during the hours of the school's responsibility.

Such nutrition programs should be funded as a public responsibility and therefore at no cost to the individual.

The Panel is cognizant that this goal far exceeds our present public commitment toward meeting school-day nutrition needs. However, the panel feels that all children can eventually be reached by expanding the program as is outlined in the recommendation.

We recommend:

School food service should be expanded throughout the United States and the territories in four increments to provide:

- (a) A school lunch that contains one-third of the student's recommended daily dietary allowance for all economically-needy pupils at no cost to the individual by calendar year 1970.
- (b) A school lunch that contains one-third of the student's recommended daily dietary allowance for all students at no cost to the individual by calendar year 1975.
- (c) Provisions of one-half of a child's recommended daily dietary allowance for all economically-needy children at no cost to the child by calendar year 1975.
- (d) Provisions for meeting all school-day nutritional needs for all pupils at no cost to the individual by calendar year 1980.

²³ 86. Centralization of Administration in Health, Education, and Welfare

There are presently several programs providing Federal assistance to child-feeding programs. To establish better coordination, economies in the use of Federal funds and more closely related program administration, the panel recommends that legislation be initiated that will channel the operating funds directly to the State Departments of Education from the Secretary of Health, Education, and Welfare.

Successful projects for children's feeding programs must be comprehensive, involving activities generally associated with the fields of health, social services, and education. Similarly, it is clear that the program must focus on the problems of

²³ Dissent: 86, Dr. John Perryman.

child and parent, and that these activities need to be carefully integrated with programs throughout the school years through the Office of Education; Health, Education, and Welfare.

We recommend:

That the Department of Health, Education, and Welfare should be considered by Congress to consolidate all school- and other child-feeding programs under one legislative authority with a single appropriation for all the feeding programs.

87, 88. Restaurant Chains, Catering, and Industrial Feeding

[87] The food service industry is a system which exists for economical and efficient large-scale food delivery and distribution. It includes within it the capacity to meet not only currently prescribed nutritional standards but such other standards as may be developed, at this Conference or subsequently, to meet nutritional needs. Further, it has the capacity to plan, organize, and operate (with appropriate nutritional audits) such programs as may be implemented to eliminate hun-

ger. The industry is well equipped with planners, dietitians, engineers, skilled employees for preparation and services, and owns or operates the necessary hardware to produce the job. Building on its proven development of mass-feeding systems for industry, hospitals, colleges, and other institutions, as well as air transport industry, the food service industry should be a key vehicle in any national program to eliminate hunger and improve national nutrition.

[88] The key to success in any national program to eliminate hunger and improve nutrition is public demand created by education. The food service industry possesses a large capacity to participate in a national program of nutrition education—in the schools, for the eating-out public, and for special groups. As a responsible industry, which as far back as 1923 adopted a code of ethics (The National Restaurant Association Standards of Business Practice), the food service industry would welcome such a national program and participate in it to its fullest. This participation would be consistent with, and included in the industry's current extensive education and training program.

APPENDIX FOR PANEL V-4

NUTRIENTS IN TYPE A SCHOOL LUNCHES

Summary of results of a nationwide study by the U.S. Department of Agriculture.¹

The type A lunch pattern was designed as a framework for planning lunches which will reach the nutritional goal of providing one-third of the daily recommended dietary allowances (RDA) for children as established by the Food and Nutrition Board of the National Research Council (1). The study summarized here was designed to obtain actual data on the nutritive content of type A lunches, to help in evaluating the pattern. Because the purpose of the study was to test the interpretation of the pattern, rather than to determine actual nutrient intakes of the children, nutritive data were obtained on the basic lunches as served, not as eaten.

PROCEDURE

With the aim of obtaining data that would represent type A lunches as served in the United States as a whole, 300 schools from 19 States were selected. Schools in any one State were meant to represent a group of States, and not necessarily the State itself. Details of the plan for selecting States and schools have been published (2).

The sample from each school consisted of food from four trays collected each day for 5 consecutive days, for a total of 20 lunches per school. Because most sixth graders are in the age group of 10 to 12 years, on which the quantities of food in the type A pattern are based, all lunches were collected at the time sixth graders were served. Collections were made during the autumn of 1966. Inedible material was removed from the collected lunches, which were frozen and shipped to a laboratory. There the lunches from each school were weighed and analyzed for a large number of nutrients. The analyses were made by the Wisconsin

Alumni Research Foundation, working under contract to ARS.

The nutrient and calorie contents of the lunches as determined by analysis were compared with both one-third and one-fourth of the 1968 recommended allowances. (In the first report on this study (2), issued before the 1968 allowances were available, the 1963 allowances were used in evaluating the lunches.)

RESULTS AND DISCUSSION

Table 1 shows that the lunches from the 300 schools on the average met or exceeded the nutritional goal of one-third the recommended allowance for all nutrients except iron and magnesium. On the average, the lunches tended to fall below the goal in food energy (calories).

Lunches which were low in food energy also tended to be low in one or more nutrients. Extra servings of food where available were not included in the meal samples analyzed. These extras could easily have brought the average energy value of the lunches, and the level of some of the nutrients, up to the goal.

Considerable variation was found in the nutrient content of lunches among the 300 schools. None of the lunches were below the goal for protein, riboflavin, and niacin. On the other hand, lunches from a number of schools were below the goal for food energy and for certain vitamins and minerals, particularly vitamin A, vitamin B₆, iron, and magnesium. Many of these lunches supplied at least one-fourth of the RDA. In fact, lunches from only a small proportion of the schools failed to supply at least one-fourth the allowance for any nutrient except iron and vitamins A and D. Lunches from nearly 30 percent of the schools were below this level in iron, and those from nearly 20 percent in vitamins A and D. Inasmuch as chil-

¹The Agricultural Research Service and the Consumer and Marketing Service, USDA, and 19 State school lunch agencies cooperated in this study.

dren can obtain vitamin D from the action of sunlight on the skin, the fact that so many lunches were low in vitamin D is of questionable significance.

The RDAs for the different nutrients include margins of safety. For this reason, lunches that provide at least one-fourth the recommended amounts of nutrients, even though not meeting the nutritional goal, can be considered partially satisfactory. If nutrients frequently fall below the goal, however, effort should be made to improve the lunches. Such improvement is especially important in areas where the school lunch is likely to be the only "good" meal available to some children.

Although this study did not provide data on ascorbic acid in the lunches, the goal for this vitamin should not be as difficult to reach as formerly, because the recommended allowance was considerably reduced in 1968.

Because of current interest in the role of dietary fat in health, fat content of the lunches was determined even though there are as yet no recommended allowances for kinds and amounts of fat to be included in the diet. The proportion of total calories supplied by fat is often used as an indicator of the level of fat in the diet. On an average, 39 percent of the total calories in the lunches came from fat. Fat accounted for over 40 percent of the total calories in the lunches of 110 of the 300 schools. Levels below 40 percent are probably more desirable than those above 40. Thus a number of schools in this study could be encouraged to reduce the amount of fat in the meals they serve.

In reviewing the report of an individual school, it should be kept in mind that the sample of 20 lunches, representing 5 days' menus, may not be representative of the nutrient content of the lunches served in this school over a long period of time. Also, these data are for the basic lunch as served in the school. No second helpings were included. These data do not measure compliance with the type A pattern as that was not the purpose of this study.

Publication of more detailed reports of the findings on the vitamin, fatty acid and mineral contents of the lunches is planned.

1. Food and Nutrition Board, National Research Council, National Academy of Sciences, Seventh Revised Edition 1968. Publication 1694. Washington, D.C. (1968)
2. MURPHY, E. W., GROSSMAN, E., AND FORZIATI, F. H. The nutritive content of type A lunches. *School Lunch Journal* 22(4) : 11-18, 1968.

TABLE 1.—Nutritional guidelines and nutrient content of type A school lunches from 300 schools

Item	¼ recom- mended dietary allowances ¹	¼ recom- mended dietary allowances ¹	All schools		
			Mini- mum	Maxi- mum	Aver- age
Food energy, calories.....	790	590	456	1,149	735
Protein, grams.....	16	12	20.4	47.0	29.8
Calories from fat, percent....	(?)	(?)	27	54	39
Vitamin A, I.U.....	1,500	1,120	380	10,300	2,100
Vitamin D, I.U.....	133	100	0	370	180
Thiamine, mg.....	0.40	0.30	0.12	0.80	0.44
Riboflavin, mg.....	0.43	0.32	0.45	1.69	0.76
Niacin, mg. equivalents....	5.3	4.0	² 6.2	21.5	11.8
Vitamin B ₆ , mg.....	0.47	0.35	0.23	0.76	0.46
Vitamin B ₁₂ , µg.....	1.7	1.2	1.1	51.5	2.7
Calcium, ⁴ mg.....	400	300	323	908	455
Iron, ⁵ mg.....	4.7	3.5	1.3	17.9	4.2
Phosphorus, mg.....	400	300	338	848	518
Magnesium, mg.....	100	75	61	152	93

¹ Average recommended dietary allowances (1968) of the National Academy of Sciences—National Research Council for boys and girls 10 to 12 years of age.

² No allowance set by National Academy of Sciences—National Research Council.

³ Estimate based on values for preformed niacin and protein as determined by analysis.

⁴ Calcium values in this table are greater than previously published values (2) which were obtained by a different and presumably less satisfactory method.

⁵ The allowance for iron is greater for girls than for boys of this age. For girls, ¼ RDA is 6.0 mg.; for boys, it is 3.3 mg.

TABLE 2.—Nutritional guidelines and nutrient content of type A school lunches from 51 schools in the North East District

Item	¼ recom- mended dietary allowances ¹	¼ recom- mended dietary allowances ¹	51 schools		
			Mini- mum	Maxi- mum	Aver- age
Food energy, calories.....	790	590	523	827	690
Protein, grams.....	16	12	22.5	36.3	29.0
Calories from fat, percent....	(?)	(?)	27	47	38
Vitamin A, I.U.....	1,500	1,120	470	4,280	1,780
Vitamin D, I.U.....	133	100	60	340	190
Thiamine, mg.....	0.40	0.30	0.12	0.66	0.41
Riboflavin, mg.....	0.43	0.32	.55	0.94	0.72
Niacin, mg. equivalents....	5.3	4.0	² 7.8	15.2	11.6
Vitamin B ₆ , mg.....	0.47	0.35	0.30	0.60	0.44
Vitamin B ₁₂ , µg.....	1.7	1.2	1.4	3.1	2.1
Calcium, ⁴ mg.....	400	300	342	556	437
Iron, ⁵ mg.....	4.7	3.5	2.5	8.4	4.0
Phosphorus, mg.....	400	300	390	715	497
Magnesium, mg.....	100	75	69	127	87

¹ Average recommended dietary allowances (1968) of the National Academy of Sciences—National Research Council for boys and girls 10 to 12 years of age.

² No allowance set by National Academy of Sciences—National Research Council.

³ Estimate based on values for preformed niacin and protein as determined by analysis.

⁴ Calcium values in this table are greater than previously published values (2), which were obtained by a different and presumably less satisfactory method.

⁵ The allowance for iron is greater for girls than for boys of this age. For girls, ¼ RDA is 6.0 mg.; for boys, it is 3.3 mg.

TABLE 3.—Nutritional guidelines and nutrient content of type A school lunches from 91 schools in the South East District

Item	¼ recom- mended dietary allowances ¹	¼ recom- mended dietary allowances ¹	91 schools		
			Mini- mum	Maxi- mum	Aver- age
Food energy, calories.....	790	590	497	1,149	786
Protein, grams.....	16	12	21.7	47.0	31.1
Calories from fat, percent...	(?)	(?)	31	54	40
Vitamin A, I.U.....	1,500	1,120	540	10,300	2,700
Vitamin D, I.U.....	133	100	0	370	200
Thiamine, mg.....	0.40	0.30	0.31	0.77	0.49
Riboflavin, mg.....	0.43	0.32	0.38	1.09	0.81
Niacin, mg. equivalents....	5.3	4.0	² 8.1	21.5	12.8
Vitamin B ₆ , mg.....	0.47	0.35	0.32	0.76	0.49
Vitamin B ₁₂ , µg.....	1.7	1.2	1.0	51.5	3.6
Calcium, ⁴ mg.....	400	300	365	908	488
Iron, ⁵ mg.....	4.7	3.5	2.6	17.9	4.9
Phosphorus, mg.....	400	300	338	848	543
Magnesium, mg.....	100	75	61	152	99

¹ Average recommended dietary allowances (1968) of the National Academy of Sciences—National Research Council for boys and girls 10 to 12 years of age.

² No allowance set by National Academy of Sciences—National Research Council.

³ Estimate based on values for performed niacin and protein as determined by analysis.

⁴ Calcium values in this table are greater than previously published values (2), which were obtained by a different and presumably less satisfactory method.

⁵ The allowance for iron is greater for girls than for boys of this age. For girls, ¼ RDA is 6.0 mg.; for boys, it is 3.3 mg.

TABLE 4.—Nutritional guidelines and nutrient content of type A school lunches from 78 schools in the Mid West District

Item	¼ recom- mended dietary allowances ¹	¼ recom- mended dietary allowances ¹	78 schools		
			Mini- mum	Maxi- mum	Aver- age
Food energy, calories.....	790	590	530	977	715
Protein, grams.....	16	12	20.4	43.4	28.5
Calories from fat, percent...	(?)	(?)	27	48	38
Vitamin A, I.U.....	1,500	1,120	520	4,300	1,580
Vitamin D, I.U.....	133	100	50	330	170
Thiamine, mg.....	0.40	0.30	0.29	0.69	0.43
Riboflavin, mg.....	0.43	0.32	0.52	1.11	0.76
Niacin, mg. equivalents....	5.3	4.0	² 6.2	16.9	11.0
Vitamin B ₆ , mg.....	0.47	0.35	0.23	0.70	0.44
Vitamin B ₁₂ , µg.....	1.7	1.2	1.1	3.7	2.0
Calcium, ⁴ mg.....	400	300	323	585	432
Iron, ⁵ mg.....	4.7	3.5	1.7	7.1	3.8
Phosphorus, mg.....	400	300	349	699	493
Magnesium, mg.....	100	75	62	137	91

¹ Average recommended dietary allowances (1968) of the National Academy of Sciences—National Research Council for boys and girls 10 to 12 years of age.

² No allowance set by National Academy of Sciences—National Research Council.

³ Estimate based on values for performed niacin and protein as determined by analysis.

⁴ Calcium values in this table are greater than previously published values (2), which were obtained by a different and presumably less satisfactory method.

⁵ The allowance for iron is greater for girls than for boys of this age. For girls, ¼ RDA is 6.0 mg.; for boys, it is 3.3 mg.

TABLE 5.—Nutritional guidelines and nutrient content of type A school lunches from 48 schools in the South West District

Item	¼ recom- mended dietary allowances ¹	¼ recom- mended dietary allowances ¹	48 schools		
			Mini- mum	Maxi- mum	Aver- age
Food energy, calories.....	790	590	456	959	751
Protein, grams.....	16	12	20.9	39.2	30.9
Calories from fat, percent...	(?)	(?)	32	45	39
Vitamin A, I.U.....	1,500	1,120	810	5,270	2,240
Vitamin D, I.U.....	133	100	0	360	160
Thiamine, mg.....	0.40	0.30	0.24	0.80	0.43
Riboflavin, mg.....	0.43	0.32	0.51	1.24	0.75
Niacin, mg. equivalents....	5.3	4.0	7.5	16.2	12.1
Vitamin B ₆ , mg.....	0.47	0.35	0.28	0.57	0.42
Vitamin B ₁₂ , µg.....	1.7	1.2	1.4	18.4	2.7
Calcium, ⁴ mg.....	400	300	363	569	447
Iron, ⁵ mg.....	4.7	3.5	2.5	8.2	4.4
Phosphorus, mg.....	400	300	383	745	535
Magnesium, mg.....	100	75	63	126	92

¹ Average recommended dietary allowances (1968) of the National Academy of Sciences—National Research Council for boys and girls 10 to 12 years of age.

² No allowances set by National Academy of Sciences—National Research Council.

³ Estimate based on values for performed niacin and protein as determined by analysis.

⁴ Calcium values in this table are greater than previously published values (2), which were obtained by a different and presumably less satisfactory method.

⁵ The allowance for iron is greater for girls than for boys of this age. For girls, ¼ RDA is 6.0 mg.; for boys, it is 3.3 mg.

TABLE 6.—Nutritional guidelines and nutrient content of type A school lunches from 32 schools in the West District

Item	¼ recom- mended dietary allowances ¹	¼ recom- mended dietary allowances ¹	32 schools		
			Mini- mum	Maxi- mum	Aver- age
Food energy, calories.....	790	590	594	813	687
Protein, grams.....	16	12	22.2	33.8	28.4
Calories from fat, percent...	(?)	(?)	30	45	39
Vitamin A, I.U.....	1,500	1,120	380	10,050	1,920
Vitamin D, I.U.....	133	100	50	350	160
Thiamine, mg.....	0.40	0.30	0.27	0.64	0.41
Riboflavin, mg.....	0.43	0.32	0.45	0.98	0.73
Niacin, mg. equivalents....	5.3	4.0	² 7.8	13.9	10.7
Vitamin B ₆ , mg.....	0.47	0.35	0.34	0.58	0.46
Vitamin B ₁₂ , µg.....	1.7	1.2	1.2	4.1	2.6
Calcium, ⁴ mg.....	400	300	373	597	463
Iron, ⁵ mg.....	4.7	3.5	1.3	6.4	3.6
Phosphorus, mg.....	400	300	442	676	516
Magnesium, mg.....	100	75	69	119	91

¹ Average recommended dietary allowances (1968) of the National Academy of Sciences—National Research Council for boys and girls 10 to 12 years of age.

² No allowance set by National Academy of Sciences—National Research Council.

³ Estimate based on values for performed niacin and protein as determined by analysis.

⁴ Calcium values in this table are greater than previously published values (2), which were obtained by a different and presumably less satisfactory method.

⁵ The allowance for iron is greater for girls than for boys of this age. For girls, ¼ RDA is 6.0 mg.; for boys, it is 3.3 mg.

UNITED STATES DEPARTMENT OF AGRICULTURE
Agricultural Research Service

RESULTS AND IMPLICATIONS OF THE STUDY OF THE TYPE A LUNCH

RUTH M. LEVERTON, Ph. D
Assistant Deputy Administrator

Most of you are familiar with the study that ARS and C&MS made of the type A school lunch in the fall of 1966. The purpose of the study was to evaluate the guidelines that we have been giving you for planning a good lunch—one that supplies one-third of the recommended dietary allowances (RDA's) for the children. This nutritional goal was established by the Department in 1946 and reaffirmed by the special ad hoc advisory group that met with us in late February. We needed to know whether the interpretation of our guidelines resulted in a lunch that met this nutritional goal. Therefore, we analyzed the lunches and compared their nutrient content with the RDA's.

As you know, the 300 schools where lunches for 1 week were studied were selected to be representative of the five administrative districts of the National School Lunch Program and of the 48 contiguous States. Detailed results are being supplied to you in terms of averages for the United States, for each of the five districts, and for each school.

Now for some highlights that have implications and form the basis for some of our recommendations. Figures for the United States and the districts indicate that on the average the lunches reached the nutritional goal except for food energy, iron, and magnesium. Figures for individual schools, however, showed that during the week of study the lunches in a number of schools failed to a substantial degree in meeting the goal. Iron, vitamin A, magnesium, vitamin B₆, and food energy were most often short when lunches failed to meet the goal. In some cases the size of the lunch was at fault. Lunches low in calories tended to be low in several minerals and vitamins. If second servings, which we did not sample, were given some of the deficit would have been made up.

In other cases nutrient shortages were due to poor food choices and perhaps to preparation practices.

Protein.—Every one of the 300 schools served lunches that reached or surpassed the goal for protein. Equally impressive was the significant correlation between the protein and the supply of other nutrients present, especially the B-vitamins, iron, and magnesium.

Such findings highlight two points that have implications for our school lunches: (1) there is no need or justification in bolstering the protein content of the lunch by the use of protein concentrates or protein isolates, and (2) any replacement of foods now used as sources of protein with a concentrate of "merely protein" would seriously jeopardize the overall nutritive value of the lunch, and particularly in those nutrients already found to be present in marginal amounts as related to the RDA's.

For this reason, we consider that continuing to designate meat and its alternates as "protein-rich" foods is undesirable. The importance of such foods to the lunch is far broader than the protein they provide; they are needed to supply a number of nutrients. Another consideration is that these foods are the only component in the type A pattern that is labeled as a source of a specific nutrient. We are recommending that the term "protein-rich foods" be dropped and replaced with a term that designates a food group, such as "meat or alternate."

Calcium.—The half pint of milk specified in the type A pattern provides slightly more than three-fourths of the nutrient goal for calcium. In spite of this safeguard, 42 of the 300 schools served lunches that did not fully meet the goal. However, all lunches met at least 75 percent of the goal. The implication here is that probably you are assuming that the half pint of milk required guarantees reaching the calcium goal. No such guarantees are built into the type A pattern. Rather the pattern

Presented at the National Workshop on Child Nutrition Programs (USDA and State school lunch directors), Statler-Hilton Hotel, Washington, D.C., Apr. 1, 1969.

is meant to insure a major portion of the amounts needed to meet the nutrient goals.

Thiamine, riboflavin, and niacin.—All of the lunches reached the goal for riboflavin and niacin. Those lunches that did not reach the goal for thiamine tended to be below the goal for energy value. The enriched bread, the milk, and the meat or alternate each contribute significantly to the supply of these nutrients.

Iron.—Now we come to some of the significant shortages in the lunches. The first is iron. More lunches were short in iron than in any other nutrient for which there are goals. Even the average of the 300 lunches, 4.2 mg. was below the goal of 4.7 mg. Two-thirds of the schools served lunches that did not reach the goal.

Fortunately, however, about 80 percent of them supplied at least 75 percent of the goal. We do not want to brand these as “poor” but we do need to improve them along with those with the serious shortages.

Part of the difficulty may be related to the size of lunches served. Lunches low in iron also averaged lower in food energy than those meeting the goal for iron. But food choices or some other factor also appeared to play a part as lunches that furnished the desired amount of iron contained more iron per 100 calories than other lunches.

Safeguarding the amount of iron in the lunch is difficult. There is no food or group of foods that furnish substantial amounts of iron and can be emphasized daily, such as has been done with milk to protect the calcium content of lunches. Instead, small amounts of iron are found in a wide variety of foods. Thus to help insure an adequate amount of iron in the school lunches, several worthwhile sources need to be used daily. This recommendation will need to be continued.

Vitamin A.—The average vitamin A value of the lunches was well above the goal but the variation was great. About one-third of the schools failed to meet the goal and more than a sixth did not come up to even 75 percent. Schools with lunches that were lowest in vitamin A value served vitamin A foods (as listed in PA 719) just about as frequently as those with lunches that had enough vitamin A. But these low vitamin A schools tended to use more of the mediocre sources of vitamin A such as tomatoes, than of the richer sources such as deep green and yellow vegetables and fruits. Also

the size of servings may have been smaller than recommended. Information on serving size was not obtained in this study. But many of the lunches low in vitamin A value were small lunches, lower than average in calories. More frequent use of vitamin A-rich dark green and deep yellow vegetables and fruits evidently is desirable for a number of lunches. I will discuss our recommendation about this later.

You are aware that when the Food and Nutrition Board released the 1968 revision of the recommended dietary allowances it included several additional nutrients for the first time. Vitamin B₆ and magnesium are two in which more than half of the schools did not meet the goals. We are working on some menu guidelines that will help to improve this situation.

The Food and Nutrition Board has still made no recommendation for either the quantity or kind of fat except to advise moderation and the inclusion of some polyunsaturated ones.

The average fat content of the lunch in terms of percent of calories from fat was 39—probably a commendable figure because levels below 40 are thought to be more desirable than levels above 40. Looking behind the average of 39, however, we find that about a third of the schools (110) served lunches with more than 40 percent of the calories from fat—sometimes above 45 and even up to 55. In the high fat lunches there was a good deal of lard. These schools should be urged to reduce the fat.

For some time we have been looking at the required two teaspoons of butter or margarine in the type A pattern. We have been aware that too often this is all served as a spread instead of being divided between use as a spread and in cooking. We have considered omitting butter or margarine from the type A pattern. We were sure it would be used anyway. You heard the recommendations of the ad hoc group that butter or margarine “need not be required.” After much study we are recommending that the pattern be changed to require one teaspoon instead of two and one instead of none. It is needed especially for the preformed vitamin A it supplies. Even though butter or margarine would in all likelihood be used if it is not required, it cannot be counted on as a sure source of this nutrient which is often present in marginal amounts unless it is required.

Ascorbic acid.—Laboratory analyses were not made for vitamin C. However, a careful review of the usual assortment of vegetables and fruits eaten by children of this age group, as indicated by preliminary findings from a recent nationwide survey, showed that three-fourths of a cup supplies, on the average, 22 milligrams vitamin C. Even when citrus fruit and tomatoes are omitted from this assortment, three-fourths cup supplies 15 milligrams vitamin C. In the 1968 revision of the recommended dietary allowances, the allowance for vitamin C for boys and girls in the age group 10 to 12 years has been reduced to 40 milligrams per day, or about one-half the 1963 recommendation. The nutritional goal for vitamin C thus becomes 13 milligrams, and the requirement for three-fourths cup fruit or vegetables can be depended upon, on the average, to supply this amount of vitamin C in the type A lunch.

To summarize: All lunches met the goals in protein, niacin, and riboflavin, and probably ascorbic acid. Most lunches met the goal in calcium and probably would have in thiamine if the goal for energy had been met. The nutrients in highest risk of being undersupplied were vitamin A value, iron, magnesium, and vitamin B₆. The implications of these results for the type A pattern suggest that our requirements for foods from the four food groups—meat, milk, bread-cereal, and vegetable-fruit—result in a significant supply of essential nutrients. But some nutrient gaps occurred either because of poor choices within a food group or skimpy sized servings or a skimpy lunch and sometimes perhaps because of poor preparation practices that may have resulted in loss of nutrients.

The widest range in nutrient contribution probably occurs in the fruit and vegetable group. Even when we specify "green and yellow" we are grouping together foods that differ from each other by tenfold (i.e., green beans versus kale, corn versus carrots). Vegetables and fruits are needed especially to fill the gap between what the other food groups supply and the goals for the nutrients in shortest supply as well as to give variety in color texture and flavor.

Referring to the center double page of our menu planning guide for type A lunches it appears that we need to continue to use the list of vitamin A foods. Many schools need to select foods from this list oftener than twice a week as suggested here, or they need to select some of the richer sources and

they may need to check on the size of servings being given.

We will be able to drop the list of vitamin C foods—not because this nutrient is no longer needed but rather because the requirement of three-fourths cup of two or more vegetables or fruits will provide the amount needed to reach the goal.

We will need to continue to select several foods for iron for each lunch. The Food and Nutrition Board is reviewing the entire problem of iron enrichment and is likely to make some recommendations that will help us in meeting the increased iron allowances for the girls.

The results of our study suggest that we need to add to our menu planning guide of list of foods to safeguard the vitamin B₆ and another list to safeguard the magnesium content of the lunches. Certainly this would be difficult, time consuming, and cumbersome. To avoid having to have four special lists of vegetables and fruits, we in ARS are working on another approach to solving the problem. We are hopeful of developing a single tool that will assure that enough of these four marginal nutrients (vitamins A and B₆, iron, and magnesium) will come from fruits and vegetables and selected other foods to fill the nutrient gap between what the meat, milk, and bread groups supply and what the goal calls for.

In principle, we are using rich, "star" food sources of these nutrients in small amounts to boost the nutritive value of each other and of other foods. It is enriching or fortifying foods with other foods—especially with these rich, star sources. A classic example of the application of this principle is adding a small amount of liver to an ordinary meat loaf to increase significantly the iron, vitamin A, and other nutritive values of the meat loaf.

In working on the school lunch problem, however, we have limited our efforts to manipulations within the fruit and vegetable group and with some of the other foods not formerly counted, especially desserts that included significant sources of nutrients such as fruit, milk products, eggs, and enriched cereals.

We are hoping to be able to develop a list of food combinations or menu items among the fruits and vegetables and desserts from which you could choose two and know that the supply of the marginal nutrients in the lunch would be safeguarded.

Of course, the list would also include the vegetables and fruits that in and of themselves are rich sources of the nutrients, and do not need to be fortified with other foods. The purpose of the food combinations is to extend the variety and thus give greater freedom of choice.

A few examples of food-enriched food combinations we think may be a star-studded source of the marginal nutrients:

A 1/2-cup serving of green lima beans and tomatoes (1/4 cup of each), or of peas and carrots or baked sweet potato with apple.

A serving of these desserts as made by the USDA recipes—apple crisp, gingerbread with apricot sauce, baked rice custard.

We have gone about as far as we can with calculations and recipes. Now we need to have some pilot studies done in the field. We look forward to your cooperation in this study also and will do everything possible to keep you informed of our progress.

TABLE 1.—Selected statistics from the Survey of School Food Services, United States, March 1968

Item	Schools with—				U.S. Total
	National school lunch program	Other plate lunch service	A la carte service only	No lunch service	
Number of schools:					
Public.....	65,350	2,957	1,686	19,191	89,184
Private.....	4,715	1,043	655	9,550	15,964
Total.....	70,065	4,000	2,341	28,741	105,148
Pupil enrollment (thousands):					
Public.....	34,891	2,092	1,682	6,267	44,932
Private.....	1,903	491	365	3,052	5,811
Total.....	36,794	2,583	2,047	9,319	50,743
Average daily participation in plate lunch programs (thousands):					
Public.....	17,884	736			18,620
Private.....	1,072	207			1,279
Total.....	18,956	943			19,899
Free or reduced price lunches served daily (thousands):					
Public.....	2,105	89			2,194
Private.....	132	8			140
Total.....	2,237	97			2,334

TABLE 2.—Number of schools by type of lunch service offered, region and school characteristics, March 1968¹

Item	National school lunch program		Other lunch program		No lunch service		Total	
	Schools	Percentage of all schools	Schools	Percentage of all schools	Schools	Percentage of all schools	Schools	Percentage of all schools
United States.....	70,065	67	6,344	6	28,741	27	105,148	100
Regions:								
Northeast.....	13,750	56	1,188	5	9,650	39	24,584	100
Southeast.....	16,049	90	929	5	1,005	5	18,882	100
Midwest.....	19,807	60	1,568	5	11,859	36	33,224	100
Southwest.....	11,922	82	1,111	8	1,487	10	14,500	100
West.....	7,641	55	1,558	11	4,760	34	13,958	100
Schools located in:								
Places under 10,000.....	41,423	75	1,367	2	12,281	22	55,070	100
Places of 10,000 to 50,000.....	13,806	60	1,890	8	7,217	32	22,914	100
Places of 50,000 to 300,000.....	8,222	56	1,394	10	5,058	34	14,675	100
Places of 300,000 and over.....	6,613	53	1,693	14	4,185	34	12,492	100
Size of schools (pupil enrollment):								
Under 250.....	15,053	52	975	3	12,619	44	28,647	100
250 to 499.....	22,834	67	1,783	5	9,614	28	34,230	100
500 to 749.....	15,913	75	979	5	4,341	20	21,232	100
750 and over.....	16,267	77	2,607	12	2,188	10	21,040	100
Grades taught:								
Elementary.....	46,515	61	2,963	4	26,232	35	75,709	100
Junior and senior high.....	10,429	74	2,637	19	1,093	8	14,159	100
Other combinations.....	13,121	86	744	5	1,417	9	15,281	100

¹ Preliminary. Due to rounding, detail may not add to totals.

TABLE 3.—Pupil enrollment by type of lunch service offered, region and school characteristics, March 1968¹

Item	National school lunch program		Other lunch program		No lunch service		Total	
	Pupils	Percentage of all pupils	Pupils	Percentage of all pupils	Pupils	Percentage of all pupils	Pupils	Percentage of all pupils
	Thousands	Percent	Thousands	Percent	Thousands	Percent	Thousands	Percent
United States.....	36,794	73	4,630	9	9,319	18	50,743	100
Regions:								
Northeast.....	8,388	65	802	6	3,800	29	12,990	100
Southeast.....	8,510	90	664	7	223	2	9,397	100
Midwest.....	10,584	69	1,073	7	3,619	24	15,276	100
Southwest.....	5,488	84	617	9	444	7	6,549	100
West.....	3,826	89	1,473	22	1,233	19	6,532	100
Schools located in:								
Places under 10,000.....	17,539	85	625	3	2,455	12	20,439	100
Places of 10,000 to 50,000.....	8,512	66	1,412	11	2,976	23	12,900	100
Places of 50,000 to 300,000.....	5,465	62	1,355	15	2,039	23	8,859	100
Places of 300,000 and over.....	5,459	64	1,238	14	1,848	22	8,545	100
Size of school (pupil enrollment):								
Under 250.....	2,006	62	117	4	1,181	35	3,254	100
250 to 499.....	8,022	67	650	6	3,277	27	11,949	100
500 to 749.....	8,777	75	566	5	2,409	20	11,752	100
750 and over.....	17,989	76	3,297	14	2,501	10	23,787	100
Grades taught:								
Elementary.....	19,648	67	1,486	5	8,314	28	29,448	100
Junior and senior high.....	8,626	73	2,639	22	489	4	11,754	100
Other combinations.....	8,520	89	504	5	515	5	9,539	100

¹ Preliminary. Due to rounding, detail may not add to totals.

TABLE 4.—Average daily participation (number of lunches served daily) in lunch programs and ratio of daily participation to pupils enrolled and total enrollment by region and school characteristics, March 1968¹

Item	Schools with the national school lunch program			Schools with other plate lunch programs		
	Average daily participation	Daily participation as percentage of pupils enrolled	Daily participation as percentage of pupils enrollment	Average daily participation	Daily participation as percentage of pupils enrolled	Daily participation as percentage of total enrollment
	Thousands	Percent	Percent	Thousands	Percent	Percent
United States.....	18,956	52	37	943	36	2
Regions:						
Northeast.....	3,506	42	27	185	31	1
Southeast.....	5,915	69	63	89	51	1
Midwest.....	4,930	47	32	190	32	1
Southwest.....	3,011	55	46	211	53	3
West.....	1,594	42	24	269	33	4
Schools located in:						
Places under 10,000.....	10,182	58	50	98	34	(²)
Places of 10,000 to 50,000.....	4,179	49	32	282	27	2
Places of 50,000 to 300,000.....	2,755	50	31	294	44	3
Places of 300,000 and over.....	1,890	35	22	299	44	3
Size of school (pupil enrollment):						
Under 250.....	1,525	76	47	47	57	1
250 to 499.....	4,433	55	37	147	33	1
500 to 749.....	5,030	57	43	208	50	2
750 or more.....	7,968	44	33	369	22	2
Grades taught:						
Elementary.....	10,813	55	37	390	37	1
Junior and senior high.....	3,321	38	28	403	34	3
Other combinations.....	4,821	57	51	150	42	2

¹ Preliminary. Due to rounding, detail may not add to totals.

² Less than 0.5 percent.

TABLE 5.—*Needy pupils receiving free or reduced price lunches by type of plate lunch program, region and school characteristics, March 1968*¹

Item	Needy pupils in NSLP schools ²			Needy pupils in other plate lunch program schools ²		
	Number	Percentage of enrollment	Percentage of pupils consuming plate lunches	Number	Percentage of enrollment	Percentage of pupils consuming plate lunches
United States.....	2,237	6	12	97	4	10
Regions:						
Northeast.....	342	4	10	12	2	6
Southeast.....	1,065	13	18	15	9	17
Midwest.....	295	3	6	13	2	7
Southwest.....	447	8	15	49	12	23
West.....	87	2	5	8	1	3
School located in:						
Places under 10,000.....	1,348	8	13	17	6	17
Places of 10,000 to 50,000.....	286	3	7	16	2	6
Places of 50,000 to 300,000.....	292	5	11	13	2	4
Places of 300,000 and over.....	311	6	16	50	7	17
Size of schools (pupil enrollment):						
Under 250.....	210	10	14	13	16	28
250 to 499.....	619	8	14	13	3	9
500 to 749.....	548	6	11	17	4	8
750 or more.....	859	5	11	54	3	16
Grades taught:						
Elementary.....	1,312	7	12	65	6	17
Junior or senior high.....	271	3	8	16	1	4
Other combinations.....	647	6	13	16	4	11

¹ Preliminary. Due to rounding, detail may not add to totals.

² Results are unadjusted for nonresponse of 5 percent. Hence, totals are minimums.

TABLE 6.—*Plans for lunch service in schools without a lunch program by region and school characteristics, March 1968*¹

Item	Schools without lunch service		Schools with plans for lunch service			Schools with no plans for lunch service		
	Schools	Pupils	Schools	Pupils		Schools	Pupils	
				Number	As percentage of pupils without lunch service		Number	As percentage of U.S. enrollment
United States.....	28,741	9,319	1,606	735	8	27,135	8,584	17
Regions:								
Northeast.....	9,650	3,800	329	287	8	9,321	3,513	27
Southeast.....	1,005	223	54	16	7	951	207	2
Midwest.....	11,859	3,619	831	346	10	11,028	3,273	21
Southwest.....	1,467	444	137	33	7	1,330	411	6
West.....	4,760	1,233	255	50	4	4,505	1,183	18
Schools located in:								
Places under 10,000.....	12,281	2,455	708	277	11	11,573	2,178	11
Places of 10,000 to 50,000.....	7,217	2,976	399	148	5	6,818	2,828	22
Places of 50,000 to 300,000.....	5,058	2,039	375	257	13	4,683	1,782	20
Places of 300,000 and over.....	4,185	1,848	128	56	3	4,057	1,792	21
Size of schools (pupil enrollment):								
Under 250.....	12,619	1,131	598	84	7	12,021	1,047	32
250 to 499.....	9,614	3,277	699	232	7	8,915	3,045	26
500 to 749.....	4,341	2,409	167	86	4	4,174	2,323	20
750 or more.....	2,168	2,501	142	334	13	2,026	2,167	9
Grades taught:								
Elementary.....	26,232	8,314	1,355	595	7	24,877	7,719	26
Junior and senior high.....	1,093	489	167	71	14	926	418	4
Other combinations.....	1,417	515	83	60	12	1,334	455	5

¹ Preliminary. Due to rounding, detail may not add to totals.

CONTRIBUTIONS TO THE SCHOOL LUNCH PROGRAM

A Proposed Program

TECHNICAL AND EDUCATIONAL PROGRAM FOR
SCHOOL LUNCH PROGRAM

1. *Training guidance:*
 - (a) Technical material.
 - (b) Aids:
 - (1) Training films.
 - (2) Charts.
 - (3) Publications.
 - (c) Curriculum development.
2. *Layout and equipment guidance:*
 - (a) Layout principles.
 - (b) Factors for development of a school lunch facility.
 - (c) Equipment factors.
 - (d) Types of equipment.
 - (e) New developments in equipment.
 - (f) Specifications for equipment.
3. *Food:*
 - (a) Menu development—Nutrition.
 - (b) Product selection.
 - (c) Specification for food products.
 - (d) Receipting and storage.
 - (e) Food production—Recipes, cost.
 - (f) Merchandising and service.
4. *Sanitation:*
Procedures and practice.
5. *Management:*
 - (a) Principles as applied to food service industry.
 - (b) Policies.
 - (c) Decisions.
 - (d) Supervision:
 - (1) Principles.
 - (2) Techniques.
6. *Coordinating developments* between the various school lunch systems.

IMPLEMENTATION OF THE NEW STATE SCHOOL
LUNCH PROGRAM

1. *Conferences:*
 - (a) Top level personnel who are responsible for the school lunch programs in their county.
 - (1) Purpose:

- (b) (a) To seek how the State can best be of service to the individual systems.
- (a) (b) Provide individual school systems the State's responsibilities in the school lunch program.
- (c) To present to the individual school systems what services and information the State school lunch program will be capable of rendering.
- (b) School lunch director and supervisors: The State would seek how it could best serve each individual school lunch program.
 - (1) Form committees of the local city and county systems' school lunch supervisory personnel.
 - (2) Formulate:
 - (1) Long-range objectives.
 - (2) General objectives.
 - (3) Immediate or short-range objectives.
 - (3) Develop methods as to how these objectives might be attained.
2. *Visits:* Visits to each school lunch system; talk with those who are responsible for the program.
 - (a) Gather data as to needs.
 - (b) Get to know individual school lunch system's characteristics.
 - (c) Get to know the operating people.
3. *Publications:*
 - (a) Newsletter—Information, current.
 - (b) Manuals for operational assistance.
 - (c) Editorial assistance for local school system publications.
4. *Leadership:* The State should provide the leadership in the operation of the school lunch programs.
 - (a) A general philosophy should be developed by the State school lunch division imparting this philosophy to all systems in the State.
 - (b) Development of a unified system of operation for all programs.

**ORGANIZATION FOR THE STATE SCHOOL LUNCH
PROGRAM**

<p>1. Director..... 1</p> <p style="padding-left: 20px;"><i>(a) Supervisory Personnel:</i></p> <p style="padding-left: 40px;">(1) Food—Menu, Nutrition, Production..... 1</p> <p style="padding-left: 40px;">(2) Physical Facilities—Layout and Equipment..... 1</p> <p style="padding-left: 40px;">(3) Personnel Supervision and Management..... 1</p>	<p>(4) Training Program Development... 1</p> <p>(5) Sanitation—State Health Department.....</p> <p><i>(b) Clerical:</i></p> <p style="padding-left: 20px;">(1) Secretary..... 1</p> <p style="padding-left: 20px;">(2) Stenographer..... 2</p> <p style="padding-left: 20px;">(3) Technicians..... 2</p> <p style="padding-left: 20px;">(4) Clerk-Typist..... 2</p> <p style="padding-left: 20px;">(5) Accountant..... 1</p> <hr style="width: 10%; margin-left: auto; margin-right: 0;"/> <p style="padding-left: 40px;">Total..... 13</p>
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COMMENTS OF THE CONSUMER TASK FORCE

PANEL V-4: Large-Scale Meal Delivery Systems

We do not have a complete report on this Panel. We object to the "100 percent American" restriction on food components in recommendation No. 19. Such a restriction would be against the consumer interest.

COMMENTS OF COMMUNITY ORGANIZATION TASK FORCE

PANELS V-1, V-2, V-3, and V-4

The task force chose originally to respond to these food panels together.

The Conference workshops well covered the original critique, with the following exceptions:

The task force advocated an adequate income plan of \$6,570 per year for a family of four, with adjustments to occur with the rise or fall in the cost-of-living index.

The task force advocated a food stamp purchase formula which limited percent of income to be expended for stamps to 20-25 percent.

The task force questioned national agricultural policy which keeps land out of production and thereby inflates the price of food; it also suggested a full review of agricultural policies relating to subsidies, water rights, and land diversion.

The task force emphasized that poverty, *not*

lack of education, is the main cause of hunger and malnutrition, and discouraged any extensive expenditure for formal nutrition education.

The task force was skeptical about the provision of extensive public funds for research, preferring that funds go for food for the poor.

The task force expressed itself on the right to bargain collectively; this comment is included under the critiques of Panel VI A-1.

The task force emphasized the necessity of administering programs related to the solution of hunger and malnutrition by the people affected through their own indigenous organizations with appropriate provisions for policymaking power, staffing and training. First priority for administration must be extended to local organizations of the recipients.