

A STUDY OF KANSAS SCHOOL ADMINISTRATORS' PROBLEMS
WITH PUBLIC SCHOOL LUNCH PROGRAMS

by

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INTRODUCTION

Before school lunches were instituted, administrators and teachers in most cases were already overloaded with educational duties and responsibilities. Sometimes parents who found it hard to manage and train a few youngsters in the home paradoxically failed to understand the multiplicity of the demands upon teachers who had 20 to 40 of the youngsters to guide through a long day, and demanded that a food service program be instituted as an added convenience to themselves. Small wonder that many teachers and administrators were cool to the program.

But nutrition does affect the educational program and for that reason is coming within the scope of educational service.

The writer first contemplated initiating a school lunch program in 1941 while serving as principal and teacher in a small grade school in western Kansas. A study was then made of the possibility of initiating a school lunch program in that school; but the inability to secure housing for such a program made the venture impossible.

In 1941-42 the writer served as principal and teacher in a grade school where a school lunch had been established previously. The excellent general health, physical vigor and mental alertness of those students, the social atmosphere of the lunch room, the improved school-community relations resulting from operations and the good fortune in securing the services of highly skilled food service personnel all served to point to the

desirability of such a program.

While in the army during World War II, the writer served as mess officer in a detachment mess serving, on an average, 800 meals daily. Two years' experience in this kind of mess management served to heighten interest in and appreciation of good nutrition.

Since the program has appeared so desirable from an educational point of view and also from a strictly functional nutrition service point of view, the writer had wondered why the program wasn't accepted en masse. There must be good reasons why, in spite of all the federal assistance, administrators and teachers didn't embark on food service ventures. Perhaps some of the drawbacks of school lunch programs would be found in the opinions, practices and special problems of administrators currently charged with schools in which a food service program was operating.

Need for this study was further highlighted in statements by supervisors of the program and by persons interested in the program deploring the lack of insight and understanding of even the simple and basic principles of lunch room management and balanced nutrition by many school administrators on the job. One supervisor in describing administrators' understandings of lunch program problems stated, "Some of these administrators are queer people; they have a long ways to go."

If an administrator has the responsibility for a lunch program and does not fully understand that responsibility or the

program; if he has had no training in basic principles of school lunch operations and then suddenly has to give guidance and direction to accumulation of facilities for those operations; if lunch room personnel are to be located, appointed, trained and imbued with conscientious attitudes for their work; then, surely the school administrator will encounter special problems. His discomfoting, inconveniencing, irritational and difficult situations will in turn greatly hamper the rest of his work.

DEVELOPMENT OF THE SCHOOL LUNCH PROBLEM

Lunch Programs as Part of Educational Programs

Instituting a food service program in a particular school always poses the question of the propriety of such a venture by educational institutions. Initiation of such a program has been alternately opposed and supported by teachers, parents, taxpayers and administrators.

If schools are to prepare individuals for living; if eating is an essential factor of living; then, surely schools have a charge to teach the sciences and arts of eating.

If it is established that people learn by doing and that a correlated and integrated activity program has merit over a school of theory in such a practical thing as nutrition, then it would seem that a food service program merits consideration.

If educators are interested in the "total child", then it would seem that some responsibility for the better development of that "total child" through a food service program would be

gladly shouldered.

Support for school lunch programs is given by many authorities. The report of the Southern States Work-Conference on Educational Problems (25, p. 3) maintains:

Some of the objectives to which the lunch program should make a definite contribution are: the establishment of desirable food habits; the acquisition of a functional knowledge of nutrition; the development of acceptable social amenities; the appreciation of aesthetic surroundings; the practice of good citizenship; participation in desirable educational work experiences and the understanding of sound sanitary standards. These, and other desirable educational goals, may be attained through correlation with the various areas presented in the school program.

Mack (18, p. 73) describes its value to democracy in saying:

Because the physical well-being which results from good nutrition is a requisite for realizing one's full capacities for accomplishment and happiness, the school lunch can constitute a great force for democracy by providing the means for every child to develop his potentialities, both physically and intellectually.

Smedley (23, p. 5,6) states:

The aim of the school lunch is two-fold: to meet the food requirements of the child, helping to lay a foundation of physical vigor upon which the structure of mental training can be effectively built; and to serve as an opportunity for lessons in courtesy and consideration, and providing a laboratory for the practical demonstration of allied subjects of study such as cooking, hygiene, buying.

Bryan (6, p. 15) gives reasons for including a cafeteria:

The cafeteria plays a four-fold role in the educational program of the school. As a source of nourishing noon meals it helps to combat malnutrition and to maintain in the children health and vigor essential to the success of the teaching program; it is a center for the teaching of proper food selection and of good health

habits, for the vocational training of some students, and for the social training of all; it presents an opportunity for correlating classroom teaching with the interests and experiences of children which center around food; and it furnishes a means of interesting the community in the food service of the school and of giving some training in the nutritional needs of children through this interest.

History of the Problem

The school lunch program idea is not new. Beyer (2, p. 17) states that several European nations started school lunches many years before school lunches were started in the United States. Many schools and local boards in the United States sponsored school lunch programs, however, before the Federal government took an interest in its development.

West and Wood (28, p. 486) state that the first school lunch in the United States was a charitable project started in 1855 in New York City and that penny lunches were started in Philadelphia in 1894.

Evidently high school lunch programs were operating in Kansas at the beginning of the twentieth century for Leuszler (16) in a graduating thesis written at Kansas State College of Agriculture and Applied Science in 1909 discusses phases of high school lunch program operations.

Smedley (23, p. 15) states of Philadelphia that, "By the spring of 1912, the Board of Education voted to establish a Department of High School lunches and authorized the extension of the system to all high schools in the city." She states further (23, p. 18), "at the present time (1930), uniform lunches are

being served in the Philadelphia normal school, the trade schools and in seventy-five of the elementary schools."

Lincoln Elementary School at Parsons, Kansas, and Shawnee Mission High School at Merriam, Kansas, list 1922 as the beginning date for their school lunch programs. Merriam Elementary School at Merriam, lists 1925 and 1947 as beginning dates for local program and participation in the federal program, respectively.¹

The economic depression in the early nineteen thirties seems to have accelerated the movement for school lunches. Bryan (6, p. 17) describes the situation in this manner:

Local funds proved inadequate to meet the needs and in 1933 the Federal Emergency Relief Administration permitted school feeding from relief funds. Approximately 300,000 children were reported to the FERA as fed from the public relief funds during 1934. This number was exclusive of 85,000 children fed in New York City from such funds and probably represents but a portion of the children given free school feeding. During 1937 hot lunches were served at a rate of 500,000 daily through WPA projects in 10,000 communities.

Beyer (2, p. 17) maintains, "Actually, federal aid to the school lunch program was "relief" born. At that time--1936-- it was considered chiefly as a means of utilizing a portion of the tremendous farm surpluses." He states that in 1937, 3829 schools and child care centers participated; in 1938, 9127; in

¹ In answers to question 54 of inquiry (shown in Appendix A) mailed to the writer April 8, March 24 and 25, 1949, respectively.

1939, 14,075; and 1940, 33,594.¹ He estimates that between 6,000,000 and 8,000,000 children participated yearly in the national program during the years 1942 to 1948 with the latter figure representing the best estimate for the later year. An official of USDA in a radio program in November, 1948, stated the program was operating that year in over 45,000 schools.

The above evidence shows that local school lunch programs with federal support began to increase in number during the era of the New Deal. Congress in 1935 passed an act (27, 49:774) which reads, in part:

Such (funds) sums shall be maintained in a separate fund and shall be used by the Secretary (of Agriculture) only to.... (2) encourage the domestic consumption of such commodities or products by diverting them, by the payment of benefits or indemnities or by other means, from the normal channels of trade and commerce.

It was soon after this Act that the National School Lunch Program, as a movement sponsored by the USDA, first became operative (13, p. 14).

The passage of an Act, June 28, 1937, (27, 50:323) facilitating operations with respect to the purchase and disposition of surplus agricultural commodities under above mentioned 1935 Act, continued the Federal Surplus Commodities Corporation until June 30, 1939, and authorized the Secretary of Agriculture to transfer to it such funds as might be necessary to effectuate

¹These are not claims of the total number of school lunches operating, but they are claims of the total number operating with federal support.

above quoted clause.

The Federal Surplus Commodities Corporation was merged into the Surplus Marketing Administration on June 30, 1940, which in turn was merged into the Agricultural Marketing Administration on February 23, 1943, which was consolidated into the Food Distribution Administration on December 5, 1942, which in turn was consolidated into the War Food Administration on March 26, 1943 (26, p. 629, 730, 612, 650). Duties and functions were returned to the United States Department of Agriculture on June 29, 1945, which at present allocates the school lunch appropriations voted by congress and has charge of the distribution of commodities through the facilities of the Department of Social Welfare.¹ The United States Government Manual (26, p. 277) lists under functional branches of the United States Department of Agriculture:

Food Distribution Programs Branch--Administers the National School Lunch Act and other food distribution and nutrition programs, including those operated in cooperation with State, local, and private agencies. Through these programs, the Branch helps to provide an immediate market for foods in plentiful supply and provides an educational basis for a permanently enlarged market for these foods.

A part of the increase in number of school lunches during the early nineteen forties was due probably to allowances by Works Progress Administration for wages to personnel working in

¹ Some educators have stated that the connection between the Department of Social Welfare and the schools is perhaps not the most desirable. The close connection with "relief" or charity does not do justice to the school lunch program, and the service is not geared to the educational program, it is maintained.

local school lunch programs. This was in addition to commodities allowed by other government agencies.

The evidence presented in a later part of this report shows that lunch programs have not increased rapidly in number in Kansas until very recently (See Table 7).

W. W. Wright, State Director of the School Lunch Program for Kansas informed the writer that 683 schools have reported they are feeding a total of 62,127 students in that state during 1948-1949. An examination of the Kansas Educational Directory (4) will reveal that that number was only a fractional part of the number of schools.

Speculation on the reasons why school lunches have not increased rapidly in Kansas brings to mind several reasons. Foods grown on Kansas farms have been plentiful even in times of adversity. Since most of the children came from rural food producing areas, nutritional deficiencies have not been as great as those of urban children of like economic status; consequently, the need for better nutrition as supplied through school lunch programs was not as great; also, the people of Kansas have tended to be more anti-New Deal than the people of other states and for that reason did not enter the federal aid program as readily.

The National School Lunch Act

The school lunch movement received its greatest impetus in 1946 with the passage of Public Law 396 on June 4. This Act

(27, 60:230) is known as the National School Lunch Act. The first appropriation, \$75,000,000, passed for this Act was contained in Public Law 422, dated June 22, 1946 (27, 60:270).

The National School Lunch Act provides federal assistance of two types: agricultural commodities and other foods for consumption by children and non-food assistance.

It provides further that the Federal government will match a dollar for each state dollar expended in this program during the period 1947 to 1950 inclusive, a dollar for each state \$1.50 during the period 1951 to 1955 inclusive, and a dollar for each state \$3.00 after 1955.

An interesting interpretation of State funds makes the state contribution rather indefinable and makes the program rather heavily dependent on the size of the federal appropriation.¹

The federal appropriation for the year 1946-47 was \$81,000,000 and for the year 1947-48, \$65,000,000 (13, p. 14). Wright (29, p. 11) states, "For the current school year (1948-1949), \$75 million has been appropriated from the Agricultural Appropriations Bill of which Kansas will receive \$737,378."

The National School Lunch Act makes the following stipula-

¹The reasonable value of donated services, supplies, facilities and equipment as certified may be regarded as funds from sources within the State expended in connection with the School Lunch Program (but not the cost or value of land, of the acquisition, construction, or alteration of buildings or commodities donated by the Secretary (of Agriculture) or of federal contributions)." (27, 60:232).

tions for compliance by schools (27, 60:234):

Lunches shall meet minimum nutritional requirements prescribed by the Secretary (of Agriculture) on the basis of tested nutritional research. Such meals shall be served without cost or at a reduced cost to children who are determined by local school authorities to be unable to pay the full cost of the lunch. No physical segregation or other discrimination against any child shall be made by the school because of his inability to pay. School-lunch programs under this Act shall be operated on a nonprofit basis.

Each school shall, insofar as practicable, utilize in its lunch program commodities designated from time to time by the Secretary as being in abundance, either nationally or in the school area, or commodities donated by the Secretary.

Section 11 (2) of the Act reads:

Accounts and records shall at all times be available for inspection and audit by representatives of the Secretary and shall be preserved for such a period of time, not in excess of five years, as the Secretary determines is necessary.

Administration of Lunch Programs in Kansas

In Kansas, schools wishing to participate in the federal program make application to the State Department of Education, which makes up an agreement and sends it back to the school for signature (5, p. 1). Forms for requesting federal reimbursements (nonfood assistance) are furnished the school by the State Department of Education. The Department of Social Welfare notifies schools of commodities that will be available and supplies those as requested through its local facilities.

Housing, equipment, labor and subsistence items are provided by the sponsor of the local program or by the school or by

both. Sponsor for the lunch program may be the school or it may be a community organization such as the PTA or the Farm Bureau.

Suggested menus, recipes, report forms, and other helps are furnished periodically by the State Department of Education which also maintains school lunch supervisors (three in 1948-1949) in the field. The supervisors were able to visit each lunch program annually and certain programs oftener if requested or necessary.

The program is limited to elementary and secondary schools and may include private schools. Teachers and other adults may be fed but federal reimbursements for such meals are not allowed.

A suggestion on type of service (5, p. 1) states, "A plate lunch that will meet the requirements of Type A or B meal¹ is to be preferred to cafeteria (choice of foods) service." Lewis (17) concurs with this suggestion.

Brooks (5, p. 2) lists two ways in which local programs may expect help. They are reimbursement (federal nonfood assistance) and agricultural commodities (subsistence items).

Under Reimbursement Brooks states:

Assistance is based on the number of meals served to children times the rate of reimbursement as specified in the agreement. This is paid by check monthly.

Reimbursement is limited to the following Maximum rate per meal.

Type A lunch, a rather complete lunch with $\frac{1}{2}$ pint of milk--9¢

¹ Directives on what constitutes a Type A, B, or C lunch are found in pages 2 and 3 of School Lunch Agreement, a copy of which appears in Appendix B of this report.

Type A lunch, without milk--7¢

Type B lunch provides about two-thirds as much food as the Type A lunch with milk--6¢ (the Type B lunch should be supplemented by food brought from home)

Type B lunch without milk--4¢

Type C is $\frac{1}{2}$ pint of milk--2¢ (For children in the primary grades.)

Of help in the way of Agricultural Commodities, he states,

When these foods (commodities) are available the schools are notified and are asked to state the amount of each commodity that can be used to enrich the lunches served at school. They are given in addition to the reimbursement. Transportation charges are made for these commodities from some central distribution center to the school. These commodities will be distributed by the Department of Social Welfare.

Certain "Musts for schools" are listed as follows:

1. Serve balanced meals to children.
2. Keep a record of meals served (with and without milk).
3. Each calendar month the school prepares a claim for reimbursement based on daily records, and supported by invoices and menus used during the month. The claim is based on one of two factors:
 - A. By multiplying the number of lunches served to children by the approved rate established by the Department.
 - B. Or the cost of the food, whichever is the lower.
4. Keep for a period of three years all records, invoices and receipts.
5. Make a claim for reimbursement at the close of the calendar month from the following records:
 - A. Keep sales slips for all food (showing items, quantity and price).
 - B. Make a record of all food donated and food taken in payment for lunches.
 - C. Keep daily record of meals served, showing the number of children served,

number served free or at less than prevailing charge.

- D. Keep a record of money received and expenditures by months.

The state director of the school lunch program endeavors to give guidance and supervision in balanced nutrition, sanitation and plant layout, but there is great flexibility in requirements of equipment and facilities. Responsibility for the local programs rests on varied shoulders.

Further, each school lunch program is unique. Local operating procedures and local difficulties are varied. Equipment is not standardized. Old cast-off kitchen stoves and ice boxes as well as newest items in institutional equipment are being used. The program is housed in class rooms, basements, furnace rooms, gyms and storerooms as well as in the best and latest style kitchens and lunch rooms.

Problems are changing in nature from year to year because school lunch programs are undergoing an evolutionary process. The training of school administrators, as well as changes in customs and traditions, cause school lunch programs and attendant problems to change. Cycles of prosperity and adversity affect the program through the foods and finances that are made available by state and national governments and through changes in economic conditions in the homes.

PURPOSE AND SCOPE OF THIS INVESTIGATION

In view of the great variety in local lunch program situations, and the possible and probable increase in number of school lunch programs in Kansas, it was thought that a survey of problems of administrators would give the program not only support but perhaps also a degree of direction as attention was focused on alleviation of those problems.

Accordingly, the purpose of this study was to make a survey of the nature and frequency of problems encountered by Kansas School administrators in public school lunch programs which served 30 or more students daily in the year 1948-1949.

"Problems" was defined as including only those problems which caused school administrators concern, irritation, inconvenience or difficulty. No attempt was made to outline all administrative procedures nor all problems that an administrator might have in organizing, maintaining or supervising a school lunch program.

Emphasis fell on those problems of which administrators were conscious, which were somewhat persistent, and for which no immediate local solution was apparent.

The existence of any problem or problems was not considered a reflection on the school or administrator concerned. Time and again it was noted that what were apparently undesirable practices or situations were in reality good or best solutions or approaches to a unique local situation.

Certain opinions and statements of practice were solicited as aids in pointing up problems and for that reason were summarized and included in the report.

In many cases where information was requested from an administrator, that person answered with a statement that evaded the question; i.e., when asked for least satisfactory aspects of a certain situation, the administrator countered that the situation was entirely satisfactory in all respects. Because those answers pointed up absence of problems and instead, described happy situations; a summary of such responses was also made.

Investigation of detailed problems of menu planning or the planning of a long term nutritional program was not attempted. Detailed outlines of procedures in operating food service programs was not a part of this report. Such problems could probably be more thoroughly investigated by nutrition and food service specialists.

Nor was an attempt made to survey the problems in all Kansas school lunch programs. Lunch programs serving less than 30 students daily, private schools and schools serving only a Type C lunch (milk only) were excluded because many of those were operating in one or two teacher schools and thus did not designate a school administrator as such.

METHOD OF INVESTIGATION

During initial stages of this investigation, the author spent much time visiting public school lunch programs in operation and studying their operation at first hand. As the thesis began to take form some of these schools were revisited for a careful recheck on information to be used. Lunch programs in Eskridge, Garfield, Lewis, Greensburg, Manhattan, Harveyville, and Garden City were observed in action and extended consultation was held with school administrators in those places.

A search was made for all available literature pertinent to the subject. Facilities of the Kansas State College Library and of the Manhattan Public Library were utilized. Material was requested from the Kansas State Department of Education, from the Louisiana State Department of Education, from the Office of Education (Federal Security Agency), and from the Superintendent of Documents, Washington, D. C.

An inquiry was formulated with the counsel and advice of professors from the Department of Education and Psychology and the Department of Institutional Management at Kansas State College, the Director of the School Lunch Program for Kansas, the supervisors and school administrators in Kansas schools.

Initial copies of the inquiry with letters of introduction were mailed to 16 schools in widely scattered areas in the state on a trial run basis. The answers from these test copies were carefully considered and then the inquiry and letter were further

revised in the light of those results. The revised inquiry with letter was mailed to 507 school administrators in Kansas.

The inquiry consisted of 54 numbered items distributed on three $8\frac{1}{2}$ by 11 inch sheets. Queries of opinions, situations and practices were included. A total of 47 of the items consisted of only one part. Other items contained two to five parts.

Answerable by designations of Yes or No were 43 items or parts of items. Nine items were answerable by designations of one of three answers of Never, Occasionally or Continually. In 10 items or parts of items a statement of reason, opinion or situation was requested. A place was designated for the administrator to sign and designate his position and school.

A letter was enclosed introducing the subject of the study, suggesting the return of the completed inquiry and designating the inquirer and his adviser.

A copy of that inquiry with its attendant letter will be found in Appendix A.

The administrators' names to which those inquiries were directed were obtained from a directory of school lunch programs, furnished by the state director of the school lunch program. Inquiries were directed to all public elementary or secondary schools feeding 30 or more students daily with either an A or a B type lunch.¹

¹ For an explanation of what constitutes a Type A or B lunch, see pages 2 and 3 of SCHOOL LUNCH AGREEMENT, copy of which appears in Appendix B of this report.

Inquiries were returned by 324 or 64 per cent of the number sent out. Of the inquiries returned, 12 were not tabulated because they were completed by persons other than a school administrator. This left a base total of 312 returned inquiries which were analyzed for evidence in this study. Figure 1 is a map of Kansas showing location by counties of the 312 school administrators returning inquiries.

Answers from the 312 inquiries were tabulated, checked and cross-checked for accuracy. Results for each question were then considered and compared with available literature on the subject.

Attention is called to the fact that although 312 administrators checked inquiries, in no case did that many check each question. Administrators chose not to answer all questions for several reasons, chief of which may have been: (a) The particular question did not apply to the particular situation. For instance, few grade principals would have a problem of correlation of responsibilities of the lunch program with a home economics department. (b) The administrator perhaps did not always know the answer. If he was not responsible for the program, he might not have had contact with conditions which surrounded a given problem. (c) The administrator may not have understood certain questions and therefore did not answer them. The inquiry was constructed and tested carefully, but due to careless reading or because of conditions surrounding the administrator while checking the inquiry, he may have failed to understand the question and chose to leave it blank. (d) The administrator may not have

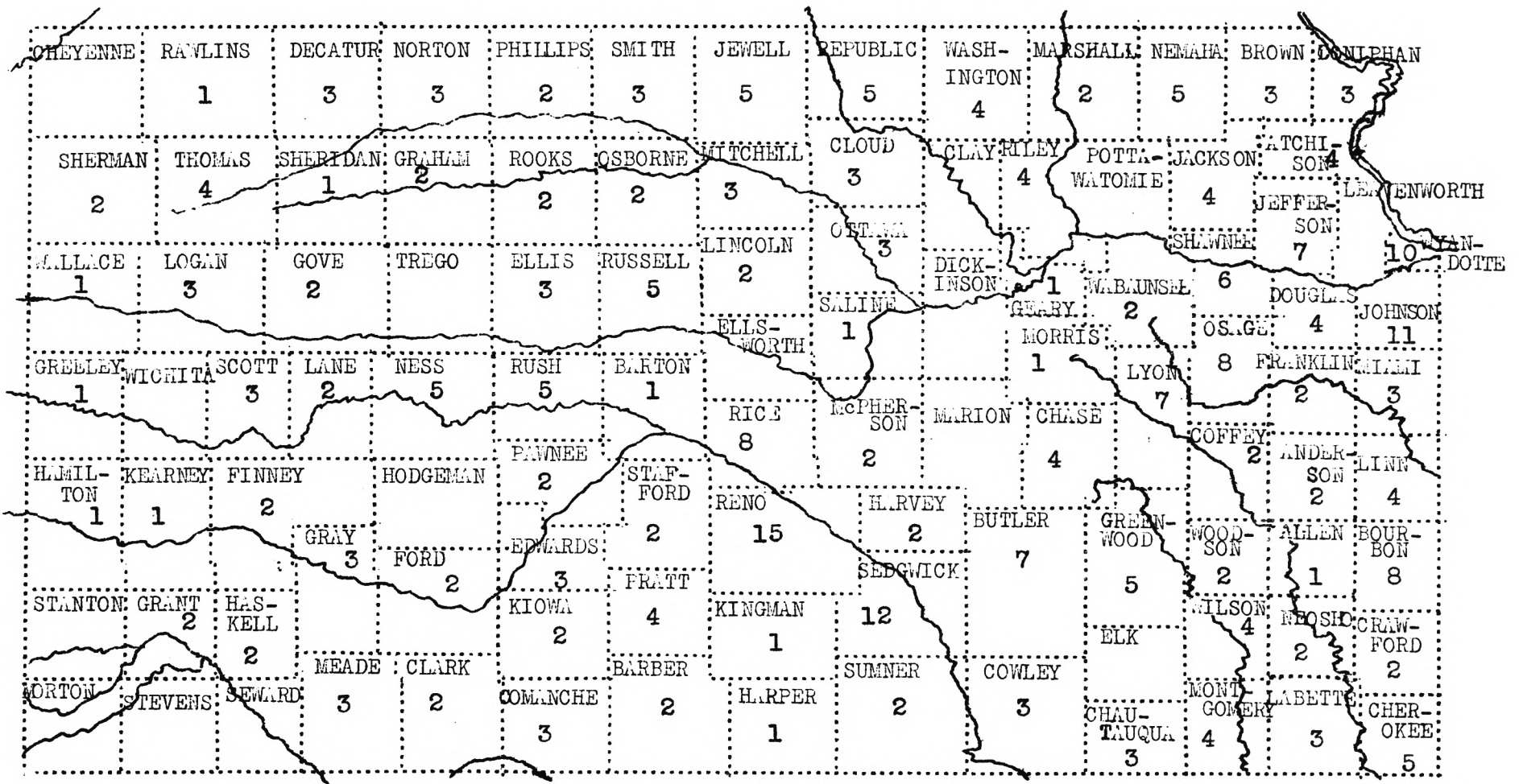


Fig. 1. Map of Kansas showing location by counties of 312 Kansas school administrators returning completed inquiries used for evidence in this study.

had time. Many testified to lack of time to perform their varied duties. Item five regarding time spent with the lunch program required time to reflect in order that it might be answered correctly and therefore was probably skipped in some instances.

(e) Information requested in some instances proved to be very personal and confidential. In some instances the administrator started to write a comment and then crossed it out. Some administrators may have felt that a short frank statement accurately describing the situation was impossible. (f) Other questions probably were inadvertently left blank.

It follows that not all problems were entered by administrators. They would not always be conscious of even their most pressing problems at the time of the completion of the inquiry, nor would they always be able to localize and describe accurately the problems encountered.

It is believed that problems did exist in all cases where so indicated. There was no known incentive for administrators to enter nonexistent problems; in fact, the effort to indicate such would be a deterrent to the practice.

Data on frequency of problems are therefore believed to be slightly in error in understatement. The size of the error is a matter of speculation but is not considered large enough to seriously threaten the validity of the results.

The assumption that the 312 returns constitute a representative sample of the total population of 507 Kansas schools can be attacked. It might be argued that only those who were proud-

est of their program and had the most enthusiasm for such a program would answer.

However, the size of the sample as compared with the size of the total population would be a factor testifying to the accuracy of the data. In further refutation, the professional outlook reflected in the individual returns and the very frank and confidential statements made regarding extremely personal local situations leads one to believe that the returns constitute a fair sample.

FINDINGS IN THE INQUIRY

Completed copies of An Inquiry Concerning Kansas School Administrators' Problems in Public School Lunch Programs (Appendix A) were returned by 312 Kansas school administrators.

Administrators serving in high schools or administrators serving in both high schools and grade schools in one capacity comprised 194 or 62.2 per cent of the total. Grade school administrators comprised 110 or 35.3 per cent of the total. It was impossible to ascertain the extent of capacity of eight or 2.5 per cent of the total.

Many of the grade administrators were female. It is possible that some of these differences in capacity and in sex made some differences in the problems that caused difficulty, inconvenience, irritation or concern. In certain cases where differences by types of administrators were noted and the evidence was conclusive, distinctions were drawn.

The evidence was examined by items of the above named inquiry. Each item was examined separately with respect to the evidence it produced, with respect to evidence produced by other items of the inquiry and with respect to literature available pertinent to the subject.

In introduction to the particular topic, each item of the inquiry is reprinted exactly as it appeared in the inquiry. A summary of results follows immediately in each case.

1. Is the lunch program in your school your direct responsibility? Yes No
 If not, is there an operational inconvenience or a correlating difficulty with the sponsor? Yes No

Results to the first question of this item were as follows:

	Number	Per cent
Answered Yes by	201	or 64.4
Answered No by	102	or 32.7
Not answered by	9	or 2.9
Totals	312	or 100.0

Results to the second question of this item were as follows:

	Number	Per cent
Answered Yes by	10	or 3.2
Answered No by	92	or 29.5
Inapplicable to	210	or 67.3
Totals	312	or 100.0

The evidence indicates that 64.4 per cent of the administrators of this sample were directly responsible for the lunch program.

Of the 102 or 32.7 per cent not responsible, 10 or 3.2 per cent of the total stated in answer to the second question of

this item that there was an operational inconvenience or a correlating difficulty with the sponsor.

Evidence from the first question of this item indicates that in a majority of cases studied, the practice has been to rest the responsibility for the school lunch on the school administrator. He has been glad in some instances in the past to assume the responsibility because: (a) the school lunch program is believed to be an integrated part of the educational program (infra, inquiry item 2); (b) correlation and integration of the food service with the educational program is best possible when both are centered in one authority; (c) the school lunch program is an asset in public relations programs (infra, inquiry item 28).

Flanagan (11, p. 64) lists among basic beliefs about lunch programs:

The responsibility for the administration, operation and supervision of the school lunch program should be vested in the educational authorities who are responsible for all other phases of the school program.

Evidence from the second question of the first item indicates that many successful lunch programs are possible even though the school administrator is not responsible for that program. Of those administrators not responsible for the program, 95 or 30.4 per cent of the returns indicated there was no operational inconvenience or correlating difficulty. Seven of the administrators who were not responsible included letters with the returned inquiry, praising the Mother's Club, the PTA or

Farm Bureau for the excellent service those organizations were rendering the school.

Administrators may be glad not to have the responsibility because: (a) they feel totally incapable by reason of training or temperament to assume it; (b) their daily working load is already too large and assumption of responsibilities and duties of a food service program would seriously hamper their other activities; (c) outside sponsorship of the lunch program fosters a more direct community interest and contact that tends to benefit the entire educational program.

2. Do you consider the school lunch program an integral part of the educational program? Yes No

Results were as follows:

	Number	Per cent
Answered Yes by	230 or	73.7
Answered No by	24 or	7.7
Not answered by	58 or	18.6
Totals	312 or	100.0

Accordingly, 73.7 per cent of the administrators of this study considered the school lunch program an integral part of the educational program. Directly opposed to that principle were 24 or 7.7 per cent of the returns.

Perhaps some of those who checked "No" had misgivings or misunderstandings of the meaning of the word "integral". Perhaps also the local situation in some cases is such that it defies a practical approach to the utilization of the educational values of the lunch program. In most cases 100 per cent participation of students and teachers in the lunch program is

not possible; therefore, utilization of the program as a part of the educational program would cause discrimination.

Literature relative to this question gives support to the tenet held by the majority above. The Southern States Work Conference (25, p. 1) report maintains as a basic consideration: "The school lunch should be an integral part of the total school program." Smedly (23, p. 5) states as an aim of the school lunch:

to serve as an educational factor, instilling wise food habits, offering an opportunity for lessons in courtesy and consideration, and providing a laboratory for the practical demonstration of allied subjects of study such as cooking, hygiene, buying.

3. Do you suggest areas of instruction that are to be correlated with the lunch program by the various teachers in the various courses? Yes No

Results were as follows:

	Number	or	Per cent
Answered Yes by	147	or	47.1
Answered No by	123	or	39.4
Not answered by	42	or	13.5
Totals	312	or	100.0

The evidence indicates that 147 or 47.1 per cent of the administrators of this study suggested areas of instruction to be correlated with the lunch program by the various teachers in the various courses.

If the administrator served as a supervisor of instruction, then perhaps he should be interested in giving guidance and help in correlation of that program with the lunch program. This item is strictly a question of practice. The relative desira-

bility of the practice was not questioned.

Reasons why 39.4 per cent of these returns answered "No" might include: (a) The correlative problem may be handled by a teachers' committee. (b) Two or more administrators serving in a given situation may have divided responsibilities which poses the possibility that the person returning the inquiry did not serve as a supervisor of the educational service. (c) Teachers in a given school may adequately sense possibilities of correlation without suggestion on the part of the administrator. (d) Teachers in some cases may not be responsive to such suggestions. (e) A school lunch program might have educational value apart from any correlating efforts on the part of any of the educators.

It seemed impossible to find an authority that would state it was the administrator's duty to suggest areas for correlation. Davis (9, p. e18) speaks of it as a service of school lunch managers, by suggesting:

Ways in which school lunch managers could cooperate with teachers and help to correlate the school lunch with classroom teaching:

(1) to use educational posters and other material on bulletin boards near the school lunch room (Home-making Art, and shop departments could assist with this plan);

(2) to make menus available to teachers a week in advance of their use in order that the teacher might incorporate them in teaching nutrition to her classes;

(3) to feature foods typical of other countries in cooperation with the study of that particular country.

Bryan (6, p. 24) lists some methods of correlation with classroom teaching but does not suggest the department logically responsible for suggestion. She states:

Plays, exhibits, movies, lectures, assemblies and campaigns, all dealing with health and the part played by proper food, are excellent teaching devices. The cafeteria manager cooperates with the departments of English, Art, health and physical education, and home economics in arranging for them. She may also teach certain health classes.

Great interest in diet can be aroused by exhibiting at intervals the animals used in nutrition experiments arranged jointly by the home economics and the natural science departments. Natural science and art departments may arrange exhibits of fruits and vegetables in season on some central table in the lunchroom.

The commercial department finds the cafeteria a valuable practice field. Commercial students are trained in all phases of the business management of the cafeteria such as the set-up and keeping of records, accounting, cashiering, and posting of inventories.

Pfaffmann (21) gives methods and teaching aids for specific health and nutrition lessons for grade children.

4. Is balancing the school lunch budget your responsibility? Yes No

If so, is it difficult under your present setup?

If so, why? _____

Answers to the first question of this item were:

	Number	Per cent
Answered Yes by	197	or 63.14
Answered No by	74	or 23.7
Not answered by	41	or 13.14
Totals	312	or 100.00

Answers to the second question of this item were:

	Number	Per cent
Answered Yes by	31	or 9.93
Answered No by	166	or 53.2
Answered "No" to first question	74	or 23.7
Not answered by	41	or 13.14
Totals	312	or 100.00

Administrators had the responsibility for balancing the school lunch budget in 63.1 per cent of the cases studied. Some of the 41 or 13.1 per cent who did not answer either question probably also were responsible for balancing the budget and others were not responsible; consequently, the Yes and No percentages are conservative.

Administrators were having difficulty balancing the budget in 31 or 9.9 per cent of the cases as shown by the results on the second question of this item.

Reasons given for difficulty in balancing the budget, classified, and their frequency were: (a) Not enough students eating to allow for quantity purchasing discounts (or similar statement), 8; (b) High price of food, 5; (c) Lack of time on part of administrator to plan carefully, 3; (d) Lack of trained personnel capable of keeping costs down, 2; (e) Feeding too many free meals, 2; (f) Difficulty in making out reports, 2; (g) Patrons' paying for children's lunches too indefinite, 1; (h) State aid does not begin until nearly two months after school begins, 1.

Nine who were having difficulty with the budget failed to

give a reason. It is entirely possible that they did not know just why they were having that difficulty.

5. Do you use direct state and local tax revenue
- | | | |
|--|-----|----|
| a. to buy daily subsistence items for the lunch program? | Yes | No |
| b. to defray school lunch plant overhead? | Yes | No |
| c. to defray the cost of labor for the lunch program? | Yes | No |
| d. for repair and maintenance of the school lunch plant? | Yes | No |
| e. for capital outlay for the school lunch plant? | Yes | No |

Summary of answers shows:

		Number	or	Per cent
a. subsistence	Answered Yes by	59	or	18.9
	Answered No by	203	or	65.1
	Not answered by	50	or	16.0
	Totals	312	or	100.00
b. overhead	Answered Yes by	98	or	31.4
	Answered No by	145	or	46.5
	Not answered by	69	or	22.1
	Totals	312	or	100.0
c. labor	Answered Yes by	53	or	17.0
	Answered No by	198	or	63.5
	Not answered by	61	or	19.5
	Totals	312	or	100.0
d. repair, maintenance	Answered Yes by	141	or	45.2
	Answered No by	110	or	35.2
	Not answered by	61	or	19.6
	Totals	312	or	100.0
e. capital outlay	Answered Yes by	124	or	40.7
	Answered No by	127	or	39.7
	Not answered by	61	or	19.6
	Totals	312	or	100.0

Results given above are shown in Table 1.

Table 1. The percentages of 312 Kansas school administrators in public schools feeding 30 or more students daily reporting use of state and local tax revenue for each of certain items in the school lunch program.

Item	: Per cent of administrators :			Total
	: Yes	: No	: No answer	
Subsistence	18.9	65.1	16.0	100
Overhead	31.4	46.5	22.1	100
Labor	17.0	63.5	19.5	100
Repair, maintenance	45.2	35.2	19.6	100
Capital outlay	40.7	39.7	19.6	100

Above data show that, of the items as listed, subsistence and labor were least dependent on state and local tax funds.

A total of 66 administrators insisted that no state or local revenue was used for any of the items above listed. Use of those funds for all purposes listed was indicated by 20. Only schools with considerable patronage, or a sizeable charge per meal, or considerable local donations of foods and or services could afford to run the school lunch program without the aid of state and local tax revenue.

Funds for the lunch program are ordinarily derived from the following sources: (a) federal reimbursements at a prescribed rate per student per type of meal; (b) payments by students or parents per meal; (c) state and local tax revenue; and (d) fiscal donations by local civic organizations.

In the course of this study some administrators were encountered who believed that state and local tax revenue should not be used for certain expenses of the lunch program and some even believed that the use of such funds for certain items such as subsistence was illegal. W. E. Wright, state director of the school lunch program of Kansas, stated that it is legally permissible in this state to use state and local tax revenue for any of the items listed.

The Southern States Work-Conference report (25, p. 2) states in one of the basic considerations in the development of the school lunch program: "At least the cost of supervision, labor and facilities for the school lunch program should be provided from tax funds."

Of the federal appropriations, the report (25, p. 29) maintains:

Unfortunately the present Federal funds available for school lunch purposes, through the National School Lunch Act, are earmarked for food costs and equipment only. This appropriation should be made available for all expenses of the school lunch program.

6. How much time do you personally use each week on an average
- a. to advise with cooks, check kitchen, inspect lunch room? _____ Minutes
 - b. to counsel with students and teachers relative to student counts, meal tickets, and other lunch room problems? _____ Minutes
 - c. for cost accounting and buying activities? _____ Minutes

Results are summarized in Table 2.

Table 2. Responses among 312 Kansas school administrators, in public schools feeding 30 or more students daily, concerning time used in relation to school lunch programs.

Duties	: Average time : min. per week : per adminis- : trator
Responses of 182 administrators having direct responsibility for the school lunch program:	
a. to advise with cooks, check kitchen, inspect lunch room	67.7
b. to counsel with students and teachers relative to student counts, meal tickets, and other lunch room problems	50.5
c. for cost accounting and buying activities	81.2
d. Total average time for all duties	199.4
Responses of 91 administrators not having direct responsibility for the school lunch program:	
a. to advise with cooks, check kitchen, inspect lunch room	26.2
b. to counsel with students and teachers relative to student counts, meal tickets, and other lunch room problems	35.7
c. for cost accounting and buying activities	20.9
d. Total average time for all duties	82.8
Responses of 39 administrators were indefinite as to responsibility or as to time used.	

7. Do you, the administrator, help to plan the daily menus?

	Number	or	Per cent
Answered Yes by	43	or	13.8
Answered No by	231	or	74.0
Not answered by	38	or	12.2
Totals	312	or	100.0

Of the 312 administrators reporting, 13.8 per cent indicated that they helped to plan the daily menus. Superintendents of two systems feeding over 300 students reported they helped in this respect.

Planning menus might seem at first a rather unusual function for an administrator. Some reasons for having the administrator perform this duty are: (a) menu planning definitely affects the fiscal responsibility; (b) correlation with the educational program requires that the supervisor should have some knowledge of the daily menu; (c) lack of training or sense of responsibility of lunch room personnel may leave the administrator as the most logical and capable person to perform the task; (d) centralized responsibility for several lunch programs operating in one system may require centralized procurement policies and thus logically require daily menu planning on the part of the administrator; (e) responsibility for meeting state and federal requirements of nutrient content of meals would be closely related to the menu planning function; (f) administrators in some cases get pleasure and satisfaction out of planning menus.

8. Should it be necessary to charge students for a part of the cost of the meals? Yes No
Reason _____.

This item is an opinion query. Since the United States has had free public education and since even textbooks are coming to be generally supplied to all students without cost (though not

generally in Kansas), opinions were desired on whether or not lunches, coming to be a part of the educational program, should be provided without cost to the students.

The first question of this item was:

	Number	or	Per cent
Answered Yes by	274	or	87.84
Answered No by	7	or	2.24
Not answered by	31	or	9.93
Totals	312	or	100.0

According to this evidence 87.84 per cent of the 312 administrators reporting indicated they believed it should be necessary to charge students for a part of the cost of the meals. In answer to the second question of this item, 117 stated a reason why a charge should be made.

Opposition to a charge was indicated by 7 or 2.24 per cent of this sample. Two stated a reason why a charge should not be made, in answer to the second question of this item. The reasons for opposition were: "In these times people spend money freely. Why not for lunches?" and, "Should be taken care of with taxes. Needy children can't participate otherwise."

Below is a summary of reasons given (with frequency) why it should be necessary to charge students for a part of the cost of the meals:

The present financial impossibility of providing the lunches without cost to the students was listed by 35. Some stated further that the present tax structure would not bear the extra expense of a feeding program.

Opposing the "something for nothing" philosophy and maintaining that a charge helped to inculcate ideas on values and responsibilities in the students was the gist of 27 of the reasons. Typical statements were: "Give students better outlook on life and our economic system." "It should encourage people to lean on themselves." "Create responsibility. The more you give some people, the more you have to give them." "To teach them to not get something for nothing."

Opinions similar to the following were listed by 15: "Most students are able to pay." "Because they can pay." "No reason why they should not." "Why not? They eat the food."

Indications that, "Students learn to appreciate what they must pay for." or, "A fee makes it worthwhile to the student." were listed by 14.

Statements expressing belief that the parental or family responsibility should be maintained were given by 14. Reasons were such as: "It makes the parents feel they are not just given the food, that they are partially helping to pay for the project." "The home should help feed them." "It costs at home to eat."

That it was not a proper governmental procedure was listed by 12 with such statements as: "The government should not be expected to finance everything." "To preserve the American point of view." "Still have not reached the place where I feel that the government should feed students." "Too many feeding at the public trough of the taxpayers now." "This is not Russia."

The independence concept was established by three: "Every-

one can afford the 20¢ meal but not all are in favor; therefore, it would be undemocratic to force it upon those not participating." "Independence for students, better meals."

Statements that did not seem to answer the question were enclosed by five administrators. Several enclosed detailed statements which listed many reasons which were included in the above classification.

9. Should 100 per cent participation of students and teachers in the daily program be an ultimate goal? Yes No

Results were as follows:

	Number	Per cent
Answered Yes by	167	or 53.3
Answered No by	100	or 32.1
Not answered by	45	or 14.4
Totals	312	or 100.0

This is another opinion query. Equal educational opportunity for all is being advocated as the American Way. Why then should some students participate in a lunch program and others be necessarily excluded? If it is part of the educational program, then should not all participate?

Evidence from this question indicates that 53.3 per cent of the administrators of this study believed that 100 per cent participation of students and teachers in the daily program was an ultimate goal. Perhaps many of the 14.4 per cent who did not answer found it difficult to make up their minds on this question.

The 32.1 per cent who opposed 100 per cent participation

perhaps considered already overcrowded lunch room facilities, mounting costs of education and the inadvisability of requiring those students and teachers to participate who reside near the school.

Full participation could be attained on a voluntary basis or on a required basis. To require participation would give greater opportunity for students to find fault unnecessarily with the program and might tend to create an atmosphere favorable to negative attitudes towards foods served. Full participation on a voluntary basis would be the ideal situation.

10. In which respects is the role of the Federal government in the school lunch setup least satisfactory (inadequacy, red tape, other)?

Results were as follows:

	Number	or	Per cent
Answered by evasion	101	or	32.38
Left unanswered	66	or	21.15
Answered "red tape"	104	or	33.33
Answered "distribution of commodities"	21	or	6.73
Answered "inadequacy"	13	or	4.18
Miscellaneous answers	7	or	2.24
Totals	312	or	100.0

Interesting to note was that 101 or 32.38 per cent of the administrators of this study evaded the question by indicating that the role of the Federal government was satisfactory in all respects. These indications (with frequency) consisted of:

- (a) the letters "O K" written in the blank, 53; (b) statements to the effect that the role of the Federal government was satis-

factory, 33; (c) the word "none" written in the blank, 15. Typical of the statements are the following: "I feel that the federal program is adequate. There is not too much red tape - we are satisfied." "We find it very satisfactory." "It is a great help - enabling us to supply better meals at lower cost." "I do not find it unsatisfactory." "Is satisfactory and helps a great deal."

Red tape was considered as the least satisfactory aspect of the role of the Federal government in the school lunch setup by 104 or 33.33 per cent of the administrators of this study. Examination of these answers showed that 76 checked or wrote in the words "red tape" and 28 commented to the effect that records, inventories and general red tape required was least satisfactory. Typical of the comments were the following: "Simplify forms used would aid in making more satisfactory." "Inventory of commodities and receipts for commodities to social welfare." "Records a bit burdensome." "Too many reports and records." "I do not believe the monthly inventory of commodities is necessary."

Distribution of commodities was next in frequency of number of comments on least satisfactory aspects of the Federal government, being mentioned by 21 or 6.73 per cent of the administrators of this study. Typical comments were: "We don't know in advance what commodities we'll get." "No annual plan for food distribution. Supplies slow coming." "In adequacy, in selection of practical quantity of some foods such as English walnut meats and dried fruits; also too slow delivery."

Inadequacy was mentioned or checked by 13 or 4.18 per cent of the administrators of this study. Comments were such as: "Inadequate." "Should provide equipment money." "I wish it was so the government could pay a cook each week." "The auditor is a serious headache; allowance for milk inadequate."

Bad luck on USDA recipes, rapid change of working procedures, conflict with state setup, and other reasons difficult to classify were listed by 7 or 2.24 per cent.

11. In which respects does the state government play its part least satisfactorily in this program (supervisory, adequacy, other)?

Results were as follows:

	Number	Per cent
Answered by evasion	135	or 43.3
Left unanswered	99	or 31.7
Answered "supervisory"	37	or 11.9
Answered "adequacy"	26	or 8.3
Answered "red tape"	11	or 3.5
Miscellaneous answers	4	or 1.3

Totals 312 or 100.0

As in the preceding item, a large number of the administrators answered by evasion. Of the 135 or 43.3 per cent so answering, 84 wrote in the letters "O K", 12 wrote in the word satisfactory, 8 wrote in the word "none", and 38 commented on the fact that the part of the state government in this program was satisfactory. Comments were such as: "A good job for us in all respects." "Seems adequate - supervision in this area was very helpful." "Does a pretty good job." "Very satisfactory."

"I feel that Mr. Wright and his crew are most helpful." "Satisfactory and helps a great deal." "None. They suit me. Who's business is this?"

The word "supervisory" was checked by 25 and 12 commented to the effect that the supervisory aspects were the least satisfactory. Typical comments were: "The state program should offer more direct supervision." "There are too many rules made to be followed exactly." "The lunch supervisor sent out by the state is very acceptable. Two visits per year may be better than one." "Supervisors usually are not educators." "State supervisor gave only mild suggestions." "Supervisory - many suggestions made by supervisors are theoretically impractical for the local situation. This is not, however, a serious failing."

The word "adequacy" was checked by 17 and 9 commented that adequacy of the state role was least satisfactory. Comments were such as: "The state could help in the buying of new things for the kitchen." "I think more than 7¢ and 9¢ should be paid for the better grade of meals."¹ "Sanitary standards are below those of restaurants in some respects." "Adequacy - In schools that have families of low income - state should use tax money to pay for children who cannot afford to eat in the lunch program."

Red tape was listed by 11, and miscellaneous answers rather

¹The specific amounts, 7¢ and 9¢, refer to federal reimbursements as outlined on pages 2 and 3 of School Lunch Agreement, a copy of which appears in Appendix B. Several administrators seemed to have the erroneous notion that this was state money.

inapplicable and difficult to classify (e.g., "Outside controls both state and national are to be deplored. I will give specific examples of this if cared for.") were listed by four.

The evasive answers in this and the preceding item appear the most significant to the writer. The fact that 32.3 and 43.3 per cent respectively were not only merely passive but actually going to some trouble to signify that national and state governments were doing a satisfactory service reflects patriotism if nothing else.

The Southern States Work-Conference report (25, p. 35) recommends:

that State Departments of Education and school accrediting agencies evaluate the school lunch program in the same manner as all other school departments are evaluated for accrediting purposes.

12. Is it difficult to obtain the services of competent personnel? Yes No

Results were as follows:

	Number	or	Per cent
Answered Yes by	90	or	28.8
Answered No by	199	or	63.8
Not answered by	23	or	7.4
Totals	312	or	100.0

Evidence from this item indicates that 28.8 per cent of the administrators of this study found it difficult to obtain the services of competent personnel.

Most lunch room personnel are recruited from the locality in which the program operates. In many cases the women are housewives and often they are mothers of children in the school.

Reasons incidentally given for difficulty in securing services of competent personnel were: (a) inability to pay wages that would attract competent help; and (b) competent personnel was not available in the community.

The importance of obtaining services of competent personnel was stressed by one administrator with the statement, "A good cook is very essential. If you don't have one, the success of the program is hampered."

The Southern States Work-Conference report states similarly (25, p. 34):

The most important factor in a successful school lunch program probably is the personnel. Deficiencies in other phases of the program such as plant, equipment and financing can be materially improved where intelligent, energetic and properly trained personnel are on the job. It is recommended that each state study its school lunch personnel needs and make every possible effort to provide an adequate number of properly trained personnel at all levels.

Mack (18, p. 75) gives reasons for poor results from the lunch program studied in one instance:

1. Unskilled and untrained persons were in charge of the planning and preparation of the school lunch; hence no effort was made to select and prepare foods in a manner which would compensate for the children's poor home dietaries; actually, the caloric content and the content of most of the nutrients received at school were less than the children would have eaten had they taken all of their meals at home.

13. Have you had adequate voice in the appointment of present school lunch personnel? Yes No

Results were as follows:

	Number	or	Per cent
Answered Yes by	237	or	76.0
Answered No by	41	or	13.1
Not answered by	34	or	10.9
Totals	312	or	100.0

The frequency of the problem in this item is indicated by the negative answers. According to this evidence, 13.1 per cent of the administrators of this study had not had adequate voice in the appointment of present school lunch personnel. It is possible that some who answered "No" could not have expected to have had a voice in prior appointments.

It is a fact that school boards sometimes do hire all lunch room personnel without consultation with or regard for the school administrator. One such administrator stated, "The school board selects all personnel. Success and harmony are expected." Another maintained lunch personnel in his school were selected on the basis of need for the job instead of on the basis of qualification for the position.

Lunch personnel should be hired on the same basis on which teachers are hired according to W. W. Wright, Director of School Lunch Program for Kansas. Flanagan (11, p. 64) states similarly, "All school lunch personnel should be employed in the same manner and on the same basis as other school personnel."

14. Have you had adequate opportunity to specify job requirements to school lunch personnel at time of appointment? Yes No

Results were as follows:

	Number	or	Per cent
Answered Yes by	212	or	67.9
Answered No by	57	or	18.3
Not answered by	43	or	13.8
Totals	312	or	100.0

Since in the preceding item 13.1 per cent had not had adequate voice in appointments, that many and more would be expected to answer No to this question. Administrators who maintained they had not had adequate opportunity to specify job requirements to school lunch personnel at time of appointment totaled 18.3 per cent in this case.

Some school board members may not consider the administrator's opportunity to specify job requirements important as a matter of practice at time of appointment. In certain cases with certain types of persons, the practice may not be essential. Reasons for the practice are: (a) there will be a better understanding from the start between administrator and lunch room personnel regarding conditions of the employee's contract; (b) the administrator's prestige and authority will be strengthened; (c) the administrator's and the worker's responsibilities and duties will be better understood and more efficient service will be rendered; (d) chance for conflict between employees and teachers and among employees in the lunch room will be lessened.

15. Do you specify the amount of time in hours that cooks are to work in the kitchen? Yes No

Results were as follows:

	Number	Per cent
Answered Yes by	74 or	67.6
Answered No by	211 or	23.7
Not answered by	27 or	8.7
Totals	312 or	100.0

The results indicate that 67.6 per cent of the administrators of this study specified the hours that cooks were to work in the kitchen.

Some lunch programs pay workers on an hourly basis. The general practice, however, is to pay on a daily, weekly or monthly basis with the agreement that cooks are through for the day when that day's work is done. This latter practice may tend to elevate their services to somewhat of a professional status or it may be disadvantageous in that it encourages certain workers to take the easiest way out, to slight their work and do only what they have to to get by. Under these conditions the diets may suffer and the cost of foods may rise as a result of a tendency to rely on commercially prepared foods.

16. What problems relative to lunch room personnel cause you concern?
-
-

Results were as follows:

	Number	Per cent
Answered by evasion	93	or 29.8
Answered with problem	93	or 29.8
Not answered by	126	or 40.4

Totals 312 or 100.0

Evasive answers were given by 93 or 29.8 per cent of the administrators responding, of which 76 consisted of the word "None" and 17 consisted of comments, typical of which were the following: "We have very capable personnel." "We have none--our lady in charge is very good." "Have had no difficult problem as yet."

Incompetence of cooks was listed with greatest frequency, 21 or 6.7 per cent. Comments were such as: "Inability of personnel to absorb a minimum of responsibility of buying and records." "Cooks with ability to plan menus and make best of foods." "Properly qualified cooks." "Finding competent cooks."

Lack of a cooperative attitude among cooks or of cooks toward administrator, teachers, or students was listed by 16 or 5.1 per cent. Some typical comments were: "Cooperation among cooks." "Jealousy among the three cooks." "Sometimes the cooks don't get along so well. Our head cook is efficient and will not stand for waste but sometimes she is a little too "bossy"." "Conflict between cook and H E Teacher." "Obstinacy in submitting to state suggestions and requirements."

Cost of labor was answered by 9 or 2.9 per cent. Typical comments were: "Unable to pay a reasonable wage to cooks." "Finding the cook that will work for what we pay." "Salary doesn't justify better personnel."

Hiring difficulties were listed by an additional 8 or 2.1 per cent. "Help a very ticklish problem. Many want the job." "Hard to secure personnel." "Desire by outside group to have change." "Relief help during sickness."

Miscellaneous problems difficult to classify were listed by the remaining 39 or 12.5 per cent. Among those were: lack of sanitary practices, lack of interest in the work, student help, and cooks talking too much.

17. Have you established a connection of duties and or responsibilities of the home economics department and the lunch program? Yes No

Results were as follows:

	Number	Per cent
Answered Yes by	83	or 26.6
Answered No by	152	or 48.7
Not answered by	77	or 24.7
Totals	312	or 100.0

A connection of duties and or responsibilities of the home economics department and the lunch program had been established by 83 or 26.6 per cent of the administrators of this study.

This was strictly a query of practice. The above evidence gives no indication of the existence of problems in the connection. The evidence does show frequency of usage of the practice among the administrators of this sample.

It was noted that many grade school administrators did not answer this question. Of the 312 administrators returning inquiries, 110 or 35.3 per cent were grade school administrators. Some of the grade school administrators stated they had estab-

lished the connection of duties and responsibilities of the department with the program. Not all high schools had home economics departments. Information was not available on the number of administrators of this sample that had home economics departments in their schools.

There are two schools of thought on the advisability of establishing the connection in question. Those who favor, argue: (a) the usually better trained home economics teacher can more often understand and plan a balanced menu than the usual school lunch cook; (b) work experiences can be more easily and more effectively instituted in the lunch program for the students; (c) the home economics instructor will more often be better trained in modern sanitary methods of food service programs; (d) there will be better control of correlative efforts in the educational program.

Proponents for entirely separate programs argue: (a) the school lunch program is too much a work program and not really a training program. In the rush of getting the food served, there is great temptation to exploit instructor and students for their services and not enough attention to the educational values of the experiences; (b) cooks ordinarily do not like to have a home economics teacher for a supervisor only. They maintain that if there is to be a supervisor, that function belongs to one who is actually working in the kitchen and thus has a working knowledge of what actually transpires in that place from day to day; (c) there is usually quite a difference in personali-

ties, training, experience, and age between a cook in the lunch room and an instructor in the home economics department. "Age" does not like to be advised by "youth."

18. Do you assign specific duties to teachers in the lunch program? Yes No

Results were as follows:

	Number		Per cent
Answered Yes by	210	or	67.3
Answered No by	63	or	20.2
Not answered by	39	or	12.5
Totals	312	or	100.0

Specific duties were assigned to teachers in the lunch program by 67.3 per cent of the administrators of this study.

Arguments for the practice are: (a) a better distribution of load among teachers is likely; (b) a better coverage of all phases of supervision of the lunch room is obtained; (c) each teacher will have more freedom and will be better able to plan ahead because of habits and routines formed with specific duties.

19. Are teachers in your school generally conscious of the educational values in the lunch program? Yes No

Results were as follows:

	Number		Per cent
Answered Yes by	258	or	82.7
Answered No by	18	or	5.8
Answered "both"	23	or	7.4
Not answered by	13	or	4.2
Totals	312	or	100.0

Requiring the administrator to classify all teachers in one of two categories made the question difficult to answer in some

cases. Indications of "No" by 18 or 5.8 per cent and "both" by 23 or 7.4 per cent are indications of the problem of what to do about the teacher or teachers that are not conscious of educational values in the lunch program.

20. Have you had as many as a dozen of your patrons as guests for lunch this year on days other than special or holidays? Yes No

Results were as follows:

	Number		Per cent
Answered Yes by	116	or	37.1
Answered No by	168	or	53.9
Not answered by	28	or	8.9

Totals 312 or 100.0

The assumption for this item is that those not having had at least a dozen patrons as guests for lunch this year had more of a problem of securing supporting community interest in the program than those who were having the visitors. The assumption is not without error. Results of the question can only be considered as a crude indication of a problem.

Since the inquiry was mailed only to schools feeding 30 or more students, a minimum of 60 parents (or better, perhaps 50), would be concerned with the service of that program. Not every child would have two parents. Sometimes two or three children would have brother or sister relationships and thus the total number of parents would not be twice the number of students.

21. Is it difficult to make arrangements with parents to visit the school lunch? Yes No

Results were as follows:

	Number	or	Per cent
Answered Yes by	130	or	41.6
Answered No by	123	or	39.4
Had not tried	27	or	8.7
Not answered by	32	or	10.3

Totals 312 or 100.0

The evidence indicates that 41.6 per cent of the administrators of this study were having difficulty making arrangements with parents to visit the school lunch. Those volunteering the confession that they had not tried to make arrangements totaled 27 or 8.7 per cent of the sample.

A survey of reasons for difficulty in making arrangements with parents for visiting was not attempted.

22. Do you inform parents regularly as to which foods children are eating at school? Yes No

Results were as follows:

	Number	or	Per cent
Answered Yes by	59	or	18.9
Answered No by	232	or	74.4
Not answered by	21	or	6.7

Totals 312 or 100.0

The evidence indicates that 232 or 74.4 per cent of the administrators of this study were not informing parents regularly as to which foods children were eating at school. Many would perhaps consider the practice a monotonous procedure.

Complementing the school dietary with the home dietary should be the concern of parents.

Harper (12, p. 216) gives another reason for the practice:

Adults too, have changed eating habits. Children naturally talk of the school lunch and carry home nutrition information. Parents discuss the program together. Marked improvement in the eating habits and health of a child often is an inducement to adults to improve their own.

Mack (18, p. 76), in reasons given for poor results in one instance studied, suggests a less balanced total diet may be possible because of the school lunch. She warns:

Those responsible for the children's home dietaries paid even less attention to this problem after the children had been included in a child-feeding program because of their confidence in the adequacy of the latter.

23. Do you find out which foods children eat at home in order to plan a better balance of their total diet? Yes No

Results were as follows:

	Number	Per cent
Answered Yes by	30 or	9.6
Answered No by	253 or	81.1
Not answered by	29 or	9.3
Totals	312 or	100.0

The evidence indicates that 81.1 per cent of the administrators of this study did not find out which foods children ate at home in order to plan a better balance of their total diet. Two problems may be indicated: (a) finding out what foods children eat at home; and (b) incorporating this information into the planning for a school diet. The evidence from this question does not indicate the nature or the frequency of the problems involved.

Literature is available on the advisability of the practice.

The manual for managers of rural and other small school lunch rooms of the Ohio Dietetic Association (20, p. 1) states; "The most successful school lunchrooms are those whose policies are based on knowledge of the food habits of the homes represented in the school."

Mack (18, p. 73) states,

The mere act of providing a school lunch is of small benefit unless the lunch is planned carefully on a day-by-day basis by those who are trained in nutrition and dietetics and are familiar with the home dietaries of the children being fed. The food provided at home and that received at school should, ideally, complement each other so that the two together constitute an adequate dietary.

Mack (18, p. 76) also gives a procedure for planning the school lunch so that it will complement home dietaries. She suggests:

1. Ascertain what the individual children are eating either through home visiting or by asking the children at frequent intervals to write out what they ate the night before and the same morning, as well as between meals.
2. Provide lunches which will furnish the energy, protein, minerals, and vitamins needed by the majority of children so that the sum of the home and school food will meet the allowances recommended by the food and nutrition board of the National Research Council.
3. Give larger portions and second servings to those whose home intakes fall below the majority of the group. This should be done quietly without calling attention to an individual child.
4. Undertake close co-operation with the school's medical and nursing service if one exists. A markedly undernourished child requires more of certain nutrients than the recommendations for children in general.
5. Use untrained personnel only for manual duties. The planning of the dietaries and the supervision of

the cooking procedures should be placed exclusively in the hands of trained persons familiar with the objectives of the program.

24. Does your school provide for daily sales of candy or soft drinks to students? Yes No
- If so, what are the practical reasons for doing so? _____
-

Results were as follows:

	Number	or	Per cent
Answered Yes by	73	or	23.4
Answered No by	220	or	70.5
Not answered by	19	or	6.1
Totals	312	or	100.0

The evidence merely indicates practices of the administrators queried. Some indicated soft drinks only were sold and others only candy. Some indicated either or both were sold only during certain hours. Whether or not to sell is a decision some administrators have to make.

Evidence on the second question of this item consisted of 44 statements by as many administrators. Since only 73 or 23.4 per cent indicated they made use of the practice, not many statements could be expected.

To make money for various organizations or departments of the school was the reason given for allowance of the practice by 22 administrators. Comments were such as: "To make money." "Jr. Class money maker." "Revenue for school activities." "Student Council to make money."

To keep the students on the campus was the practical reason

given by 13. Comments were such as: "Keep students at school during noon hour." "They go to town and buy candy bars - would rather they would eat them with meals." "Discourage leaving school during noon hour and recess periods."

Four confessed to indulgence in a bad practice; three thought there was some merit in the practice; and two stated students desired opportunity to buy.

The Ohio Dietetic Association manual (21, p. 5) lists under undesirable practices found: (a) sale of candy and (b) sale of commercial fruit beverages. The manual maintains there is very little food value and not much of anything except water in many of the soft drinks sold by commercial firms. Hughes (15, p.329), Bowes and Church (3, p. 25) and the American Medical Association Council on Foods (1, p. 48) list various beverages and fruit juices and the amounts of various nutrients contained in each. The latter volume lists a large number of accepted foods of various kinds and gives detailed descriptions of their nutritional significance.

25. Do you try to limit students' eating between meals? Yes No

Results were as follows:

	Number	Per cent
Answered Yes by	162	or 51.8
Answered No by	120	or 38.6
Not answered by	30	or 9.6
Totals	312	or 100.0

Evidence indicates that an effort is being made in a majority of cases studied to limit students' eating between meals.

Whether or not to allow children to eat between meals is probably not considered a serious problem in most instances. After all, children seldom have chance to eat during class time and after school the children are pretty much out of the hands of the administrator.

The foods that children eat between meals do affect the total balance of their diets. If the optimum values are to be derived from well-planned and well-balanced diets, various voluntary and persuasive efforts may be well worth while. It is an educational problem.

26. Is your school lunch an asset in your public relations program? Yes No

Results were as follows:

	Number	or	Per cent
Answered Yes by	248	or	79.5
Answered No by	14	or	4.5
Answered ? by	13	or	4.2
Not answered by	37	or	11.8

Totals 312 or 100.0

The evidence indicates that in 79.5 per cent of the cases studied, the school lunch was considered an asset in public relations programs. The evidence does not indicate in what ways the lunch program was considered an asset in public relations. Perhaps the popularity of the school lunch program with students and patrons tends to permeate other aspects of the educational program. There is considerable direct relief to parents who have had to pack box or sack lunches.

To generalize that conditions of this sample were true of

the population entails an error in that perhaps a larger number of administrators whose lunch programs were not especially popular may have failed to return inquiries.

"No" answers and "question" answers may indicate existence of general or specific problems in the lunch program. Further investigation would be necessary to disclose the nature and frequency of the problems involved.

27. What, in your lunch program, causes you the most concern?

Responses to this question are summarized in Table 3.

Responses typical of the groups as classified were:

Students finicky in choice of foods they will eat: "Pupils not always eating the prepared foods." "To get children to eat what they need and not what they want." "Getting students to eat well-balanced diet." "Having menus children relish." "Selling students to eat variety - especially vegetables." "Finicky eaters." "Keeping children satisfied with menus." "Difficult to get students to eat balanced meals."

Finances: "Making it pay out financially." "High price of food." "Whether it will support itself each month." "Financing it." "Making income equal expense." "Balancing budget." "To keep program in black." "Making program self-supporting."

Reports and records: "Keeping records." "Reports to state." "Keeping records due to time required." "Accounting and reports (book work)." "Clerical help for keeping records." "Bookkeeping."

Table 3. Frequency distribution of responses of 312 Kansas school administrators, in public schools feeding 30 or more students daily, to the question, "What, in your lunch program, causes you the most concern?"

Response (relative to)	: Number	: Per cent
Students (Total 55 or 17.6 per cent)		
Finicky in choice of foods they will eat	33	10.6
Lack of participation in the program	8	2.6
Conduct during meals	3	1.0
Not washing before meals	1	.3
Personnel (Total 22 or 7.1 per cent)		
Hiring of personnel	8	2.6
Lack of cooperation	7	2.2
Wasteful, incompetent, and miscellaneous	7	2.2
Finances (Total 42 or 13.5 per cent)		
General concern	30	9.6
Collection procedures	12	3.8
Reports and records (Total 32 or 10.3 per cent)		
Reports	13	4.2
Records	12	3.8
General bookkeeping	7	2.2
Housing and equipment (Total 28 or 9.0 per cent)		
Lack of kitchen and lunch room space	21	6.7
Lack of equipment	5	1.6
Heating of lunch room inadequate	2	.6
Menus (16 or 5.1 per cent)		
General menu planning	9	2.9
Use of commodities	3	1.0
Wasted food	4	1.3
Outside interference (11 or 3.5 per cent)		
Community business interests	6	1.9
Sponsors difficult	2	.6
Distant location of lunch room	3	1.0
Correlation of lunch program with educational program	5	1.6

Table 3. (Concl.)

Response (relative to)	: Number	: Per cent
Keeping program running smoothly	4	1.3
Teacher cooperation	3	1.0
Sanitation	1	.3
Hard work involved	1	.3
Evasive responses	29	9.3
No responses - item left blank	63	20.2
Totals	312	100.0

Housing and equipment: "Space and equipment for serving."
 "Inadequate facilities." "Space - occupies part of gym."
 "Haven't room to accommodate all students." "Space insuffi-
 cient." "To have adequate facilities for expansion." "To make
 needed improvements in program facilities." "Crowded conditions."

Personnel: "Personnel." "Personnel (spelled personal!)."
 "Cook wanting to run the rest of the school." "Hiring person-
 nel." "Obtaining personnel with initiative." "Getting good
 cooks." "Getting cooks that will work together 100%."

Menus: "That cooks will have a balanced meal." "Waste of
 good food." "Well balanced manu." "Use of commodities."

Outside interference: "Objections raised by business men."
 "Too much regulation and supervision from state." "Where it is
 located downtown and two blocks from school."

Correlation of lunch program with educational program:

"Fitting it in with the Home Making classes which must use the same room." "Correlating with school time and class work."

Evasive responses: "No problems." "None." "Nothing serious at present." "Causing minimum of problems." "No real problem - runs smoothly." "Used to be collecting, but no more." "I am very well satisfied with our program."

28. What, in your lunch program, gives you the most satisfaction?

Results were as follows:

	Number	Per cent
Answered "nutritious meals"	74 or	23.7
Answered "improved nutrition"	56 or	18.0
Answered "popularity with parents and students"	51 or	16.3
Answered "educational aspects"	27 or	8.6
Answered "social aspects"	14 or	4.5
Answered "smoothness of operation"	12 or	3.8
Miscellaneous answers	39 or	12.5
Not answered by	27 or	8.6
Totals	312 or	100.0

Principal reason for including this item in the inquiry was to serve as a morale factor. Ballast was needed in the inquiry to balance the emphasis on difficulties and problems which might have caused more unfavorable reactions to the inquiry.

The results of the item proved interesting, nevertheless. Educational, social and health aspects in observations rated fourth, fifth and sixth, respectively, in frequency of comments.

Comments typical of the principal classifications are:

Nutritious meals: "Fine wholesome meals." "Knowing the

pupils have a warm lunch of proper foods." "Provides a wholesome meal for all." "Good meals." "Well fed students."

Improved nutrition: "Improved nutrition for youth."
 "Feeding undernourished children." "Helping boys and girls who do not get proper food at home." "Better nourished children."
 "Proper food to some who do not obtain it elsewhere."

Popularity with parents and students: "A pleased child and parent." "That the majority prefer the atmosphere of the school and do not care to leave the building." "Satisfaction of students." "Large number eat." "Students like it." "Pride of community in lunch program."

Educational aspects: "Educational value." "They are learning to eat right." "Children do better work." "The improvement of table manners." "Opportunity to place responsibility upon students." "The knowledge that children's health, social and scholastic standards have improved."

Social aspects: "Social gains." "Social and physical development of children." "Fellowship during eating among students." "Improved conduct of children during afternoon."

Improved health: "Improvement in children's health." "We have found that a good lunch program cuts down absence due to sickness." "The decided better health of the students particularly through the winter months." "Better attendance and less sickness."

Evidence from items 29 through 43 is summarized in Table 5. Figure 2 shows frequencies of indications of 312 Kansas school

Table 5. The indications of 312 Kansas school administrators in public schools feeding 30 or more students daily on whether under physical limitations of their present lunch programs, certain performances were practicable.

Item num- ber :	Performances	Responses							
		Yes		No		No answer		Totals	
		Num- ber	Per cent	Num- ber	Per cent	Num- ber	Per cent	Num- ber	Per cent
29	Students wash hands face before meals	223	71.5	67	21.4	22	7.1	312	100
30	Mix boys and girls seating arrangements	267	85.6	18	5.8	27	8.6	312	100
31	Students return thanks in groups	91	29.2	196	62.8	25	8.0	312	100
32	Require students 20 min. at tables	198	63.5	90	28.8	24	7.7	312	100
33	Appropriate music on occasion	79	25.3	197	63.1	36	11.5	312	100
34	Utilize educational opportunities	189	60.5	62	19.9	61	19.6	312	100
35	Eliminate monthly cracked china	225	72.1	55	17.6	32	10.2	312	100
36	Eliminate monthly damaged silverware	237	75.9	44	14.1	31	10.0	312	100
37	Eliminate drying dishes w/towels	130	41.7	146	46.8	36	11.5	312	100
38	Use student labor lunch program	173	55.5	112	35.9	27	8.6	312	100
39	Individualize serv. Malnourish. med.	121	38.8	160	51.2	31	10.0	312	100
40	Individualize serv. student's needs	122	39.1	163	52.3	27	8.6	312	100
41	Personnel monthly physical exams	76	24.4	186	59.6	50	16.0	312	100
42	Expenses cooks attend institutes	162	51.9	106	34.0	44	14.1	312	100
43	Keep edible waste below limit	195	62.5	53	17.0	64	20.5	312	100

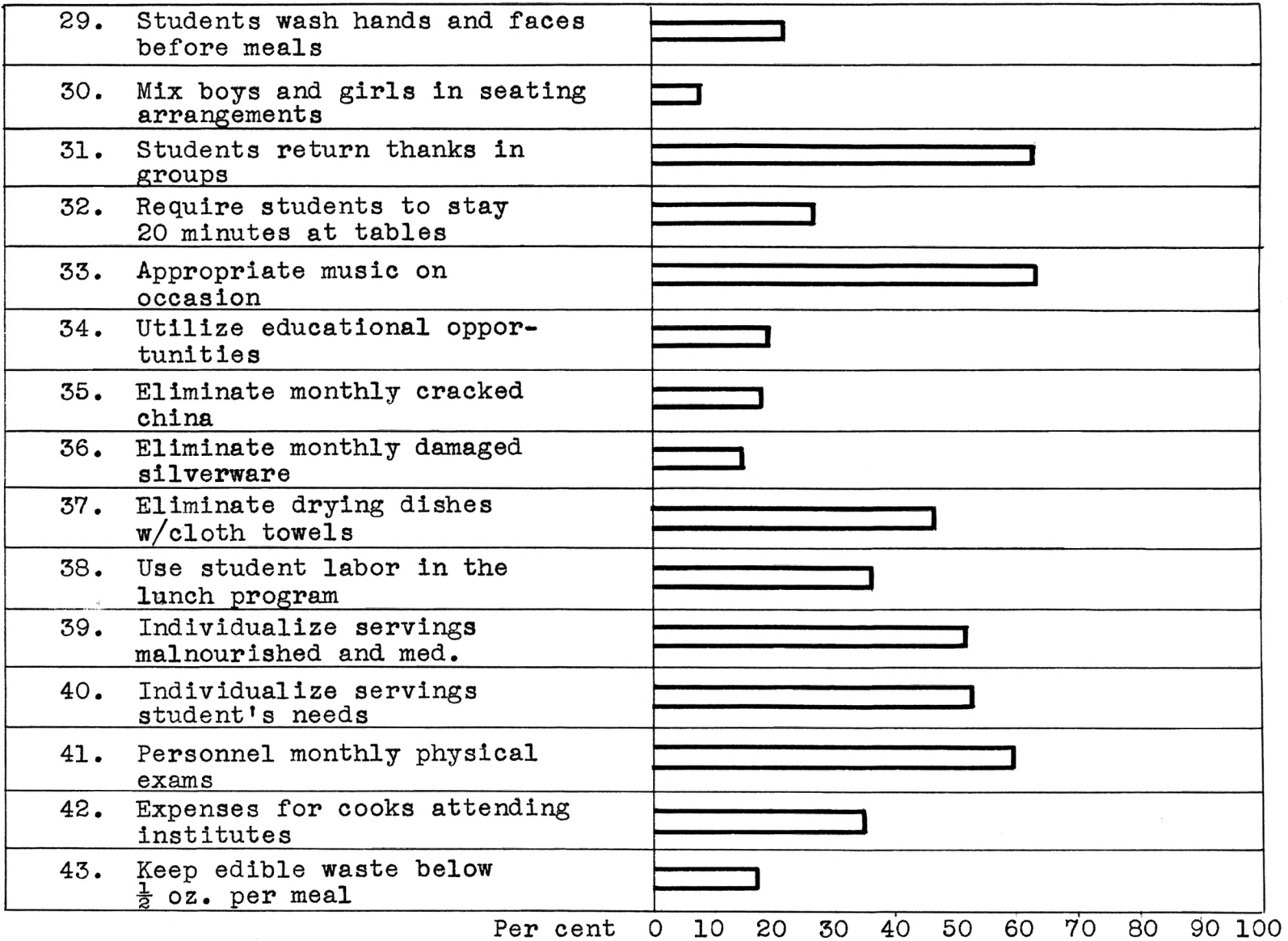


Fig. 2. Frequencies of indications of 312 Kansas school administrators, in public schools feeding 30 or more students daily, of performances not practicable under physical limitations of their present lunch programs.

administrators, in public schools feeding 30 or more students daily, of performances not practicable under physical limitations of their present lunch programs. Of 15 performances listed, those most often not practicable were: (a) to provide appropriate or seasonal music at meals on occasion - listed by 63.1 per cent; (b) to have students return thanks in groups before meals - listed by 62.8 per cent; (c) to have lunchroom personnel submit to monthly physical exams - listed by 59.6 per cent; (d) to individualize servings on the basis of each student's needs - listed by 52.3 per cent.

Evidence from items 44 through 52 is summarized in Table 6. Figure 3 shows frequencies of indications (by percentages) of 312 Kansas school administrators, in public schools feeding 30 or more students daily, of relative frequency they conducted or promoted certain campaigns in their lunch programs. Campaigns most often continuously conducted or promoted were: (a) to eliminate boisterous conduct during the lunches - 54.2 per cent; (b) to induce finicky students to eat all foods - 53.2 per cent; (c) to induce students to eat in a socially acceptable manner - 50.0 per cent; (d) to reduce plate waste - 45.5 per cent.

53. Is there opposition in your community to school lunches? Yes No

If so, please underline the interests recognizable:
 restaurants, drug stores, fountains, sweet shops,
 grocery stores, rural patrons, city patrons, pa-
 trons having no children in school, teachers, relig-
 ious groups, other_____.

Table 6. Frequencies of indications of 312 Kansas school administrators, in public schools feeding 30 or more students daily, of relative frequency they conducted or promoted certain campaigns in their lunch program.

Item: num-: ber :	Campaign conducted or promoted:	Responses									
		Never		Occas.		Conti.		No ans.		Totals	
		Num-: ber	Per cent	Num-: ber	Per cent	Num-: ber	Per cent	Num-: ber	Per cent	Num-: ber	Per cent
44	Curtail breakage of china	102	32.7	98	31.4	77	24.7	35	11.2	312	100
45	Reduce plate waste	41	13.1	104	33.3	142	45.5	25	8.0	312	100
46	Induce finicky students to eat all foods	24	7.7	101	32.4	166	53.2	21	6.7	312	100
47	Get more students to drink milk	54	17.3	92	29.5	136	43.6	30	9.6	312	100
48	Reduce trading of foods at tables by students	85	27.2	75	24.0	111	35.6	41	13.1	312	100
49	Eliminate boisterous conduct during lunches	30	9.6	78	25.0	169	54.2	35	11.2	312	100
50	Induce students to chew well and eat slowly	41	13.1	137	43.9	105	33.7	29	9.3	312	100
51	Induce students to eat, socially acceptably	28	9.0	98	31.4	156	50.0	30	9.6	312	100
52	Get cooks to improve quality and variety foods	70	22.4	94	30.1	110	35.3	38	12.2	312	100

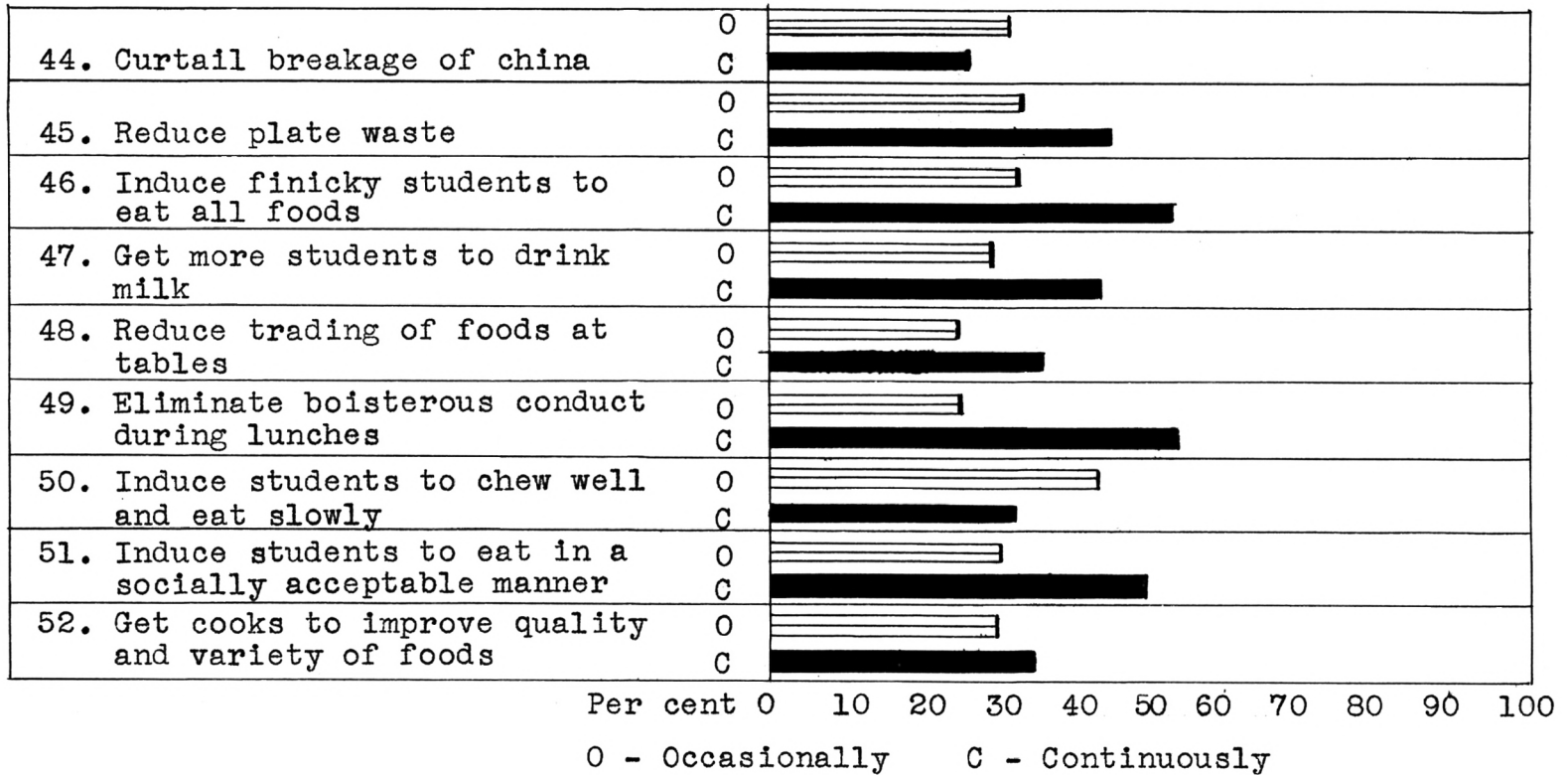


Figure 3. Frequencies of indications (by percentages) of 312 Kansas school administrators, in public schools feeding 30 or more students daily, of relative frequency they conducted or promoted certain campaigns in their lunch programs.

Results were as follows:

	Number	Per cent
Answered Yes by	39 or	12.5
Answered No by	248 or	79.5
Not answered by	25 or	8.0
Totals	312 or	100.0

Evidence indicated that there was opposition to school lunches in 12.5 per cent of the cases. Opposition from restaurants was indicated in 20 cases, from grocery stores in 7 cases, from city patrons in 7 cases, from drug stores in 6 cases, from rural patrons in 5, from fountains in 2, from teachers in 2 and from religious groups in 1.

Opposition from restaurants may indicate competition of lunch programs with those firms. Reason for opposition from patrons having no children in school in two cases was caused by resentment of possible use of tax monies for school lunch purposes.

54. In what year was the school lunch in your school system first organized? 19__

Evidence from this question is presented in Table 7.

Table 7. Beginning dates of school lunch programs as listed by 312 Kansas school administrators in public schools feeding 30 or more students daily.¹

Date organized	Frequency
1921	
1922	2
1923	
1924	
1925	1
1926	
1927	
1928	
1929	1
1930	2
1931	2
1932	1
1933	
1934	1
1935	
1936	5
1937	2
1938	5
1939	13
1940	17
1941	19
1942	16
1943	19
1944	18
1945	18
1946	38
1947	37
1948	34
1949	10

¹ Not answered by 51.

CONCLUSIONS

1. School lunch programs were operating in the United States at the beginning of the twentieth century and in Kansas soon thereafter.

2. Federal assistance to a National School Lunch Program commenced in 1935, a time of economic depression, when funds were made available for governmental purchase of surplus commodities and local school lunch programs were encouraged to participate in the distribution of those commodities.

3. The Works Progress Administration helped to initiate and operate many local lunch programs through payments of wages of operating personnel.

4. The National School Lunch Act, passed June 4, 1946, makes the National School Lunch Program rather permanent. The act designates Federal assistance of two types: (a) agricultural commodities and other foods for consumption by children; and (b) nonfood assistance which at present ranges from two to nine cents per meal per child.

5. The state director of the school lunch program, an officer in the state department of education, endeavors to give local units guidance and supervision in balanced nutrition and sanitary operation.

6. Nearly 65 per cent of the 312 Kansas school administrators of this study were directly responsible for the success of the school lunch program.

7. Of the 102 administrators indicating no direct responsibility, 3.2 per cent stated there was an operational inconvenience or a correlating difficulty with the sponsor.

8. The school lunch program was considered an integral part of the educational program by 73.7 per cent of the administrators; and in 47.1 per cent of the cases studied, they suggested to teachers areas of instruction to be correlated with the lunch program.

9. Administrators were responsible for balancing the school lunch budget in 63.1 per cent of the cases studied and in 9.9 per cent of these 312 cases, they were having difficulty balancing the school lunch budget.

10. Principal reasons given for difficulty in balancing the school lunch budget were: (a) not enough students eating to allow for quantity purchasing discounts; (b) high price of food; (c) lack of time on part of administrator to plan carefully.

11. State and local tax revenue was not used by 21.1 per cent of these administrators for the following items in their school lunch budgets: subsistence, overhead, labor, repair and maintenance, and capital outlay.

12. Items least often dependent on state and local tax funds were subsistence and labor, which were sustained from this source in only 18.9 and 17.0 per cent of the cases, respectively.

13. Of 182 responses of administrators having direct responsibility for the school lunch program, the total average time used for principal duties in that program was slightly over

three and one-fourth hours per week; of responses of 91 administrators not having direct responsibility for the program, the total average time used was slightly over one hour and twenty minutes per week.

14. Of the 312 administrators reporting, 13.8 per cent indicated that they helped to plan the daily menus.

15. Seven-eighths of the administrators of this study believed it should be necessary to charge students for a part of the cost of the meals. The two principal reasons given for the belief were: (a) the present financial impossibility of providing the lunches without cost; and (b) a charge helps to eliminate the "something for nothing" philosophy.

16. A majority of the administrators responding believed that 100 per cent participation of students and teachers in the daily program should be an ultimate goal.

17. When asked to name the least satisfactory aspects of the role of the Federal government in the school lunch setup, almost a third of the administrators responding indicated "red tape."

18. When asked to name the least satisfactory aspects of the part of the state government in the school lunch setup, 43.3 per cent of the administrators responding evaded the question by answering that all aspects were satisfactory. Supervisory, adequacy, and red tape were designated by 11.9, 8.3, and 3.5 per cent, respectively.

19. In over one-fourth of the cases studied, it was con-

sidered difficult to obtain the services of competent school lunch personnel.

20. In 67.6 per cent of the cases studied, the amount of time cooks were to work in the kitchen was specified in hours.

21. Relative to school lunch personnel, the principal problems causing these administrators concern were: (a) incompetence of cooks, 6.7 per cent; and (b) lack of a cooperative attitude among cooks by 5.1 per cent.

22. A connection of duties and or responsibilities was established between the home economics department and the lunch program in over one-fourth of the cases studied.

23. Specific duties in the lunch program were assigned to teachers in 67.3 per cent of the cases studied.

24. Teachers are not always conscious of the educational values in the lunch program as indicated by one-eighth of the 312 administrators responding.

25. It is difficult to make arrangements with parents to visit the school lunch according to two-fifths of these administrators.

26. School lunch managers should study home dietaries of children and attempt to complement them with the school dietaries to achieve a better total balance according to several authorities. Of the cases studied, apparently only 9.6 per cent of these administrators attempted such a practice.

27. Over one-fifth of the schools provided for daily sales of candy or soft drinks to students. In some cases it was be-

lieved that practical reasons for indulging in the practice outweighed the undesirability of it.

28. The school lunch was considered an asset in their public relations programs by over three-fourths of the administrators responding.

29. Problems of most concern to the 312 administrators in order of greatest frequency were: (a) those relating to students (finicky in food choices, lack of participation) by 17.6 per cent; (b) finance by 13.5 per cent; (c) reports and records by 10.3 per cent; and (d) housing and equipment by 9.0 per cent.

30. Statements describing conditions from which administrators received most satisfaction, in order of frequency mentioned, were: (a) nutritious meals; (b) improved nutrition for the students; and (c) popularity of the lunch program with students and parents.

31. The following theoretically desirable performances in school lunch programs were considered not practicable due to physical limitations of their programs by the percentages of the total as given: students wash hands and face before meals, 21 per cent; mixed boy and girl seating arrangements, 5 per cent; students return thanks in groups, 62 per cent; students required to remain at tables 20 minutes, 28 per cent; appropriate music on occasion, 63 per cent; utilize educational opportunities of the lunch program, 19 per cent; eliminate cracked china at least monthly, 14 per cent; eliminate drying dishes with cloth towels, 46 per cent; individualize servings for malnourished and medical

cases, 51 per cent; individualize servings on the basis of each student's needs, 52 per cent; personnel have monthly physical examinations, 59 per cent; pay expenses of cooks attending summer institutes, 34 per cent; keep edible waste below one pound per 32 meals, 17 per cent.

32. Campaigns most often continuously conducted or promoted by the 312 administrators in their school lunch programs were: (a) to eliminate boisterous conduct during the lunches, listed by 54.2 per cent; (b) to induce finicky students to eat all foods, listed by 53.2 per cent; and (c) to induce students to eat in a socially acceptable manner, listed by 50.0 per cent.

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APPENDIX A

March 23, 1949
Manhattan, Kansas

To the School Administrator:

Your School Lunch Program - Are you happy with it? Or does it make you despondent?

Have you considered all the angles in that lunch program?

Indications of your sentiments, statements of your operating procedures, and a listing of your difficulties on the enclosed inquiry will be of value to others and may be of benefit to the whole school lunch program in Kansas.

Your personal identity with your answers will be kept strictly confidential.

A stamped envelope is enclosed for return of the inquiry.

Sincerely,

Ervin H. Schmidt

P. S. - This study is being conducted under the supervision of Dr. V. L. Strickland, Department of Education and Psychology, Kansas State College, Manhattan, Kansas, and with the full knowledge and approval of W. W. Wright, State Director of the School Lunch Program.

An Inquiry Concerning Kansas School Administrators' Problems
in Public School Lunch Programs

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Please encircle your answer, or comment briefly after the question.

Your Administrative Functions

1. Is the lunch program in your school your direct responsibility? Yes No
If not, is there an operational inconvenience or a correlating difficulty with the sponsor? Yes No

2. Do you consider the school lunch program an integral part of the educational program? Yes No

3. Do you suggest areas of instruction that are to be correlated with the lunch program by the various teachers in the various courses? Yes No

4. Is balancing the school lunch budget your responsibility? Yes No
If so, is it difficult under your present setup? Yes No
If so, why? _____.

5. Do you use direct state and local tax revenue Yes No
 - a. To buy daily subsistence items for the lunch program? Yes No
 - b. to defray school lunch plant overhead? Yes No
 - c. to defray the cost of labor for the lunch program? Yes No
 - d. for repair and maintenance of the school lunch plant? Yes No
 - e. for capital outlay for the school lunch plant? Yes No

6. How much time do you personally use each week on an average _____ Minutes
 - a. to advise with cooks, check kitchen, inspect lunchroom? _____ Minutes
 - b. to counsel with students and teachers relative to student counts, meal tickets, and other lunch room problems? _____ Minutes
 - c. for cost accounting and buying activities? _____ Minutes

7. Do you, the administrator, help to plan the daily menus? Yes No

Your Professional Outlook

8. Should it be necessary to charge students for a part of the cost of the meals? Yes No
Reason? _____.

9. Should 100% participation of students and teachers in the daily program be an ultimate goal? Yes No

10. In which respects is the role of the federal government in the school lunch setup least satisfactory (inadequacy, red tape, other)?

11. In which respects does the state government play its part least satisfactorily in this program (supervisory, adequacy, other)?

Cooks

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- | | | | |
|-----|---|-----|----|
| 12. | Is it difficult to obtain the services of competent personnel? | Yes | No |
| 13. | Have you had adequate voice in the appointment of present school lunch personnel? | Yes | No |
| 14. | Have you had adequate opportunity to specify job requirements to school lunch personnel at time of appointment? | Yes | No |
| 15. | Do you specify the amount of time in hours that cooks are to work in the kitchen? | Yes | No |
| 16. | What problems relative to lunch room personnel cause you concern? | | |
-
-

Teachers and Their Students

- | | | | |
|-----|---|-----|----|
| 17. | Have you established a connection of duties and or responsibilities of the home economics department and the lunch program? | Yes | No |
| 18. | Do you assign specific duties to teachers in the lunch program? | Yes | No |
| 19. | Are teachers in your school generally conscious of the educational values in the lunch program? | Yes | No |

Parents and Their Children

- | | | | |
|-----|---|-----|----|
| 20. | Have you had as many as a dozen of your patrons as guests for lunch this year on days other than special or holidays? | Yes | No |
| 21. | Is it difficult to make arrangements with parents to visit the school lunch? | Yes | No |
| 22. | Do you inform parents regularly as to which foods children are eating at school? | Yes | No |
| 23. | Do you find out which foods children eat at home in order to plan a better balance of their total diet? | Yes | No |

Nurture and Nourishment

- | | | | |
|-------------|--|-----|----|
| 24. | Does your school provide for daily sales of candy or soft drinks to students?
If so, what are the practical reasons for doing so? _____ | Yes | No |
| <hr/> <hr/> | | | |
| 25. | Do you try to limit students' eating between meals? | Yes | No |
| 26. | Is your school lunch an asset in your public relations program? | Yes | No |
| 27. | What, in your lunch program, causes you the most concern? | | |
| <hr/> <hr/> | | | |
| 28. | What, in your lunch program, gives you the most satisfaction? | | |
| <hr/> <hr/> | | | |

Under physical limitations of your present lunch program, is it practicable

- | | | | |
|-----|---|-----|----|
| 29. | for all students to wash hands and face before meals? | Yes | No |
| 30. | to mix boys and girls in lunch seating arrangements? | Yes | No |
| 31. | to have students return thanks in groups before meals? | Yes | No |
| 32. | to require students to spend at least 20 minutes at tables? | Yes | No |
| 33. | to provide appropriate or seasonal music at meals on occasion? | Yes | No |
| 34. | to utilize educational opportunities of the lunch program? | Yes | No |
| 35. | to eliminate monthly or oftener all cracked china from use? | Yes | No |
| 36. | to eliminate monthly or oftener rusty or damaged table ware? | Yes | No |
| 37. | to eliminate drying of table ware with cloth towels? | Yes | No |
| 38. | to use student labor in the lunch program? | Yes | No |
| 39. | to individualize servings for malnourished or medical cases? | Yes | No |
| 40. | to individualize servings on the basis of each student's needs? | Yes | No |
| 41. | to have lunchroom personnel submit to monthly physical exams? | Yes | No |
| 42. | to pay expenses of cooks attending summer institute? | Yes | No |
| 43. | to keep edible waste below one pound per 32 students served? | Yes | No |

How often do you conduct or promote campaigns

- | | | | | |
|-----|---|-------|--------------|--------------|
| 44. | to curtail breakage of china? | Never | Occasionally | Continuously |
| 45. | to reduce plate waste? | Never | Occasionally | Continuously |
| 46. | to induce finicky students to eat all foods? | Never | Occasionally | Continuously |
| 47. | to get more students to drink milk? | Never | Occasionally | Continuously |
| 48. | to reduce trading of foods at tables? | Never | Occasionally | Continuously |
| 49. | to eliminate boisterous conduct during the lunches? | Never | Occasionally | Continuously |
| 50. | to induce students to chew well and eat slowly? | Never | Occasionally | Continuously |
| 51. | to induce students to eat in a socially acceptable manner? | Never | Occasionally | Continuously |
| 52. | to get cooks to improve the quality of the food served and to add variety to the meals? | Never | Occasionally | Continuously |
| 53. | Is there opposition in your community to school lunches? | Yes | No | |
| | If so, please underline the interests recognizable: restaurants, drug stores, mountaineers, sweet shops, grocery stores, rural patrons, city patrons, patrons having no children in school, teachers, religious groups, other | | | |

54. In what year was the school lunch in your school system first organized? 19__

Name

Position

School

APPENDIX B

STATE DEPARTMENT OF PUBLIC INSTRUCTION

School Lunch Division
Topeka, Kansas

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Agreement No. _____

County _____

SCHOOL LUNCH AGREEMENT

1. In order to effectuate the purposes of the National School Lunch Act (Public Law 396, 79th Congress, approved June 4, 1946), hereinafter referred to as the "Act", and to carry out the terms and conditions of an agreement made between the United States Department of Agriculture, hereinafter referred to as the "Department", and the State Agency (as such term is used herein), this agreement, made and entered into this _____ day of _____, 194____, by and between the STATE DEPARTMENT OF PUBLIC INSTRUCTION of Kansas, hereinafter referred to as the "State Agency", and the School Board of

_____ School _____ Kansas,
hereinafter referred to as the "Sponsoring Agency." (address)

WITNESSETH:

That, in consideration of the covenants and agreements herein contained and for other good and valuable considerations, the parties hereto covenant and agree as follows:

THE STATE AGENCY AGREES THAT:

2. The State Agency will reimburse the Sponsoring Agency on behalf of the school above named, or schools when listed on an attached Schedule "A", for the cost of obtaining food assistance in connection with the school lunch program in any fiscal year during which this agreement is in effect. The amount of reimbursement on behalf of any school will not exceed an amount equal to the number of meals (not to exceed one meal per child per day), by type, served in such school multiplied by the rate prescribed by the State Agency, listed in Schedule "A" below, for the type of meal served, or the cost of obtaining food assistance, (expenditures for food), whichever is the lower. Reimbursement for any school will be made only for the types of lunches approved for such school in the following Schedule.

The "Sponsoring Agency" will be reimbursed at the following rates:

Schedule "A"				
Maximum Reimbursement Per Meal				
A	A	B	B	C
	Without Milk		Without Milk	

3. If funds are provided therefor, the State Agency will reimburse the Sponsoring

Agency on behalf of any school listed in the attached Schedule A, or supplements thereto, for nonfood assistance procured in any fiscal year during which this Agreement is in effect if an Application for such assistance has been received from the Sponsoring Agency and approved by the Department.

4. The State Agency from time to time will distribute material pertaining to school lunch programs directly to the school above named, or schools when listed on an attached Schedule A, or supplements thereto, including a list, prepared by the Department, of foods which are in abundance, together with suggestions for the use of such foods. Copies of such material will be furnished to the sponsoring agency.

THE SPONSORING AGENCY AGREES THAT:

5. The sponsoring agency being the authority having supervision and control over the operation of the school lunch programs in the school above named, or schools when listed on an attached Schedule A, or supplements thereto, will supervise the school lunch operations in such schools in such manner as will insure compliance therein with the terms and conditions hereinafter set forth.

6. No deviation shall be made from the minimum nutritional requirements established by the Department of Agriculture and in any changes thereto. The minimum nutritional requirements as set forth by the Department of Agriculture for the different types of lunches are as follows:

1. Type A is a complete lunch, hot or cold, providing $1/3$ to $1/2$ of one day's nutritive requirements and must contain at least:
 - (a) One-half pint whole milk (which meets the minimum butter-fat and sanitation requirements of State and local laws) as a beverage;
 - (b) Two ounces of fresh or processed meat, poultry meat, cooked or canned fish, or cheese, or one-half cup cooked dry peas, beans, or soybeans, or four tablespoons of peanut butter; or one egg;
 - (c) Six ounces (three-fourths cups) of raw, cooked, or canned vegetables and/or fruit;
 - (d) One portion of bread, muffins, or other hot bread made of whole-grain cereal or enriched flour; and
 - (e) Two teaspoons of butter or fortified margarine.

The requirements of this lunch type are best adapted to a plate or tray type service. The protein requirements in (b) above may be met by serving one-half the required quantities of each of two proteins. One-half cup of fruit juice may be served in meeting one-half of the requirements of (c).

2. Type B lunch is an incomplete lunch, hot or cold, which is less adequate nutritionally. It must contain at least:
 - (a) One-half pint whole milk (which meets the minimum butter-fat and sanitation requirements of State and local laws) as a beverage;
 - (b) One ounce of fresh or processed meat, poultry meat, cooked or canned fish, or cheese, or one-half egg; or one-fourth cup cooked dry peas, beans, or soybeans, or two tablespoons peanut butter;

- (c) Four ounces (one-half cup) raw, cooked, or canned vegetables and/or fruit;
- (d) One portion of bread, muffins, or other hot bread made of whole-grain cereal or enriched flour; and
- (e) One teaspoon of butter or fortified margarine.

The requirements of this lunch are designed to fit the limited functions of some schools and may be supplemented by food brought from home. The lunch may be built around a main dish (thick soup, chowder, stew, casserole or salad including items (b) and (c) and served with milk and bread and butter or margarine. As an alternative, items (b), (d), and (e) may be used as a sandwich and served with milk and fruit and/or vegetables.

3. Type C lunch is one-half pint of whole milk (which meets the minimum butter-fat and sanitation requirements of State and local laws), as a beverage.

NOTE: No meal for children can be considered complete unless milk is served. However, if milk cannot be secured, a Type A or B lunch without milk may be served.

7. Meals shall be offered to all children attending the school above named, or schools when listed on an attached Schedule A, or supplements thereto, and shall be served without cost or at reduced cost to all school children who are unable to pay the full cost of the lunch.

8. No physical segregation or other discrimination against any child shall be made by the school because of his inability to pay the full cost.

9. School lunch programs in such named schools shall be operated on a non-profit basis. All funds accruing from the operation of the program in such schools shall be used only in reducing the price of meals to paying children, in improving the quality of the meals, and for the purchase and maintenance of supplies, services, and equipment used in storing, preparing, or serving meals to children.

10. Adequate facilities will be maintained for storing, preparing, and serving food purchased for the school lunch programs and food donated by the Department, and proper sanitation and health standards conforming with all applicable laws and regulations must be maintained in such schools.

11. All food, supplies, and equipment purchased in the operation of the school lunch programs pursuant to this agreement shall be purchased at prices no higher than those generally prevailing in the area for the same or similar items. Insofar as possible, purchases shall be made of food which has been locally produced.

12. Foods which are designated by the Department, from time to time, as being in abundance will be purchased in as large quantities as may be efficiently utilized in the school lunch programs, and the maximum consumption of such foods by children who are served lunches will be encouraged.

13. Donations of such agricultural commodities and other foods as the Department

may offer will be accepted if such commodities and foods can be utilized in the school lunch programs and if transportation and handling facilities make such acceptance practicable.

14. The sponsoring agency will submit or cause to be submitted to the State Agency monthly, on a form provided by the State Agency, for the school above named, or schools when listed upon an attached Schedule A, or supplements thereto, a report of program operations for the previous month and claim for reimbursement. Such report shall include the following information: (a) the number of meals served, by type, (b) the number of meals, by type, served free or at less than the prevailing charge, (c) the number of days lunches were served, (d) whether commodities donated by the Department were distributed to the schools, (e) expenditures for all foods, (f) expenditures for foods in abundance, (g) expenditures for personal services, (h) all other expenditures, (i) income from sale of lunches, (j) all other income, (k) cash value of donations in kind, and (l) amount of reimbursement from Federal funds claimed from the State Agency.

15. The sponsoring agency will maintain or cause to be maintained for the school above named, or schools when listed on an attached Schedule A, or supplements thereto, full and accurate records of all operations pursuant to this agreement, which records shall include the following: (a) the number of meals, by type, served each day; (b) the number of meals, by type, served free or at reduced cost each day; (c) cash income from children's lunches; (d) cash income from adults' lunches; (e) all other cash income; (f) cash expenditures for all foods (which shall be in the form of invoices, receipts, or other evidence of purchase); (g) expenditures for foods in abundance; (h) cash expenditures for personal services; (i) other cash expenditures; (j) cash value of donated foods; (k) cash value of donated services; and (l) cash value of all other donations.

16. The sponsoring agency assumes full responsibility for the accuracy of all claims for reimbursement submitted to the State Agency pursuant to this Agreement and will conduct such reviews of the operation, reports, claims, in connection with the school lunch program, of the school above named, or schools when listed on an attached Schedule A, or supplements thereto, as it deems necessary. If, as the result of any irregularity in the operation of the school lunch program in any school, a disallowance is made in the claim of the Sponsoring Agency by the State Agency, the Sponsoring Agency will not take any action which will effect a penalty against any school in which the irregularity did not occur.

THE STATE AGENCY AND SPONSORING AGENCY MUTUALLY AGREE THAT:

17. The Sponsoring Agency will recommend the approval of applicant schools and maximum rates of reimbursement for the type of meals to be served in each school which it considers eligible. Such recommendations will be made on the basis of attendance and evidence of need, as shown on an application form provided by the State Agency, and upon the minimum nutritional requirements for each type of meal established by the Department and any charges made thereto. Final determination of eligibility of applicant schools and maximum rates of reimbursement for the types of meals to be served in such schools will be made by the State Agency. Schedule A, and any supplements thereto, listing schools approved by the State Agency under the terms of this agreement and the meal types and maximum rates

of reimbursement established by the State Agency for such schools shall be made a part of this agreement.

18. No change to a higher meal type or greater rate of reimbursement for any school than the type or rate listed for the above named school, or schools when listed on an attached Schedule A, or supplements thereto, shall be made except by amendment, by the State Agency, of Schedule A. Provided, however, that the Sponsoring Agency may change to a lower meal type requiring a lesser rate of reimbursement for any school listed in Schedule A, or supplements thereto, by notifying the State Agency of such change, but, after making such change, the Sponsoring Agency shall not return to a higher meal type requiring a greater rate of reimbursement than the type to which the change was made, without the prior approval of the State Agency.

19 The State Agency will promptly notify the Sponsoring Agency of any change in the types of meals that may be served in schools or the minimum nutritional requirements of such types as prescribed by the Department.

20. The State Agency may make adjustments in rates of reimbursement for food assistance in order to comply with the matching requirements of the Act and of the agreement mentioned in paragraph 1 hereof between the State Agency and the Department. Notice of any such adjustments to be so made will be given in writing by the State Agency to the Sponsoring Agency as far in advance of the effective date thereof as practicable.

21. The Sponsoring Agency will make available to the State Agency and to the Department for examination and audit, at any reasonable time and place, all accounts and records of the Sponsoring Agency or of any school listed in Schedule A, or supplements thereto, pertaining to the operation of the program.

22. For the purposes of this agreement, the following terms shall be construed to mean, respectively:

- (a) Food Assistance - Agricultural commodities and other foods for consumption by children in the school lunch program.
- (b) Nonfood Assistance - Equipment used on premises of schools named in Schedule A, or supplements thereto, in storing, preparing, or serving food for school children.
- (c) Cost of Obtaining Food Assistance - The purchase price of food assistance plus the cost of processing, distributing, transporting, storing, or handling thereof.
- (d) School - A school of high school grade or under.
- (e) Fiscal Year - A period of twelve calendar months beginning with July 1 of any calendar year and ending with June 30 of the following calendar year.

23. This agreement shall become effective as of the date named in paragraph 1 hereof, and shall remain in effect until terminated or cancelled as provided herein. This agreement may be terminated upon ten (10) days' written notice on the part of either party hereto; Provided, however, that the State Agency may cancel this agreement immediately upon receipt of evidence that the terms and conditions of this agreement have not been fully complied with by the Sponsoring Agency.

24. The terms of this agreement shall not be modified or changed in any way other than by the consent in writing of both parties hereto.

We, the undersigned Board Members, do hereby certify that _____
(name)

(address) (title)

_____ is designated as the Authorized Representative
(organization)

of the undersigned Sponsoring Agency in the operation of a school lunch program in the school(s) named herein and is authorized to carry on all necessary negotiations with the State Agency in connection with the inauguration, operation, and control of the School Lunch Program. The said representative is further authorized to submit claims for reimbursement in the name of the undersigned Sponsoring Agency to the State Agency, and receive payment therefor and make necessary disbursements in the operation of the school lunch program. This authority shall remain in full force and effect until rescinded by written notice delivered to the State Agency.

IN WITNESS WHEREOF, the parties have executed this agreement on the date named in paragraph 1 hereof.

Name of School

STATE DEPARTMENT
OF PUBLIC INSTRUCTION

By Board Members:

By _____
Director, School Lunch Program

(Signature) (title)

(Signature) (title)

(Signature) (title)

(It is desirable to have at least two board members sign. In 1st or 2nd class cities, the secretary and one board member may sign.)