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# AMENDMENT TO THE NATIONAL SCHOOL LUNCH ACT

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## HEARINGS

BEFORE THE

# COMMITTEE ON EDUCATION AND LABOR HOUSE OF REPRESENTATIVES

NINETY-SECOND CONGRESS

SECOND SESSION

ON

## H.R. 14494

3

A BILL TO AMEND THE NATIONAL SCHOOL LUNCH ACT, AS AMENDED, TO ASSURE THAT EVERY NEEDY SCHOOL CHILD WILL RECEIVE A FREE OR REDUCED PRICE LUNCH AS REQUIRED BY SAID ACT AND TO ASSURE THAT ADEQUATE FUNDS ARE AVAILABLE FOR THE CONDUCT OF SUMMER FOOD SERVICE PROGRAMS FOR CHILDREN FROM AREAS IN WHICH POOR ECONOMIC CONDITIONS EXIST AND FROM AREAS IN WHICH THERE ARE HIGH CONCENTRATIONS OF WORKING MOTHERS

HEARINGS HELD IN WASHINGTON, D.C., APRIL 20, 1972

Printed for the use of the Committee on Education and Labor

CARL D. PERKINS, *Chairman*



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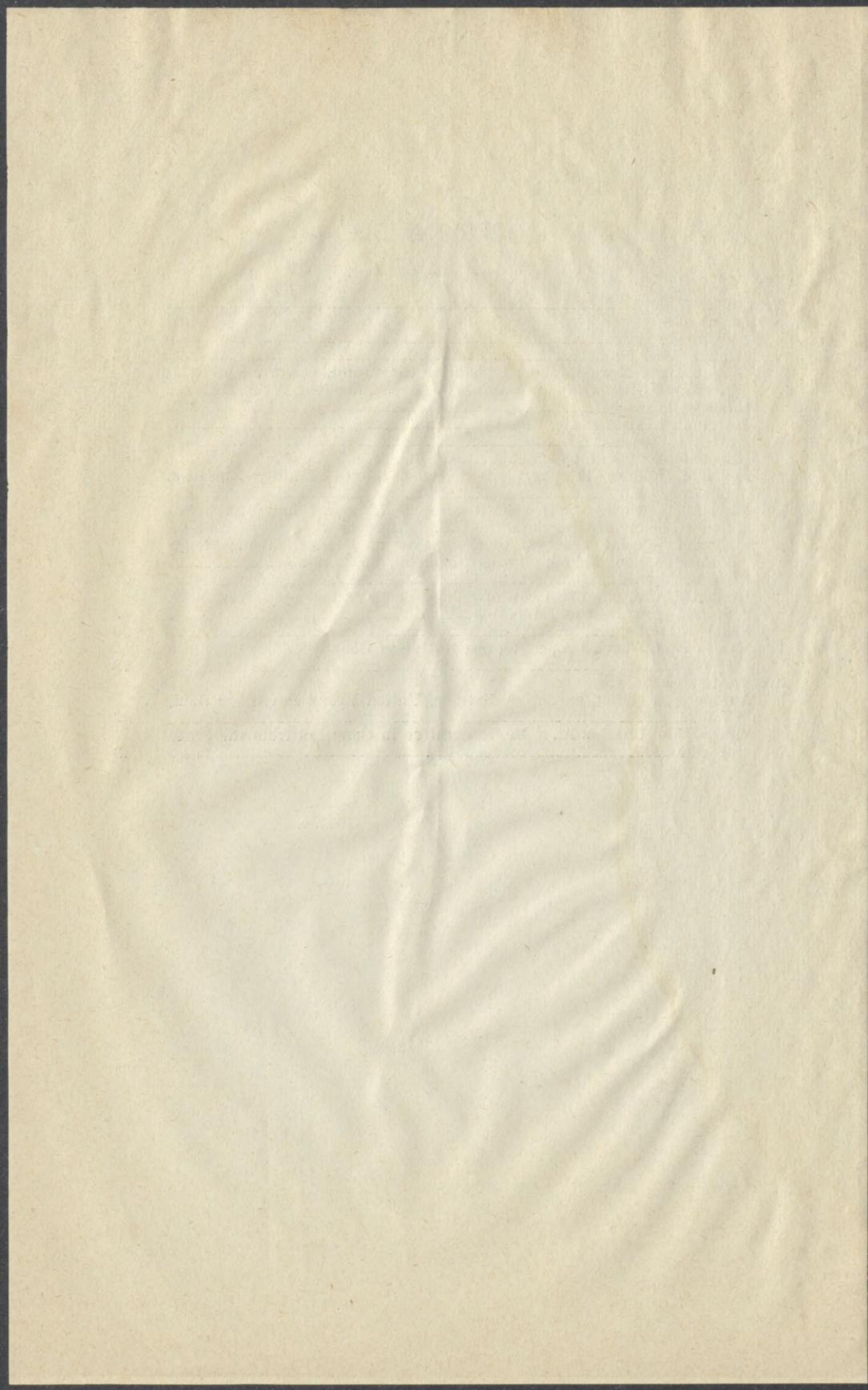
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# AMENDMENT TO THE NATIONAL SCHOOL LUNCH ACT

THURSDAY, APRIL 20, 1972

HOUSE OF REPRESENTATIVES,  
COMMITTEE ON EDUCATION AND LABOR,  
*Washington, D.C.*

The committee met at 9 a.m., pursuant to notice, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins, chairman of the committee, presiding.

Present: Representatives Perkins, Quie, and Forsythe.

Staff member present: Dennis J. Taylor, minority associate counsel.

Chairman PERKINS. The committee will come to order.

Today the Committee on Education and Labor is holding a hearing on H.R. 14494, a bill to amend the National School Lunch Act to assure that adequate funds are available for the conduct of summer food service programs for children from areas in which poor economic conditions exist and from areas in which there are high concentrations of working mothers.

The bill authorizes the Secretary of Agriculture to utilize, during the period May 15 to September 15, 1972, up to \$25 million from section 32 funds for the summer feeding programs in recreation centers and at other sites which are included in the special feeding, or out-of-school programs.

(H.R. 14494 follows:)

[H.R. 14494, 92d Cong., second sess.]

A BILL To amend the National School Lunch Act, as amended, to assure that every needy school child will receive a free or reduced price lunch as required by said Act and to assure that adequate funds are available for the conduct of summer food service programs for children from areas in which poor economic conditions exist and from areas in which there are high concentrations of working mothers.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the Act entitled an Act to extend the school breakfast and special food program of June 30, 1971., Public Law 92-32 (85 Stat. 85) is amended by adding at the end thereof the following new section:

"SEC. 8. Notwithstanding any other provision of law, the Secretary of Agriculture is authorized to utilize, during the period May 15 to September 15, 1972, not to exceed \$25,000,000 from funds available during the fiscal years 1972 and 1973 under section 32 of the Act of August 24, 1935 (7 U.S.C. 612c) to carry out the purposes of this section. Funds expended under the provisions of this paragraph shall be reimbursed out of any subsequent supplemental or regular appropriation hereafter enacted for the purpose of carrying out this section and such reimbursements shall be deposited into the fund established pursuant to section 32 of the Act of August 24, 1935, to be available for the purposes of said section 32."

SEC. 2. (a) Notwithstanding any other provision of law, the Secretary of Agriculture shall until such time as a supplemental appropriation may provide additional funds for such purpose use so much of the funds appropriated by section 32 of the Act of August 24, 1935 (7 U.S.C. 612c), as may be necessary, in addition to the funds now available therefor, to carry out the purposes of section 11 of the National School Lunch Act and provide a rate of reimbursement which

will assure every needy child of free or reduced price lunches during the fiscal year ending June 30, 1973, and to carry out the purposes of section 4 of the National School Lunch Act and provide an average rate of reimbursement of 6 cents per meal within each State. In determining the amount of funds needed and the requirements of the various States therefore, the Secretary shall consult with the National Advisory Council on Child Nutrition and interested parties. Funds expended under the foregoing provisions of this resolution shall be reimbursed out of any supplemental appropriation hereafter enacted for the purpose of carrying out section 4 and section 11 of the National School Lunch Act, and such reimbursements shall be deposited into the fund established pursuant to section 32 of the Act of August 24, 1935, to be available for the purposes of said section 32.

(b) Funds made available pursuant to this section shall be apportioned to the States in such manner as will best enable schools to meet their obligations with respect to the service of free and reduced price lunches and to meet the objective of this section with respect to providing a minimum rate of reimbursement under section 4 of the National School Lunch Act, and such funds shall be apportioned and paid as expeditiously as may be practicable.

(c) The Secretary of Agriculture shall immediately upon enactment of this Act determine and report to Congress the needs for additional funds to carry out the school breakfast and nonfood assistance programs authorized by sections 4 and 5 of the Child Nutrition Act of 1966 during the fiscal year ending June 30, 1973, at levels which will permit expansion of the school breakfast and school lunch programs to all schools desiring such programs as rapidly as practicable.

(d) Section 9 of the National School Lunch Act is amended by striking out "requirements: *Provided, however,* That during fiscal year 1972 such guidelines shall be considered only as a national minimum standard of eligibility and the Secretary shall reimburse during such fiscal year State agencies and local school authorities for free and reduced cost meals served pursuant to eligibility standards established by State agencies prior to October 1, 1971." and substitute in lieu thereof "requirements."

(e) Section 9 of the National School Lunch Act is amended by inserting after "as of July 1 of such year." the following, "Such guidelines shall be considered only as a national minimum standard of eligibility and the Secretary shall reimburse during such fiscal year State agencies and local school authorities for free and reduced cost meals pursuant to eligibility standards established by State agencies prior to October 1 of such fiscal year. The Secretary shall not lower minimum standards of eligibility for free and reduced price meals nor require a reduction in the number of children served in any school district during a fiscal year to be effective for that fiscal year under either the provisions of this Act or the Child Nutrition Act of 1966."

Chairman PERKINS. At a very late date last summer, June 30, 1971, an urgent appropriation of \$17 million was enacted, in advance of the regular agricultural appropriations bill, because it was critical at that time to fund a number of summer feeding programs which would otherwise have been without funds. The result was a chaotic infusion of money, too late for careful advance planning, contracting, site selection and preparation, and training of personnel, thereby serving too few children, and resulting in an underuse during July, and an overwhelming addition in August.

We are taking this matter up now, in April, in the hope that the Department of Agriculture will face up to the reality that many more cities, towns, and rural areas are urgently indicating their needs for serving an increased number of needy children, and particularly expressing their needs for early commitment of funds so that advance planning and all that goes with setting up a summer program can be underway in good time.

The Department has stated that it intends to commit \$25.5 million for the summer programs, giving priority to the programs that were

in operation last year, at the same program level. Last summer's allocation was \$29 million. The Department has indicated that the allocation of \$29 million was not fully utilized, but the reason for this underutilization was certainly not that the money wasn't needed for urgent programs, but that the funding came so late that it was not possible for many municipalities to gear up to feed the needy.

You cannot, on June 30, advise the Nation's program directors that funds have become available, and expect an immediate and complete utilization of the funds. But we should not permit this kind of fallacious reasoning to blur the real and pressing need that will be upon us very shortly. The League of Cities has surveyed the situation in all 50 States and advises that \$52.4 million is the amount that could be effectively utilized.

In spite of the fact that the Secretary of Agriculture was given the authority in Public Law 92-32 to use up to \$135 million of section 32 funds to supplement all authorized child-feeding programs where an unmet need exists (and Congress specifically stated that the money would remain available even after June 30, 1972), he has chosen to ignore the authority, and to ignore the need.

Therefore, it has become necessary to press for commitment and utilization of additional funds for the specific purpose of the summer feeding program.

I, for one, do not want to see the arrival of summer with the question of lunch for the children attending the summer programs still unsettled. Most of these children depend upon the lunchtime meal as the one nutritional food intake of the day, and if we make the funds available well in advance so that cities, towns, and rural areas can assess their needs, and do the necessary planning and training, we will be able to offer food to all the youngsters who need it. That is our goal.

In addition to consideration of the summer food service funding, the committee is interested in renewing the provisions which were contained in a joint resolution passed last November to assure that every needy schoolchild will receive a free or reduced-price lunch as required by section 9 of the National School Lunch Act.

The temporary nature of the resolution's provisions as to the 6-cent State average reimbursement for all lunches, the report by the Secretary of Agriculture to the Congress on the need for expansion of the school breakfast and nonfood assistance programs, and provisions prohibiting the Secretary of Agriculture from changing guidelines and eligibility standards, require that action be taken again to make these desirable changes permanent. And that is the nature of the hearing for today.

Our first witness is the Honorable Stephen May, mayor of Rochester, N.Y., who appears on behalf of the National League of Cities and the U.S. Conference of Mayors; with Mayor May as a panel are Mr. William Nugent, special assistant to Mayor Roman Gribbs of the city of Detroit; and Councilman Henry Valentine of the city of Richmond.

In view of the shortage of time, let me suggest that all of you whose names I have called come to the table.

Good morning to you. How are you?

A quorum is present and we will start.

PANEL: HON. STEPHEN MAY, MAYOR OF ROCHESTER, N.Y., ON BEHALF OF THE NATIONAL LEAGUE OF CITIES AND THE U.S. CONFERENCE OF MAYORS; WILLIAM NUGENT, SPECIAL ASSISTANT TO THE MAYOR OF DETROIT, MICH.; AND HENRY VALENTINE, COUNCILMAN, CITY OF RICHMOND, VA.

Mr. MAY. Mr. Chairman, I am Stephen May, mayor of Rochester, N.Y. I am here today to testify on the special food service program, on behalf of the National League of Cities and the U.S. Conference of Mayors, as well as my own city of Rochester.

First, Mr. Chairman, on behalf of the League of Cities and the Conference of Mayors, I would like to commend you for your leadership in helping to make available adequate funding for the summer food programs in the past, and we hope this summer as well.

Your bill, H.R. 14396, introduced just this past Monday, which authorizes expenditure of \$25 million of section 32 funds for the out-of-school food programs, is a serious effort to attain funding on a level in accordance with the cities' ability to deliver sound nutritional programs to our children.

And we wish you well and hope our testimony this morning will help that cause.

For the last several summers, the special food service program has been providing an invaluable service within many of our Nation's cities. Designed by Congress to complement the school lunch program by bridging the gap between the close of school in June to its reopening in September, this program has provided thousands of inner-city youngsters at least one substantial, nutritious meal each day.

Since its inception, the League of Cities and the Conference of Mayors have enthusiastically supported this program. I wish to bring home once again the reality of human needs in our cities, and to underscore the vital importance of strong, healthy, happy, productive young people to the well-being and future of our Nation.

Basic to constructive, rewarding life experiences for the youth of America is a regularly available, nutritious diet. In that regard, I appear here to remind you of the responsibility placed in the hands of public officials at all levels of government who are, by the very nature of their positions, entrusted with the future of the young people who are our Nation's greatest natural resource.

The league and the conference feel dutybound today, not only to reaffirm our support for this vital program, but to bring to your attention and the attention of the public, a recent decision by the Department of Agriculture which seriously threatens the impact and effectiveness of the program for the summer of 1972.

It is a matter of concern to all of us entrusted with urban responsibilities, that Deputy Assistant Secretary Philip Olson has informed the league and conference that after tapping every available funding source, the Department is able to provide only \$25.5 million for the program this summer. We view this as an entirely inadequate figure. Not only is it \$4 million below last year's level of expenditures, but it falls nearly \$27 million short of a conservative estimate of the needs of communities participating in the program.

I do not need to remind this committee of the record of the Department of Agriculture in funding and administering this program. In

1969, the program's first year, only \$3 million were spent. By 1970, the figure had increased to \$8 million. Based on the successful results of the summer of 1970, many regional officials at USDA urged the cities to expand their programs for the summer of 1971. However, when June of 1971 arrived, Agriculture informed Congress that the total national needs had not expanded, and that once again only \$8 million would be needed.

Deeply alarmed, the league and the conference made a quick check and verified a national need of \$33 million. Mayors Roman Gribbs of Detroit and Kenneth Gibson of Newark testified before various congressional committees on June 25 and stated that: "The Federal Government has left us holding the bag. They have urged us to man the serving lines and then, in effect, have closed the kitchen. They have told us now that we will be fortunate to serve as many youngsters as we served last year."

Following strong and active pressure from both the Congress and the cities, the administration finally released \$29 million.

But for many cities the delays caused irreparable damage. My own city of Rochester, New York's third largest, was among the less fortunate. After building up high hopes for accommodating up to 14,000 children daily in June, original plans had to be cut severely when Rochester was initially awarded only \$56,000. When the Federal Government finally made a substantially larger amount available in July, it was impossible to reorganize totally the food-program workers and to locate eligible inner-city youngsters. At that point, Rochester was able to gear up and effectively utilize approximately \$185,000 to provide an average of 5,500 lunches per day.

The uncertainty of funding made site selection and supervision almost impossible, disrupted the planning process, hampered coordination, impeded training of site staff, and complicated arrangements for ordering and delivering food.

In addition to the critical need for early funding, Rochester's program requirements for 1972 should include expansion of the program to serve an average of 8,400 youths per day, and funds for a coordinator, trucks and drivers for cleanup, and printed materials. This comes to a total of roughly \$234,000. The comprehensive approach represented by this year's proposal will, of course, prove much more effective if adequate and early funding is provided.

Rochester had a very successful lunch program last year despite the late and uncertain funding, which made a logical planning process almost impossible. On touring several sites, I was personally impressed with the enthusiasm of the children and capabilities of the staff. Our summer youth opportunity program coordinator, Reecy Davis, has told me: "If it had not been for the special summer food program in conjunction with our summer youth opportunity program, many of our children would have gone through another summer hungry and idle, and we all know that a hungry, idle child is a nonproductive child. But, money alone is not enough if it doesn't arrive in time to be used right."

The end-of-the-season peaking trend is illustrated by the fact that in Rochester, 94,324 lunches were served in July and 155,094 in August. Consumption ranged from a low 3,720 lunches served on July 12, to a high of 8,700 lunches on August 5.

To expect the funds which provided for an average of 5,500 lunches per day last year to suffice for this year, when it is clear that some 8,500 lunches per day in August was a steady pace, represents an injustice to thousands of eager, needy children. It also represents a disservice to those dedicated people at the local level who managed, under serious handicaps, to conduct successful programs and generate increasing interest and attendance as the summer progressed. Rochester's summer youth opportunities program staff feels that the summer food program immeasurably enhanced their total capability, which reinforces the case for strengthening the food program this year.

In the face of documentation from cities all across the country and as an apparent extension of their unfortunate record, the Department of Agriculture now proposes to limit this year's funding levels to last year's expenditures. Since far more youngsters were being fed at the end of last summer than at the start, the Department is, in fact, telling us that we will not be able to serve as many children as were fed last summer. Once again, it appears the Nation's mayors and Congressmen must take strong action to insure that this vital program is funded at a properly generous level.

Because of concern about the apparent inability of the Department of Agriculture to provide realistic need figures, the league and the conference have conducted a survey in all 50 States. The results of the survey are submitted with this testimony.

Based on last year's experience and the high level of need which was identified by late summer, the survey indicates that \$52.4 million is needed for the 1972 summer program. That is, of course, \$26.9 million more than the Agriculture Department claims is available.

Nevertheless, we feel that figure, if anything, is conservative for two reasons. First, identification of eligible youngsters is a difficult process, and one which would only rarely locate all eligible children. Second, the respondents who are both State and local were not asked their total needs, but instead the amount of money their cities could effectively utilize.

Agriculture's record in funding and administering the special food service program hardly inspires confidence about this year's projections. Once again, the Department has demonstrated an inadequate appreciation of the urgent needs of inner-city children.

Mr. Chairman, responses as to needs of poor hungry children should have top priority on the agenda of all conscientious public officials. The need for an additional \$26.9 million to provide nutritionally adequate meals for ghetto youngsters has been documented.

Surely it is unconscionable for a nation as affluent, progressive, and resourceful as the United States, to allow hunger to plague thousands of its young people, sap their strength, erode their abilities, and deny them equal opportunities to achieve. A tangible opportunity to prove our commitment to a just and humane society is provided by the special food service program, which can help erase the link between poverty and poor health caused by improper diets and sheer lack of food.

I urge you, on behalf of the NLC and the USCM, to respond quickly and affirmatively to this urgent request. We can fulfill the great and good promise of this realistic, farsighted program if adequate funding is guaranteed in advance.

By responding to demonstrated need, you can provide happier, healthier summers for thousands of inner-city youngsters—and more stable, tranquil communities as a result.

Chairman PERKINS. Go ahead and present your next witness: Mr. William Nugent, special assistant to the mayor of Detroit.

Mr. NUGENT. Could I defer to the councilman from Richmond, Va., if I may, please.

Chairman PERKINS. All right.

Mr. VALENTINE. Mr. Chairman and members of the committee, I am Henry L. Valentine, a member of council from the city of Richmond, Va., representing our mayor, Thomas J. Bliley, Jr., and the National League of Cities.

Last summer, the city of Richmond was one of the 111 cities selected for the special food service programs for children. We had, according to representatives from the Agriculture Department, one of the most successful "free lunch" programs in the Nation. We also experienced some difficulties with the "startup" of the program that I would like to share with you.

In April of last year, our Department of Recreation and Parks in the city was advised that this new program might possibly be funded. In May, we were told that dollars would not be available. On July 8, we were advised that funding had been received and that the city of Richmond should immediately begin the distribution of the lunches on the playgrounds in the low-income areas.

To put it mildly, gentlemen, things were confused. In the next 5 days, our recreation department contacted food suppliers, arranged trucks, set up distribution points, trained the staff, informed the recipients, found out families, and started distribution—a crash program of the first order.

In the first few weeks, we distributed about 4,500 lunches each day. By the end of the 7-week period, we were supplying over 7,600, each Monday through Friday. Our average for the summer was 7,000 lunches supplied daily, for a total of 228,500 lunches in the 7-week period. A great effort, which would have been even better if we could have had sufficient leadtime to start the program properly.

We estimate, for instance, that had we been able to make arrangements earlier, we could have started at the 7,000-lunches-per-day level. Had we been able to plan our program in advance, we could have had better control on the lunches that were distributed to children who merely "came when the truck did" and were not a part of our recreation program.

Things have improved somewhat this year in terms of advanced planning. We were a little shocked when the Agriculture Department asked for comments on the new guidelines within a 10-day period, including asking us to make what amounted to a house-by-house survey of low-income areas, ascertaining residents who had working mothers at low-income levels, numbers of children per home, and the like.

We did receive an extension for the response, and some of the data-gathering was made less restrictive.

We feel that Richmond will be able to improve the service delivery of the program this summer. We hope to be able to start 2 weeks earlier because we can register recipients in advance, have a staff that is

familiar with the way the program should be run, and have already-established contact with the suppliers.

Richmond is also fortunate in having recreation facilities that allow us to serve the lunches in rain-or-shine weather. This, we understand is not the case in many communities, and speaking for the National League of Cities, I would recommend that greater flexibility be allowed in this summer's program in those communities that have experienced problems in this area.

We need this program in Richmond again this year. Richmond has a growing number of low-income families in the central city. There are over 12,000 citizens in public housing units in Richmond. We have over 16,000 people on the public welfare rolls. Our community is quickly becoming a city of the poor, the old, and the black. Over 25 percent of our total city population earns less than \$3,000 per year. This next year, our schools will provide 20,000 free lunches daily to low-income children.

Richmond is also a community that believes in fiscal responsibility. Last year's funding request was for \$119,000 for our summer lunch program. This year we plan a 2-week extension and will serve the same number of lunches. This is due, in large measure, to the fact that the restrictions being placed on the consumption of the lunches on the playgrounds, by children who are an active part of the recreation program will eliminate much of the improper distribution which took place this year. We also have a staff that has experienced the program and are able to more efficiently operate the distribution of food.

We feel, by the way, that the restrictions imposed in this year's program are proper ones. This will help guarantee that the children who are eligible will be provided with a nutritious meal in a pleasant, relaxed, informal setting, incorporated into an organized and supervised recreational activity.

In summary, Mr. Chairman, I feel that the local and Federal governments have learned a great deal from last summer's crash program. I feel that this year's program will be a better organized, less confusing one—one that will serve the low-income children in our community in a meaningful way while they are engaged in recreation programs during the hot summer months.

This program, with all its problems, should be continued again this year for the thousands of children in my community that will benefit by a balanced diet that they might not otherwise be able to obtain. And I feel it should also be expanded to include a greater number of cities in the Nation who have children from low-income families so that they, too, will be able to have at least one decent meal a day.

Chairman PERKINS. Thank you very much, Mr. Valentine.

Mr. Nugent.

Mr. NUGENT. Mr. Chairman, I am William M. Nugent, an assistant to Mayor Roman S. Gribbs of Detroit. The mayor regrets his inability to be with you today because he is wrapping up his fiscal year 1973 budget.

Our concern is to reach all of the children who need this food, to obtain enough money to provide every poor youngster at least one adequate meal per day, to win notification of funding levels early enough to prepare the program and to run the program efficiently so

that each child may receive his due so that the public and the Congress will see the money well spent and continue to support the program.

To reach all of the children will require an even more extensive search by city officials to find those who are poor and ill-fed but may also take some congressional action.

As the law now reads, the special food service program participants must be enrolled in recreation, day care, day camping, and for settlement house activities.

While this requirement has been useful to Detroit officials in increasing volunteer staffing of recreational programs for poor youth, it leaves us no adequate response to the mother of a poor child who asks why her youngster must go without food because recreation, day care, day camping, and settlement house activities are unavailable in her area.

While this requirement was well-intended and it is our goal to provide such services, the law unnecessarily restricts our effort to reach all children in need.

That effort is closely linked to funding levels and allocations.

Our exemplary program finally fed 25,000 poor youngsters each day in summer 1970, nearly 56,000 each day last year, and this year we hope to reach 81,000. But even this massive program won't reach all of the children who need the food.

Our census tells us there are more than 125,000 young Detroiters whose family income would qualify them for this particular program.

Last summer our program cost \$1,071,000. To reach 81,000 youngsters this summer will require \$2.7 million. We have included this in our report to the National League of Cities and U.S. Conference of Mayors, and it is included in their estimate of a national need of \$52.5 million.

If other cities' experience is similar to ours—

Chairman PERKINS. You are telling this committee that your survey and these estimates that you have made are accurate?

Mr. NUGENT. They are accurate to the best of our ability to ascertain the need.

Chairman PERKINS. And, if anything, on the conservative side?

Mr. NUGENT. Yes, sir.

Chairman PERKINS. To what extent has Detroit participated in this program out of its own funds?

Mr. NUGENT. Sir, we have not contributed cash funds to this program.

Chairman PERKINS. But you have contributed funds in kind?

Mr. NUGENT. We have certainly contributed in kind. First of all, we did advance \$100,000 in cash last year when notification came too late to start the program in an appropriate manner.

We were notified in mid-June last year that we could not have the money we needed, and the city council borrowed \$100,000 from other sources within the city in the hopes that you people would provide the money, and the Federal Government eventually did, and the money was repaid to those accounts.

Our contribution has been very creatively put forward. We have gone to people throughout the city who are concerned that their chil-

dren be fed and we have said in the cases where you do not have recreational, day care facilities, and so on, if you organize these and conduct them all day long, we will provide you food at the noon hour, and we had been able to take their services and evaluate them at \$1.60 an hour and included that as a portion of our in-kind contribution. Our total in-kind contribution includes many, many hours put forward by professional staff members on the city's payroll.

Chairman PERKINS. Go ahead.

Mr. NUGENT. The estimate of need, \$52.5 million, that we have stated, may be disputed by the representatives of the Department of Agriculture, as you said earlier. They say we asked for \$33.5 million last year and spent only \$20 million and, as you suggested also earlier, that this is a result as much of late funding notification as any other reason.

For instance, it was not until July 8 that Office of Management and Budget Director George Shultz wrote to Senator Case that "because of the President's very strong feeling that needy children should have fully adequate and nutritious meals, we agree with the Department of Agriculture that the applications from various cities should be accepted and approved."

It was not until July 8 that this money was made available.

I go into this only because Agriculture is tying each city's summer 1972 allocation to summer 1971 expenditure. Agriculture's published funding priorities are: (1) previously operating programs at their summer 1971 levels; (2) new programs; and (3) increases in previously operating programs.

Last summer's performance is a poor guide to this summer's need.

The only reason we managed to reach 56,000 youngsters as we did last year was because city council advanced that \$100,000 I mentioned a few moments ago.

Kansas City closed its program after 10 days when Agriculture told it that it would receive only \$23,000, an amount Kansas City had already spent.

I am not being critical of Kansas City officials; their wariness was quite justified. But when Agriculture notified Kansas City 2 weeks later that full \$270,000 would be available, it was too late for that city to restore the full program. It was too late for them to hire laid-off workers, to reinstate broken contracts with food suppliers, and re-establish contact with thousands of disillusioned poor youth whose expectations of at least one meal a day were shattered.

Our performance was the exception. Kansas City's was by far the more common.

Thus the summer 1971 expenditures of \$25.5 million should be seen as extraordinary recovery from Agriculture's mismanagement of the program, and not as misjudgment of the cities' needs.

The cities' request for \$52.5 million this summer should not be seen as a sharp increase in need over last summer. Last summer's survey was quickly done and no doubt overlooked some of the need.

This survey that was conducted this year was more carefully done and is probably more accurate. If anything, it understates the need.

Last year we started out feeding 4,800 youngsters a day. We ended up feeding 56,000 youngsters a day. That is an average of about 32,500 youngsters a day.

If our funding this year is tied to that level of last year, we will be able to feed only that 32,500 and not 56,000 youngsters who left the program at the end of last year and may expect it again this year.

In addition, the picture is further complicated this summer by the possible early closing of our school system. We are planning to feed our youngsters for 55 days, and we may suddenly find our school summer vacation lengthened by 30 to 35 days. The city schools are facing \$50 million deficit and if the State legislature does not provide relief, may be forced to close its door a month or 5 weeks earlier than planned.

In addition, as a comment on your earlier question about the city's advancing money, the city itself is facing a \$23 million deficit and finding cash for this sort of a program is extremely difficult.

In addition, we are trying to reach an additional 25,000 youngsters this year. If the money is limited to \$25 million, as Agriculture has suggested, it seems to me impossible that we will be able to reach the 81,000 youngsters we hope to reach, much less the full 125,000.

I would suggest, if I may, that you also take a look at the formula method of distribution. The pattern of requests does not necessarily reflect the formula according to which special food service program funds are distributed.

Thus, while you may make the full \$52.5 million available this year, needs will go unmet because the formula will require that a portion of the \$52.5 million go to areas which are unable to use it.

There are ways of avoiding this problem, and we would be willing to work with the committee staff to explore them.

One final word about abuses of the program.

Two weeks ago when the Agriculture Department officials testified before the Senate, new stories carried alarming reports of widespread abuse. They have suggested that food is going to nonpoor youth, that suburban mothers are driving in to the inner cities to take lunches back to the suburbs, and so on.

The Agriculture Department seems capable, when it is seeking out abuses, but inept when trying to ascertain need.

I have no firsthand knowledge of and can't disprove the charges Mr. Hekman mentioned that day, but I suggest you view them with some skepticism.

Any program of this size is bound to have abuses. In Detroit, for example, on opening day a volunteer worker gave leftover sandwiches to adults. Technically this was a violation, but I applaud this woman's avoiding wasting good food.

On the second and succeeding days a full complement of youth showed up, and there was no leftover food.

It is unbelievable that any significant number of nonpoor youth or mothers would travel very far to get a bologna sandwich, an apple, and a container of milk.

We and other cities are concerned that the food go to the most needy, both to provide them food and to forestall criticism which might cut off that food in the future. We are anxious to conduct the best programs possible and hope you will give us the resources to do that job.

Thank you, Mr. Chairman.

Chairman PERKINS. Thank you very much, Mr. Nugent.

Mr. NUGENT. That completes our presentation, Mr. Chairman.

Chairman PERKINS. Any questions, Mr. Forsythe?

Mr. FORSYTHE. I have no questions, Mr. Chairman.

It was a very good statement.

Chairman PERKINS. If there are no questions, let me compliment you gentlemen. I think the National League of Cities has done a great job in making this survey and pointing up the needs for a program of this type, and I certainly want to compliment all of you gentlemen who have been involved with the study, and your testimony has been excellent. In fact, I feel we already have adequate testimony to go ahead and enact the legislation.

You have been most helpful to the committee.

Mr. Richard Reed, chief, Bureau of School Food Management, New York State Department of Education.

Go right ahead, Mr. Reed.

**STATEMENT OF RICHARD REED, CHIEF OF THE BUREAU OF SCHOOL FOOD MANAGEMENT, NEW YORK STATE DEPARTMENT OF EDUCATION**

Mr. REED. Mr. Chairman, my name is Richard Reed, chief of the bureau of school food management, division of educational finance, New York State Department of Education.

Mr. Chairman and members of the committee, I want to apologize for not having a prepared statement for you, but I will read the statement and you will have it for your record.

Thank you very much for this opportunity to comment on the special food services program for children, summer feeding program, and related issues. I will try to be brief.

The bureau of school food management is the unit of the New York State Education Department which has responsibility for administration within the State of New York of the U.S. Department of Agriculture's Food Nutrition Service, child nutrition programs.

As chief of that bureau it is my charge to see that each of the programs entrusted to our unit is properly administered and to seek timely, adequate funding. It is in this capacity that I appear before you today.

We have been told by the U.S. Department of Agriculture Food and Nutrition Service that our maximum funding for summer 1972, would be limited to that level which was expended last summer, 1971. This is because the administration did not seek the additional funds which will be needed.

State school lunch directors last year, well in advance of fiscal 1973 budget approval time, advised the Food and Nutrition Service officials that substantial increases in funding for summer 1972, would be necessary if this valuable program were to be sufficiently expanded to reach even a majority of the eligible needy children.

This summer feeding program is presently the only vehicle readily available to each, on a continued basis throughout the summer, those eligible needy children who, throughout the school year, receive free and reduced price type A lunches.

We fail to understand the administration's reasoning behind the failure to request the additional funds.

I appeal to you as the committee to mandate an increase in budget allocation for the section 13 summer program to at least \$52 million for fiscal year 1973.

I am confident the funding levels which we are seeking are going to peak within the next 2 years.

In New York State the primary impetus for massive expansion has been created by active community-sponsored programs which are designed to reach all of the needy youngsters in that community from approximately age 3 to 20.

We know that this year's program is designed to reach the majority of the needy youngsters in New York City. However, we do know there will be small pockets of untouched areas in the city and throughout the State. The expectation is for these pockets to be identified and arrangements made to incorporate these youngsters into a full program during the summer of 1973.

Speaking directly to the figures that were involved last year, the total program expenditures for summer 1971 operations in New York State were approximately \$3.4 million. This funded a program which reached an average of 155,700 children per day.

Data collected as of closing date of applications, April 17, have indicated that we have on hand acceptable program applications for fiscal year's 1973 budget requirement of \$13.6 million.

This funds a program which would reach an average of 591,000 children per day. Since New York State school lunch programs feed an average of 600,000 school age children a free lunch daily throughout the school year and only about 55,000 free lunches daily during the summer, it is certain that the number of children ages 3 through 20 who would be eligible for summer lunch program definitely exceeds the number under approvable application.

This should validate our figures as being reasonable in scope and size.

New York State does not stand alone with this problem. Yesterday I talked with the Massachusetts and New Jersey child nutrition program administrators who indicated the same type of problem exists for them.

Massachusetts will require an additional \$431,000 to fund Boston, which was not in the 1971 program. And New Jersey will require an additional \$1,600,000 to carry on a 9-week program for 82,400 children.

I will not belabor this point, as the picture is clear additional funding is a must.

Before I conclude, however, this committee should be made aware of the prospect of a serious potential operational problem for all child nutritional programs.

Through congressional action last fall Public Law 92-153 was enacted. However, provisions of the law specifically important to program funding were limited to fiscal year 1972 and will terminate as of June 30, 1972.

Since Congress will undoubtedly be in recess this fall, I recommend this committee introduce for passage before June 30, a resolution which will have a stabilizing effect on the present program operations.

There should be provisions for reimbursement rates to make sure the fiscal year 1972 rates are protected, eligibility requirements to make

sure these are not allowed to be reduced and made permanent and for national eligibility income scale to make sure this is preserved for minimum eligibility scale.

We do not wish to appear ungrateful for the increased funding provided our programs the past 2 or 3 years. However, when we are on the brink of accomplishing meaningful results in the battle against hunger, it is distressing to have to halt progress when so close to victory.

The freeze on expansion, that the President's budget imposes, will halt our progress.

This concludes my statement, and I thank you for the opportunity to have appeared before you.

I will be happy to reply to any questions you may have or expand on any points already made.

Chairman PERKINS. Mr. Quie?

Mr. QUIE. No questions.

Chairman PERKINS. Mr. Forsythe, any questions?

Mr. FORSYTHE. No questions.

Chairman PERKINS. Let me compliment you on your statement, Mr. Reed.

Tell us whether you will be able to operate a program and feed these children this summer if this legislation is not enacted?

Mr. REED. Pardon?

Chairman PERKINS. Will you be able to carry on a program if this legislation is not enacted, and feed these children of working mothers?

Mr. REED. Under last year's allocations, we feel that the maximum number of youngsters we can reach this year will be about 100,000, which is less than we actually reached last year. Because of the late start, the same type of problem existed, we started low and ended high, and for an average funding level—

Chairman PERKINS. How many according to your count should you be reaching up there under a program of this type this summer?

Mr. REED. With present funding or with hoped-for funding?

Chairman PERKINS. With anticipated funding under this legislation?

Mr. REED. About 565,000 roughly.

Chairman PERKINS. 565,000. Assuming that we pass the legislation, that is the number that you anticipate will receive the lunches this summer?

Mr. REED. That is right.

Chairman PERKINS. Without the legislation, what is the number?

Mr. REED. About a hundred thousand.

Chairman PERKINS. And will this legislation take care of all those that are in need of this lunch?

Mr. REED. No, we don't feel that we have reached all of those that are in need yet. We feel that this will take care of those who have been reached so far.

Chairman PERKINS. Is this a conservative estimate in your judgment, or is it a liberal estimate that you have given the committee?

Mr. REED. No, this is a conservative estimate in the fact that I feel that there probably could be another 150,000 youngsters reached, and we did not allow any, we did not go over with it.

Chairman PERKINS. You are talking about those in need?

Mr. REED. That is right.

Mr. QUIE. Will the gentleman yield?

Chairman PERKINS. Yes.

Mr. QUIE. Are you talking about another 150,000 on top of the 560,000?

Mr. REED. That is right, but not for this year because we don't feel that we can properly administer it now. From this April 17 cutoff time, we have enough time now to develop the controls and the situation will not reoccur of what happened last year. As long as we do this and maintain our levels that those people who come in with the proper approval applications with our recognized sites, these people can be accepted into the program and this does involve the 500-plus thousands that we are talking about.

Mr. QUIE. How many are in New York City, and how many upstate?

Mr. REED. I would say that at the upstate level is around 80,000 and the balance, around 470,000, is in New York City.

Chairman PERKINS. How about the extra 150,000?

Mr. REED. Those are predominantly in New York City. In the fringe areas we are not going to try to reach this year because of the problem of administering it partially paid, partially free, partially half, in other words, the reduced price payment; we don't feel in an expansion type situation like we are into that we can really exercise the controls that are necessary.

This is one of the things that got us into trouble last year and one of the things that the auditing OIG took us to task for is the lack of controls, and we don't want to repeat that.

Mr. QUIE. How much of this program then, if you went to 600,000 children, would supplant what the families would otherwise give them, and how many would supplement it?

Mr. REED. I think that is extremely difficult to answer because of the fact that we don't know exactly what these youngsters are being fed now. We do know that the majority of these youngsters are on the free-lunch program during the school year and what they are fed over a weekend or what they would be fed during the summertime, we have not been able to determine.

We do know they are hungry. I think that this is one of the key factors to this program, the fact that there is a definite gap from the impetus of the school-lunch program during the year and then all of a sudden these kids are turned loose and told during the year you have to be fed in the school lunch program, but during the summer you are on your own.

If there is that type of a need established for these families and for these youngsters during the school year, we feel that this same need continues during the summer months also.

Mr. QUIE. You are talking about the free lunch, not the regular lunch?

Mr. REED. We are talking about the free-lunch program which is in New York State is at approximately the level of 100,000 a day.

Mr. QUIE. How do you reach these youngsters in the summertime?

Mr. REED. This poses quite a problem because of the high density in the city, and there are many areas served by store fronts, and you name it, as far as the type of community organization that gets involved. Many of the day-care centers that expand for noontime lunch

where the youngsters come in, they are organized in many cases on play streets where the youngsters come in for the day or they come out of the houses for this day and they are in a semi-organized activity.

They are not in the nice, comfortable, residential-type recreational facility, but they are supervised and the Neighborhood Youth Corps youngsters and other agencies have most of these youngsters in some type of an organized activity.

I won't say they are recreational because when you put 500 to 600 youngsters in a two-block area, there is not too much recreation that can happen except maybe everybody run around a fireplug for a minute, but they are a definite, specific group of youngsters. They are within their home territory. They are not scattered, and they don't come in to the city. The inner city is a little different structure.

Mr. QUIE. You don't use the school then?

Mr. REED. The schools are used as far as the playgrounds are concerned. The inside of the schools are not open and are not available.

Mr. QUIE. Why don't you use the same cafeterias during the summer as you do during the school year? It is easier to make certain that they have an adequate diet because you have dieticians and more capable people handling it through the school system than those that happen to get the idea that they want to run a little program.

Mr. REED. New York City schools, other than those few that are open for summer schools, are locked up tighter than a drum. There is no administration there, and there is no custodial help there. There is no one in the schools. They lock them up the last day of school and open them up the first day of school. There is no money budgeted for the operations of these buildings for custodials or anything else. These people are on 10-months' operation.

Mr. QUIE. In other words, the schools don't serve the community?

Mr. REED. As they are organized right now, that is correct. I think, though, in the decentralization of the schools in the districts, I know there are many districts that are trying to get this changed. They are trying to get the schools opened up and available to the community as such. As of right now it is not structured that way.

Mr. QUIE. Have you ever policed the groups then that would receive a substantial amount of money to reach 500,000 students in New York City that they provide an adequate diet, because all over the place people don't exactly do what they claim they do unless they are checked, and New York City is kind of noted for that?

Mr. REED. Yes, I have heard. This does pose a problem to us. We have started this year and already have proposed and under contract for at least two additional personnel along with our staff member on my staff that is directly responsible for the program, and these people will require the master sponsors to provide a minimum of a site supervisor for each of 50 sites.

I say a site supervisor, and this is a person who is not in operations. This is a person who is in strictly a supervisory capacity to make sure each of those sites within that person's charge are properly administered.

We have a training program that will be going forth on May 4 for all of the sponsors. This will be a mandated training program which will be part of the acceptance criteria. If they don't attend the train-

ing session, they won't be accepted in the program because we feel the only way we can control the problems that we had last year, and this was in expansion in site accountability, is for the sponsors to realize their responsibility and to provide the personnel themselves to be able to be accountable for every lunch.

In other words, if there are 500 lunches that go into a site, consumption must be onsite. They cannot, like last year, take them back into the tenements. They must consume at the site, and if the site is not large enough, they have to provide an auxiliary site for inclement weather, if it is not on a play street.

We so feel we have the controls that we can administer, and we have from my staff three people who will be working full time, one throughout the State because that is a smaller portion, and two directly in New York City full time.

Mr. QUIE. It would take at least two, I would think.

Mr. REED. It will take more than two, but not from our staff because we have assurances from regional offices that we have several people from their staff that will be working with us on the control factor. They are as concerned about the controls as we are.

It is unfortunate that we are not staffed heavier, but it is one of those situations at the State level that you don't bring people on 2 months easily, and we are working on that, but have not succeeded in cracking it yet.

Mr. QUIE. How old a student do you accept in the program?

Mr. REED. Basically the students are the 3 to high school age.

Mr. QUIE. To or through high school?

Mr. REED. Through high school; in other words, into high school, but most of these youngsters are involved in handling the operations. They are utilized in the centers for bagging up the lunches and providing for checking off the youngsters to make sure they are certified as being part of the group that is there. They handle any recreation or activity. They work with the youngsters. Most of the older youngsters do this.

We do have older students that are primarily involved, the senior and junior high school group, and these are in drug rehabilitation centers. Most of the post-high-school youngsters who are under 20 and still eligible for the program, under 21, these youngsters are in the Youth Corps and are leaders of the centers.

Mr. QUIE. Is there an automatic fallout in participation in the program as the children get older?

Mr. REED. In the summer program this does not seem to be the case. These youngsters, of course, as last year, we utilized a lot of them in the manufacturing. The older youngsters, if they were 17 or 18, these youngsters were put under the payrolls, so that about a million dollars of last year's program came right back into the city for payrolls for the truckdrivers and these youngsters that were driving the trucks were youngsters that are in the college bracket.

They are youngsters who are most of them going to college. They were home for the summer. The production people were mostly 17- and 18-year-old youngsters, and they worked around the clock in producing the meals. This is through the community. Through this type of a setup, it is quite easy for a community action group to say to a

processor or a manufacturer, "We want our people involved. We want our people involved in the manufacture of these products."

There were a lot of side benefits that happened. These youngsters were put to work, and naturally, if you keep the youngsters busy, you don't have the problems, and we did not have problems in New York City.

We had accountability problems. We got on top of it finally, but the audit doesn't show this.

Mr. QUIE. If 18-year-old students qualify because of the income of their parents, but is working at night and hustling enough money for themselves, do they still get free lunches?

Mr. REED. It is still the parents' responsibility. Generally these youngsters have enough pride that unless they are hungry, they don't go after the lunches.

Mr. QUIE. So then there is an automatic falling off as they get jobs?

Mr. REED. As they have money in their pocket, they are not hungry. But we didn't find that the nonhungry were involved with the program. There were some abuses, yes. There were some adults that got meals, but not all of this was controllable.

You just don't walk in, when you have got a group of four of five drug addicts that come in and knock the kids out of line, you don't tell them, "I am sorry, you can't have lunch." They give them lunch so they will disappear, and this is what happens. It is either that or have your center burned out. These things were taken off and were not charged. These were not charged to the programs. It is a different type of ball game in the big city, and unless you have seen it, it is awfully difficult to believe.

Mr. QUIE. I have seen it a few times, and it is still hard to believe.

Chairman PERKINS. Mr. Forsythe, any further questions?

Mr. FORSYTHE. No questions.

Chairman PERKINS. Let me compliment you, Mr. Reed, in your position, especially as chief of the bureau of school food management. I think you are doing an excellent job in New York. I think the people that put you there must have believed that you had had a lot of experience, notwithstanding your youth, and you have been most impressive here to this committee, and I am most hopeful that the committee will follow some of your suggestions.

Thank you very much for your appearance.

Chairman PERKINS. I notice we have Congressman Vanik with us. I am delighted to welcome you here, Congressman Vanik.

#### STATEMENT OF HON. CHARLES A. VANIK, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OHIO

Mr. VANIK. Mr. Chairman and members of the committee, I am going to be very brief in my remarks, and I ask unanimous consent that my statement may be inserted as I prepared it. I have to get back to a caucus that is underway.

I want to thank you for your efforts on the summer feeding program, and I support the bill which you have provided.

Chairman PERKINS. Without objection, your prepared statement will be inserted in the record.

(Congressman Vanik's prepared statement follows:)

STATEMENT OF HON. CHARLES A. VANIK, A REPRESENTATIVE IN CONGRESS FROM  
THE STATE OF OHIO

Mr. Chairman, Members of the Committee: Thank you for this opportunity to again appear before this Committee in support of a truly adequate summer feeding program. The Committee is to be commended for its efforts to avert a crisis in the summer low-income child feeding programs.

I simply want to state that I support the bill introduced by you, Mr. Chairman, to assure truly adequate funds for this summer's food service programs. H.R. 14396 must be passed immediately, if we are to avoid the terrible delays and confusion of last summer.

Other witnesses before the Committee are documenting the need for this program and the inadequacy of the funds which the Department of Agriculture is prepared to commit to this program. The National League of Cities and U.S. Conference of Mayors has reported that while the Department is providing \$25.5 million for this summer—some \$3.5 million less than last summer—they have documented a need for over \$52 million.

I imagine that others will comment on the absurdity of the regulations which the Department of Agriculture has promulgated for this program. I notice that Mr. Richard Reed of New York State's Department of Education is here. On January 27th of this year, I entered in the Record a copy of a letter of Mr. Reed to me in which he pointed out the fantastic administrative difficulties which the Department has created in the operation of this program. In that letter, Mr. Reed stated that "we are being asked to do a job with handcuffs and blindfolds strategically placed." Since then, new regulations which have been issued have further clouded the picture. These regulations seem to be conciously designed to limit the number of applicants—and increase the number of hungry children.

For example, I have just received a letter from Case Western Reserve University in my congressional district explaining some of the difficulties involved in the order of priorities set for the funding of summer programs. This letter, which explains some of the difficulties facing established programs and organizations, is worth quoting:

"Last summer, Case Western Reserve University sponsored a six week educational program for 400 inner-city school children in Cleveland. The Special Food Service Program, provided by the U.S. Department of Agriculture made available the amount of \$10,320 to feed the children in our summer program. Unfortunately, we, like many other similar programs, received notification of the award in mid-summer, after the program had entered its fourth week. Due to this delay, of the \$10,320 award, only \$1,400 was used to provide lunches during the last two weeks of the program. The remaining \$8,900 was returned to the Department of Agriculture. This delay affected all aspects of the program: enrollment dropped, funding sources were jeopardized, and most importantly, we were unable to provide lunches for hungry children, for whom this meal was often the main source of nutrition for the day. . . . According to (the latest Department regulation), we will be entitled to \$1,400, and then must wait for word as to whether there will be funds left to meet our total needs.

"This new procedure erroneously assumes that the money expended by many organizations for their last summer's food service program indicates the full extent of funds needed for this year. . . . In truth, that amount of money represents only what was needed between the time the award was announced and the end of the program. Secondly, it ignores the possibility that a successful summer program may need more money than it requested last year due to increased service population and expenses. For example, our program enrollment will increase to over 1,000 children, and the program length has been increased to eight weeks. Under the new priority procedures, we can be 'assured' of a \$1,400 award, one which will allow us to provide a food program for all of two days."

Other extremely difficult problems have been created by the requirement for demographic information. These requirements for masses of statistical data, plus the application date of April 17th, this past Monday, may discourage many additional applicants.

I would hope, Mr. Chairman, that the Committee would require a suspension of the application date so that all institutions desiring to aid children can do so. The suspension of the application deadline will enable these institutions time to develop reasonable amounts of data and planning to provide for sound and efficient programs.

Finally, Mr. Chairman, while our obvious immediate need is to provide for a summer feeding program, I would like to point out that the year-round Section 13 program is in shambles. The amount of money provided for the school year program has been inadequate. During the last two weeks, I have received a number of calls from Oklahoma cities reporting the close-down of Section 13 programs for lack of funds. I expect that before May 15th, a number of other States will run out of funds. Therefore, I hope that as your schedule permits, you will be able to make a comprehensive review of the entire Section 13 program.

Mr. VANIK. Thank you, Mr. Chairman.

I feel this legislation must be passed immediately if we are going to avoid the terrible delays and confusion of last summer. I imagine that others are going to comment during the course of your testimony on the absurdity of regulations which the Department has promulgated on this program.

These regulations seem to be designed principally to limit the number of applicants and increase the number of hungry children or the children that are to be excluded from the program.

The problems that have arisen out of need for demographic information and statistical data, and the application date which was set of April 17, this past Monday, may discourage additional applicants.

Mr. Chairman, I hope that the Committee, in your judgment, would require a suspension of the application date so that all institutions desiring to aid children can do so. The suspension of the application deadline will enable these institutions time to develop reasonable amounts of data and planning to provide for sound and efficient programs.

Finally, Mr. Chairman, while our immediate need is to provide for summer feeding program, I would like to point out that the year-around situation under section 13 is in shambles. The amount of money provided for the program has been inadequate. During the past few weeks I have received many calls from many States concerning the lack of funds under title 13. Therefore, I hope, Mr. Chairman, that as your schedule permits, you may be able to also include a comprehensive review of the entire section 13 program.

Chairman PERKINS. Thank you very much, Mr. Vanik.

Mr. Leonard, you come on around.

#### STATEMENT OF RODNEY E. LEONARD, EXECUTIVE DIRECTOR, THE COMMUNITY NUTRITION INSTITUTE

Mr. LEONARD. Thank you, Mr. Chairman.

I welcome the opportunity to testify this morning on proposals to extend child nutrition programs, and my testimony will be brief.

I am Rodney E. Leonard, and I am the executive director of the Community Nutrition Institute. We are a nonprofit organization funded in part by the Office of Economic Opportunity, and we publish a newsletter which reports on food and nutrition programs and also on the operation of these programs in States and communities.

The committee is considering proposals to expand summer feeding programs and to take positive action to strengthen the school lunch program, and I urge the committee to act favorably on these proposals for two reasons.

First, action now by the Congress will help reduce the uncertainty and confusion which States and local communities feel now over these

programs, and, second, with more effective programs, I think this means that more children can be fed and fewer children are going to go hungry.

I would like to focus my attention on the proposal to extend the authority of Public Law 92-153, not because of any greater interest in school lunch over summer feeding, but simply because other witnesses this morning have amply described the need for better summer feeding programs.

Public Law 92-153 provides for the 1972 school year, all lunches served to needy children will be reimbursed at a minimum of 40 cents a lunch and all lunches at an average of 6 cents. The resolution mandates that the Federal eligibility standards for free or reduced price lunches shall be a floor with States authorized to set broader standards adjusted to local needs and prohibits those standards to be lowered by Federal action.

These are minimum operating safeguards. They were provided last year by Congress because at the time USDA had taken administrative action to restrict program funds and to eliminate program flexibility that is essential to good State administration, and in the absence of further action by Congress, these safeguards will no longer be available after this year.

My conversations with State school lunch directors convinced me that they believe such action is vital. Each remembers the confusion of last September, and I think if you look at the participation rates so far this year, it will be clear that the program has yet to recover from the events of last fall.

Since October, participation in the program has not increased. Although other factors such as escalating food costs and higher wages impose a drag on program growth, one of the major problems is that a confidence gap is growing among those who have direct responsibility of feeding children. They are uncertain as to what September will bring, and nothing that has happened since September has caused them to change their minds.

For example, although the Department has requested funding for 1973 at those levels set in the joint resolution, the Department also failed to carry out a survey of the need of breakfast programs and the spirit intended by that resolution.

In addition, as the Governor of Maryland and other witnesses pointed out last week before the Appropriations Committee, the USDA cut day care feeding programs in order to pay for summer feeding programs. It is also cutting back on supplemental feeding programs for infants and pregnant women at a time when a demonstration project in Baltimore and surrounding counties underscore the need.

This project has produced preliminary results which are staggering. It shows very clearly that if iron-enriched formulas are provided for infants who are clearly malnourished underweight, and small size, that they can achieve very rapidly a normal, healthy condition.

In fact, some of the preliminary results indicate that the children actually are healthier than the average child as a result of this program.

In citing these situations, I am not suggesting that legislation be passed to reprimand the USDA. But I am urging the committee to propose that the Congress tell the States and schools what the basic ground rules will be next year.

Effective planning cannot be done in the absence of this knowledge. Realistically the decisions that could affect the amount of Federal support and the freedom to operate lunch programs next year, in the absence of action on the resolution, will be dictated by events and conditions as they will exist this fall, and should the States call for help in September as they did last September, the likelihood is that Congress will not be around to answer the call.

Yet the States and school districts are held responsible by Congress for feeding children and Congress can help restore a sense of confidence among the States by extending the joint resolution. The message will be that the resolve in Congress to end hunger is as strong and undiminished as ever.

That completes my statement, Mr. Chairman.

Mr. QUIE (presiding). Mr. Leonard, when you say Congress is not likely to be around this fall, you sound like the leadership of Congress at the beginning of the year every year I have been here. Congress has always been around in the fall since about 1960, and I will wager that Congress will be around here next fall, too. Congress may not be able to get much done after the convention, but at least they will be here spinning their wheels. If you need help in the school lunch program, I think they will get something done because one thing I have also noticed is that Congress does not like to take food away from little children. The administration's position on the school milk program was that they wanted to limit that to the needy, and I recall when that was first proposed by President Kennedy, I took the floor and objected to it.

People would expect that from me because I come from a dairy area and was a dairyman myself prior to coming to Congress. They laughed at me at the time, but history has proven that Congress is not about to take milk and lunches away from children.

The point now before us is that we ought to be setting some standards before September and that is really what you are saying?

Mr. LEONARD. Yes.

Mr. QUIE. It isn't fair for schools to wonder what they will be faced with. What we did last year was to require the Federal Government to set standards throughout the Nation, but the Department let you know so late that you then were totally unprepared for reduction in assistance in some areas where they had higher standards, so we put the grandfather clause in there. The administration has not told you what you are faced with for next year. You will expect Congress to help you out again.

I know that is not the kind of assurance you would like. You would like to see Congress do it rather than assurance from one member of a committee that Congress is going to do it, but we are.

Mr. LEONARD. Yes, I would like to urge that it be done now because the schools begin planning school lunch programs and the States begin planning those programs about now when they really get into it right after school ends, which will be in July.

Mr. QUIE. When the Federal Government puts up 40 cents plus free and reduced lunches plus 6 cents for all of the lunches, don't you think that the Federal Government should have some voice, though, in the standards that the State sets for who is a needy student?

Mr. LEONARD. Yes, and it does.

Mr. QUIE. You would not advocate that the States set all of their standards themselves?

Mr. LEONARD. No, the resolution indicates that the Federal standards shall be a minimum, so that that is a floor, and you can't go below that, but I think Congress also recognizes that each State has unique problems and each school district tends to have different problems, and it is impossible for anyone sitting in an office in Washington or in a regional office to try to anticipate all of those needs, so I think it is a wise provision.

What Congress has done I think is to state that no State can go below a certain level, and that is a constructive action.

Mr. QUIE. What do you think about the summer feeding program? What struck me is the fact that New York would close up the schools. What is the situation from your experience with the utilization of schools for summer feeding programs for the needy?

Mr. LEONARD. It varies depending on the dedication of the local school people. You find that schools tend to be used more in the urban areas because, as in New York City, very oftentimes school buildings would be the only space available for it.

Mr. QUIE. But that is where they are not using them. I wonder if we should not require that. If the school district is getting money for free lunches for needy children during the school year and the community is going to receive money during the summertime, I wonder whether those school buildings should not be opened.

You would think the people of the community should have concern for needy children. As far as money goes, we are in worse shape than all of the rest of the country put together. We are in such bad shape that one weekly news magazine said there is a possibility that the United States will go broke. If the Federal government goes broke, there will be a lot more needy people around, and you won't get any more free lunches from the Government then.

Mr. LEONARD. I am positive that the Federal Government won't go broke.

Mr. QUIE. That is what they said in 1928, too.

Mr. LEONARD. First of all, the summer feeding program is new. It has been difficult for the States to acquire operating experience with it because of the problems in getting adequate funding and getting assurances that the funding will be available so that the planning can be done.

I think the problem of using schools can be ironed out if the States and school officials can focus on that kind of problem. If city leaders can worry about how they are going to organize things under their own political jurisdiction rather than having to come in and ask Congress to help straighten out some of the problems with the program.

Mr. QUIE. Mr. Forsythe?

Mr. FORSYTHE. Just in following this problem of utilization of schools, I am not sure whether your response was that Congress might well take a rather heavy hand in urging that these be used. It seems to me that Mr. Quie's concern here is very valid and that this thing has gone, in a sense, completely away from that by using other groups for the summer feeding program. We are here as an establishment that operates 9 or 10 months of the year and just disappears. Would you agree that we should rather press in this area?

Mr. LEONARD. Yes, I think it ought to be made clear that all of the buildings that are available in a community should be utilized for programs such as this. I think this is a part of a broader problem with schools. I know in Mr. Quie's home State several of the smaller communities are starting now to operate schools on the year-around basis simply as a way to utilize local funds more effectively.

I think you will find that schools and school districts generally will be responsive if Congress says very clearly that this is the way these programs should be operated, and again, my experience has been that the State directors and the local school lunch personnel are dedicated to feeding children. This is what they want to do, and this is what they are good at.

But when they have to worry about whether there is going to be enough funds available for it and what kind of restrictions are going to be placed on them, then their attention gets diverted.

Mr. FORSYTHE. Well, that concern is one that exists, whether it be schools or wherever, and yet we seem to perhaps be going into other methods of distribution for the summer program that have less expertise as you indicated, less dedication, and undoubtedly results in a less effective program at a higher cost.

Mr. LEONARD. Yes, this is true, and part of that problem is a conflict at the local level between the mayors and city officials, city council officials, and school boards and the school lunch supervisors.

I know that in some cases school lunch people at the local level feel put upon. They figure that after 9 months of it, they have had it, and now they don't want to be operating food programs until September. They want to spend time planning on it.

Mr. FORSYTHE. And dedication kind of runs out?

Mr. LEONARD. Yes, somewhat. But I think again, if it is clear to them that this is a program that they can have a hand in and achieve the objectives that they basically want, I think they will support it. I think what is happening is that we are seeking a transition in community feeding from not only feeding just 9 months in school, but feeding in the other programs where children are kept in group situations. A lot of school people don't see that yet.

Mr. FORSYTHE. Maybe we should encourage it. Thank you.

Mr. QUIE. Thank you, Mr. Leonard. You have been a good witness, and we appreciate your testimony.

Mr. LEONARD. Thank you.

Mr. QUIE. Now Mr. Donald Morrison, President, National Education Association.

**STATEMENTS OF MRS. MARY CONDON GEREAU, LEGISLATIVE CONSULTANT, GOVERNMENT RELATIONS AND CITIZENSHIP, AND JAMES W. GREEN, DIRECTOR, LEGISLATIVE SECTION, NATIONAL EDUCATION ASSOCIATION**

Mrs. GEREAU. This is Mr. Green. Mr. Morrison was unable to come this morning, so this is Jim Green, director of the legislative section of the government relation division of the NEA; and I am Mary Condon Gereau, legislative consultant with the legislative section of the National Education Association.

We have a very brief statement, which is a page and a half. We can read it.

Mr. QUIE. Go ahead and read it.

Mrs. GEREAU. Mr. Chairman and members of the committee, the National Education Association urges favorable action on H.R. 14396 to authorize the expenditure of at least \$25 million from funds provided for in Section 32 of the Act of August 24, 1935, for programs operated by cities and counties to provide nutritious meals daily to disadvantaged children in need of such supplemental food. Obviously, a child who receives food during the school year, through the school lunch and school breakfast programs, also needs food in the nonschool months of the summer.

Despite the claims of the USDA that there have been abuses in the summer feeding program, we doubt that these abuses outweigh the benefits of the program. If discrepancies exist, they are primarily the result of not knowing from week to week whether the program will be funded. We urge the Congress to act without further delay on H.R. 14396 and to make the summer feeding program permanent.

In anticipation of the fact that the Congress will not be in session in August when the annual school lunch crisis arises, we urge that the committee add to H.R. 14396 the text of Public Law 92-153, with appropriate updating to cover the 1972-73 subsequent school years. This action would insure the availability of section 32 funds for the provision of free or reduced price meals to needy children at the rate of not less than 40 cents per lunch.

We urge the committee to make permanent the legislation that provided adequate funding for the School Lunch and Child Nutrition Acts.

We also urge that Congress again direct the Secretary of Agriculture to "determine and report to the Congress the needs for additional funds to carry out the school breakfast and non-food assistance programs authorized by sections 4 and 5 of the Child Nutrition Act of 1966 at levels which will permit the expansion of the school breakfast and school lunch programs to all schools desiring such programs as rapidly as practicable."

We contend that the efforts of the USDA in this respect have been totally unsatisfactory.

We hope the committee will proceed as soon as possible to direct its attention to the great need to expand and make permanent a school breakfast program for all needy children. Such a program has proved its value many times over. We as teachers know that a hungry child is not interested in learning. Money spent on education will yield a far greater return if a comparatively modest amount is spent on feeding children.

We commend this committee for its consistent concern for the problems of our schools and especially for disadvantaged children.

Mr. QUIE. Thank you, Mrs. Gereau.

The question I have would follow along the line of questioning on the schools because it astounds me that in New York they did not have schools open for utilization. Then Mr. Leonard said that maybe some of the teachers don't like to stick around for the summer.

I have had teachers say to me they wished there was something to do during the summer so they won't have to look for jobs elsewhere.

Don't you think that there would be, if the school board would open up the schools, an adequate number of the personnel in the school system who could readily step in and work with the feeding program and would be willing to do it?

Mrs. GEREAU. Yes, sir; I am convinced they would, but I think the problem is that the schools don't have in many places enough money to run the regular school year. As the gentleman from Detroit pointed out, their school is closing 30 days earlier because they are running out of money.

The schools in Portland are going to close early because they have run out of funds.

I listened to your conversation with Mr. Leonard, and I am in sympathy with your proposal that school cafeteria facilities, where they exist, would be better utilized for summer feeding programs, but somebody is going to have to pay for the cost of custodial care for the schools; somebody is going to have to pay the cost of heat, lights, gas, and so forth, to run the program in the summer in the school.

Now, the school boards in too many communities, as I indicated with my example of Detroit and Portland, don't have enough money to run for the school year. We have a real crisis in financing education in some communities. So it is a matter of whether it is more expensive to take some of the money out of the summer feeding program to reimburse the school district for the expense of keeping the school open, or would it be less expensive and leave more money there for food for children to use the kinds of facilities they are now using in New York?

I think that is the problem. It is not an unwillingness. I can't believe it is an unwillingness, to not want to cooperate. It is probably a matter of money.

Mr. QUIE. It may be money or it may be that somebody is going to damage the school if they get in there.

Mrs. GEREAU. Also, many school boards use the summer months to repair the school building. They repaint the rooms and all of this sort of thing, but in my own experience, and I was working my way through college as a playground supervisor in Cedar Rapids, Iowa, and we also used the school, the gymnasium and cafeteria, and the schools were built in such a way that those are on the wing where they could block off the rest of the school, and that was a community facility during the summer.

If you have that kind of arrangement, it is a good idea.

Mr. QUIE. I also noted that the schools that limit their activity pretty much to academic education, have a hard time getting bond issues passed, but schools that serve the community seem to have an easier time passing bond issues. That happened in Minnesota. In those communities that opened the schools for every kind of community activity, including holding Sunday schools in the summertime, that is the kind of service to the community for which people are willing to vote bond issues.

Mrs. GEREAU. If they have bonding capacity, but some of them are up to the limit already in what they can do in the financing of schools from the local sources that are available.

Mr. QUIE. I know; that is how the State legislatures get their heads banged in a little bit.

Mr. Forsythe?

Mr. FORSYTHE. No questions.

Mr. QUIE. Thank you very much. We will try to do the best we can.

Mrs. GEREAU. Our plea was not to leave the schools in the situation this fall that they were in last fall when they didn't know that they were going to have the money, and it was in November when that bill was signed. We hope you would do it altogether now.

Mr. QUIE. A very good idea. Thank you very much.

I don't find any other witnesses on the list. Anybody who is waiting for another witness? If you want to come up and say something yourself, you may. I really mean it—any of you who have been listening in the audience who may desire to speak, come to the witness table and identify yourself.

#### STATEMENT OF MRS. DIXIE HARRINGTON—CLOSEUP

Mrs. HARRINGTON. Thank you. I am Dixie Harrington. I work with the program called Closeup.

We have brought approximately 150 high school children and teachers to Washington for a 1-week study of government and politics.

In our program, we have seminars with various agencies of Government, as well as Congressmen, Senators, and representatives of the judiciary. We have discussion groups in the evening, and there was a very lively discussion last night on the school-lunch program. I hope they are not as lively in this setting, but I think some of the things they have to say might be of interest to the committee.

I will ask the students to introduce themselves and to be brief, and then you might ask them about things that concern you.

#### STATEMENT OF SYNTHIA POLLARD

Miss POLLARD. My name is Synthia Pollard from Murphy High School, Atlanta, Ga. I am a junior. Last night we discussed the lunches at school, and we were wondering why at most black schools the lunches are a little less easier to digest.

We eat lunch 5 days a week, and we get five forms of hamburger, and most of the white schools have steak and three or four choices for lunch, and I was wondering why at Murphy we didn't have any choice.

We are an all-black school, and I was wondering why we didn't have a choice at lunch.

Mr. QUIE. I could not tell you, but that is interesting. Tell me about the all-black schools and all-white schools in Atlanta, Ga. I understand that you have desegregated down there. When I was down there in a hearing once, they required the teachers to be racially balanced.

Don't you have integrated schools down there?

Miss POLLARD. Yes, we have integrated schools, but Murphy is an all-black school.

Mr. QUIE. You are integrated, but there is nobody around there who has white skin?

Miss POLLARD. We have whites in the faculty, but at one time, when we went to Columbia for a session—Columbia is a predominantly white school—and we ate lunch at Columbia that day, and they had steak for lunch, and you could either have a cold lunch or a hot lunch,

and they had steak in the hot lunch. You had a choice of food for 40 cents. At Murphy, you get only one thing every day, and it costs 40 cents. Sometimes there are three different things on the plate like soup, a sandwich, and a dessert. At Columbia, they had two kinds of dessert and different things to drink, and we only get milk.

Mr. QUIE. That is amazing. I have never heard of a school where they had a choice that way. I thought they always got macaroni.

Now we will hear from the next young lady.

#### STATEMENT OF ROSA HUTCHINS

Miss HUTCHINS. My name is Rosa Hutchins, and I am from East Atlanta High.

In 1968 and 1969 when I was in the 9th grade—I am a junior now—we had about 50-percent white and 50-percent black, but now the majority of the students are black.

When the new program was introduced that all students who needed a free lunch should have it, everything in our cafeteria changed. Before, we would always have something that the students liked, like hot dogs and stuff like that, but this year all of a sudden we don't get orange juice any more.

We don't get a menu to let us know what we are going to have, and you already know what you are going to have, a hamburger patty or barbecue, ground beef, and most of the students get a free lunch. This may be one of the reasons why we don't have a variety, or whatever you want to call it, but the students have complained about it, and they decided they were going to strike to see if we could get better lunches, but this didn't help because the majority of the students do get free lunches.

We talked to the dietitian, and she said she could only serve what she was given. But I think the problem does not lie with the dietitian. It lies in the school lunch program as a whole. Are you listening?

Mr. QUIE. I was listening to my staff member right there.

Miss HUTCHINS. Did you hear what I said?

Mr. QUIE. Did I miss something? Will you repeat that for my benefit.

Miss HUTCHINS. Out of 900 students, 500 get free lunches, so you can see what kind of problem that is. Most of the students may eat a free lunch, but they still go back and pay 40 cents to get another lunch. I think that because of this, we ought to have a better variety and more food to nourish the students, because a lot of them are active in sports, and that is gone about 2 o'clock.

Mr. QUIE. What kind of a variety is there? Do you get hamburger every day? My kids like hamburger.

Miss HUTCHINS. Monday we have hamburger. Tuesday we have barbecue ground beef on a bun. Wednesday we might have soup with ground beef in it. Thursday we have hot dogs with chili. Sometimes we don't have chili. Friday it may be a combination of everything that we had. But I am not exaggerating at all. Really, I am not exaggerating. I think something ought to be done about it.

Mr. QUIE. Your folks can smell your breath and tell what day it is. Let's go to the next student.

## STATEMENT OF DALE ALEXANDER

Miss ALEXANDER. My name is Dale Alexander, and I am a senior from Forest Park High School.

Mr. QUIE. I was hoping you were from one of the white schools in Atlanta.

Miss ALEXANDER. No, it is a mixed school, one of the few desegregated schools in Clayton County. The rest of them are all-white schools.

Clayton County has the worst lunch program in the Atlanta school system. It is worse than theirs. We might one day get soup with a salty peanut butter sandwich, but it is really horrible because Clayton County is not desegregated—is that why we don't get good lunches? I have heard that from several people, but Forest Park is desegregated. It is half and half.

We have 2,198 students in there, and hardly any of them are on the free program because they are too embarrassed to go up and hold out a card saying, "I want a free lunch."

Mr. QUIE. Do you have to be identified to get a free lunch there.

Miss ALEXANDER. Yes. So half of the students eat there. They buy it to look at it, and gripe, I think, more than anything else, and that is why they buy the food because it is all thrown away.

I was wondering. I also heard if you have more students buying it, then you should have a better variety because there is more money coming in. We have more than half the students buying it, and we have over 2,000 students in there.

Mr. QUIE. That is a problem of the local community, but as far as the intent of Congress is concerned, there is supposed to be no identification of the poor students so that they would not in any way feel that it was degrading.

We have talked about this many times in Congress, and we did not intend that students should go through the line with colored tickets. Many schools use a system of sending the tickets for a free lunch to the student's home, and they are identical to the tickets for students who pay for them. It is easier for those who have the means to pay for the tickets on a monthly basis.

It is good to have your comments because we usually get the comments from those who speak for everyone else rather than from those who eat the lunches.

Mrs. HARRINGTON. Congressman, I think the situation may be the same, that there is an identification mechanism in other schools as well. I was inquiring of the students here, and apparently they have a card which distinguishes the students who get the free lunch.

Miss HUTCHINS. It is white, too. [Laughter.]

Miss POLLARD. At Murphy, when we first came to the school, I could see places where telephone booths had been there when the white students were there, and now they had been taken out, and they also had drink machines, and now we have the machine unplugged where they don't serve drinks any more. And they had ice cream boxes in the cafeteria in the back in the kitchen where they used to have ice cream, which they don't have any more, but which they used to have when the school was predominately white and they served lunches during the summer.

They sometimes serve cold lunches during breaks but at lunchtime you might get a salad and a sandwich or something, but when we went to Columbia, we had steak, mashed potatoes, rice, chicken, rolls, and we don't get stuff like that at Murphy.

I was wondering, was it because that school was white was the reason that they got so much better food than our school?

We at Murphy go to different council meetings at white schools and they serve much better lunches than we have at Murphy.

Mr. QUIE. We don't want to have any discrimination on the basis of sex, so we will hear from the young man over here.

#### STATEMENT OF RANDLE SMITH

Mr. SMITH. I am Randle Smith. I am from North Gwinnett which is in Metropolitan Atlanta.

We are fairly well contented with our lunches. We get pretty well what we want and the personnel is kind to us and we can talk to them. They like to hear us and we know them on a personal basis.

We have no problems. We can't choose what we want but we can let our feelings be known. If we don't like something, we can tell them and they will do their best to change it. But we understand their problems. They can't get but certain things for us.

Mr. QUIE. Give us your menu as it runs through the week. These girls over here know what they are going to get on Monday.

Mr. SMITH. They pass out menus every week. We have a variety of different things, nothing on certain days. But they are always good and they are well balanced. We get protein and carbohydrates and stuff like that and we are well contented.

Mr. QUIE. How many people of the black race attend your school? What is your percentage there?

Mr. SMITH. We have 750 students and about 710 white and the rest of them are Negro and they are so far in the minority that they express no opinion. We get to know them and we respect them but they don't have much of a voice because their number is so small.

Miss HUTCHINS. This is from east Atlanta now. We did have a choice of hot or cold lunch when I was in the ninth grade but we got a new dietician last year and that changed, but now the studnets have grown to accept the free lunch card and we all joke about it and call it our charge card.

Mr. QUIE. What color is your dietician?

Miss HUTCHINS. She is white.

Mr. QUIE. What about the former one?

Miss HUTCHINS. She is white too.

Mr. QUIE. The next two girls who have moved up to the table would like to say something.

#### STATEMENT OF MRS. JANE KNEPSHIELD

Mrs. KNEPSHIELD. I am Mrs. Jane Knepshield and I live in Potomac, Md. I am a housewife and mother of four children who currently attend Potomac Elementary School, which is in a middle- to high-income area.

My children receive a menu or a calendar with a menu for each day of the month and their menus run like this. On Monday, hamburger. Tuesday, meat balls and gravy. Wednesday, salisbury steak. Thursday, pizza. Friday, hot dogs.

It rarely varies and I don't think that the lunch program as such is really a racial problem. I think it needs to be improved but they have no choice of menu and the hamburgers come out of a can and they are unpalatable.

I am not exaggerating. That is the truth. They do pay 50 cents for their lunch. They can take an extra 10 cents and then they pay 60 cents and I think that for 60 cents they ought to have a fairly nice lunch.

I know that our Government facilities provide a fairly nice lunch for 65 or 75 cents in messhalls and this sort of thing and I don't understand why children, who are in growth stages, have to have the sort of lunch that they have for the price they pay.

Mr. QUIE. Thank you. The next young lady.

#### STATEMENT OF MRS. IDA BROWN

Mrs. BROWN. I am a former teacher in Montgomery County.

Mr. QUIE. You both look like high school students.

Mrs. BROWN. I would be saying what Mrs. Knepshield has said.

My name is Ida Brown. We do have hamburger over and over again and, as she said, the students do not enjoy the meals and half of the time, if they do purchase a meal, if they have a choice, they purchase a doughnut and something to drink rather than something that is nourishing.

I feel that a lot of this does come from the dietician rather than from a racial situation because Montgomery County is supposed to be an affluent county where they should be able to afford better lunches and they don't have them. And the meal is very starchy also.

Mr. QUIE. Do you ever talk to the dietician?

Mrs. BROWN. Yes, the teachers complained and we found that this comes from the county and that the schools have to take what the county gives them, and it is ground meat.

Mr. QUIE. Do you ever take this up in the PTA meeting?

Mrs. BROWN. I am sure that it has come up, but I think that they feel like they are batting their heads against a wall because it is a countywide problem and, when it gets to be a bigger problem, then it is hard to solve.

Mr. QUIE. Do you ever send lunches from home because your children don't like the school lunches?

Mrs. KNESHIELD. Every day just about. They started out this year buying their lunches and then after about 6 weeks of school they started complaining saying they had tried everything but it was just terrible, so they would have me make their lunch. I posted the menu for the month in the kitchen and they check it every morning and I can't remember the last time they bought their lunch. But they check it every morning.

Mr. QUIE. Another young man wants to say something here.

## STATEMENT OF GREGORY GOOLSBY

Mr. GOOLSBY. My name is Gregory Goolsby and I also go to North Gwinnett.

These other people have their problems in their school but I would like to defend the school-lunch program.

We only pay 35 cents for lunches and we get a very good variety. We get steak, chicken and rice. It is a very good lunch. I go to North Gwinnett and Gwinnett is not one of your more affluent counties. It is the most rural county in metropolitan Atlanta but, having talked to these people from the more affluent counties, the larger and most populous counties, it seems our schools in the rural areas get better lunches than they do, for a cheaper price.

I don't feel that it is the school's fault if the lunches are not good because the State provides food for the lunches and if the State does not send them a great variety, the school can't very well—there is so much you can do with what they send.

Mr. QUIE. Do you have a State procurement of food for the lunches in Georgia? It sounds as though in Georgia you have State procurement of food and they send it to the schools rather than having the local school procure it. I know you receive a certain amount of food from the Federal Government if it becomes surplus, so, if they have too many turkeys, you would end up with turkey for lunch for a long time. But I can't imagine your having too much hamburger because of the high beef prices.

Mr. GOOLSBY. I imagine the school buys some of the food but these people pay 60 or 40 cents for their lunches and we only pay 35 cents for our lunches. So if our school can afford to buy good things—we have turkey and chicken—if we can afford to buy these things for only 35 cents, I think it is their schools' fault, not the State's and not the fault of the school-lunch program.

It is the fault of the administration of the school that they don't have good lunches.

Mr. QUIE. Very good. I appreciate having comments from some of the consumers of the school-lunch program. This was very beneficial to me.

Mrs. HARRINGTON. I would like to thank you for this opportunity. The students enjoy participating in government as well as observing it.

Mr. QUIE. The meeting is adjourned.

(Whereupon, at 11 a.m. the hearing adjourned.)

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(The following statement was submitted for the record:)

STATEMENT OF EVELINA ANTONETTY, EXECUTIVE DIRECTOR, UNITED BRONX PARENTS, BRONX, N.Y.

We wish to place into the record our booklet, "Buen-Apetito—The Story of the United Bronx Parents Summer Lunch Program, 1971".

We sponsored the biggest summer lunch program in the country, and fed an average of 150,000 children a day throughout New York City.

We are proud that we served over 6,000,000 nutritious lunches to poor, hungry children in all five boroughs.

In various statements, the United States Department of Agriculture has very correctly indicated some of the inherent difficulties in summer feeding programs, with day-to-day variations in participation, unusual feeding arrangements, etc.

USDA admits and we agree that the late funding and lack of clear guidelines caused almost insurmountable problems for the sponsors.

But despite all the difficulties, we state unequivocally that the highest possible percentage of food went to hungry, poor children who had no other way of obtain a nutritious lunch during the summer months.

We know that nearly every site provided for day-care or other supervised child care.

We submit for the record:

1. Sample letters from groups participating in the program.
2. Letter from the Police Department of New York City.
3. The Audit Report of findings by the Certified Public Accountant firm we hired for verification.
4. Sample letters from United Bronx Parents to participants detailing regulations.

There were approximately 800 delivery sites in the New York City program. Some of these sites then shared with other groups in their vicinity. In this way small organizations and church groups could be serviced.

We agree that there were some irregularities. Considering the fact that we had only 6 days (from July 2nd at 5:30 PM when we were finally notified of our funding, to July 8th when we began delivering 50,000 lunches a day) it would have been impossible not to have irregularities.

We had no help in planning, no manuals, no guidelines. This year USDA has developed an excellent Sponsor's Handbook. We are sorry they did not invite United Bronx Parents to any of the sponsors' meetings which drafted these procedures and regulations. We are convinced that our input would have helped develop more specific guidelines for inner-city areas.

We would like to point out that the cities USDA sites as having successful programs were invariably in their second year of operation, and were smaller than our program. We are convinced that based on one year's experience, and with enough advance planning time, we can eradicate the main problems that existed in our program.

USDA cites examples of lunches going to adults or other ineligible people in our program and many other. Realistically, in areas such as Hunts Point, Harlem, East New York, etc., areas with the highest drug addiction problems, highest unemployment, highest crime rate, organized youth gangs—how could there not be "irregularities" and problems?

The fact is we were able to involve gang members to help supervise recreation areas and feed the children. Yes, we had food stolen or trucks hi-jacked sometimes. But 99% of the time we were able to convince even the addicts in our areas that this was food for the children and that they had to help us make sure the kids got the food.

These ghetto areas are a blot on the conscience of this country—are we going to add to the woes of the people trapped in these areas by saying the children cannot have food because of "irregularities"?

Let us give you an example. In any block in our overcrowded areas, there are at least 1,000 eligible children. But there is only money for recreation or other funded programs for perhaps 50 or 100 kids at the most. This means that the others are not only left out of organized summer programs, but are also excluded from the lunch program because they are not part of the activities. We are doubly punishing these children.

In many blocks, parents and neighbors began volunteer recreation programs, taking the children to the playground, or setting up a play street, just so the children could be eligible for lunch. Volunteer workers accounted for over \$1.5 million worth of in-kind services.

#### SOME OTHER EFFECTS OF THE PROGRAM

In addition to providing food, our program generated hundreds of jobs. All the production workers who made the sandwiches, and packed food and loaded trucks were hired through community groups in poverty areas. Over 300 people worked for two months on these jobs.

Sixty delivery truck drivers earned \$4.00 an hour, and many gained enough experience to get jobs after the program ended.

NEED FOR ADVANCED PLANNING TIME

1. We need at least two months to plan proper control and accountability mechanisms, to guarantee better monitoring of our program this year.

2. We need lead time to make up proper bid-specifications, and to give the food companies which we hire time to make adequate arrangements.

For example, last year we were using 10 tons of meat a day. Not even the largest meat producers can deliver that quantity without months of advance notice.

3. We want to guarantee that some of the contracts for these lunches go to small businesses and minority businesses as an economic development factor for the community. We need time to help them make arrangements for loans, and to tool-up for the program.

4. We want to use commodities such as flour, margarine and cheese. It takes months to make arrangements for delivery of such items in large quantities.

5. We want to make sure we can service religious and ethnic groups with special dietary laws, such as Orthodox Jews and Black Muslims.

We ran a wonderful program last summer. We learned a great deal. We are convinced we can run a larger and better program this summer if we have advance planning time.

The need in New York City is great. There are at least one million children eligible for the program. We have applied to feed 325,000 children a day for 45 days. We expect additional applications from groups which get their Federal funding for the summer in June.

We ask this Committee to help us and all other groups like us to make sure we have adequate funds to feed hungry children this summer.

(The materials referred to are available in the files of the Committee on Education and Labor.)



