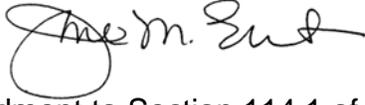




TO: P-12 Education Committee

FROM: Jhone M. Ebert 

SUBJECT: Proposed Amendment to Section 114.1 of the Regulations of the Commissioner of Education Relating to School Breakfast Programs

DATE: September 6, 2018

AUTHORIZATION(S):  

SUMMARY

Issue for Decision

Should the Board of Regents amend §114.1 of the Commissioner's Regulations to implement the Breakfast after the Bell legislation in accordance with Section 2 of Part B of Chapter 56 of the Laws of 2018 and to make other technical changes to School Breakfast Programs in accordance with federal regulations?

Reason(s) for Consideration

Required by State statute (Part B of Chapter 56 of the Laws of 2018) and federal regulations (7 CFR Part 220).

Proposed Handling

The proposed amendment is presented to the P-12 Education Committee for recommendation and to the Full Board for adoption as an emergency rule at the September 2018 meeting of the Board of Regents. A copy of the proposed rule and a statement of facts and circumstances justifying the emergency action are attached.

Procedural History

A Notice of Emergency Action and Proposed Rulemaking will be published in the State Register on October 3, 2018. Supporting materials are available upon request from the Secretary to the Board of Regents.

Background Information

Technical amendments to the definitions, terms and meal pattern requirements set forth in Section 114.1 are necessary to conform with recent changes to 7 CFR Part 220, the federal regulations governing School Breakfast Programs administered by the State Education Department (Department). Such federal regulations were promulgated pursuant to The Healthy Hunger Free Kids Act (“HHFKA”) of 2010, Public Law 111-296, which amended section 4 of the Child Nutrition Act of 1966 which authorizes payments to States to assist them to initiate, maintain, or expand nonprofit breakfast programs in schools.

In addition, the Enacted 2018 State Budget (Section 2 of Part B of Chapter 56 of the Laws of 2018), requires all public elementary or secondary schools with at least 70 percent or more of its students eligible for free or reduced-price meals under the National School Lunch Program to offer all students a school breakfast after the instructional day has begun, referred to as Breakfast After the Bell, beginning in the 2018-19 school year, and each school year thereafter. The schools meeting the 70 percent free and reduced-price meals criteria are determined by the Department based upon data submitted by each school through the basic educational data system (BEDS) from the prior school year.

Each public school required to implement the Breakfast After the Bell program shall consult with teachers, parents, students, and members of the community to determine the breakfast service delivery model(s) that best suits its students. Service delivery models may include, but are not limited to, breakfast in the classroom, grab and go breakfast, and second chance breakfast, which would include breakfast served in the cafeteria. Time spent by students consuming breakfast in the classroom may be considered instructional time when instruction is being provided.

Schools subject to this requirement shall provide notice to students' parents and guardians that the school will be offering breakfast to all students after the instructional day has begun.

Any school identified pursuant to this section may annually apply to the Commissioner for a waiver from establishing a school breakfast program after the instructional day has begun. Such waiver may be granted by the Commissioner upon a demonstration of the following by the school:

- a lack of need for a school breakfast program after the instructional day has begun because of a successful existing breakfast program; or

- providing a school breakfast program after the instructional day has begun would cause economic hardship for the school.

The 2018 Enacted State Budget provided the Department with an additional \$5 million to reimburse increased participation in public school breakfast programs for schools required to implement the Breakfast After the Bell program.

In addition, the 2018 Enacted State Budget provided the Department funding in the amount of \$7 million to be distributed to any eligible public school required to implement Breakfast After the Bell through a non-competitive grant. Each eligible public school will receive a one-time incentive of \$5,000 that will allow schools to purchase food service equipment, including equipment used for the storage, preservation or distribution of food, that will assist in the implementation and success of a Breakfast After the Bell program.

Section 2 of Part B of Chapter 56 of the Laws of 2018 also required the Department to publish on its website, on or before May 1 of each year, a list of the public schools that meet the requirements for operating such programs and to provide notification to such schools. Pursuant to this requirement, the Department posted such list of eligible schools on its website by May 1, 2018. The law further requires the Department to develop and distribute guidelines and provide appropriate technical assistance for the implementation of the Breakfast After the Bell program which shall be in compliance with all applicable federal and state laws governing the School Breakfast Program. This guidance was also issued to the field by May 1, 2018. In addition, effective December 2019 and each December thereafter, the Department will be required to annually publish on its website information pertaining to all schools participating in the School Breakfast Program (SBP) including but not limited to: school name, service delivery model, enrollment, percentage of children eligible for free or reduced-price meals and the average daily participation for breakfast. The Department's Child Nutrition staff is in the process of enhancing the current data system to collect the required reporting data.

Related Regents Items

None.

Recommendation

It is recommended that the Board of Regents take the following action:

VOTED: That §114.1 of the Regulations of the Commissioner of Education be amended, as submitted, effective September 18, 2018, as an emergency action upon a finding by the Board of Regents that such action is necessary for the preservation of the general welfare to immediately implement the requirements of §2 of Part B of Chapter 56 of the Laws of 2018 and 7 CFR Part 220.

Timetable for Implementation

If adopted at the September 2018 Regents meeting, the emergency rule will become effective September 18, 2018. It is anticipated that the proposed rule will be presented to the Board of Regents for permanent adoption at the January 2019 Regents meeting, after publication of the proposed amendment in the State Register and expiration of the 60-day public comment period required under the State Administrative Procedure Act.

Because the emergency regulation will expire before the January 2019 Regents meeting, it is anticipated that an additional emergency action will be presented for adoption at the December 2018 Regents meeting.

AMENDMENT OF THE REGULATIONS OF THE COMMISSIONER OF EDUCATION

Pursuant to Education Law sections 101, 207, 208, 305 and Sections 4 and 5 of Chapter 537 of the Laws of 1976, as amended by Chapter 56 of the Laws of 2018.

Section 114.5 of the Regulations of the Commissioner of Education is amended, effective, September 18, 2018, as follows:

Section 114.1. School breakfast program.

(a) Definitions. As used in this section:

(1)...

(2) Severe need school shall mean a school where 40 percent or more of the lunches served to students at the school in the second preceding school year were served free or at a reduced price[, and in which the reimbursement rate per meal established by the United States Secretary of Agriculture is insufficient to cover the costs of a school breakfast program].

(3)...

(4)...

(5)...

(6) Breakfast after the Bell shall mean providing students access to school breakfast after the instructional school day begins.

(b) Nutritional standards. A breakfast shall [contain, as a minimum, each of the following food components in the amounts indicated:

(1) One-half pint of fluid milk served as a beverage or on cereal, or used in part for each purpose.

(2) A one-half cup serving of fruit or full-strength fruit or vegetable juice.

(3) Two servings from one of the following components or one serving from each:

(i) Bread/bread alternate—one slice of whole grain or enriched bread; one serving of a biscuit, roll, muffin, etc., made of whole grain or enriched flour, or a 3/4 cup or one ounce serving of whole grain or enriched or fortified cereal.

(ii) Meat/meat alternate—one ounce of meat/poultry, fish or cheese, 1/2 large egg, two tbsp. of peanut, nut or seed butter, four tbsp. of cooked dry beans, or one ounce or more of the following: peanuts, soynuts, tree nuts, or seeds.

(4) Offer versus serve. Each school shall offer its students all four required food items as set forth under subdivision (b) of this section. Each school may allow students to refuse one food item from any component that the student does not intend to consume. The refused food item may be any of the four items offered to the student. A student's decision to accept all four food items or to decline one of the four food items shall not affect the charge for breakfast.] meet the minimum meal pattern requirements contained in 7 CFR 220.8 and 7 CFR 220.23 (Code of Federal Regulations, 2018 edition, Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20402-0001: 2018—available at Office for Counsel, New York State Education Building, Room 148, 89 Washington Avenue, Albany, NY 12234 and such breakfast shall be served in conformance with the offer versus serve requirements contained in 7 CFR 220.8 (e) (Code of Federal Regulations, 2018 edition, Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20402-0001: 2018—available at Office for Counsel, New York State Education Building, Room 148, 89 Washington Avenue, Albany, NY 12234).

(c) [Eligible participants. Any public school district, private nonprofit school or residential child care institution, as defined in 7 CFR 220.2 (Code of Federal Regulations,

1993 edition, Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20402: 1993—available at Office for Regional Field Services, Room 775, Education Building Annex, Albany, NY 12234), may apply. In the case of a public school district, approval may be granted for selected schools rather than an entire district.

(d)] Free and/or reduced-price breakfasts. Children to whom free and/or reduced price breakfasts will be served are to be determined by local [sponsoring] agencies in conformity with their existing written policy statements on file in the official records of every sponsoring agency in conformance with [7 CFR 220.7(e) (Code of Federal Regulations, 1993 edition, Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20402: 1993—available at Office for Regional Field Services, Room 775, Education Building Annex, Albany, NY 12234).] 7 CFR Part 245 (Code of Federal Regulations, 2018 edition, Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20402-0001: 2018—available at Office for Counsel, New York State Education Building, Room 148, 89 Washington Avenue, Albany, NY 12231).

[(e) Application. Application will be made on forms required by the commissioner.

(f) Reporting requirements. Monthly reports shall be filed no later than the 10th day of each month. Severe need schools shall report financial data to support the need for the additional reimbursement on the December claim for the period July through December and the June claim for the period January through June.]

[(g)] (d). . .

[(h)] (e). . .

[(i)] (f). . . .

[(j)] (g). . .

(h) Breakfast after the Bell program.

(1) All participating public elementary or secondary schools in this state, not including a charter school authorized by article 56 of the education law, with at least seventy percent or more of its students eligible for free or reduced-price meals under the federal National School Lunch Program as determined by the Commissioner based upon data submitted by schools through the basic educational data system (BEDS) for the prior school year, shall be required to offer all students a school breakfast after the instructional day has begun.

(2) Each public school may determine the breakfast service delivery model that best suits its students. Service delivery models may include, but are not limited to, breakfast in the classroom, grab and go breakfast, and breakfast served in the cafeteria. Time spent by students consuming breakfast may be considered instructional time when students consume breakfast in the students' classrooms and instruction is being provided while students are consuming breakfast. In determining a service delivery model, schools shall consult with teachers, parents, students and members of the community.

(3) Schools subject to this requirement shall provide annual notice to students' parents and guardians that the school will be offering breakfast to all students after the instructional day has begun.

(4) Any school identified pursuant to this section may apply to the Commissioner for a waiver from establishing a school breakfast program after the instructional day has begun. Such waivers shall be annually submitted to the Commissioner in a format and manner prescribed by the Commissioner prior to July 1st of each school year. Such waiver may be granted by the Commissioner upon the school demonstrating:

(i) a lack of need for a School Breakfast Program after the instructional day has begun because of a successful existing breakfast program; or

(ii) that providing a school breakfast program after the instructional day has begun would cause economic hardship for the school.

8 NYCRR §114.1

STATEMENT OF FACTS AND CIRCUMSTANCES

WHICH NECESSITATE EMERGENCY ACTION

This proposed emergency amendment to Section 114.1 of the Regulations of the Commissioner of Education is necessary to make technical amendments to the current definitions, terms and meal pattern requirements contained in the Department's current School Breakfast Program Regulations, 8 NYCRR 114.1, to conform with recent changes to federal regulations (7 CFR Part 220) governing School Breakfast Programs administered by the Department.

In addition, the proposed emergency amendment to Section 114.1 of the Regulations of the Commissioner of Education is necessary to implement the 2018 Enacted State Budget (Section 2 of Part B of Chapter 56 of the Laws of 2018) which requires all public elementary or secondary schools with at least 70% or more of its students eligible for free or reduced-price meals under the National School Lunch Program to offer all students a school breakfast after the instructional day has begun beginning in the 2018-2019 school year, and continuing every school year thereafter.

Since the Board of Regents meets at fixed intervals, the earliest the proposed rule can be presented for adoption, after expiration of the required 60-day comment period provided for in the State Administrative Procedure Act (SAPA) sections 201(1) and (5), would be the January 2019 Regents meeting. Therefore, emergency action is necessary at the September 2018 Regents meeting for the preservation of the general welfare in order to immediately conform the Regulations of the Commissioner of Education to the requirements of Section 2 of Part B of Chapter 56 of the Laws of 2018, which requires the

Breakfast After the Bell program to commence in the 2018-2019 school year and to make technical amendments to the current definitions, terms and meal pattern requirements contained in the Department's current School Breakfast Program Regulations, 8 NYCRR 114.1, to conform with recent changes to federal regulations (7 CFR Part 220).