Circular Letter: C-2

To: Superintendents of Schools

From: Dr. Betty J. Sternberg, Commissioner of Education

Date: August 17, 2005

Subject: Guidelines to Develop Comprehensive Nutrition and Physical Activity Policies in Schools

The attached documents provide preliminary guidance to assist schools with beginning the process of developing nutrition and physical activity policies to encourage healthy and balanced lifestyles in students. Included are the rationale for policy implementation, an overview of the steps for creating local policy, policy components, and resources to assist districts with the process.

These guidelines encompass: (1) the Governor’s June 2005 letter to me asking that the Connecticut State Department of Education (CSDE) develop and distribute guidelines to local school districts to encourage healthy lifestyles in students; and (2) the U.S. Department of Agriculture’s (USDA) June 2004 requirements for a School Wellness Policy.

**Background**

In June 2005, the Governor directed the CSDE to develop guidelines to promote the development and implementation of comprehensive school nutrition policies by local boards of education. The purpose of these guidelines is to encourage healthy lifestyles in students by addressing:

- methods for promoting physical education;
- methods for providing healthy meals and food options;
- processes for augmenting health, science or physical education curriculums to highlight the need for healthy lifestyles;
- strategies for conducting meetings and forums with parents, teachers, members of boards of education, and parent-teacher organizations to identify the support systems parents need in order to encourage healthy lifestyles in their children;
- techniques to involve students in the discussion of school nutrition as a component of promoting healthy lifestyles; and
- research and data to support implementation of local school nutrition policies.

In June 2004, the Child Nutrition and WIC Reauthorization Act of 2004 (Public Law 108-265) was passed. This federal legislation requires that public and private schools and Residential Child Care Institutions (RCCIs) participating in USDA’s child nutrition programs (i.e., National School Lunch Program, School Breakfast Program, Seamless Summer and After-School Snack Program) must
establish a local wellness policy by the first day of the 2006-2007 school year. At a minimum, the district School Wellness Policy must:

- include goals for nutrition education, physical activity, and other school-based activities designed to promote student wellness in a manner that the local educational agency determines appropriate;
- include nutrition guidelines for all foods available on the school campus during the school day, with the objectives of promoting student health and reducing childhood obesity;
- provide an assurance that guidelines for school meals are not less restrictive than those set by the USDA;
- establish a plan for measuring implementation of the local wellness policy, including the designation of one or more persons within the local education agency or at each school, as appropriate, charged with ensuring that each school meets the local wellness policy standards; and
- involve parents, students, representatives of the school food authority, the school board, school administrators, and the public in development of the local wellness policy.

CSDE Implementation Plan

After the dissemination of the attached preliminary guidance the CSDE, in the fall of 2005, will develop an action guide containing comprehensive guidance regarding policy development. The action guide will provide more detailed information on the steps, strategies and resources involved in successfully developing, adopting and implementing school policies to promote healthy eating and physical activity. The guide will also summarize the results of the CSDE Team Nutrition School Nutrition Policies Pilot (conducted from January 2004 through August 2005). The action guide will include profiles of 10 pilot districts. These profiles will provide districts with the “how-to” in translating policy development concepts and models into real-life strategies that work at the local level.

CSDE will be providing ongoing technical assistance to local school districts to assist in this process. A summit is planned for February 1, 2006, to bring school districts together, provide the additional resources and strategies needed for local success, and further enhance the policy development process.

Call to Action

Well-planned and effectively implemented school nutrition and fitness programs have been shown to enhance students’ overall health, as well as their behavior and academic achievement in school. As the American Cancer Society points out, “Children who face violence, hunger, substance abuse, unintended pregnancy, and despair cannot possibly focus on academic excellence. There is no curriculum brilliant enough to compensate for a hungry stomach or a distracted mind.”

Therefore, by developing and implementing districtwide policies, schools can help reduce barriers to learning by providing an environment that promotes healthy eating and physical activity for all children. Districts are encouraged to use the attached documents to begin the policy development process.

For additional resources, questions, and further technical assistance please contact Susan Fiore, Nutrition Education Coordinator, at 860-807-2075, susan.fiore@po.state.ct.us.

Cc: Health/Physical Education Coordinators
    School Nutrition Program Directors
    School Nurse Supervisors
Evidence to Support Implementation of Local School Nutrition and Physical Activity Policies

Meeting the basic developmental needs of students – ensuring that they are safe, drug-free, healthy and resilient – is vital to improving academic performance. Research studies over the past decade have consistently concluded that student health status and achievement are directly connected. In fact, research shows that the health and well-being of students is one of the most significant influences on learning and academic achievement. *Making the Connection: Health and Student Achievement* offers a comprehensive list of research-based studies supporting this link. Several studies conclude that students who participate in a comprehensive health education program have significantly higher reading and math scores than those who do not; physically fit children perform better academically; and children who eat well learn better.

**Student Nutrition and Physical Activity Impacts Learning**

Research clearly shows that nutrition and physical activity are directly linked to academic achievement. Poor nutrition and hunger interfere with cognitive function and are associated with lower academic achievement in underweight, normal weight and overweight children. Increased participation in breakfast programs is associated with increased academic test scores, improved daily attendance, better class participation and reduced tardiness. Student fitness levels have been correlated with academic achievement, including improved math, reading and writing scores. Recent research suggests that decreasing physical education may undermine the goal of better performance, while adding time for physical activity may support improved academic performance.

**Children’s Current Nutrition and Physical Activity Status**

In the United States, over 15 percent of school-aged children and adolescents are overweight – three times the number of overweight children in 1980. Over the last two decades, this number has increased by more than 50 percent and the number of “extremely” overweight children has nearly doubled. Only two percent of school-aged children consume the recommended daily number of servings from all five major food groups. Less than 15 percent of school children eat the recommended servings of fruit, less than 20 percent eat the recommended servings of vegetables, less than 25 percent eat the recommended servings of grains, and only 30 percent consume the recommended milk group servings on any given day.

National guidelines for children’s physical activity include at least 60 minutes of age-appropriate physical activity all or most days of the week. Yet almost half of young people ages 12 to 21 and more than a third of high school students do not participate in physical activity on a regular basis. In Connecticut, 66 percent students in Grades 4, 6, 8 and 10 could not pass all four components of a health-related physical fitness assessment during the 2001-2002 school year.

**Schools Make a Difference**

The National Academies’ Institute of Medicine recently reported that schools, governments, communities, corporations and parents must all bear responsibility for changing social norms to promote healthier lifestyles, and decrease our national obesity problem. While schools cannot solve the problem alone, they have many opportunities to significantly impact children’s health and learning for the majority of their day. Well-planned and effectively implemented school nutrition and fitness programs have been shown to enhance students’ overall health, as well as their behavior and academic achievement in school. School policies and practices play a significant role in promoting an environment that supports healthy student behaviors and encourages learning.
Steps for Creating Local Policy

The process of policy development is just as important as the final product – the policy document. Individuals could work independently to write a policy, but it will be ineffective if it is not supported and implemented districtwide. This requires a team with appropriate representation from the school and community to come to consensus regarding best practices based on local needs. Bringing individuals together to work as a team may present a challenging situation; however, it is essential to do so to ensure the success of policy development and implementation. The end result will be a final policy document that meets local district needs, and one that can be implemented to promote the goal of better health and learning for students.

Resources to assist districts with implementing each step are found on page 11.

Step 1: Identify Policy Development Team
The policy development team works to develop, implement, monitor, review and revise school nutrition and physical activity policies. The process may involve the development of a new team or enhancement of an existing School Health Team, such as a School Health Council or Committee.

At a minimum, a successful team includes:
- parents;
- students;
- school food service;
- school nurse;
- physical education coordinator/teacher;
- health education coordinator/teacher;
- school board;
- school administrators; and
- the public.

To optimize success, it is also strongly recommended that districts include other members as appropriate to local needs, such as:
- other school staff members, e.g., curriculum supervisors, school counselors, family and consumer sciences teachers, school social workers, school business officials;
- health care providers, e.g., pediatricians, dietitians, nutrition/health consultants, dentists;
- nonprofit health organizations, e.g., American Cancer Society, American Diabetes Association, American Heart Association;
- community groups, e.g., YMCA, YWCA, Boy Scouts, Girl Scouts, boys and girls clubs, faith-based groups;
- physical activity groups, e.g., town park and recreation programs, YMCA/YWCA, youth sports leagues, and commercial fitness centers;
- university departments and other government agencies involved in evaluation, nutrition and physical activity, e.g., local cooperative extension service; and
- hospitals and public health representatives, e.g., local health department.

School districts are encouraged to collaborate with any existing efforts underway in the school or community. The school district may already be working on student wellness issues and have an existing infrastructure, such as a School Health Council, a coordinated school health program, a local Team Nutrition team, or staff involved in the Carol M. White Physical Education Program (PEP). These policies may also connect directly to the strategies in the School Improvement Plan to promote student achievement.

Steps for Creating Local Policy, continued

Step 2: Research Existing Local Policies and Utilize the Existing Development Process
Before policy can be developed, team members must understand the local school district process for policy development and adoption. Find out who needs to be involved or kept informed in your district, what format should be used for the document, who needs to review and approve drafts, and the typical time line for review and approval. Team members must also understand the requirements for compliance with all local, state and federal requirements. The team should identify and review existing state laws and policies, other school districts’ policies, and the school district’s own local policies that address wellness topics. Districts may have existing local health policies that can be expanded to include nutrition or physical activity.

Step 3: Conduct Local Assessment Process
Before making plans to develop policy, the team should assess the district’s current nutrition and physical activity programs, policies and student needs, then identify areas that need improvement. The results of school-by-school assessments can be compiled at the district level to place needs in priority order. The Centers for Disease Control and Prevention’s School Health Index can assist districts with this process (see “Self-Assessment and Planning Tools” on page 12).

Step 4: Place Needs in Priority Order and Develop an Action Plan
Change does not happen all at once. Districts may find it more practical to phase in the adoption of policies than to implement a comprehensive set of nutrition and physical activity policies all at once. Policy implementation can be easier if the areas for change are placed in priority order, and addressed in order of local importance. The School Health Index includes specific guidance on placing areas for improvement in priority order, based on importance, cost, time, commitment and feasibility (see page 12).

Step 5: Draft Policy Language
Effective policies should address nutrition education, physical activity, other school-based activities that promote student wellness, nutrition guidelines for all foods available at school, and a plan for measuring implementation. Language for school policies should be developed based on science-based guidelines from creditable health organizations and government agencies. When drafting policy it is important to:
- be realistic;
- be concise – use language that is simple, clear, specific and avoids jargon;
- include rationale for the policy;  
- propose options for policy language;
- provide practical guidance for school staff members regarding implementation; and
- be consistent with existing state guidelines and district policies addressing student health.

Fit, Healthy and Ready to Learn: A School Health Policy Guide (National Association of State Boards of Education) is a useful tool for developing policy language (see “Policy Development and Sample Policies” on page 12). The following websites also contain valuable information:

- National Alliance for Nutrition and Activity: http://www.schoolwellnesspolicies.org/
- Action for Healthy Kids: http://www.actionforhealthykids.org/resources_wp.php
Steps for Creating Local Policy, continued

**Step 6: Build Awareness and Support**
Educating various audiences – such as administrators, teachers, food service staff members, parents, students, and the community – about your policy initiative is essential to success. Healthy nutrition and physical activity practices will need significant support from students, parents, the school staff and the community. It is essential to obtain their input during the policy development process in order for the policy to be smoothly adopted and widely implemented. Strategies include:

- gathering input from the school and community, such as student advisory councils and surveys, parent meetings and surveys, and community forums and town meetings;
- using local media to spread awareness;
- enlisting community leaders; and
- being prepared for challenges that may arise, e.g., prepare talking points, fact sheets and policy rationale.

Additional strategies to obtain input are included in the websites listed in Step 5 and the Resources for Policy Development Section beginning on page 11.

**Step 7: Adopt and Implement the Policy**
Leadership, commitment, communication and support are critical to successful adoption and implementation of district policy. After the policy is adopted by the local board of education, it must be implemented in order to achieve the intended purpose. This requires:

- good planning and management skills;
- allocation of necessary resources;
- consistent oversight by the team or other appropriate school staff members; and
- widespread buy-in by the school staff and the local community.

For more information on creative ways to implement policy, visit:


**Step 8: Maintain, Measure and Evaluate**
In order for polices to be successful, school districts must establish a plan for measuring implementation and sustaining local efforts, including evaluation, feedback and documentation based on sound evidence. Examples of evaluation methods include student, staff and parent surveys; and quantitative data regarding school nutrition and physical programs and practices. Evaluations can include any changes to nutrition education and physical activity, such as:

- health and physical education curriculums;
- nutritional quality of foods available to students;
- student fitness tests; and
- meal participation rates for school breakfast and lunch.

The USDA School Wellness Policy legislation requires that schools develop a plan for measuring implementation of local policy, including designation of one or more persons with operational responsibility for ensuring that the school is meeting the policy.

Recommended Policy Components

The school district’s nutrition and physical activity policies should address the following components: Nutrition Education and Promotion; Physical Activity and Physical Education; Nutrition Standards for Foods at School; Marketing and Promotion; and Measurement and Evaluation. Schools may also choose to address other areas to enhance student health and well-being.

1. Nutrition Education and Promotion

Goal: Nutrition education is offered as part of a planned, ongoing, systematic, sequential, comprehensive, standards-based health education program. Such a program incorporates national and state-developed standards designed to provide students with the knowledge and skills necessary to promote and protect their health. Students should be able to demonstrate competency through application of knowledge, skill and practice.

Considerations
- Integration with existing curriculums such as math, science, language arts, social sciences, and elective subjects, e.g., using literature with appropriate health themes in language arts, calculating nutritional value of foods in math, identifying foods’ chemical compounds for science, and using pedometers to calculate distance in math class.
- Education links with school, e.g., school meal programs, other school foods, and nutrition-related community services such as school gardens and cafeteria-based nutrition education.
- Teacher training in delivering health education, e.g., pre-service education and opportunities to participate in professional development activities regarding health and nutrition.
- Appropriateness of nutrition education materials which are consistent with state/district health education goals and standards.
- Educational reinforcement, e.g., collaboration with other nutrition education efforts in the community to send consistent messages to students and their families; disseminating nutrition information to parents, students and staff members; and opportunities for students to practice skills learned in health education.
- Staff members as role models, e.g., encouraging modeling of healthy eating behaviors.

2. Physical Activity and Physical Education

Goal: Schools will provide students with a variety of opportunities for daily physical activity. Such activity may include, but not be limited to, physical education, classroom-based movement, recess, and recreational sports and play that occur before, during and after school. Physical education is standards-based, using national or state-developed standards. Physical education classes should be planned, ongoing and systematic, building from year to year. Content should include movement, personal fitness, and personal and social responsibility. Students should be able to demonstrate competency through application of knowledge, skill and practice.
Recommended Policy Components, continued

Considerations

- Requirements and certification for physical education teachers.
- Time for physical education.
- Percent of physical education class time spent participating in moderate to vigorous physical activity.
- Time for recess (elementary school students).
- Physical activity opportunities before and after school, e.g., intramural programs, after-school programs and physical activity clubs such as walking, tennis or weight-lifting.
- Physical activity and punishment, e.g., the negative impact of the use of physical activity (running laps, push-ups, etc.) or withholding opportunities for physical activity (e.g., recess, physical education) as punishment.
- Safe routes to school, e.g., possible improvements to make it safer and easier for students to walk and bike to school.
- Use of school facilities outside of school hours.
- Integrating physical activity into the classroom, e.g., taking “brain breaks” that incorporate movement with content area.

3. Nutrition Standards for Foods at School

**Goal:** Schools will establish standards to address all foods and beverages sold or served to students, including those available outside of school meal programs. The standards should focus on increasing nutrient density, decreasing fat and added sugars, and moderating portion size. They should address foods or beverages that should or should not be made available to students, standards for nutrient levels for foods or beverages, portion sizes, and/or times those items may be made available. Policies should encourage the consumption of nutrient-dense foods, such as whole grains, fresh fruits, vegetables, and dairy products.

The USDA School Wellness Policy legislation requires that reimbursable school meals must meet the program requirements and nutrition standards set forth under USDA’s regulations for school meals (7 CFR Part 210 and Part 220), as well as all state and local requirements.

**Note:** To assist school districts in meeting this policy component, the CSDE will be developing guidance on providing healthy foods and beverages in schools, based on the results of the Connecticut Team Nutrition Healthy Snacks Pilot. This guidance will include recommended nutrition standards and strategies for implementation of healthy foods and beverages at school.
Recommended Policy Components, continued

Considerations – School Meals
- Menu planning, e.g., meeting nutrition standards, consistency with the Dietary Guidelines, considering student food preferences, obtaining input from students, parents and other school personnel.
- Sharing information about the nutritional content of meals with parents and students.
- Procedures for special dietary needs.
- Promoting breakfast, e.g., operating the School Breakfast Program; increasing participation; encouraging parents to provide a healthy breakfast for their children through newsletter articles, take-home materials or other means.
- Farm to School, e.g., partnering with local farmers to provide fresh produce in school meals.
- Qualifications of the food service staff.
- Training for the food service staff, e.g., opportunities to participate in professional development and adequate pre-service training in food service operations.

Considerations – Other Foods and Beverages at School
- Standards for all foods and beverages sold or served to students outside of school meal programs, including a la carte sales, vending, student stores, concession stands, fundraisers, after-school programs, field trips, school events (e.g., athletic events, dances or performances), parties, celebrations and meetings.
- Suggestions for students, parents, teachers and school groups for acceptable fund-raising activities, e.g., healthy foods or alternate nonfood fundraisers.
- Food or beverage contracts developed to meet district’s nutrition standards.
- Food rewards and punishment, including the use of foods or beverages as rewards for academic performance or good behavior, withholding food or beverages (including food served through school meals) as a punishment.

Considerations – Cafeteria Environment to Support Nutrition
- Cafeteria, e.g., space, socialization, student supervision.
- Time and scheduling for meals, e.g., appropriate meal schedules, adequate time to eat.
- Timing of recess, e.g., before or after lunch.
- Student access to hand-washing facilities before meals.
- Food safety and food security, e.g., meeting local and state requirements and guidelines.
- Sharing of foods, e.g., addressing food allergies and other restrictions on some children’s diets.
Recommended Policy Components, continued

4. Marketing and Promotion

**Goal:** The marketing materials in the classrooms and lunchrooms should support the concepts and practices in the local district policy. The classroom, the school dining room, and school activities should provide and promote clear and consistent messages that explain and reinforce healthy eating and physical activity habits. The district will support parents’ efforts to provide a healthy diet and daily physical activity for their children through community partnerships and parent education activities. Students will have a strong voice and be actively involved in influencing the school nutrition environment.

**Considerations**
- Consistent health messages, e.g., verbal and nonverbal messages about healthy eating and physical activity throughout the school setting.
- Engaging parents, e.g., obtaining parent input, sharing information and opportunities for nutrition and physical activity through parent workshops, handouts, newsletters, postings on school websites, nutrient analysis of school menus.
- Partnering with community organizations, e.g., local businesses, faith-based organizations, libraries, and local health care providers.
- Food marketing in schools, e.g., keeping school-based marketing consistent with nutrition education and health promotion.
- Engaging students, e.g., student input via student nutrition advisory council, coordinating classroom and cafeteria, planned promotions such as health fairs, nutrition initiatives and programs, contests.
- Staff wellness, e.g., nutrition and physical activity education opportunities to promote staff health and encourage role modeling.

5. Measurement and Evaluation

**Goal:** Develop a plan for measuring implementation of the local district policies, including designation of one or more persons with operational responsibility for ensuring that schools are addressing the policy.

**Considerations**
- Monitoring, e.g., procedures for ensuring compliance with established local policies.
- Policy review, e.g., strategy and schedule to review policy compliance, assess progress, and determine areas in need of improvement.
Resources for Policy Development

This list contains selected resources to assist schools with developing nutrition and physical activity policies. A more extensive list is contained in the *Healthy School Nutrition Environment Resource List*, available at [http://www.state.ct.us/sde/deps/Student/NutritionEd/index.htm](http://www.state.ct.us/sde/deps/Student/NutritionEd/index.htm).

Health and Learning

- **How Are Student Health Risks & Resilience Related to the Academic Progress of Schools?** WestEd, 2004. Summarizes the findings from two annual reports examining how gains in test scores are related to health-related barriers to student learning. [http://www.wested.org/chks/pdf/p1_stuartreport_ch_final.pdf](http://www.wested.org/chks/pdf/p1_stuartreport_ch_final.pdf)


Data to Support Change


School Health Councils

- **Effective School Health Advisory Councils – Moving from Policy to Action.** North Carolina State Board of Education and Department of Public Instruction, 2004. [http://www.nchealthyschools.org/schoolhealthadvisorycouncil](http://www.nchealthyschools.org/schoolhealthadvisorycouncil) (Scroll down to bottom under “Resources for Your School Health Advisory Council”)


- **Promoting Healthy Youth, Schools and Communities: A Guide to Community-School Health Advisory Councils.** Iowa Department of Public Health, 2000. [http://www.idph.state.ia.us/hpdp/promoting_healthy_youth.asp](http://www.idph.state.ia.us/hpdp/promoting_healthy_youth.asp)
Resources for Policy Development, continued

Self-Assessment and Planning Tools

  (Scroll down to last bullet under Section 3)

Policy Development and Sample Policies


Healthy Foods at School

Resources for Policy Development, continued

Physical Education and Physical Activity


Marketing and Promotion


Evaluation


Success Stories


References


15. National Association for Sport and Physical Education. Executive Summary, Shape of the Nation. 2001.
