Framework for Action: Addressing Nutrition and Physical Activity through ESSA Implementation
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The Every Student Succeeds Act (ESSA) recognizes the need for schools to support the whole child and specifically acknowledges the importance of health and wellness. ESSA also provides an opportunity to ensure equitable access to quality education and the conditions that support student learning. Health is a key part of this. ESSA transitions authority from the federal government to state education agencies. Thus, as states begin to implement ESSA, it is critical they do so in a way that supports health and wellness.

The good news is that schools do not need to do this alone. ESSA calls for stakeholder engagement from multiple sectors to create state ESSA plans. The vision ESSA presents of supporting the whole child aligns closely with the visions of other sectors, including the health and public health sectors.

States can take a comprehensive approach to developing their state plan by using the different elements to support each other. For example, an ideal state plan might include:

- A state accountability system that requires schools to maintain healthy school environments.
- State and local report cards that publicly track how schools perform on additional indicators not appropriate for an accountability system.
- State assessments that ensure school districts are offering a well-rounded education by testing students on the state’s existing, or emerging, standards in health, nutrition, physical education (PE) or social-emotional learning.
- Needs assessments that consider health and wellness and identify evidence-based policies, practices and programs to lead to school improvement.
- A professional development program that equips educators to better meet the needs of the whole child, including training on nutrition education.

This resource is a supplement to “State ESSA Plans to Support Student Health and Wellness: A Framework for Action.” This supplement provides more detailed recommendations for supporting nutrition and physical activity during the school day through ESSA implementation.

What is the status of nutrition and physical activity in schools?

Nutrition. According to the U.S. Department of Agriculture (USDA), three in five students—more than 30 million children—eat one or two school meals daily. The National School Lunch Program (NSLP), which is managed by the USDA, was created in 1946 to provide nutritious meals to low-income students. The federal school meal program was later expanded to include breakfast, meals during the summer, after-school snacks and dinner. The USDA provides funding for school meals, establishes eligibility for subsidy of the meal, and creates nutritional standards for school meals and some other food sold in schools. Since the 2014-2015 school year, schools that participate in the federal meals program have also been required to follow nutrition standards for foods sold on the school grounds during the school day. For more information about how the federal school meal programs supports students’ educational outcomes and health, see Five Facts About School Meal Programs from the Pew Charitable Trusts Kids’ Safe and Healthful Foods Project.

Since 2004, the USDA has required school districts that participate in the federal meal programs to establish local wellness policies that codify local nutrition and physical activity practices. For example, schools can use their local wellness policies to require that recess occur before lunch, prohibit the use of food as a reward or physical activity as a punishment, implement nutrition education standards, or require periodic physical activity breaks. By June 2017, local wellness policies must also limit the marketing of food items on school grounds to those that meet the same nutrition standards as foods sold by the school during the school day. For more information on how wellness policies can create healthier school environments, review Local Wellness Policies on the USDA website. In addition, the Alliance for a Healthier Generation’s
How do nutrition and physical activity impact academic achievement?

Nutrition and physical activity have a significant impact on children's health and their ability to learn. Evidence documenting this connection includes:

**Nutrition and academic achievement**

- Student participation in the USDA's School Breakfast Program is associated with increased academic grades and standardized test scores, reduced absenteeism and improved cognitive performance (e.g., memory).³,⁴,⁵
- Skipping breakfast is associated with decreased cognitive performance (e.g., alertness, attention, memory, processing of complex visual display, problem solving) among students.⁶
- Lack of adequate consumption of specific foods, such as fruits, vegetables, or dairy products, is associated with lower grades among students.⁷
- Hunger due to insufficient food intake is associated with lower grades, higher rates of absenteeism, repeating a grade, and an inability to focus among students.⁸

**Physical education**

The Centers for Disease Control and Prevention recommend that children participate in at least 60 minutes of daily physical activity (PA). Since students spend most of their day in school, education leaders have a role in considering ways to contribute to this important goal. One of the most important ways that schools can support and promote physical activity is through access to a quality PE curriculum taught by a licensed PE instructor. Students should receive a minimum of 60 minutes of PE per week, ideally more than double that amount, and should spend at least 50% of their time in PE class in moderate to vigorous physical activity.

**Physical Activity**

In addition to providing access to high quality PE, schools play a role in promoting PA through daily recess, classroom physical activity breaks, and encouraging families to safely walk and bike to school. Policies that incentivize these elements can help schools prioritize physical activity. Learn more about the role of schools in promoting PA from [Youth Physical Activity: The Role of Schools](https://www.cdc.gov/physicalactivity/library/infographs/topic-schools.html), a fact sheet from CDC.

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Physical activity and academic achievement

- Students who are physically active tend to have better grades, school attendance, cognitive performance (e.g., memory), and classroom behaviors (e.g., on-task behavior).
- Higher physical activity and physical fitness levels are associated with improved cognitive performance (e.g., concentration, memory) among students.
- More participation in physical education class has been associated with better grades, standardized test scores, and classroom behavior (e.g., on-task behavior) among students.
- Time spent in recess has been shown to positively affect students’ cognitive performance (e.g., attention, concentration) and classroom behaviors (e.g., not misbehaving).
- Brief classroom physical activity breaks (i.e., 5-10 minutes) are associated with improved cognitive performance (e.g., attention, concentration), classroom behavior (e.g., on-task behavior), and educational outcomes (e.g., standardized test scores, reading literacy scores, math fluency scores) among students.


How can nutrition and physical activity be integrated into accountability systems and report cards?

ESSA gives states the responsibility of choosing at least one indicator to measure school quality or student success that is reliable, valid and allows for disaggregation of data at the sub-group level. In addition, ESSA presents an opportunity to include health and wellness measures in school report cards. Including measures of nutrition and physical activity in state accountability systems and report cards represents an important strategy for supporting student learning as these factors have a direct impact on student achievement. Many states already have nutrition and physical activity data, policies or programs in place that can be included in the accountability systems and report cards.

For example, every three years, each school district that participates in the federal meals programs receives an Administrative Review conducted by the state agency that oversees the child nutrition programs. These reviews can provide information on all aspects of program operation and administration, including meal participation rates, compliance with federal nutrition standards, food safety procedures and compliance with the new local wellness policy requirements. Beginning in the 2016-2017 school year, state agencies will be posting these reviews on their websites.

Additionally, by June 30, 2017, school districts must publicly name a staff member who will be responsible for monitoring their local wellness policy, and they must conduct and publicly report on a triennial assessment. These two provisions will make it easier for state and local advocates to determine what health practices schools have in place, and how well they are being implemented.

States and school districts also have laws and regulations that govern how schools address health and nutrition. For example, many states require schools that meet certain poverty thresholds to serve breakfast and lunch free to all students, or to serve breakfast after the start of the school day. Others require schools to provide a certain amount of physical activity time to students each day, or set minimum requirements for the amount of PE that students receive. The process for
receiving a waiver from a PE class and the requirements to obtain a license to teach PE are also state-level decisions.

In 2013, the Institute of Medicine conducted a workshop to explore the benefits of national nutrition education curriculum standards and learning objectives for elementary and secondary schools. Though several potential benefits were identified, national standards were not ultimately adopted, leaving decisions about nutrition education standards to the states. In 2014, fourteen states required nutrition education in elementary, middle and/or high school. Of these, six states had specific standards by grade level for elementary, middle and high school.

Advocates should begin by developing a strong understanding of their state’s laws, policies and practices that address nutrition and physical activity to identify the available leverage points and consider ways to set fair standards. If your state already has a statewide fitness-testing program in place, it may make sense for those test scores to be included on a report card or in an accountability system. However, if most schools in your state are not conducting fitness tests, it might make more sense to focus your efforts on getting the structure in place to support fitness testing, possibly by asking for state funding to create a grant program for the startup costs.

Collecting school data on nutrition, physical activity and student physical fitness levels

Many tools can be used to collect data on the nutrition and physical activity practices within schools. The most well-known school health assessment is the Centers for Disease Control’s (CDC) School Health Index (SHI). The SHI contains questions specific to nutrition, physical education, and physical activity. The Alliance for a Healthier Generation’s Healthy Schools Program Assessment utilizes the criteria of the School Health Index, and allows schools to store and track their data in order to see improvement over time. The Presidential Youth Fitness Program (PYFP) is a physical education and assessment program that is used to track student fitness data. Data collected with these tools are ideal for use as part of a state’s accountability system and/or on a state’s report card. These data can also support needs assessments for schools in need of improvement.

Accountability system and report card measures

When considering which measures to include in accountability systems and report cards, it is important to understand how the two differ. State accountability systems serve as a concrete way to ensure that schools are meeting state benchmarks for the educational attainment of their students. In contrast, state and local report cards are more of a community accountability system that can provide advocates with the information they need to push for changes. They can also be a good interim step for exploring new measures that could be added to the state accountability system in the future, if the data show they are reasonable and meet the criteria.

For example, if a policy is new, or you have reason to believe that most schools are not yet hitting the mark, it could be discouraging or damaging to make that policy a part of the accountability system. Performance in certain areas might fall along a continuum and the schools in your state might be at the beginning of the spectrum. In these cases, it might be better to first require public reporting on state or local report cards. Once the majority of schools have achieved acceptable performance on that standard, the state could consider elevating it to inclusion in the state accountability system.

Some examples of possible accountability system indicators:

- Results of student fitness tests: If adequate state support is in place to ensure that all schools have the needed resources to conduct fitness tests, this could be an appropriate measure to include in an accountability system and/or state report card.

Some examples of possible report card measures:

· School meal participation rates: This information is already collected by schools and submitted to USDA in order to receive financial reimbursement for the meals served. It is also a part of the Administrative Review process and will soon be publicly shared on the state’s website. Data indicating that students are being served meals that meet certain standards does not guarantee that they are eating the food that is served, but it can be an important indicator of overall program quality.

· Presence of a school wellness committee: School wellness committees typically assess the school health environment and identify ways to strengthen it to improve the health of students and staff. They provide advice and expertise to administrators in the building and provide feedback to the district regarding implementation of health-related wellness policies and programs. They also report about these policies and programs to the public (including parents, students and community members).

· Presence of and adherence to local wellness policy requirements: Each district that participates in the National School Lunch Program or other federal child nutrition programs is required by federal law to establish a local wellness policy for all schools under its jurisdiction. Schools may also have their own wellness policies. These policies should include information on the nutritional content of foods sold in all areas of the school building (including vending machines and school stores) as well as the minutes of daily recess offered. Collection of data related to the policy is included in the administrative reviews conducted for compliance with the Healthy, Hunger Free Kids Act of 2010.

· Integration of nutrition education content into health education standards: Health education standards should include nutrition education requirements by grade level.

How can nutrition and physical activity be supported through needs assessments?

Needs assessments can provide advocates with an opportunity to ensure that schools and districts are considering the impact of health and wellness on student achievement. Getting involved in the development and implementation of a needs assessment can ensure that factors such as school climate, nutrition education programs, or opportunities for physical activity are examined as possible ways to improve academic achievement. This strategy can also be a way to increase the number of schools that are implementing nutrition and physical activity practices, which can make it more feasible to include these on state and local report cards and ultimately on accountability systems.
In addition, including health and wellness in needs assessments represents an important strategy to ensure school districts and schools are able to implement data-informed programming to improve the measures included in state accountability systems and report cards. For example, if school meal participation rates are included on the school report card and participation rates are low, information collected through a needs assessment could be used to better understand the underlying reasons for the low participation. Title I or Title IV funding could then be used to implement strategies to improve meal participation.

In addition, the data collected through needs assessments can help school districts select evidence-based interventions to address any insufficiencies that are identified. There is a significant body of research documenting evidence-based interventions related to nutrition and physical activity:

- The Alliance for a Healthier Generation has a variety of tools and resources available online and free of charge to schools that sign up for the Healthy Schools Program. These tools and resources address nutrition, physical education, physical activity and wellness policies.

- The CDC has created the Comprehensive School Physical Activity Program (CSPAP) framework to show the different components of a quality physical activity program. They have also created a set of resources specifically about providing recess in schools, as well as a comprehensive overview of tools and resources.

- The Smarter Lunchrooms Movement applies behavioral economics to persuade students to make healthier choices in the cafeteria.

- Team Nutrition provides clearinghouses for evidence-based nutrition education resources. States can apply for Team Nutrition and SNAP-Ed grants to implement nutrition education. You can reach out to the SNAP-Ed implementing agency in your state for additional information.

- The Academy of Nutrition and Dietetics has developed a Guide for Effective Nutrition Interventions and Education (GENIE).

- Several organizations offer free or low cost professional development opportunities for teachers and school staff, online and in person. These include the Alliance for a Healthier Generation, the Presidential Youth Fitness Program, Centers for Disease Control and Prevention Healthy Schools and USDA's Team Nutrition.

How and nutrition and physical activity be supported through professional development?

Professional development programs provide an excellent opportunity to ensure that teachers and staff understand how to integrate health and wellness into their interactions with students, but such programs vary widely from state to state in the way they address student health issues. As the adults who spend the most waking hours with children during the week, it is important that all school personnel are equipped to look out for the health and safety of their students. A recent study showed that elementary school teachers are already spending about 180 hours per school year addressing student health issues.17,18

USDA has created professional standards for all employees of the school meals programs, and those were enforced for the first time during the 2015-2016 school year. The child nutrition agencies in each state, who are usually located in the state department of education, are responsible for enforcing these standards and creating a training program to support school meal staff. Because their job responsibilities are different from classroom teachers, school meal staff are not required to obtain a professional teaching license. Depending on their level of responsibility, they may be expected to participate in ongoing professional development and may be asked to obtain certain nutrition and food safety certifications. Training on nutrition education can be used to satisfy annual continuing education requirements for child nutrition program staff.19

Professional licensure and professional development requirements vary greatly from state to state. It is imperative that PE and health education teachers receive the same quantity and quality of professional development as teachers of other subjects that are included in a well-rounded education. Many states also have health-related certification and training requirements for all school staff, although most of these deal with student mental health or safety preparedness and response. Most states do not require non-PE teachers to receive training or certification in PE or other types of physical activity.

Professional development programs should ensure that school staff can attain the goals created by the state’s accountability system, and performance of the indicators on state and local report cards. ESSA specifically creates an opportunity for districts to apply for funding that allows them to train all school personnel to address issues in the school climate that can create barriers to learning, including peer interaction and chronic absenteeism. This means that schools can use professional development to improve programs that help students feel more connected to school, as well as those meant to reduce absences caused by illness. Providing training to classroom teachers in the effective use of physical activity breaks or how to integrate nutrition education into other subjects (particularly focused on increasing participation in the school meal program) are both possibilities. Including the food service team in a training that helps staff facilitate peer interaction is another example of how schools might take advantage of these new professional development opportunities.

How can nutrition and physical activity be part of a well-rounded education?

ESSA requires schools to provide all students with a well-rounded education. This replaces the concept of core subjects as described in No Child Left Behind. The definition of a well-rounded education is broadly defined to include health, physical education and any other subject the state or school district determines will provide an enriching academic experience. It also allows them to use this funding specifically to provide a well-rounded education. Each state plan must provide an assurance that the state has adopted challenging academic content standards for math, reading or language arts and science and other subject areas as determined by the state. In addition, states are required to implement a set of high-quality student academic assessments in math, reading or language arts and science and may implement assessments in other subjects. Assessments must be aligned with challenging state academic standards. Performance on these assessments is one of the required elements in the state’s accountability system.

This presents an opportunity to develop and implement standards and assessments for content areas such as health education and physical education, or to refine existing academic standards to make deliberate connections to human health and wellbeing. Developing standards and assessments in these content areas will also support the collection of statewide data on these issues which could facilitate including them in state accountability systems. As a result, this presents an important opportunity to support nutrition and physical activity through ESSA.

What type of partners can support the state or school districts?

ESSA requires state departments of education to elicit meaningful stakeholder engagement, which creates opportunities to provide input into the different elements of the state plan. As you create your strategy for providing feedback, consider partnering with state and local stakeholders to support this work. The lists below represent organizations at the state and local level that may be interested in partnering around ESSA, however as each organization sets their own priorities, it is not guaranteed that these organizations will be working on ESSA in every state.

Possible state-level partners include:

- Alliance for a Healthier Generation state program staff
- School Nutrition Association (SNA) state associations
- The Society of Health and Physical Educators (SHAPE America) state affiliates
- Action for Healthy Kids state teams
- The Academy of Nutrition and Dietetics state affiliates
Conclusion
Ensuring students have access to healthy school meals, nutrition education and physical education is a key strategy for supporting their academic success and health. Including measures related to nutrition and physical activity in state accountability systems and report cards and supporting efforts to improve nutrition and physical activity through needs assessments and professional development serve as critical strategies for ensuring students are healthy and ready to learn. As states develop and implement their state ESSA plans, it is critical that they do so with an understanding of the connection between nutrition and physical activity and academic success.

Special thanks to Whitney Meagher from Pew Charitable Trusts who provided significant writing support and strategic input for this document.
# ESSA State Plan Physical Education/Activity and Nutrition Specific Recommendations

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<th>Section of ESSA Plan</th>
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<tr>
<td>Accountability</td>
<td>Include student fitness assessment data as indicator of school quality or student success</td>
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<tr>
<td>Assessments</td>
<td>Design and administer assessment for physical education</td>
<td>Design and administer assessment for health education, including nutrition education</td>
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| State Report Cards     | Include the following:  
  - Minutes of PE by grade level  
  - Opportunities for physical activity throughout the school day  
  - PE class size  
  - Presence of a school wellness committee  
  - Adherence to local wellness policy requirements around physical education and physical activity | Include the following:  
  - School meal participation rates  
  - Presence of a school wellness committee  
  - Adherence to local wellness policy requirements around nutrition  
  - Integration of nutrition education content into health education standards |

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## ESSA State Plan Physical Education/Activity and Nutrition Specific Recommendations, cont’d.

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<tr>
<td>Professional Development</td>
<td>Include the following:</td>
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<td>· High-quality, standards-based physical education (for physical education teachers)</td>
<td>· High-quality, standards-based health education, including nutrition education (for health education teachers)</td>
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<td>· Encouraging physical activity before, during and after the school day (for all school staff)</td>
<td>· Integrating nutrition education into other academic subject areas (for all school staff)</td>
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<td>· Integrating physical activity into other academic subject areas (for all school staff)</td>
<td>· Overview of federal meal programs and how school staff can support participation in meal programs (for all school staff)</td>
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<td>· Incorporating physical activity into your life (for all school staff)</td>
<td>· Implementation of breakfast in the classroom (for all school staff)</td>
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<td>· Local Wellness Policy requirements and implementation (for all school staff)</td>
<td>· Proper nutrition for health and weight management (for all school staff)</td>
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<td>· State laws or policies around the amount or quality of physical Education (for all school staff)</td>
<td>· Local wellness policy requirements and implementation (for all school staff)</td>
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<td>· State laws or policies around all foods sold in schools or used as fundraisers (for all school staff)</td>
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<td>· Require nutrition education as part of annual child nutrition program staff training. <a href="#">See the USDA professional standards for school nutrition programs</a></td>
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# ESSA State Plan Physical Education/Activity and Nutrition Specific Recommendations, cont’d.

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<td>Needs Assessments</td>
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<td></td>
<td>· CDC School Health Index</td>
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<td>· Alliance for a Healthier Generation’s Healthy Schools Program assessment</td>
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<td>· State-required reports of adherence to Local Wellness Policy requirements or state laws or policies around the amount or quality of physical education</td>
<td>· Free- and reduced-priced percentages, participation in CEP, and participation in school meals (as compared to eligibility)</td>
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<td>· Youth Risk Behavior Survey data (if available locally)</td>
<td>· Results of USDA administrative review (Conducted by State Department of Education)</td>
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<td>· Data from local hospitals or health systems indicating the number of students seen for chronic conditions such as asthma, obesity, diabetes, or heart disease</td>
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<td>· Performance on nutrition education proficiencies and competencies in states with relevant laws and regulations</td>
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<td>Evidence-Based Interventions</td>
<td>· SHAPE America’s and the CDC’s Comprehensive School Physical Activity Program</td>
<td>· Smarter Lunchrooms Movement</td>
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Stay connected!
We invite you to learn more, access resources and lend your voice to this dialogue. For questions or to discuss this issue, please contact Alex Mays at alex@healthyschoolscampaign.org.

Alliance for a Healthier Generation
The Alliance for a Healthier Generation empowers kids to develop lifelong healthy habits, by ensuring the environments that surround them provide and promote good health. More than 25 million children have been helped by the Alliance’s work with schools, communities and businesses across the country. Make a difference at HealthierGeneration.org and join us on Facebook and Twitter.

Healthy Schools Campaign
Healthy Schools Campaign (HSC) is a nonprofit organization dedicated to making schools healthier places for all students. HSC provides leadership development and tools to school stakeholders and advocates for better access to nutritious school food, physical activity, school health resources and clean air to shape children’s lifelong learning and health. For more, go to healthyschoolscampaign.org.