



# Food Matters

... especially for our kids

**A Guide to Feed to Achieve**



This document was written by Rick Wilson, director of the West Virginia Economic Justice Project of the American Friends Service Committee with assistance from Richard Goff, director of the West Virginia Office of Child Nutrition; Mollie Wood, assistant director, Office of Child Nutrition; Keri Kennedy, coordinator, Community Eligibility Program, Office of Child Nutrition and Jamie Jeffrey, M.D., and Laura Dice of KEYS 4 HealthyKids. Designed by Beth Spence, American Friends Service Committee.

# Winning West Virginia's Hunger Games

Food matters for everyone, but it is especially important for school children. Without good nutrition, they are at risk for health problems, obesity and difficulties with learning and discipline that can echo throughout a lifetime.

According to the US Department of Agriculture, nearly 50 million Americans lived without food security in 2012. This included 15.8 million children, or 21.6 percent of all US children.<sup>1</sup> Food security has been defined by the World Health Organization as existing “when all people at all times have access to sufficient, safe, nutritious food to maintain a healthy and active life.”<sup>2</sup> In West Virginia, in 2010-2012, 115,419 households, or 14.2 percent of the total, experienced food insecurity.<sup>3</sup>

Schools have a vital role to play in combating food insecurity. After all, most children spend several hours per day there for around 180 days per year.

It is no accident that President Harry Truman and members of Congress in the days after World War II considered school nutrition to be vital for national security. When Truman signed the 1946 National School Lunch Act, he said, “I feel that the Congress has acted with great wisdom in providing the basis for strengthening the nation through better nutrition for our school children.”<sup>4</sup>

Today’s school food program involves a complicated, three tiered system of paid, free, and reduced breakfasts and lunches, depending on the family’s income. On any given recent year, over half of West Virginia’s schoolchildren qualified for free or reduced meals.<sup>5</sup>

However, many children who might qualify for free or reduced meals don’t apply for reasons ranging from paperwork to the stigma of being seen as poor. School systems spend a great deal of time and money on paperwork, applications, and collections rather than concentrating on feeding good meals to children. In addition, the quality, delivery and participation rate for school meals varies widely from county to county.

Fortunately, the West Virginia legislature acted in 2013 to improve access to and the quality of school meals through the Feed to Achieve Act, the first of its kind in the nation.<sup>6</sup> This Act, combined with recent federal school meal reforms, creates an opportunity for parents, students and all who care about our children and our state’s future to work at the local level to fight hunger and obesity and improve child nutrition.

Although it has not yet been fully implemented, results are already visible. Breakfast participation, a key measure of success, grew from 36 percent in 2012 to 45 percent in 2014 as schools experiment with new ways of delivering meals. More improvements are likely to follow.

This guide is intended to be a grassroots guide to action on winning—and ending—“the Hunger Games.”

*Rick Wilson*

Director, West Virginia Economic Justice Project  
American Friends Service Committee

# Understanding the Feed to Achieve Act

According to then WV Senate Majority Leader John Unger, who chairs the Senate Select Committee on Child Poverty, the inspiration for the Feed to Achieve Act came when he visited a class of third graders in Martinsburg. During a role-play in which the children were senators discussing legislation, one child proposed a bill to have a second lunch. When asked why, he said that would mean more food for his parents and siblings when he got home. When asked, several other children in the classroom were in the same situation.

The ultimate goal of the Feed to Achieve Act is “to eventually provide free nutritious meals for all pre-kindergarten through twelfth grade school children in West Virginia.” Specifically, it encourages best practices for increasing participation; calls for forming private-public partnerships to fund meals for all children; encourages innovative approaches linking schools with farms and

gardening to produce and teach students about healthy food; and it requires an annual report to the legislature each year on the implementation of the program, including recommendations for improvement.

According to the West Virginia Office of Child Nutrition, the bill can be summarized into four major areas:

1. It contains a provision requiring all schools to adopt innovative delivery systems to ensure all students are given the chance to eat breakfast. Experience has shown that the conventional way of serving school breakfast before classes begin isn't an effective way of encouraging more students to eat. This is especially true for older students. Innovative ways of providing breakfast and encouraging participation include Grab-and-Go, Breakfast in the Classroom, or Breakfast after First Period.

2. It requires the WV Department of Education and county school boards to establish a fund or account to be used solely for the receipt and expenditure of gifts, grants and bequests for the purpose of providing additional or supplemental funds to increase participation in the nutrition programs outlined in the Feed to Achieve Act.

3. It charges the Department of Education and county boards with forming or expanding partnerships with federal and state departments of health, local master gardeners, county extension agents or other experts in agriculture or gardening. These may assist in the development of community gardens, farm to school programs and/or other programs that provide healthy foods to students or teach students how to grow healthy foods.

4. It requires the Office of Child Nutrition to report annually to the legislature on the impact of Feed to Achieve and make recommendations about additional legislation.

## Success story: Mason County

This county along the Ohio River began a pilot program offering free school breakfasts to all children in 2011. According to an Associated Press report at the time, “About 85 percent of Mason County students ate school breakfast in September, up from 43 percent the year before.”

The county has since expanded free meals for children with good results. A 2013 AP news story reports that “in West Virginia’s Mason County, children walk to the cafeteria together so they can start the day’s lesson with a side of whole grain waffles, cereal, fruit and milk...”

“They do it as a classroom and they’re eating with their buddies, and it makes it more like a family atmosphere,” said Cristi Rulen, the food service director for Mason County’s 10 schools. “Our discipline is down, our attendance is up. It has its advantages.”<sup>7</sup>



# Feed to Achieve Action Guide

There are plenty of ways to make sure Feed to Achieve is working in your community. One basic way is to check in with what is happening in your county or at the school you are most interested in. Some of this information may be available online. We have included links when possible but warn that these may not contain the most recent information.

Here are some questions to consider:

\*Breakfast options. Does my county/school offer students breakfast in a way that encourages participation? Breakfast before school is great, but doesn't work for some students for a variety of reasons. Other options include breakfast in the classroom, grab and go, and breakfast after first period.

\*Is anybody eating? Does my county have a good participation rate for breakfast? For lunch? There is a huge range in how successful counties are in encouraging students to participate. Some are rock stars. Some aren't. Check appendices for more information.

If participation rates are very low, it might be good to start discussing how it could be improved with school officials and board members.

\*What are the kids eating? Some counties have trained school food service staff to produce healthy food from scratch rather than relying exclusively on processed food. Is that happening in your county? Could it?

\*Does my county participate in a Farm to School program? If so, how does it work? If not, why not? Providing local foods to local schools boosts the economy as well as the menu.

\*Do schools in my county have gardens to teach children how to raise fresh food? If not, is this something that could be tried?

\*Do local elementary schools participate in the USDA Fresh Fruits and Vegetables Program? Elementary schools with a high percentage of students on free and reduced lunch may be eligible for this program, which provides healthy snacks throughout the day. If there are eligible schools in your county, are they applying for this program?

\*Is there any funding in the fund? Are local people, businesses and other organizations contributing to the local Feed to Achieve funds that the law requires to be set up in

each county? If not, are there ways of raising awareness, raising funds and building support for the program?

\*Beyond the school day. Do local schools or other organizations provide meals for children in afterschool programs? Is there a local summer feeding program? If so, how does it work?

## Success story: Farm to School and school to school

A recent article in the Charleston Gazette highlighted several exciting examples of the links between local farms and schools:

\*In September 2013, Preston County High School served students a lunch of beef, broccoli and cantaloupe from state farms to inaugurate this year's farm to school program.

\*In October 2013 seven Kanawha County schools served students a lunch which featured beef sliders, corn on the cob, potato wedges and cherry or fruit crisp, all made with West Virginia farm products.

\*Tucker County students recently finished work on a 2,160 square foot greenhouse and started work on an unheated "high tunnel" greenhouse of the same size. Around 40,000 plants have been produced. Plants are sold to the local community and produce is sold in farmers markets and to the school itself.

According to reporter David Gutman, "Last school year, West Virginia's farms sold nearly \$400,000 in products and produce to schools. More than 30 of the state's 55 counties participated, buying at least some of their food from local producers. Granted, that \$400,000 is a veritable drop in the bucket when compared to the nearly \$100 million state schools spend on food annually, but the local share is growing, providing fresher, more nutritious food for students and giving a consistent consumer base to local farmers."<sup>8</sup>

By early 2014, over 38 counties have purchased local food, and the value of those purchases is over \$800,000.

# Q & A

## Feed to Achieve

Feed to Achieve is an innovative law aimed at improving the nutrition, health, and, ultimately, the academic and personal success of West Virginia schoolchildren. Here are some common questions about it.

### Q. What does it do?

A. The bill creates a public/private partnership aimed at ensuring that all school children in West Virginia from kindergarten to high school will ultimately enjoy at least two nutritious meals per day. It encourages schools, non-profits and the state Department of Education to collaborate

### Success story: Cabell County

Cabell County schools gained national attention a few years back when it was featured on national television in Jamie Oliver's Food Revolution. But don't be fooled by the drama; the county is a national leader in food innovation.

School cooks prepare food from scratch five days a week with mostly fresh ingredients. It has an active farm to school program which purchases at least \$30,000 in food from local producers, including \$4,000 in food purchased from the Cabell Midland High School FFA program, according to the Huntington Herald-Dispatch.<sup>8</sup>

Cabell County also offers free meals to qualifying schools through the federal Community Eligibility Provision (see below). Through this innovative program, school breakfast participation increased from 775,254 in school year 2011/2012 to 1,129,600 in 2012/2013, an increase of 345,446 meals served. School lunch participation increased by 35,673 in the same period.

Cabell County Schools food policies are now recognized to such an extent that they were featured as a positive example in a 2013 webinar by the Food Research and Action Council, a national anti-hunger advocacy group.

on exploring creative ways to improve child nutrition throughout the year. It also requires schools to put together a plan to improve their food delivery system through best practices, such as "Grab and Go" breakfasts to encourage better student participation.

### Q. Why does it matter?

A. That's easy. Healthy eating and especially a nutritious breakfast help improve student performance and attendance, reduce tardiness and discipline problems and promote overall wellbeing. Good nutrition, combined with physical activity, also reduces obesity and its related health problems.

### Q. Is there a need for this?

A. In a word, yes. More than 25 percent of West Virginia children live in homes with incomes below the federal poverty level and over half live in homes under 200 percent of the federal poverty level. Many families above that income level are still struggling to make ends meet. Around 15 percent of West Virginians and over 21 percent of state children live in homes without food security, which has been defined as existing "when all people at all times have access to sufficient, safe, nutritious food to maintain a healthy and active life."<sup>10</sup>

### Q. Don't existing free and reduced lunch programs take care of this?

A. They help, but aren't doing the whole job. On an average day in the 2011-2012 school year, less than half of state students eligible for a free breakfast received one and only a third of students eligible for reduced price breakfast received one. There is often a stigma associated with receiving free or reduced cost meals. In addition, schools and counties vary widely in the quality of meals and how they are delivered. In some counties, as many as 85 percent of children are eating breakfast; in other counties, it is as low as 20 percent. Feed to Achieve aims to remove the stigma by making nutritious meals available to all.

### Q. How will it work?

A. The bill requires the Department of Education and county school boards to establish funds for the receipt of gifts, grants and bequests for the purpose of paying the costs of meals. It also encourages schools to make maximum use of available federal school nutrition funds.

### Q. Is there a timeline?

A. All schools are required by the 2015 school year to adopt a delivery system approved by the Office of Child Nutrition that ensures all students are given the opportunity to eat breakfast.

### Q. Does the bill mandate that every school must offer free breakfast and lunch to every child?

A. Not exactly. That's the ultimate goal, but counties have



a lot of leeway to come up with their own plans to move in that direction. The bill states that the intent is for the state and county boards to form public-private partnerships “to eventually provide free nutritious meals for all pre-kindergarten through twelfth grade school children in West Virginia.” It’s up to all of us to reach that goal as best we can.

**Q. Will this discourage parents from contributing to the cost of the meals of their children?**

**A.** Not at all. Instead, it will encourage parents, citizens, business, churches and community organizations to contribute what they can to ensure a healthy start for all children.

**Q. Does this mean that the children of millionaires will eat for free?**

**A.** There aren’t a whole lot of millionaires with children attending West Virginia’s public schools. Some schools with a high percentage of low income children provide free meals to all children now and others are likely to do so in the future. In those cases, breakfast and lunch will be offered in the same manner as school buses or books—available to all regardless of cost.

**Q. What are the other provisions of the bill?**

**A.** Feed to Achieve encourages schools to experiment with

meal delivery systems to find those that most increase participation. For example, rather than trying to feed children before the school day begins, schools may adopt alternatives such as Grab-And-Go Breakfasts, Breakfast in the Classroom or Breakfast After First Period. The bill also gives county boards the option to examine other options to improve student health beyond the school day and school year. It also encourages the Department of Education and county boards to work with other agencies and experts to develop community gardens, farm to school programs and other ways for children to learn how to grow and produce healthy food.

**Q. Has this been done before?**

**A.** No. West Virginia is the first state in the nation to try this creative approach to improving the quality of life for its children.

**Q. Do I need to do anything?**

**A.** Yes. For Feed to Achieve to work as intended in, it will require the support and engagement of parents, children, and residents in every county in the state. No two counties are alike and each may have its own challenges, possibilities and opportunities. There is room for everyone from the grassroots to the “grass tops” to make this program a success.

# The Community Eligibility Provision

## A powerful addition to the toolkit

The Community Eligibility Provision is a major tool in the toolkit for anyone interested in fighting child hunger and implementing Feed to Achieve. It is a program created by the federal Healthy, Hunger-Free Kids Act of 2010. It allows schools with high percentages of low-income children to provide free breakfast and lunch to all students.

According to the Food Research and Action Center, “It increases participation by children in the school meal programs, reduces labor costs for schools, and increases federal revenues. In short, it allows for a healthier student body and a healthier school meal budget.”<sup>11</sup>

The program eliminates the need for individual applications for free and reduced meals in schools, groups of schools or counties where 40 percent or more of students are directly identified as participating in programs such as SNAP (food stamps), TANF, foster care, Head Start, etc. For more information, including Frequently Asked Questions, see this memo from the USDA.<sup>12</sup>

### Early implementation

The Community Eligibility Provision was first phased in in Illinois, Kentucky and Michigan in the 2011-2012 school year. According to the Center on Budget and Policy Priorities, in those states lunch participation rose from 72 to 78 percent between Oct. 2010 and 2011, while breakfast participation rose from 48 to 57 percent. In Kentucky, breakfast participation rose from 49 to 70 percent.<sup>13</sup>

According to the Center’s senior policy analyst Zoë Neuberger, “Every participating school district that we spoke with would recommend the option to other districts serving a comparatively poor student body. Although participating schools receive the federal subsidy for only a portion of the meals, school districts report that administrative savings make up for the meal charges they must forgo, and parents and staff have reacted positively to the program.”



For more information, see “Community Eligibility: Making High-Poverty Schools Hunger Free, a joint report by the Food Research and Action Council and the Center on Budget and Policy Priorities.”<sup>14</sup>

## In West Virginia

West Virginia became eligible for the program in the 2012-2013 school year. Thirty five out of 54 eligible counties participated in the program, reaching 283 schools with a total of around 90,000 students have participated in the program.

Participation increased for the 2014-2015 school year, with 40 counties participating, reaching a total of 374 schools and over 128,000 students. Seventeen counties now offer free meals county wide. And, while all counties have the option of opting out, none have chosen to do so at this point.

West Virginia counties participating in the program last year saw improvements in participation immediately after implementation. In Oct. 2012, lunch participation in community eligibility schools was at 62 percent versus 56 percent at other schools, a difference of 11 percent. Breakfast participation was much higher, with 52 percent participation compared with 30 percent of other schools, a difference of 74 percent. The schools that opted for community eligibility already had higher participation rates before implementing the program, but community eligibility increased the difference.

## Possible objections

Some people have questioned the program for not collecting money from families that can afford it. However, families that can afford it are not directly charged for other school services, such as transportation, textbooks or instruction. Further, many families ineligible for free and reduced lunches or which choose not to apply for them are still struggling to make ends meet. Most school systems have large amounts of uncollected debt for meals and spend a great deal of time trying to collect, often without success. The Community Eligibility Provision would eliminate this problem for participating schools.

Another concern is that in some counties, some schools would be eligible for this but not others. Many educators were concerned about this in the pilot states before implementation, but in the end they heard no objections from parents.

It is often the case that public policies initially do not reach the entire population, although over time the coverage can be extended. Most people would not refuse to rescue some people because they couldn't rescue everyone. In counties where this is the case, a more positive response

## Success story: McDowell County

McDowell County was one of the first in the state to offer county wide free breakfast and lunch to all students. Last year, participation rates for breakfast were nearly 60 percent, while the lunch rate was around 75 percent.

During a high school Spanish class, a teacher told students about the custom in some Latin American countries in which students go home at lunch for a lengthy siesta. She asked if they'd prefer that to the way it was done there. The students preferred it their way, because “everybody gets to eat.”

would be to help those students who can be reached now, evaluate the program, and consider expanding it in the future if conditions are favorable.

The unrelated Feed to Achieve Act, discussed above, is designed to help counties work towards universal access to nutritious meals for all students through public-private partnerships.

At a more technical level, some counties may be concerned about the effect of this option on Title I funding. However, county allocations will not be affected by participation. The only change will involve how economically disadvantaged students are identified in schools participating in the program, a procedure that involves simple arithmetic. More information on Title I and the Community Eligibility Provision is available from the US Department of Education.<sup>15</sup>

## Potential benefits

Universal free breakfast and lunch access removes the issue of stigma often associated with receiving benefits such as free and reduced meals. If access is combined with creative ways of delivering meals, such as Grab and Go Breakfasts, Breakfast in the Classroom, or Breakfast after First Period, participation in school meals can be increased. This brings with it several additional benefits, including students more prepared to learn and fewer problems with discipline, attendance and tardiness. Parents benefit from well fed children and increased resources to meet other needs, while school administrators are freed from hassles of administration, eligibility and collection. It's a winning choice all the way around.

# Community Eligibility Provision Guide

## How your county is doing – and what you can do about it

In the current school year, 54 counties are eligible for the program in some or all of their schools. Of these 17 offer the program countywide, while 23 offer it in select schools. More to the point, 14 counties are eligible for the program but have not yet chosen to implement it. See state CEO map in appendix.

### Here's the breakdown for 2013-2014:

Not eligible for the program: Tucker County

Counties offering the program at all schools: Boone, Braxton, Calhoun, Clay, Fayette, Lincoln, Logan, McDowell, Mercer, Marshall, Mingo, Morgan, Summers, Wayne, Webster, Wirt, Wyoming.

Counties offering the program at select schools: Barbour, Berkeley, Brooke, Fayette, Gilmer, Grant, Greenbrier, Harrison, Jackson, Jefferson, Kanawha, Lewis, Marion, Mason, Nicholas, Ohio, Preston, Raleigh, Randolph, Ritchie, Taylor, Tyler and Upshur.

Counties eligible for the program but not offering it: Doddridge, Hampshire, Hancock, Hardy, Mineral, Monongalia, Monroe, Pendleton, Pleasants, Pocahontas, Putnam, Roane, Wetzel and Wood. Of these, Doddridge, Hampshire, and Roane counties qualified for countywide participation in the program in 2014-15.

For a breakdown by county of schools that qualify for the Community Eligibility Provision, go to <http://wvde.state.wv.us/ocn-download/Forms/NSLP/2015/CEP/>

CEP\_04.01.2014.xls

### What you can do:

\*You live in a county that isn't eligible for CEP. Pay attention—that may change next year.

\*You live in a county where CEP is offered to all children: congratulations! Thank your school board members and superintendent and tell them you appreciate their leadership.

\*You live in a county where CEP is offered in some schools: congratulations, too, but consider asking your board and superintendent to consider expanding the program next year.

\*You live in a county eligible for CEP but which isn't participating: this is where it gets interesting (and maybe fun). Between now and the next school year, educate board members and the superintendent about the program and its benefits. Then get together with concerned parents, citizens, churches, unions, and allied groups to urge your school board to adopt the program.

Any number of tactics might be useful, including petitions, letters to the editor, generating news stories in the local media, writing op-eds, bringing people to board meetings and speaking at appropriate times. Reach out to statewide allies as well. It's really gratifying to know that you helped ensure that kids get nutritious meals and that families can rest a little easier.

## Success story: Mingo County

Mingo County, in the heart of the southern coalfields, is no stranger to hard times. Its unemployment rate is over 10 percent. Per capital income is \$17,629 and median income is \$32,902. Nearly 80 percent of its schoolchildren are economically disadvantaged. Still, Mingo is a shining example of what can be done at the local level to improve child nutrition, well-being and educational outcomes.

The county provides free breakfast and lunch through the CEP program. No soda is sold during the school day and school fundraisers are not allowed on school grounds with the exceptions of fresh fruits and vegetables. Most meals are made from scratch. Examples include whole wheat items such as fresh rolls, pizzas and cookies.

Physical activity is integrated into nutrition efforts. The county has formed a wellness collaboration and has wellness coaches at every school.

The county offers a variety of breakfast delivery systems, including breakfast after 1<sup>st</sup> period, breakfast in the classroom, and grab and go breakfasts. The number of breakfasts served increased from 285,559 to 582,301 since these changes were implemented. A special grant brought fresh fruits and vegetables to six elementary schools. All high schools have fresh fruit and vegetable bars.

According to then Superintendent Randy Keathley, student attendance last year was 97 percent, while employee attendance was fourth highest in the state. Math and reading scores have improved since these changes were implemented, while discipline problems and the dropout rate has decreased. Mingo County schools have been recognized by the USDA as Healthier US School Challenge Bronze Award Winners. The Healthier US School Challenge recognizes schools for excellence in nutrition and physical activity.

# Ending the Hunger Games

There's no way around it: these are exciting times for parents and other people who care about child nutrition. As we have attempted to show above, improving nutrition for school children does many things. It fights hunger and food insecurity; takes a stressor off parents; reduces discipline problems, absenteeism and tardiness; improves academic performance; allows schools to concentration on teaching and feeding kids; and even helps revitalize local farms and economies. Good nutrition, combined with physical activity, can help promote lifelong health and contribute to future success on many fronts.

West Virginia is often cited in statistical comparisons at the bottom of all things good and the top of all things bad. But the passage of the Feed to Achieve Act and the implementation of the Community Eligibility Provision give us a chance to take the lead in improving outcomes and become an example to the nation.

But this won't happen by itself. It will take the concerted action of educators, administrators, school food service workers, parents, students, farmers, and concerned citizens to make it happen. We hope this guide is a step in that direction.



## Appendix A: School Breakfast and Lunch participation ranking by county 2012-2013

Breakfast Participation		Ranking	Lunch Participation	
Mason	79.18	1	Tyler	79.39
Lincoln	73.15	2	Pleasants	78.01
Gilmer	67.45	3	Calhoun	76.64
Mingo	66.73	4	Summers	76.03
Clay	66.17	5	McDowell	74.69
Summers	62.29	6	Grant	74.08
Calhoun	61.08	7	Gilmer	73.36
Mercer	59.84	8	Clay	72.54
McDowell	58.79	9	Wirt	72.03
Boone	56.64	10	Wyoming	70.69
Wirt	55.91	11	Randolph	69.64
Tucker	55.86	12	Ritchie	69.38
Logan	54.80	13	Hardy	69.05
Grant	51.14	14	Mercer	68.93
Monroe	49.53	15	Morgan	68.93
Ritchie	48.65	16	Pendleton	68.21
Roane	48.04	17	Upshur	68.08
Lewis	47.73	18	Roane	66.68
Cabell	47.71	19	Lincoln	66.47
Randolph	47.44	20	Jackson	66.32
Webster	47.38	21	Mineral	65.78
Hampshire	45.23	22	Mingo	65.00
Wyoming	44.73	23	Lewis	64.72
Fayette	42.57	24	Webster	64.64
Tyler	42.44	25	Pocahontas	63.17
Barbour	42.40	26	Doddridge	63.05
Marshall	42.32	27	Mason	62.85
Wayne	40.48	28	Kanawha	62.67
Upshur	39.58	29	Barbour	61.44
Pocahontas	38.59	30	Cabell	61.36
Jackson	38.20	31	Taylor	61.35
Pendleton	37.98	32	Braxton	61.26
Wetzel	37.61	33	Tucker	61.10
Hardy	36.97	34	Hampshire	61.02
Braxton	36.96	35	Fayette	60.86
Ohio	35.23	36	Harrison	60.78
Harrison	33.95	37	Logan	59.97
Preston	33.36	38	Marshall	59.77
Taylor	32.93	39	Berkeley	59.30
Kanawha	32.79	40	Wetzel	59.09
Morgan	32.77	41	Jefferson	58.73
Raleigh	31.96	42	Nicholas	58.56
Brooke	29.95	43	Monroe	58.19
Doddridge	29.72	44	Greenbrier	57.25
Pleasants	28.92	45	Wood	56.73
Berkeley	28.68	46	Putnam	56.68
Nicholas	27.76	47	Wayne	56.41
Putnam	27.09	48	Ohio	55.27
Greenbrier	27.02	49	Raleigh	54.76
Mineral	26.74	50	Marion	54.13
Marion	24.21	51	Preston	53.86
Monongalia	22.46	52	Boone	53.67
Jefferson	22.12	53	Monongalia	51.99
Hancock	21.42	54	Brooke	50.54
Wood	19.04	55	Hancock	44.54

## Appendix B: School Breakfast participation by county, 2010-2014

County	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014
Barbour	33.18	30.14	42.19	42.40	45.16
Berkeley	23.36	25.19	27.69	28.68	41.87
Boone	44.97	45.47	47.89	56.64	55.75
Braxton	30.90	28.47	32.45	36.96	41.57
Brooke	28.75	25.79	30.76	30.58	32.80
Cabell	28.84	27.78	32.62	47.71	46.79
Calhoun	40.19	41.44	44.77	61.08	70.42
Clay	44.24	42.82	66.77	66.17	70.29
Doddridge	30.40	29.60	33.81	29.72	27.50
Fayette	30.84	34.20	56.56	41.51	38.66
Gilmer	40.48	42.36	83.87	67.45	72.56
Grant	32.80	29.56	33.54	51.14	65.18
Greenbrier	28.40	29.79	31.67	27.02	27.30
Hampshire	36.32	36.89	48.66	45.23	46.95
Hancock	20.06	21.78	23.65	21.42	29.14
Hardy	33.89	31.26	33.35	36.97	40.38
Harrison	28.03	27.29	32.77	33.95	36.48
Jackson	32.89	34.75	35.88	38.20	43.39
Jefferson	16.55	17.16	20.60	22.12	27.99
Kanawha	31.01	30.74	27.46	32.79	33.35
Lewis	34.57	34.81	53.23	47.73	52.66
Lincoln	40.04	37.60	83.84	73.15	68.51
Logan	38.70	42.43	44.80	54.80	59.00
Marion	24.89	25.19	26.58	24.21	28.31
Marshall	29.04	28.98	43.67	42.32	44.87
Mason	44.54	43.76	84.09	79.18	77.49
McDowell	42.24	42.99	68.16	58.79	61.64
Mercer	30.11	30.57	31.29	59.84	65.08
Mineral	25.28	25.75	29.81	26.74	25.16
Mingo	32.28	31.36	75.29	66.73	65.29
Monongalia	22.15	22.89	27.11	22.46	24.69
Monroe	30.74	31.38	51.18	49.53	48.58
Morgan	28.18	27.40	29.79	32.77	38.92
Nicholas	25.51	26.97	29.30	27.76	30.84
Ohio	23.42	25.10	27.07	35.23	40.23
Pendleton	40.10	38.29	38.45	37.98	37.27
Pleasants	25.87	29.31	45.98	28.92	37.87
Pocahontas	32.70	34.25	34.49	38.59	49.00
Preston	23.50	25.14	35.90	33.36	35.58
Putnam	24.75	26.27	28.58	27.09	26.32
Raleigh	31.37	32.55	33.46	31.96	45.37
Randolph	31.08	30.53	40.03	47.44	62.25
Ritchie	36.55	33.58	53.52	48.65	40.54
Roane	40.18	43.17	49.83	48.04	64.72
Summers	35.70	37.90	53.35	62.29	71.53
Taylor	29.80	29.68	30.77	32.93	33.80
Tucker	44.02	45.93	46.69	55.86	59.31
Tyler	38.85	38.97	37.89	42.44	43.38
Upshur	32.33	32.32	39.32	39.58	42.02
Wayne	25.21	25.13	29.32	40.48	35.33
Webster	31.76	31.03	42.09	47.38	46.18
Wetzel	26.37	27.41	44.52	37.61	35.74
Wirt	41.87	43.21	46.05	55.91	54.26
Wood	18.96	19.42	21.57	18.98	20.04
Wyoming	45.25	45.47	45.64	44.73	53.11
<b>STATE</b>	<b>29.32</b>	<b>29.75</b>	<b>35.99</b>	<b>37.77</b>	<b>41.23</b>

## Appendix C: School Lunch participation by county, 2010-2014

County	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014
Barbour	62.15	60.67	66.60	61.44	65.39
Berkeley	65.14	64.25	65.12	59.30	63.59
Boone	65.42	63.63	58.07	53.67	56.40
Braxton	69.27	65.60	64.72	61.26	63.21
Brooke	56.00	53.30	52.42	51.39	51.76
Cabell	65.83	57.71	59.40	61.36	57.53
Calhoun	75.52	77.58	75.71	76.64	82.98
Clay	71.21	70.27	76.42	72.54	77.28
Doddridge	72.60	71.33	70.00	63.05	61.94
Fayette	66.36	64.97	69.05	59.10	61.64
Gilmer	73.38	73.38	80.58	73.36	78.56
Grant	80.31	79.75	71.77	74.08	74.39
Greenbrier	74.53	75.15	74.87	57.25	58.17
Hampshire	69.26	66.82	66.44	61.02	65.35
Hancock	49.28	52.20	50.97	44.54	47.98
Hardy	74.75	72.32	73.30	69.05	71.60
Harrison	68.92	69.22	65.77	60.78	63.11
Jackson	67.34	68.32	65.57	66.32	65.49
Jefferson	63.41	59.50	61.71	58.73	60.20
Kanawha	66.14	66.60	58.04	62.67	58.73
Lewis	73.17	73.24	71.00	64.72	62.63
Lincoln	69.90	62.63	78.60	66.47	64.08
Logan	60.90	66.35	59.70	59.97	64.27
Marion	66.05	67.43	64.38	54.13	59.32
Marshall	73.66	74.03	63.84	59.77	64.94
Mason	65.81	64.84	67.16	62.85	63.05
McDowell	68.49	69.04	79.89	74.69	77.36
Mercer	69.71	69.69	67.20	68.93	67.01
Mineral	69.57	70.25	71.07	65.78	64.70
Mingo	65.31	61.34	73.26	65.00	65.38
Monongalia	59.75	58.80	62.01	51.99	55.16
Monroe	70.32	67.13	63.54	58.19	55.57
Morgan	68.41	68.14	66.62	68.93	73.39
Nicholas	65.68	65.07	64.69	58.56	59.17
Ohio	54.23	55.48	55.92	55.27	55.53
Pendleton	80.16	78.72	73.74	68.21	67.46
Pleasants	74.94	78.74	83.80	78.01	70.37
Pocahontas	77.82	78.39	76.45	63.17	62.85
Preston	58.78	63.81	61.68	53.86	49.15
Putnam	66.35	65.59	63.87	56.68	56.14
Raleigh	68.43	68.04	65.12	54.76	62.24
Randolph	71.74	69.91	71.34	69.64	67.58
Ritchie	71.83	64.21	79.54	69.38	68.62
Roane	69.30	71.72	72.56	66.68	64.52
Summers	73.67	74.65	74.87	76.03	79.20
Taylor	67.82	65.25	67.13	61.35	59.47
Tucker	69.51	69.96	67.58	61.10	62.22
Tyler	80.64	79.06	76.36	79.39	79.59
Upshur	74.45	74.72	71.11	68.08	63.22
Wayne	54.35	52.82	57.70	56.41	51.84
Webster	63.87	63.98	67.26	64.64	68.78
Wetzel	63.56	65.13	67.76	59.09	59.18
Wirt	69.01	69.79	70.52	72.03	72.88
Wood	66.25	67.15	64.03	56.55	53.63
Wyoming	75.97	75.09	73.81	70.69	75.15
<b>STATE</b>	<b>66.36</b>	<b>65.70</b>	<b>64.94</b>	<b>60.75</b>	<b>61.18</b>

## Appendix D: March 2014 School Breakfast survey

County	Number of Schools	Participating in CEO	# of Schools Implementing Environmental Change Breakfast Strategy	Grab & Go	Breakfast In the Classroom	Breakfast After First
Barbour	9	8	9	9	0	0
Berkeley	29	6	29	27	0	2
Boone	15	15	4	2	2	0
Braxton	8	4	4	3	1	0
Brooke	10	3	6	2	1	3
Cabell	28	16	21	4	0	17
Calhoun	3	3	3	2	1	1
Clay	6	6	6	6	0	0
Doddridge	3	0	2	2	0	0
Fayette	17	13	17	15	2	0
Gilmer	5	4	5	0	2	3
Grant	5	1	4	0	4	0
Greenbrier	13	2	7	7	0	0
Hampshire	9	0	9	8	1	0
Hancock	9	0	9	6	1	2
Hardy	6	0	1	0	0	1
Harrison	23	0	23	17	0	6
Jackson	12	10	5	3	2	0
Jefferson	17	3	17	16	0	1
Kanawha	68	51	59	37	19	3
Lewis	6	2	2	0	2	0
Lincoln	8	8	8	0	1	7
Logan	17	17	17	12	4	1
Marion	19	1	19	19	0	0
Marshall	13	13	9	5	2	2
Mason	10	8	10	3	7	0
McDowell	10	10	0	0	0	0
Mercer	25	25	20	0	20	0
Mineral	12	0	7	2	5	0
Mingo	10	10	10	3	4	3
Monongalia	19	0	5	3	2	0
Monroe	4	0	4	4	0	0
Morgan	8	8	8	8	0	0
Nicholas	15	3	15	13	0	2
Ohio	13	5	7	4	0	3
Pendleton	4	0	3	1	0	2
Pleasants	4	0	1	1	0	0
Pocahontas	5	0	5	1	2	2
Preston	12	4	12	11	0	1
Putnam	22	0	6	2	4	0
Raleigh	28	19	28	15	10	3
Randolph	15	14	15	8	3	4
Ritchie	6	1	4	1	3	0
Roane	6	0	6	0	5	1
Summers	5	5	5	0	3	2
Taylor	5	2	2	1	1	0
Tucker	3	0	3	0	0	3
Tyler	4	2	4	4	0	0
Upshur	9	3	3	0	1	2
Wayne	20	11	17	11	5	1
Webster	6	6	6	1	5	0
Wetzel	9	0	9	4	1	4
Wirt	3	3	3	3	0	0
Wood	27	0	1	1	0	0
Wyoming	13	13	4	4	0	0
<b>Statewide</b>	<b>690</b>	<b>338</b>	<b>518</b>	<b>311</b>	<b>126</b>	<b>82</b>

### Abbreviations Key

CEO: Community Eligibility Option

BIC: Breakfast in Classroom

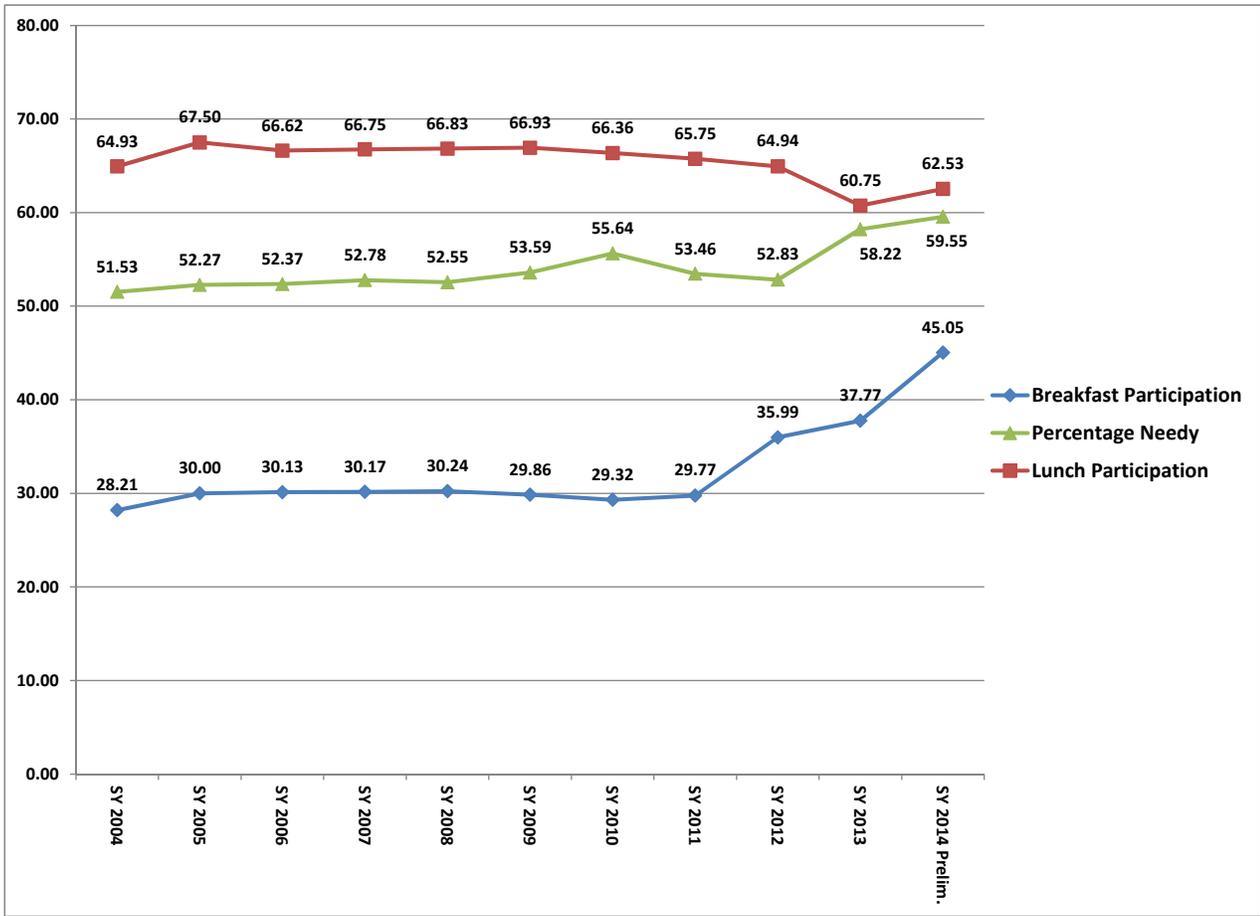
BAF: Breakfast after first

GNG: Grab and Go

BS: Breakfast Strategy



# Appendix F: Trends in Breakfast and Lunch Participation



# End notes

<sup>1</sup>Hunger and Poverty, Food Research and Action Center, <http://frac.org/reports-and-resources/hunger-and-poverty>

<sup>2</sup> World Health Organization, Trade, Foreign Policy, Diplomacy and Health, <http://www.who.int/trade/glossary/story028/en/>

<sup>3</sup> Food Research and Action Center, West Virginia: Demographics, Poverty and Food Insecurity, <http://frac.org/wp-content/uploads/2010/07/wv.pdf>

<sup>4</sup> Harry S. Truman, Statement by the President Upon Signing the National School Lunch Act, <http://www.presidency.ucsb.edu/ws/?pid=12410#axzz2hKQACFCj>

<sup>5</sup>Kids Count Data Center, Children Approved for Free and Reduced-Price School Meals (Grades K-12) <http://datacenter.kidscount.org/data/tables/3412-children-approved-for-free-and-reduced-price-school-meals-grades-k-12?loc-50&loct=2#detailed/2/any/false/867,133,38,35,18/any/7028>

<sup>6</sup>West Virginia Legislature, Eighty-first legislature, Regular Session 2013, Senate Bill No. 663. [http://www.legis.state.wv.us/Bill\\_Text\\_HTML/2013\\_SESSIONS/rs/pdf\\_bills/SB663%20ENR%20PRINTED.pdf](http://www.legis.state.wv.us/Bill_Text_HTML/2013_SESSIONS/rs/pdf_bills/SB663%20ENR%20PRINTED.pdf)

<sup>7</sup>David Gutman, Associated Press, “W. V. Tries to Tackle Childhood Hunger and Obesity,” <http://bigstory.ap.org/article/wva-tries-tackle-childhood-hunger-and-obesity>

<sup>8</sup>Feeding America, West Virginia Food Banks,<http://feedingamerica.org/foodbank-results.aspx?state+WV>

<sup>9</sup>Lacie Pierson, Huntington Herald-Dispatch, “Cabell BOE approves Pre-K contracts,” July 17, 2013,<http://www.herald-dispatch.com/news/briefs/x1903124575/Cabell-BOE-approves-Pre-K-contracts>

<sup>10</sup>David Gutman, Charleston Gazette, “W.Va.’s Farmers Feeding Schools,” Sept. 14, 2013, <http://www.wvgazette.com/News/201309140050>

<sup>11</sup>Food Research and Action Center, Community Eligibility,<http://frac.org/federal-foodnutrition-programs/national-school-lunch-program/program/community-eligibility/>

<sup>12</sup>U.S. Department of Agriculture, Community Eligibility Option: Guidance and Procedures for Selection of States for School Year 2013-2014, <http://www.fns.usda.gov/cnd/governance/Policy-Memos/2013/SP15-2013os.pdf>

<sup>13</sup>Zoe Neuberger, Center on Budget and Policy Priorities, Off the Charts, “Community Eligibility Expands Reach of School Meals Program,” <http://www.offthechartsblog.org/community-eligibility-expands-reach-of-school-meals-program/>

<sup>14</sup>Madeline Levin, Food Research and Action Center and Zoe Neuberger, Center on Budget and Policy Priorities, “Community Eligibility: Making High-Poverty Schools Hunger Free.” [http://frac.org/pdf/community\\_eligibility\\_report\\_2013.pdf](http://frac.org/pdf/community_eligibility_report_2013.pdf)

<sup>15</sup>Deborah S. Delisle, Assistant Secretary, US Department of Education, Office of Elementary and Secondary Education, [http://frac.org/pdf/community\\_eligibility\\_report\\_2013.pdf](http://frac.org/pdf/community_eligibility_report_2013.pdf)



