

Document 1

Schools who have gone live by the 20th Feb

School Number	School name	Roll Total (1-8)	Roll Total (1 - 13+)	Region	Start date	Supplier	Evaluation school
2445	TKKM o Ngati Kahungunu Ki Heretaunga	101	151	Hawkes Bay/Tairāwhiti	27/1/2020	In-house	
2550	Cobham School	41	41	Hawkes Bay/Tairāwhiti	28/1/2020	Sooz Catering	Yes
658	Murupara Area School	193	307	Bay of Plenty/ Waiariki	28/1/2020	In-house	Yes
3103	TKKM o Hurungaterangi	80	80	Bay of Plenty/ Waiariki	28/1/2020	Kapai Kai	
1745	Horohoro School	61	61	Bay of Plenty/ Waiariki	28/1/2020	In-house	
1759	Kaingaroa Forest School	60	60	Bay of Plenty/ Waiariki	28/1/2020	In-house	Yes
2078	Western Heights Primary School (Rotorua)	450	450	Bay of Plenty/ Waiariki	28/1/2020	Kapai Kai	
2746	Kimi Ora Community School	119	119	Hawkes Bay/Tairāwhiti	3/2/2020	In-house	Yes
2560	Flaxmere Primary School	464	464	Hawkes Bay/Tairāwhiti	3/2/2020	Pure Catering	
2624	Nuhaka	107	107	Hawkes Bay/Tairāwhiti	3/2/2020	Grace Ormond	
655	Kawerau Putauaki School	201	201	Bay of Plenty/ Waiariki	3/2/2020	Libelle Group	
1770	Kawerau South School	379	379	Bay of Plenty/ Waiariki	3/2/2020	Libelle Group	
661	Tarawera High School	131	429	Bay of Plenty/ Waiariki	3/2/2020	Libelle Group	
1683	Aorangi School (Rotorua)	120	120	Bay of Plenty/ Waiariki	3/2/2020	Kapai Kai	
1772	Kea Street Specialist School	58	91	Bay of Plenty/ Waiariki	3/2/2020	Libelle Group/Kapai Kai based on the host schools	
1796	Malfroy School	338	338	Bay of Plenty/ Waiariki	3/2/2020	Libelle Group	
1852	Ngongotaha School	376	376	Bay of Plenty/ Waiariki	3/2/2020	Libelle Group	Yes
1881	Owhata School	237	237	Bay of Plenty/ Waiariki	3/2/2020	Libelle Group	
1933	Rotorua Intermediate	673	673	Bay of Plenty/ Waiariki	3/2/2020	Libelle Group	Yes
1934	Rotorua School	240	240	Bay of Plenty/ Waiariki	3/2/2020	Libelle Group	
1970	Sunset Primary School	119	119	Bay of Plenty/ Waiariki	3/2/2020	Libelle Group	
2081	Whakarewarewa School	119	119	Bay of Plenty/ Waiariki	3/2/2020	Libelle Group	
2083	Whangamarino School	179	179	Bay of Plenty/ Waiariki	3/2/2020	Libelle Group	
1939	Selwyn School	315	315	Bay of Plenty/ Waiariki	3/2/2020	Libelle Group	
1761	Kaitao Intermediate	369	369	Bay of Plenty/ Waiariki	3/2/2020	Local supplier - PW & RM Holdings	
2547	Bridge Pa School	72	72	Hawkes Bay/Tairāwhiti	04/2/2020	Rosina	
1668	Wairoa Primary School	210	210	Hawkes Bay/Tairāwhiti	10/2/2020	Layton Gemmell	
1616	TKKMONK o Te Wairoa	88	112	Hawkes Bay/Tairāwhiti	10/2/2020	Layton Gemmell	Yes

2667	Riverdale School (Gisborne)	180	180	Hawkes Bay/Tairāwhiti	17/2/2020	Puku Ora Eatery	
2692	Te Hapara School	272	272	Hawkes Bay/Tairāwhiti	17/2/2020	Puku Ora Eatery	
2715	Waikirikiri School	202	202	Hawkes Bay/Tairāwhiti	17/2/2020	Puku Ora Eatery	
Total number of students			7,073				



Briefing Note: Update on the Free and Healthy School Lunch Programme

To:	Hon Chris Hipkins, Minister of Education		
Date:	15 July 2020	Priority:	High
Security Level:	Sensitive	METIS No:	1234743
Key contacts and numbers:	Gary Basham	DDI:	s 9(2)(a)
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Messaging seen by Communications team:	N/A	Round robin:	No

Purpose of paper

The purpose of this paper is for you to:

Note the update on the Free and Healthy School Lunch programme.

Agree that this Briefing will **not** be proactively released at this time because it contains commercially sensitive information.

Damian Edwards
Deputy Secretary
Evidence, Data and Knowledge

15/07/2020

Hon Chris Hipkins
Minister of Education

30/ 8 /2020

Katrina Casey
Deputy Secretary
Sector Enablement and Support

15/7/2020

Background

1. At the agency meeting on 6 July 2020, you requested an update on the nature of the schools and a timetable for the expansion of the Free and Healthy School Lunch programme.
2. The original pilot will reach approximately 21,000 students and the expanded programme will reach an additional 190,000 students, approximately.

Update on the Free and Healthy School Lunch programme

We have established a responsive process for selecting schools in the expanded programme

3. The Equity Index is being used as the primary indicator of socioeconomic disadvantage to identify schools and kura in scope for the programme as for the pilot [CAB-19-MIN-0329]. This is the most accurate measure of socioeconomic disadvantage available, and it includes a number of socioeconomic variables that affect access to education and can indicate food insecurity.
4. Ministry of Education regional staff will then review and modify their regional list based on local insights of disadvantage and key considerations, which include:
 - a. leveraging their local knowledge and understanding of the needs and character of the schools and kura and their communities;
 - b. real-time information about the impacts of COVID-19 on local communities;
 - c. clustering to ensure that those in close geographical proximity are all part of the programme to reduce the likelihood of students changing schools or kura to access lunches;
 - d. education pathways of children from primary, intermediate and through to secondary. We aim to include all schools and kura on a student's pathway.
5. This process has already been completed for the schools and kura in Bay of Plenty / Waiairiki and Hawke's Bay / Tairāwhiti, so that they could be included in the current tender that was already being planned in these regions as part of the original programme. Combining the numbers from the original pilot and those in the expansion, we expect the programme will reach:
 - a. 17,674 students in 81 schools and kura in Bay of Plenty / Waiairiki; and
 - b. 14,347 students in 70 schools and kura in Hawke's Bay / Tairāwhiti.
6. We are in the final stages of confirming the schools and kura in scope for the programme in the other regions using this method. Our current working numbers are subject to change, as they are finalised through working with our regional staff.

Table 1: Current indicative totals for the original and expanded programme, excluding Hawke's Bay and Bay of Plenty

Region	Students	Approx. no. schools
Auckland	67,504	170
Waikato	24,282	118
Wellington	18,747	88
Taranaki	20,557	110
Tai Tokerau	16,379	105
Nelson	3,412	24
Canterbury	11,448	47
Otago	7,652	43
Total	169,981	705

7. As the selection of schools and kura is primarily based on socioeconomic disadvantage, some regions will have greater numbers of schools and kura in the programme due to higher concentrations of socioeconomic disadvantage within those regions. 90% of students are based in the North Island and of these around 30% of students are in the Auckland region. Furthermore, given this programme is targeted, there will always be those who are not eligible. By including insights from the regions on clustering to inform our selection, we expect to mitigate some of these impacts locally.
8. We are also considering other processes to respond to feedback from schools and kura not included in the programme, and this will inform our ongoing work and demand analysis for seeking future funding for the programme.
9. Given that the Equity Index is not yet used to allocate the relevant portion of operational grant funding, we have developed materials to explain the index and the basis for using it, to ensure our rationale is clear for the sector.

Delivery and Timetable Update

Current Status

As at the end of Term 2, 2020:

10. 42 schools had commenced their lunch programmes in Bay of Plenty / Waiariki, Hawke's Bay / Tairāwhiti and 11 schools in Otago / Southland.

High Level Delivery Timetable

Term 3, 2020:

11. A further seven Otago/Southland Schools will start delivering lunches.
12. The tender process to supply 151 new schools in Bay of Plenty / Waiariki and Hawke's Bay / Tairāwhiti will commence. As noted above this includes schools that were identified as part of the original pilot and schools that are part of the expansion of the programme announced as part of the COVID-19 Response and Recovery Fund.

Term 4, 2020:

13. We are aiming for all 151 of the Bay of Plenty / Waiariki and Hawke's Bay / Tairāwhiti schools to develop their lunch programmes during Term 4. We expect around 75 of these will start delivering their lunches. This will be dependent on a number of factors including:
 - a. Proportion of schools delivering lunches themselves versus outsourcing to a supplier
 - b. Number of suppliers and their immediate capacity and capability to start
 - a. Schools ability to incorporate this into their busy Term 4 schedule. This is particularly relevant for secondary schools who will have many of their students away. Schools' ability to incorporate this into their busy Term 4 schedule where there are a number of activities going on that mean that a full rollout may not be appropriate e.g. end of year prize giving preparation and year level trips/camps.
14. We are developing the procurement plan that outlines the approach to running the tender for these two regions. The aim is to publish the request for proposals (RFP) on 17 July. The RFP contains the evaluation criteria that must be addressed in a proposal. There are fewer requirements to be met for suppliers who are tendering to provide less than 400 lunches.
15. The tender closes on 11 August and they will be evaluated by 4 September. All suppliers meeting the relevant criteria will be contracted to create a panel. From 21 September, schools and kura will be able to select a supplier and agree a Statement of Work (SoW). Once the SoW has been agreed the supplier can commence the delivery of lunches, taking into account the factors noted in paragraph 13.
16. The second open tender process for the rest of the roll-out of the expansion schools is currently planned to commence in Term 4. The number of schools and students included is still to be confirmed.

Term 1 and Term 2, 2021:

17. The remaining Bay of Plenty / Waiariki and Hawke's Bay / Tairāwhiti schools will start delivering their lunches.
18. At this stage, the intent is to progressively roll out lunches through the remaining schools across New Zealand in Terms 1 and 2, 2021.

Programme Considerations

19. We understand that Ministers would like to prioritise local employment and the requirement for suppliers to set a wage floor (living wage) to those employed through the programme. Our procurement approach will accommodate both of these aspects and we will ensure that there is additional support for suppliers to participate in the open tender process.
20. We will proceed as planned, to include a wage floor requirement, in the forthcoming and future procurement tranches for the programme. However, it is important to advise that there are a number of implementation risks for adopting this approach, including around precedent setting and workforce segmentation, as well as some fiscal risks. Introducing an ad-hoc wage floor requirement to specific components of a workforce or industry is complex and will require substantial risk management. We intend to

provide fulsome advice on these risks, within the context of the lunch programme, next week through a dedicated report.

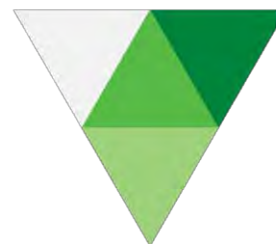
21. We have completed some initial market analysis with existing suppliers, however this is still largely speculative and requires further robust analysis and debate. We will test the impact of these components during the upcoming tender process.

We are also developing additional materials and advice to support upcoming Ministerial discussions

22. We understand there will be a meeting between you, the Minister for Child Poverty Reduction, the Minister for Children and officials to discuss further issues and potential trade-offs associated with prioritising local employment through smaller, regionally based suppliers, and payment of the living wage.
23. This meeting could include, for example, discussion of the potential impact on how quickly we can expand and how, and when, we announce eligible schools. To support the meeting, we are developing an annotated agenda and accompanying A3 outlining the opportunities and potential trade-offs for you to discuss. The timeline for the roll out of the expansion will be influenced by the decisions made at this meeting.
24. We consider that we will also have additional information following the current procurement process. This process over the next four weeks will give us more granularity on the required costs associated with providing lunches at scale. We will then be able to use the decisions from the meeting, alongside this new information, to do further modelling and analysis to inform the implementation.
25. We will provide the supporting materials in the coming days.

Proactive release

26. **Agree** that this Briefing will **not** be proactively released at this time because it contains commercially sensitive information.



Briefing Note: Expansion of the Free and Healthy School Lunch Programme

To:	Hon Chris Hipkins, Minister of Education		
Cc:	Rt Hon Jacinda Ardern, Prime Minister and Minister for Child Poverty Reduction Hon Tracey Martin, Minister for Children		
Date:	11 June 2020	Priority:	Low
Security Level:	Sensitive	METIS No:	1226308
Drafter:	Katie Flett	DDI:	04 463 1519
Key contact and number:	Damian Edwards	DDI:	s 9(2)(a)
Messaging seen by Communications team:	N/A	Round robin:	No

Purpose of Report

The purpose of this paper is for you to:

discuss with officials the approach outlined below for the Free and Healthy School Lunch Programme, and the related risks associated with time limited funding, pace of expansion and the need to use large-scale providers.

discuss with officials the proposal to utilise primarily large-scale providers, with some small-scale providers, to deliver on the expansion of the programme.

note we will need to submit a proposal for Budget 2021 for ongoing funding of the programme to support sustainability.

note we have forwarded copies of this paper to the Minister for Child Poverty Reduction and Minister for Children.

Summary

- Funding was secured through COVID-19 Response and Recovery Fund, to fund lunches for an additional 190,000 students as part of the Free and Healthy School Lunch Programme. The programme expansion will begin in the Bay of Plenty/Waiariki and Hawke's Bay/Tairāwhiti in Term 4 2020, and into other regions from Term 1 2021.
- We intend to use primarily large-scale providers to implement the roll out to ensure we are able to work at the pace required for the expansion. This has a number of benefits and risks, outlined below, that we will work to mitigate.

- The funding for the prototype and expanded Free and Healthy School Lunch Programme is time limited until the end of the 2021 school year. New funding from Budget 2021 would be needed to continue free school lunches from the 2022 school year onwards.

Proactive release

Agree that this Briefing will **not** be proactively released at this time because it contains budget and commercially sensitive information.

Agree **Disagree**



Damian Edwards
Deputy Secretary
Evidence, Data and Knowledge

11/06/2020



Hon Chris Hipkins
Minister of Education

11/ 7/ 2020

Background

A prototype of the Free and Healthy School Lunch Programme began in Term 1 2020

1. Budget 2019 provided funding to prototype a Free Healthy School Lunch Programme to reach up to 21,000 students in three Education regions in New Zealand: Bay of Plenty/Waiariki, Hawke's Bay/Tairāwhiti and Otago/Southland. The funding is time limited and the programme finishes at the end of the 2021 school year. The prototype focused on Years 1-8 students but was expanded to Year 9-15 students in eligible area and composite schools and kura (SWC-19-MIN-0198, CAB-19-MIN-0651).
2. Currently the programme feeds 8,000 students in these three regions, with plans to reach just over 20,000 by the end of Term 4 2020. The original prototype is being rolled out in three tranches. Small-scale and community-based providers serve the schools and kura, fostering community ownership, partnerships and responsive approaches.

Approach to expanding the Free and Healthy School Lunch Programme

Additional funding secured through the COVID-19 Response and Recovery Fund will see a rapid expansion of the programme

3. Funding secured through the COVID-19 Response and Recovery Fund provides for an expansion of the programme to approximately 190,000 additional students, bringing the total to approximately 211,000 students. Schools and kura with students in Years 9-15 are also considered eligible for the expanded programme. Across Aotearoa, New Zealand we are aiming to deliver the programme to:

	Currently	Term 4 2020	Term 1 2021	Term 2 2021	Term 3 2021	Term 4 2021
Approximate total number of students, including from original prototype	8,000	44,000	171,000	211,000	211,000	211,00

We are beginning the expansion in the original prototype regions in Term 4 2020

4. The Free and Healthy School Lunch Programme will extend the number of students reached in Bay of Plenty/Waiariki and Hawke's Bay/Tairāwhiti in Term 4 2020. The procurement process for tranche three (Term 4) of the original school lunches programme is currently underway for these two regions. The expansion will enable us to feed a total of 44,000 students by the end of Term 4 2020.

And from Term 1 2021, will expand into all other regions across Aotearoa New Zealand

5. Initial planning and analysis to expand the programme across new regions in New Zealand has begun, this work will ramp up in Terms 3 and 4 2020. Lunches will start to be rolled out in new regions from Term 1 2021. We expect to the programme to be fully operational in all regions across the country in Term 2 2021.

Risks

This is a rapid expansion and there are a number of risks to note

Time-limited funding

6. The time-limited nature of the funding may be a disincentive for smaller-scale providers and community groups to expand their production and invest resources for a short-term commitment.
7. We will be returning in Budget 2021 to seek ongoing funding for the programme.

Delivering the expansion at the pace required

8. The pace of expansion for the programme, particularly in 2021, is significant. There is a risk that the indicative implementation targets outlined above are not achievable given the complexity of the programme, scale of the delivery and the required pace of delivery.
9. To mitigate this risk, we are developing a detailed implementation plan and recruiting an additional 26 staff nationally. We will also retain the Ministry of Education Programme Governance Board to provide guidance on key decisions, implementation direction and risk and assurance.
10. The size and pace of the expansion may raise expectations in the community of a roll out of the programme across the country all at once. We will mitigate this risk by constant messaging on the staggered roll out approach.

The need to utilise primarily large-scale providers

11. In order to expand at the pace required, we intend to utilise primarily large scale providers that can service the majority of schools and kura in the programme nationwide. There will be a limited number of smaller-scale and community-based providers in some schools and kura where reach is a barrier for larger suppliers or schools and kura choose this option. However, utilising smaller-scale providers alone for the expansion is not feasible in the time available.
12. There are financial and implementation benefits to relying primarily on large-scale providers, including:
 - a. this will allow us to rollout the programme at the pace required;
 - b. potential economies of scale, which would lower the unit cost per lunch and allow more students to receive a lunch through the programme; and
 - c. some job creation in cities and large towns where suppliers are based.
13. There are also drawbacks to this approach, including:
 - a. the approach does not foster community involvement, and risks overriding local community initiatives already operating;
 - b. while large-scale providers would still be able to deliver to rural schools, deliveries may be two to three times a week instead of daily; and
 - c. the lunch menus are likely to be set with a limited number of options for schools and kura to choose from. Schools and kura will have less flexibility and autonomy to tailor menus to community and cultural preferences.
14. To mitigate some of the drawbacks of this approach we will work to ensure procurement tranches in the 2021 roll out strongly encourage or incentivise potential suppliers to:
 - a. create jobs in local communities;
 - b. pay employees the Living Wage; and
 - c. be as responsive as possible to the schools, kura and communities they serve.

MEMO

Ho

Evaluation of the Free and Healthy School Lunch Prototype

22 June 2020

Purpose

1. This memo seeks the Free and Healthy school lunch (FHSL) Programme Board to:
 - a. **Note** the evaluation framework, focusing largely on the learning phase, was agreed by the Programme Board in October 2019.
 - b. **Note** the next phase is outlined in this memo, and reflects the delays and current operating environment due to Covid-19.
 - c. **Agree** to undertake the next phase of evaluation as set out in this framework.

Introduction

2. The Ministry of Education (the Ministry) is preparing for the next phase of evaluation of the Free and Healthy school lunch (FHSL) prototype. Specifically, this phase will focus on an outcomes evaluation for accountability purposes, while examining the cost-effectiveness of the initiative alongside the ongoing provision of healthy food while it is being delivered.
3. This framework expands on the initial evaluation plan, adapting the evaluation approach to the current operating environment (Covid-19 Alert Level 1), while making clear the delivery approach and timelines associated with this extended learning phase. We propose resuming data collection and/or collation from June 2020 until June 2021. The elements of the evaluation would include ongoing monitoring and support (June 2020 to June 2021), an evaluation focused on learning (July to September 2020) and an evaluation focused on impact (June 2020 to March 2021).

Brief background

Children experience *food security* when they have access to sufficient, safe, nutritious food that could support healthy growth, development and wellbeing.

The Ministry is facilitating the Free and Healthy School Lunch programme (FHSL) to lift food security among targeted learners and promote attendance and success among other learners by providing a free nutritious lunch.

4. We know that food insecurity is a real issue for many children in New Zealand. The New Zealand Health survey in 2015/16 found that approximately 19% of children in New

Zealand lived in households with moderate to severe food insecurity (i.e. they lacked access to sufficient amounts of affordable and nutritious food). Due to structural and systemic problems such as poverty and inequality, children from Māori and Pacific households are disproportionately affected by food insecurity¹.

5. Childhood is a period of immense physical and cognitive development and inadequate diets or food insecurity can have serious and long-lasting negative effects on physical or cognitive functioning. Food insecurity and hunger have been reliably linked to lower levels of concentration, cognitive functioning, attendance, engagement and school achievement². The findings from the New Zealand Health Survey also noted that “children in food insecure households had poorer parent-rated health status, poorer nutrition, higher rates of overweight or obesity, asthma and behavioural or developmental difficulties, and experienced a range of other adverse circumstances”.³ Therefore, the potential impacts of food insecurity for each individual are broad, with further impact on New Zealand health and education systems. With a significant increase in numbers of families/whānau experiencing unemployment and receiving job seeker support⁴ since March 2020, it is also expected food insecurity will become even more pronounced in New Zealand.
6. The New Zealand Free and Healthy school lunch programme (herein, the FHSL) provides free lunches to learners in the 20% of schools with the highest concentrations of learners from disadvantaged backgrounds⁵. The school-based approach provides lunch to all learners within a school, and by the end of 2020, it is expected that approximately 21,000 learners in around 120 schools across three regions will be receiving a free nutritious school lunch. To do this, schools and providers will need relevant and adequate support alongside the requisite capacity, capability and infrastructure to provide food (e.g. rooms, standards⁶).
7. Funding secured through Budget 2020 provides for an expansion of the programme to approximately 190,000 additional students, bringing the total to approximately 211,000 students. The original pilot is being rolled out in three tranches. Small-scale and community-based providers serve the schools and kura, fostering community ownership, partnerships and responsive approaches. Additional funding was secured in Budget 2020 to expand the programme for the 2021 school year. Schools and kura with students in Years 9-15 are also considered eligible for the expanded programme.
8. The Ministry's contribution is intended to ensure not only that nutritious food is available to learners every day, but that the food (quality, quantity and variety) promotes learners' consumption of the food (i.e. it needs to be appealing to those it's intended for). We expect this provision will lead onto greater food security for learners (including nutrition) as well as better attendance at school. These outcomes are expected to contribute to improved wellbeing. This overall theory is highlighted below in Figure 1.

Figure 1: Series of activities and outcomes expected from the prototype, and the enablers to success (note: green highlighted text relate to cost-related enablers, and black refer to efficacy-related enablers).

¹ Ministry of Health (2019). Household Food Insecurity Among Children: New Zealand Health Survey.

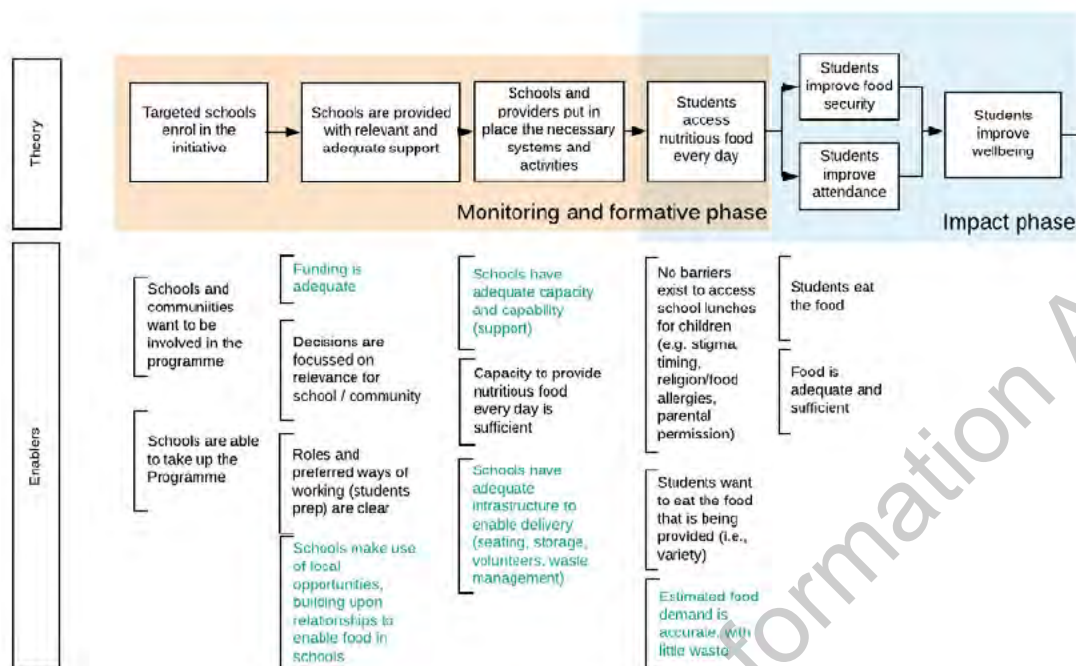
² Alaimo et al., 2001; Mhurchu et al., 2012; Ball and Watts, 2015; Quigley and Watts 2005.

³ Ministry of Health (2019). Household Food Insecurity Among Children: New Zealand Health Survey, pg.ix.

⁴ New Zealand Treasury (22 March 2020). Weekly Economic Update – 22 March 2020.
<https://treasury.govt.nz/publications/weu/weekly-economic-update-22-march-2020.html>

⁵ Disadvantaged is defined as being in the 25% of households that are most materially deprived when compared against a standard basket of goods, and measured according to the Ministry of Education 'equity index'.

⁶ Food operators are required to be operating under a food safety plan, either managed by MPI or the local council.



9. The outcomes rely on learners consuming the food. However, initial engagements with schools (Phase 1) suggested that learners' familiarity with vegetables sometimes resulted in 'food rejection'. Research has similarly observed familiarity with food types influences acceptance and/or rejection of food; as cited in Maratos and Sharpe (2018),⁷ children aged 7 to 11 years rated 'familiar vegetables' more positively than novel vegetables (Coulthard et al, 2016), while another study observed that in 8- to 11-year old children, "food neophobia predicts the numbers of foods tried, with the low neophobic children familiar with a larger number of food than high neophobic children." Learners' food journey towards consuming novel, healthy ingredients will be an important factor, and relevant to achieving the desired outcomes for children.
10. Further educational benefits are also expected, notably that improved learner behaviour and wellbeing will mean educators will spend more time on teaching rather than on classroom management; and improved diet and nutrition will lead to improved engagement and educational achievement. These broader expected benefits will be determined qualitatively in this evaluation.
11. Broader benefits are beyond the scope of the evaluation. More specifically, the prototype is expected to provide broader benefits for whānau, schools, and hāpori and address elements of te whare tapa whā, such as taha tinana (physical health), taha whānau (family health), and taha hinengaro (mental health). Some broader benefits include improved whānau health, greater understanding of food, health, and economic benefits for the community. Broader benefits for the community are also expected, such as: greater food security in households; increased economic opportunities in the community from the FHSL programme; and stronger connections between the school and

⁷ Maratos, FA, EE Sharpe (2018), 'The origins of disordered eating and childhood food neophobia: Applying an anxiety perspective; Food Neophobia: Behavioural and Biological influences: Woodhead Publishing Series in Food Science, Technology and Nutrition; pg, 305-328.

communities. The prototype is also expected to enable greater equity between Māori and non-Māori through targeting the disproportionate burden of poverty on Māori⁸.

Evaluation of the prototype

12. The Ministry of Education have pledged to the Government that they will evaluate the prototype, specifically providing a thorough evaluation of the implementation as well as its impact on learner wellbeing and outcomes. As noted, the evaluation should examine contextual factors affecting the cost, feasibility and effectiveness of delivery models, and seek to provide generalisable results comparing “paired” schools (i.e. those without the programme) to assess impact (DPMC-2018/19-1230). This evidence will allow government as well as those delivering activities under the prototype to learn from the experience, and also address the prototypes’ accountability requirements.
13. The initial evaluation plan has explicitly incorporated these objectives and provided a draft approach that was tested with schools and communities during the first few months of the prototype. In Term 1, the approach was tested with a group of seven schools. The evaluation also took an adaptive approach throughout Terms 1 and 2, responding to the Programme Board, programme delivery team and regional stakeholders. The experiences have informed the approach proposed here, as have the effects of Covid-19 on schools, their whānau and communities. The proposed approach also reflects the impact evaluation evidence requirements needed by March 2021.
14. Referring to the evaluation framework approved by the Programme Board in October 2019, the evaluation was planned to shift focus from learning to accountability from Term 3 in 2020. However, few data were able to be collated given Covid-19, which has resulted in enduring questions relevant to an efficacious and cost-effective model. Such questions remain relevant given the recent decision to expand the FHSL programme in 2021. These key formative questions to support the expansion of the programme are:

KEQ1: To what extent are the prototype models able to achieve the intended aims (efficacy), and more specifically:

- i. How sufficient are the prototype models to provide reliable access to sufficient quantities of nutritious food to all learners in the targeted schools, and in particular Māori learners?
- ii. How are contextual factors enhancing or constraining progress?
- iii. How well placed is the school and local capacity to sustain delivery of the prototype?

*KEQ2: To what extent are the prototype models **cost-effective**, and more specifically:*

- iv. Which school implementation models will likely provide the best value for money, and what factors do they rely on to ensure the model is effective and sustainable for schools?
- v. To what extent do contextual factors⁹ influence costs?

⁸ Ministry of Health (2017) Māori health models: Te Whare Tapa Whā. Retrieved (19 Sept 2010):

<https://www.health.govt.nz/our-work/populations/maori-health/maori-health-models/maori-health-models-te-whare-tapa-wha>

⁹ Contextual factors should include but are not limited to the different models of delivery (internal vs. external), different schools (rural vs. urban; size of school)

15. The unique context of Otago and Southland schools, along with secondary schools relevant to the expansion of the programme, will support answering these learning focussed questions in Term 3-4.
16. As agreed in the Briefing Note (DPMC-2018/19-1230, 21 May 2019), it is important to not only conduct a thorough evaluation of the implementation of the prototype, but of even greater interest is to assess the impact of the prototype on learner wellbeing and outcomes. Although we may presume that giving learners free food will automatically lead to improved food security, this may not be the case. For example, it may be that the provided food does not improve the quality of their lunch or wellbeing, or the learners refuse to eat it (and simply go without) because of food variety or stigma. The evidence will focus on informing the intended users, notably the New Zealand Government (funders), the Ministry of Education (responsible for implementation) and the New Zealand public.
17. The evaluation will specifically test the impact of the programme on key outcomes (e.g. learner attendance and wellbeing, food security and consumption of nutrition). The evaluation question that will be answered is:
- KEQ3: To what extent has the FHSL programme contributed to the achievement of outcomes, and more specifically:**
- Has the prototype improved learner food security,¹⁰ attendance and wellbeing, in particular for Māori learners and those most in need?
 - What are the unintended, broader benefits for schools, their learners and whānau, and community?
18. Answering these questions will require assessing a range of unique indicators captured by different sources of data.

Table 1: Expected achievements and indicators relevant to the FHSL programme (June 2020-June 2021)

Expected achievements		Indicators (data source)	
Formative and monitoring focus			
		Monitoring: all Tranche 1-3 schools ¹¹ (June 2020-June 2021)	Formative: targeted Tranche 2 and Tranche 3 secondary schools only (June-Dec 2020)
Targeted schools enrol in prototype	Accessible to schools		
	<ul style="list-style-type: none">• Uptake of invited schools (%) (secondary data: FHSL data)• Variance between the schools enrolled vs. not enrolled, e.g. deprivation, school size, location (secondary data: administrative data)	<ul style="list-style-type: none">• Reported factors influencing school uptake, e.g. feasibility of nutritional guidelines, responsibilities, capability and capacity requirements, funding models, contextual factors relevant to schools.	

¹⁰ Any comparisons will reflect learner progress from baseline measures, and need to consider change in relation to the local context only (i.e. not comparing the effect size demonstrated in international development contexts).

¹¹ Monitoring activities will be rescoped in November, alongside scoping the evaluation of secondary schools, once we have greater certainty regarding the specific schools involved from 2021 as well as the broader information needs about this later cohort 2021.

		evaluation approach (interviews)
Schools are provided with relevant and adequate support	Adequate funding	
	<ul style="list-style-type: none"> \$ funding for each school, by model of delivery (<i>secondary data: FHSL data</i>) \$ costs by school, including set up, implementation (<i>secondary data: school monthly reporting</i>) 	<ul style="list-style-type: none"> \$ costs X % of lunch options meeting MoH nutrition standards, by model (<i>provider lunch assessments</i>) Reported factors influencing provision and sustainability of the food (<i>interviews</i>)
	Relevant to schools / communities	
		<ul style="list-style-type: none"> Reported flexibility and adequacy of funding to accommodate local context (<i>interviews</i>)
Schools and providers put in place the necessary systems, contracts and activities	Adequate capacity and capability	
	<ul style="list-style-type: none"> Capacity (hours) by school / provider (<i>secondary data: school monthly reporting</i>) Number of contract tenders received for required service, for region (<i>secondary data: procurement</i>) 	<ul style="list-style-type: none"> Reported factors influencing delivery of lunch, e.g. seating, storage, volunteers, waste management (<i>interviews</i>) Reported adequacy of capacity and capability moving forward (<i>interviews</i>)
Learners access nutritious food	Nutritious food accessible to learners	
	<ul style="list-style-type: none"> Estimated % of food consumed / wastage (<i>secondary data: school monthly reporting</i>) 	<ul style="list-style-type: none"> % of lunch options meeting Ministry of Health nutrition standard, based on 75% of lunch made up of "green" elements (<i>provider lunch assessment</i>) Reported barriers and enablers to learner access (e.g. stigma, food rejection, timing, religion, food allergies, permission, desirability of food options) (<i>interviews</i>)
Measures are valid and sensitive to detect change	Relevant measures	
		<ul style="list-style-type: none"> Appropriate measures of food security, attendance and wellbeing (<i>interviews</i>) Demonstrated ability for learners to accurately represent lunch options (<i>interviews</i>) Demonstrated improvement in terms of food security, attendance and wellbeing (<i>interviews</i>)

Impact evaluation	
Impact: Tranche 3 primary and intermediate schools (June 2020-March 2021); Tranche 4 secondary schools (January - June 2021)	
Food security	<p>Improved access to and consumption of sufficient quantities of nutritious food</p> <ul style="list-style-type: none"> • % of lunch options meeting Ministry of Health nutrition standard, based on 75% of lunch made up of "green" elements (<i>provider lunch assessments and regional review</i>) • % of learners / frequency of eating lunch (<i>longitudinal learner diaries and food photos</i>) • % of learners consuming healthy lunch options, based on consumption of vegetables vs. packaged snacks and lollies (<i>longitudinal learner diaries and food photos</i>) • % of learners feeling satiated (<i>longitudinal learner diaries and food photos</i>) • Improvements based on learner demographics (e.g. ethnicity) and baseline learner-factors (e.g. initial wellbeing, attendance) (<i>longitudinal learner diaries and food photos</i>)
Attendance	<p>Improved attendance</p> <ul style="list-style-type: none"> • % of learners attending school at least half-time (secondary data: Ministry term attendance; longitudinal learner diaries) • Improvements based on learner demographics (e.g. ethnicity) and baseline learner-factors (e.g. initial wellbeing, attendance) (<i>longitudinal learner diaries</i>) <p>Improved engagement</p> <ul style="list-style-type: none"> • Improved engagement (<i>interviews: school staff</i>)
Wellbeing	<p>Improved mental wellbeing</p> <ul style="list-style-type: none"> • Average wellbeing scores (WHO-5) on Years 5+, based on positive mood (good spirits, relaxation), vitality (being active, waking up fresh and rested), and general interest (being interested in things) (<i>longitudinal learner diaries</i>) • Improvements based on baseline learner-factors (e.g. initial wellbeing, attendance) (<i>longitudinal learner diaries</i>) <p>Improved behaviour</p> <ul style="list-style-type: none"> • Number of behavioural notifications (<i>secondary data: Ministry</i>)
Broader benefits	<p>Perceived changes in:</p> <ul style="list-style-type: none"> • Learner behaviour, teaching time vs. classroom management, learner engagement, educational achievement, regional employment opportunities (<i>interviews: school staff</i>)

The approach will capture accurate and relevant information in an appropriate way

19. Table 1 sets out the indicators and data sources that will be used for the evaluation. We propose resuming data collection and/or collation from June 2020 until June 2021. The elements of the evaluation would include:

- a. ongoing monitoring and support (June 2020 to June 2021)
- b. an evaluation focused on learning (June to December 2020 for four Tranche 2 Otago/Southland schools, and six Tranche 3 secondary schools)
- c. an assessment of impact (June 2020 to March 2021 for Tranche 3 primary and intermediate schools; January to June 2021 for Tranche 4 secondary schools).

20. The proposed data capture approach assumes New Zealand will remain on Covid-19 Alert Level 1 or 2. If New Zealand returns to Level 3 or 4 at any stage, all primary data collection approaches will stop (refer 19a, 20a, 20b, 20c, 20d) while monitoring and support would continue (refer 18a, 18b).

21. This **monitoring** would focus on collating and summarising evidence to support ongoing management and decision making. It would examine progress against the expected achievements while it is being delivered. The activities would include:

- a. **Secondary data collation.** The evaluation team will collate evidence being collected by the Ministry of Education for all engaged schools. This will include secondary data relevant to enrolments (FHSL programme data) and costs and (school monthly reporting). This evidence will also be used for the formative phase (see below), answering questions about efficacy and cost-effectiveness to inform the future expansion of the programme. It is expected that the team will work with Ministry officials in national and regional offices to lift response rates while assessing the quality of the secondary data provided.
- b. **Ongoing monitoring, evaluation advice and support.** It is important that the evaluation process and any monitoring activities continue to be embedded within programme delivery, making use of the collective skills and expertise of the broader team. This approach will not only make participation easier for individuals, but will also ensure the most recent experiences are captured in an ongoing way while ensuring an adaptive approach remains possible while the FHSL programme delivery is forming.

22. This **formative phase** of the evaluation would include engagements at 10 schools and with four providers in order to understand possible variation in a unique region (Otago/Southland) and with secondary schools. More specifically, the focus would be on:

- a. **Engagements with targeted schools and providers.** The evaluation team will seek to engage with four targeted schools in Otago/Southland and four providers delivering food to Tranche 2 schools. The team will also engage with a sample of six secondary schools in Hawke's Bay and Bay of Plenty. The schools will be selected to maximise learning from these engagements. In discussion with the regional staff, the schools will be selected to consider rurality (isolation index), size of school and overall uniqueness in food provision. Other factors will be determined with the FHSL programme team.

With the support of the regional offices, the evaluation team will engage the selected schools to contribute and specifically help to connect (in each school)

with approximately five learners¹² (for interviews), engage one class in the class survey, and an interview the school leader and food provider (where available). We expect this engagement would take no more than three hours of the school's time, and if possible, these will be conducted using a face-to-face approach. The information will seek to contextualise evidence relevant to efficacy and cost-effectiveness within the Otago/Southland region as well as the newly embedded secondary schools. We will use this opportunity to test measures and data capture approaches with secondary school learners.

23. The methods associated with the **impact evaluation** include capturing and collating data from Tranche 3 providers and schools during Terms 3 and 4. The approach will seek to estimate the impact of the programme on learners as measured *changes* relevant to food security, attendance and wellbeing at primary and secondary schools providing FHSL lunches. It is expected that secondary schools will be included in the impact evaluation from Term 1 in 2021. The approach necessary for secondary schools will be determined after initial engagements with these schools in Term 4 2020.
24. A longitudinal approach will provide evidence about the programme's effect on specific learners, such as Māori and those most in need, whereas a cross-sectional approach would determine if the FHSL made systematic improvements to food security, attendance and wellbeing at the group level. Although the cost and burden is higher in longitudinal designs, it is expected that the FHSL programme will impact on those with greatest need, and the provision for all lunches will reduce the stigma associated with poverty and needing food. We have therefore planned a longitudinal design.
25. Simple pre- and post-test comparisons are expected to overestimate the programme effects¹³. As such, comparison groups or at least time series data are required for a robust impact evaluation. In the first instance, we will look to compare results from those schools providing FHSL lunches with those not (yet) providing lunches to their learners. More specifically, we will collect information from all schools at fixed points in time (e.g. September and October), and we will compare the results between those schools delivering lunches before October and those schools delivering lunch later.
26. This *stepped-wise* design may be possible if the commencement dates allow sufficient opportunity for data capture and sufficient time for change to occur in light of the learners' expected food journey - from food rejection to consumption. It is also vital that the schools starting earlier are not systematically different from those starting later. These details relevant to programme commencement and delivery will become clearer in June and July. If this design is not appropriate, or modifications to commencement dates are not possible, we will look to build in comparison groups with Tranche 4 schools, comparing the trajectory of change in food security, attendance and behaviour. Alternatively, a potentially feasible alternative design includes making use of administrative data (attendance and behaviour) and comparing such outcome data over time by various characteristics of the groups (e.g. rural vs. urban schools, local deprivation, school provider types and quality of food). The data can be used to estimate if there have been significant deviations from the expected patterns.
27. The data collection approach was reconsidered in light of Covid-19 given the likely ongoing health concern and anxieties felt by schools, their whānau and communities. As

¹² The selection will be based on the principles of maximum variation, in that we will seek to explore participation among young learners where there is a mix of different ethnicities (which may impact on food variety preferences and uptake) as well as a selection of boys and girls of different age groups (which may impact on food uptake and nutritional/quantity requirements). The approach will not allow generalisability, but rather test the approach to estimating impact. It will however be able to provide early, largely anecdotal evidence of progress.

¹³ A ken et al., 1998, as cited in Rossi et al. 2004: 298).

such, data capture limits engagement between the evaluation team and schools in light of potential anxieties relevant to Covid-19 while using specifically developed materials to reduce the burden on schools.

28. The data capture approach we will test with the Ministry of Education and Health include:

- a. **Provider school lunch assessments.** All Tranche 3 providers of lunches, including both external and school lunch providers, will be asked to complete a school lunch self-assessment covering lunches across a five-day period. The lunch assessment will assess the component parts of the lunch (i.e. ingredients) against the Ministry of Health guidance document, determining if 75% of the lunch is made up of healthy “green” ingredients. These weekly menus will be requested from providers at the same time as the learners are completing their diaries (post) in Term 4.

All providers will be invited to take part given the likely small numbers that may be involved¹⁴. We will work with the Ministry of Education national and regional offices to communicate the expectations in terms of the evaluation while also emphasising the need for such evidence during trials. We expect that the Ministry will embed compliance alongside the evaluation, and assess the validity of a sample of the assessments¹⁵. We will seek to achieve high rates of uptake, enabling a high degree of confidence in the findings among this small cohort.

- b. **Learner diaries (longitudinal, comparing before-after control-impact groups).** Learner progress will be tracked over a five-day period¹⁶, twice, to account for the episodic nature of food consumption and satiety. Diaries will be completed by learners immediately following lunch, measuring changes in food security, attendance, and for children in Years 5 and up, mental wellbeing. The diaries will include short validated scales, including the *Teddy-the-Bear* satiety rating scale¹⁷ and the *WHO-5*¹⁸ as well as questions relevant to consumption of lunch and healthy ‘green’ options – fresh vegetables^{19,20} aligned to the Ministry of Health guidance document for schools. The diaries will be developed specifically for evaluation purposes to minimise the burden on the teacher facilitator and the school, while protecting the anonymity of participants and confidentiality of their responses.

Diaries will need to be collected from a sufficient number of learners to generalise the results to the FHSL programme, as well as detect differences between groups. Each Tranche 3 school is expected to participate, and select one or two classes and teacher leaders (depending upon school size) from each

¹⁴ Sampling is less efficient when used on small populations whereby achieving the same margin of error requires significantly higher proportional makeup

¹⁵ Audits are not included in the budget but a requirement of this task. It is expected that the Ministry of Education and/or Health will support this work.

¹⁶ Treatment of non-response, and imputation, to be considered along with the risks associated with the longitudinal design.

¹⁷ The scale has been shown to have sound psychometric properties, and a valid instrument for use with children aged 5 to 9 years old (Bennett, C. & Blissett, J., 2014), and although the scale has not been normed referenced to New Zealand, the initial trials with New Zealand showed the scale easy to use and appropriate within the New Zealand context.

¹⁸ The WHO-5 is a measure of mental wellbeing, based on positive mood (good spirits, relaxation), vitality (being active, waking up fresh and rested), and general interest (being interested in things). The scale has been validated for use with children aged from 9 years old. Although the scale has not been normed referenced for children in New Zealand, it has been used in the General Social Survey for adults and is one of the basket of indicators of wellbeing used by the New Zealand Treasury.

¹⁹ It is expected that fruit consumption may not change, but vegetable consumption will change over time based on the evidence from the initial stages of the evaluation. Further, non-healthy ‘red’ items - packaged snacks, cookies and lollies – will also be assessed for monitoring purposes but may not change over time based on the FHSL prototype.

²⁰ The trials during Term 1 showed lunches comprised largely of packaged snacks with few fresh vegetables and fruit.

of the following year groups: Years 1-4, Years 5-6 and Years 7-8 (as relevant).²¹ We expect to invite approximately 2100 early primary (Years 1-4), 1100 later primary (Years 5-6) and 300 intermediate (Years 7-8) learners within these selected classes, and assuming fewer support the evaluation and/or higher rates of attrition, we expect these invitations will result in nearly 2100 learners across randomly selected classes to have provided data through their dairies²².

- c. **Lunch photos**²³. If it's not possible to visit schools at baseline and follow up, tranche 3 schools will be asked to take pictures of a sample of school lunches, once prior to FHSL being provided and once after FHSL is being provided. The photos will be used to verify the provision of food according to that reported (c.f. lunch assessments) as well as examine the validity of learner reported lunches (c.f. learner diaries).
- d. **Teacher and school leader focus group; provider interviews**. Wider benefits achieved from the programme will be estimated from focus groups using a qualitative approach. The sample will seek to provide diversity in experiences to determine the range of potential impacts rather than the size of the impacts. It is expected that the focus groups will be conducted online (e.g. using Zoom), and may include up to 10 teacher and school leader focus groups (one in each sub-region) and five provider small-group interviews.
- e. **Secondary data**. The evaluation team will make use of the Ministry of Education term-attendance data and Learner BDS, to monitor school level changes in attendance and behavioural reports over a five-year period preceding the FHSL. Depending upon completeness of data, we expect to use this to determine if similar patterns of attendance and behaviour are occurring at the school. This will be conducted at the beginning of the impact assessment, collating previous years data, and again (if determined feasible) at the end of the impact assessment, collating the most recent statistics.²⁴

29. The risks associated with the impact evaluation approach are set out below, which will be monitored throughout the coming months. If these risks are realised, the approach will require modification. It is for this reason that we are providing potential adaptations to the approach in the table below.

²¹ We propose using a stratified cluster sampling approach, whereby classes (our 'clusters') are selected (by the school) according to predetermined year levels (our 'stratum'), and the numbers of classes that are included within each stratum is based on the relative numbers of students enrolled in these year levels at each school. This means that smaller schools will likely have few classes involved in the evaluation ($n = 2$) whereas larger schools may have more classes involved in the evaluation ($n = 5$). Minimum numbers of learners in the class will guide the numbers of classes that will be involved.

²² The sample size considers both generalisability of the findings with an acceptable margin of error ($\leq 5\%$) as well as estimates of power, providing us with sufficient numbers of data to detect change in the key outcomes (food security, attendance, satiety and well-being). We will try to maximise school involvement to reduce the school-relevant correlation effects in the data while reducing burden on schools. Beyond representation, it is necessary to have sufficient sample of child responses to determine if change occurred. In the simplest sampling approach, we would need to achieve at approximately 312 randomly selected matched subject responses (Repeated Measures Analysis of Variance) and includes 2 measures (pre and post) and 4 between subject factors totalling 24 levels ($1-\beta = 0.80$; $\alpha = 0.05$, partial $\eta^2 = 0.02$). However, in this cluster sampling approach, it is further necessary to account for the correlations between the outcomes and the clustering effects that are expected at the class level. The estimated design effect of satiety on age shown from the Term 1 assessment was 6.7 (ICC = 0.07), which is reasonably high. The sample size was adjusted to account for the cluster design effect expected within the age groups, we would require 2100 participants. These numbers will need to be reconsidered once we understand how many schools will be involved, and the baseline statistics. Power estimates will need to be reassessed across our outcome variables once data are collected.

²³ School visits are the preferred to assess the reliability of reported healthy lunches, and lunch photos may be replaced with school visits if (1) Covid-19 alert levels allow for in-school visits, (2) the school agrees to accept visitors, and (3) Ministry of Health officials and/or Ministry of Education officials are able to support this work.

²⁴ The initial two months engaging with these data will help determine the value and potential timelines for this data approach.

s 9(2)(g)(i)

Reporting will seek to inform the delivery and governance of the FHSL programme throughout delivery, while a formal impact evaluation report will meet accountability requirements.

30. The monitoring and formative stage of the evaluation will seek to inform decisions throughout delivery. As such, the evidence reflecting the key achievements will be analysed and reported to the implementation team and programme board. The information will be shared with the team as it emerges and will be used to identify

contextual barriers and adaptations that need to be made throughout delivery. The intended audience does not include an external audience given this focus on continuous learning. Formal reporting will be made in quarterly presentations to the governance group.

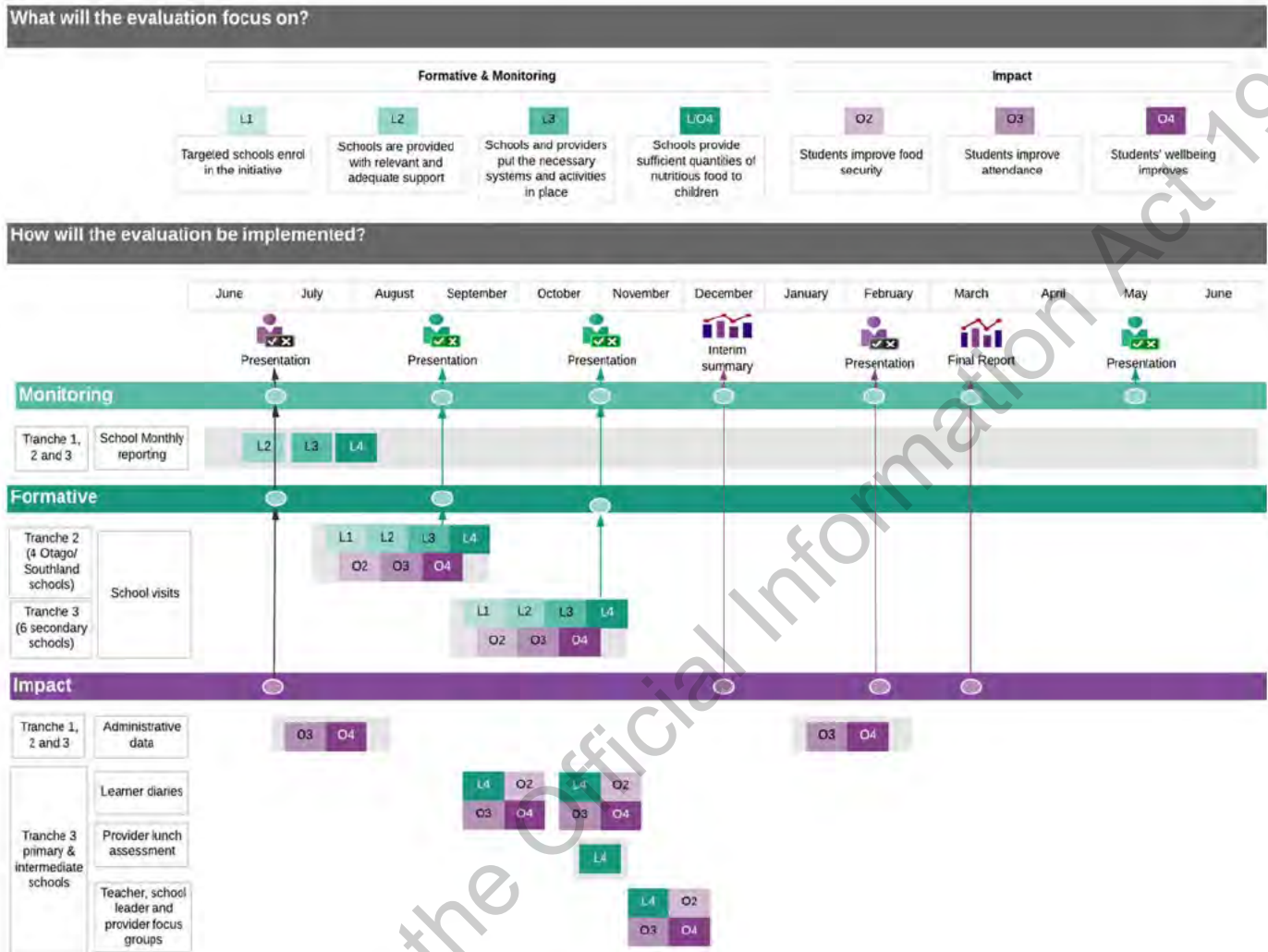
31. The impact evaluation progress and results will be provided after each data collection point, and the draft report and presentation will be provided to the Programme Board in February. The final report will incorporate feedback from Ministry of Education and Health officials involved in the implementation. It will be shaped around answering the key impact evaluation question, analysing and then synthesising the evidence around each outcome.
32. The impact evaluation needs to make judgements about performance of the prototype. The following ratings can be used to guide judgement on the worth of the prototype for learners. If there is insufficient evidence available to make any judgements, no judgement will be made. These performance standards will be confirmed with the Programme Board prior to any judgements being made.

Table 3: Draft evaluation rubric for assessing the value of the prototype (outcomes)

Excellent	Very good	Adequate	Poor
Significant positive effects on food security, attendance and wellbeing achieved at cohort level.	Significant positive effects on food security, attendance and wellbeing, but only for those most in need.	Some positive effects, but only for those most in need.	Negative effects or negligible effects.

33. The revised scope for the secondary-school focused impact evaluation will be complete in November, once we know more about the instruments and approaches that are most relevant to this age group. The revision will also consider extending the monitoring programme to a wider number of schools commencing FHSL from 2021.
34. An overview of how the evaluation will be implemented and reported is provided below.

Figure 2: Implementation and reporting plan for the evaluation.



Healthy School Lunch programme: Monitoring report September 2020



The Healthy School Lunch programme

Childhood is a period of immense physical and cognitive development and inadequate diets or food insecurity can have serious and long-lasting negative effects on physical or cognitive functioning. Food insecurity and hunger have been reliably linked to lower levels of concentration, cognitive functioning, attendance, engagement and school achievement. The New Zealand Health survey in 2015/16 found that approximately 19% of children in New Zealand lived in households with moderate to severe food insecurity (i.e. they lacked access to sufficient amounts of affordable and nutritious food). The New Zealand Healthy school lunch programme provides free lunches to learners in schools with the highest concentrations of learners from disadvantaged backgrounds. The programme is intended to ensure not only that nutritious food is available to learners every day, but that the food (quality, quantity and variety) promotes learners' consumption of the food and that this will lead onto greater food security for learners as well as better wellbeing and attendance at school.

How effective it is (so far)

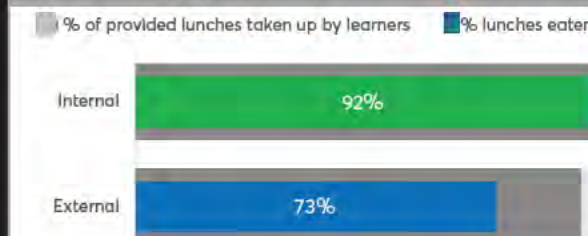
The programme has been providing lunches to learners since January 2020, and it has grown significantly since its original inception of 120 schools in the first year. Schools are taking up the programme, and setting up the programme for their learners. There are ongoing costs and time to facilitate the programme in schools, and most schools believe they will be able to continue to provide food (at least) over the next 12 months. Learners, for the large part, are consuming the food, albeit with some waste.

Monitoring of these interim achievements will continue until June 2021.

9(2)(g)(i)



Most food is being consumed by learners at lunchtime, with approx 73% of external model lunches and 92% of internal model lunches being consumed by learners (as a monthly avg).



Since July 2020, estimated consumption rates (and waste) are not changing significantly over time.



Some schools shared their learning, with this month's spotlight on the local context.

So grateful to be participating in the programme. Whanau always comment about their gratitude for it.

Most of our akonga now enjoy a more varied diet. Also their tastes have changed because they are always exploring new tastes, flavours, textures, diversity in food options etc through the programme.

More Te Reo Māori resourcing needed. More Māori tikanga inclusiveness; karakia, traditional kai; ngā atua Māori.

Evaluation of the Free and Healthy School Lunches programme

Progress report 1



Goals: Efficacy and Cost-effectiveness

Goals



This month



Today

To know, by July 2020:

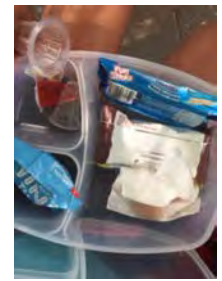
- **lunch models most likely to be effective (reliable, sufficient, nutritious) and cost-effective.**
- **sustainability of delivery and expansion of the prototype.**
- **measures of impact**

- 6 **lunch observations**
- 7 **classroom questionnaires**
- 31 student assessments
- 12 interviews
- Attendance
- 6 **nutrition profiles**
- 18 **school monthly reports**

- Do we have the right information?
- What else do we need to know?

To know, by 2021/22, if:

- pilot improves diet, nutrition, food security and attendance among learners, and if it has resulted in any broader benefits for schools and kura, their learners and whanau.

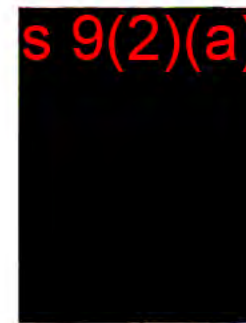
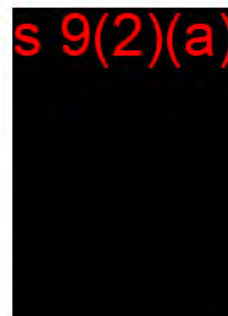


9(2)(ba)(i) internal model



Set up

- \$101 (per learner) to set up and for training
- 30 hours of staff time



Calories	134
Grains	25 grams
Vege	0.5 cups
Protein	17 grams

Satiety (Y1-3 & Y6-8)	84%
-----------------------------	-----

9(2)(ba)(i)

internal model



Create
menus

Buy & store
ingredients

Prepare
lunch

Deliver



Waste
management

Set up

- \$23 (per learner) set up costs
- *Unknown staff time*



Calories

515

Grains

68 grams

Vege

0.5 cups

Protein

3 grams

Satiety
(Y 7-8)

80%

9(2)(ba)(i)

small commercial provider



Create
menus

Buy & store
ingredients

Prepare
lunch

Deliver



Waste
management

Set up

- Unknown actual \$ & staff time
- Council provided the space for the providers)



s 9(2)(a)



Calories	274
Grains	48 grams
Vege	0.5 cups
Protein	17 grams

9(2)(ba)(i)

commercial provider



Set up

- *Unknown actual \$*
(Libelle paid for kitchen upgrade & refrigerator storage)
- *Unknown staff time*

Create
menus

Buy & store
ingredients

Prepare
lunch

Deliver



Waste
management



s 9(2)(a)

Calories	317
Grains	48 grams
Vege	0.3 cups
Protein	37 grams

Satiety (Y3-6)	52%
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9(2)(ba)(i)

commercial provider



Create
menus

Buy & store
ingredients

Prepare
lunch

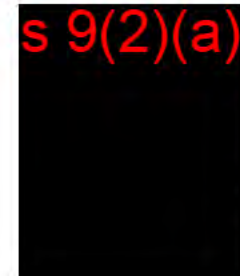
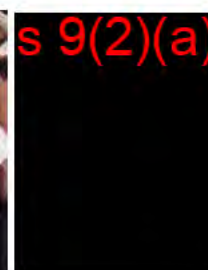
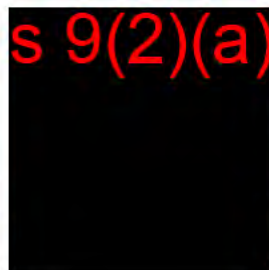
Deliver



Waste
management

Set up

- \$0.21 (per learner) to set up (rubbish bins)
- *Unknown actual \$* (Libelle paid for kitchen upgrade & storage)
- 10 hours staff time



Calories	352
Grains	37 grams
Vege	0.1 cups
Protein	43 grams

Satiety (Y7-8)	79%
-------------------	-----

Efficacy and Cost-effectiveness

Goals



To know, by July 2020:

- the lunch models most likely to be effective and cost-effective.
- sustainability of delivery and expansion of the prototype (internal and external).
- Appropriate measures for impact

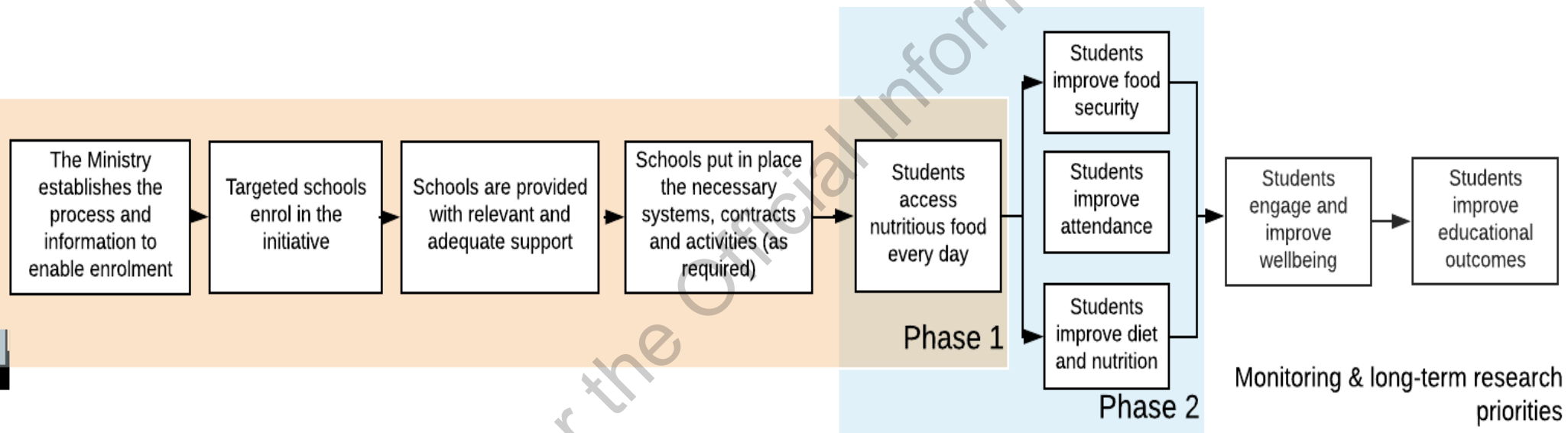
- What else do we need to know?

Evaluation of the Free and Healthy School Lunches programme

Progress report 2

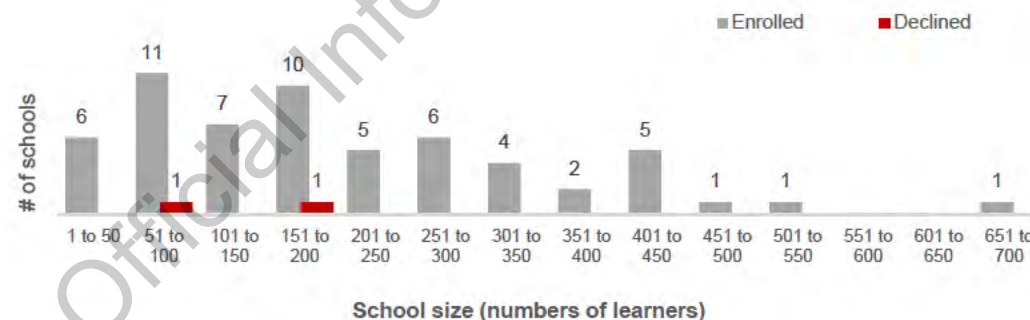


Our progress (and limited data)



- Targeted schools enrol in the initiative
- Schools provided with relevant and adequate support.
- Schools *and providers* put into place the necessary systems, contracts and activities.
- Learners are accessing sufficient quantities of nutritious lunch

- 97% uptake rate

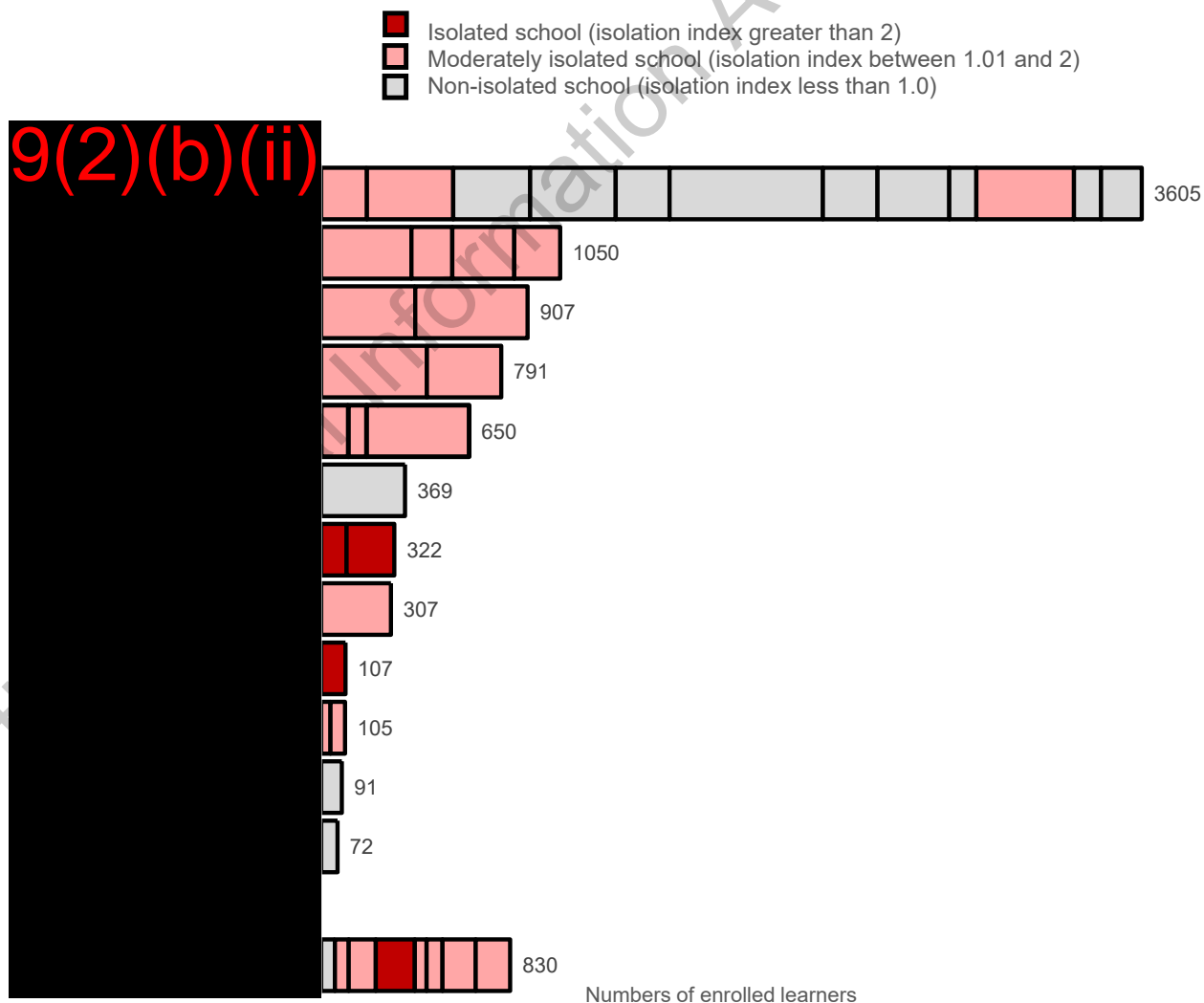


- Reported **must-haves**: adequate equipment or infrastructure; local capacity and/or providers
- Reported **good to have**s: nutrition guidance; providers-schools values aligned

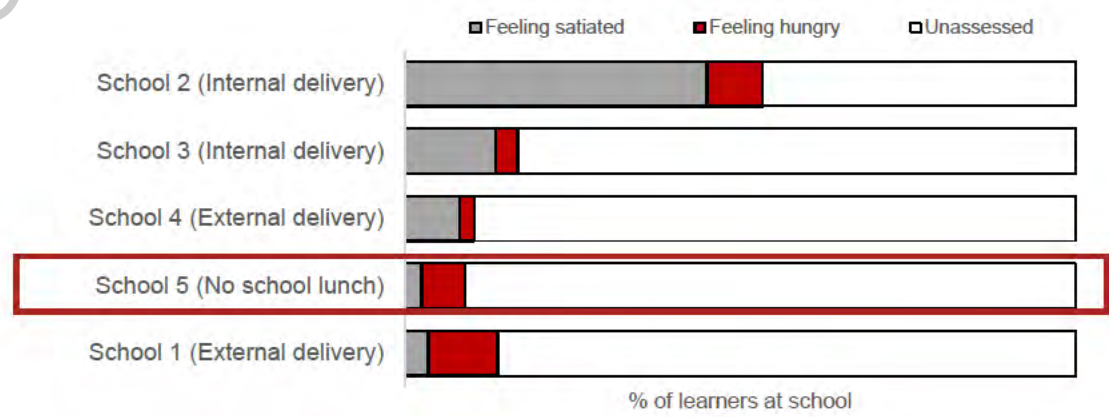
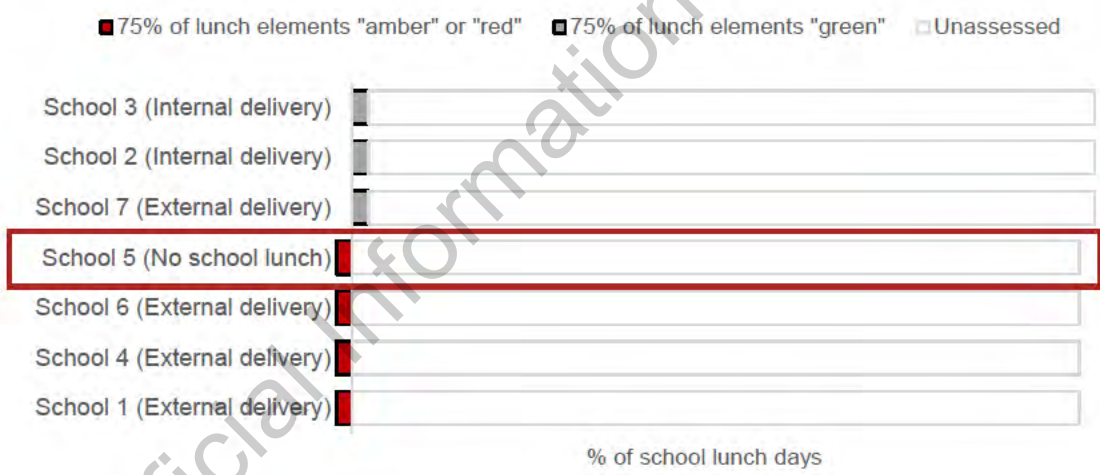
- Targeted schools enrol in the initiative
- Schools are provided with relevant and adequate support.
- Schools *and providers* put into place the necessary systems, contracts and activities.
- Learners are accessing sufficient quantities of nutritious lunch

s 9(2)(g)(i)

- Targeted schools enrol in the initiative
- Schools provided with relevant and adequate support.
- Schools *and providers* put into place the necessary systems, contracts and activities.
- Learners are accessing sufficient quantities of nutritious lunch



- Targeted schools enrol in the initiative
- Schools provided with relevant and adequate support.
- Schools and providers put into place the necessary systems, contracts and activities.
- Learners are accessing sufficient quantities of nutritious lunch



Next steps

- Realigning the evaluation

- Targeted schools enrol in the initiative
- Schools provided with relevant and adequate support.
- Schools and providers put into place the necessary systems, contracts and activities.
- Learners are accessing sufficient quantities of nutritious lunch

Evaluation of the Free and Healthy School Lunches programme

DRAFT
Progress report 3





Lunch and satiety

Factors relevant to uptake

Primary motivators

- Health: shift child's nutrition from sugar lunches to nutritious lunches (SL01,SL02,SL03, SL04, SL05)
- Hungry children and humiliation (SL03, SL01)
- Gift you don't refuse (SL03)

Primary detractors

- Schools: No provider options (SL02, SL03), Cut into **learning time / capacity** (SL01,SL03)
- Communities: Stigma for the communities – “free” food, and being fed by state (SL01,SL02), Community beliefs / teaching kids' dependency (SL03)
- Students: Taste, allergens, being full, **wanting to get out for play** (FG01, FG02, FG03, FG04, FG05)

Factors relevant to model selection

Reasons for model selection

- Southland / Otago: Lack of regional options (SL01,SL02,SL03,SL04,SL05)
- 9(2)(ba)(i) schools: Lack of (large enough) cooking facilities, and capacity; flexible delivery of lunches
- 9(2)(ba)(i) schools: Alignment of ethos/principles, experience

Ongoing requirements for continuation

- Schools: Learners like the food (SL01,SL02,SL03,SL04,SL05), and the menu changes enough (SL01)
- 9(2)(ba)(i) schools: Resources to manage programme, distribute food and/or cut fruit
- 9(2)(ba)(i) schools: Onsite preparation facilities or cluster of schools with these facilities

Missing

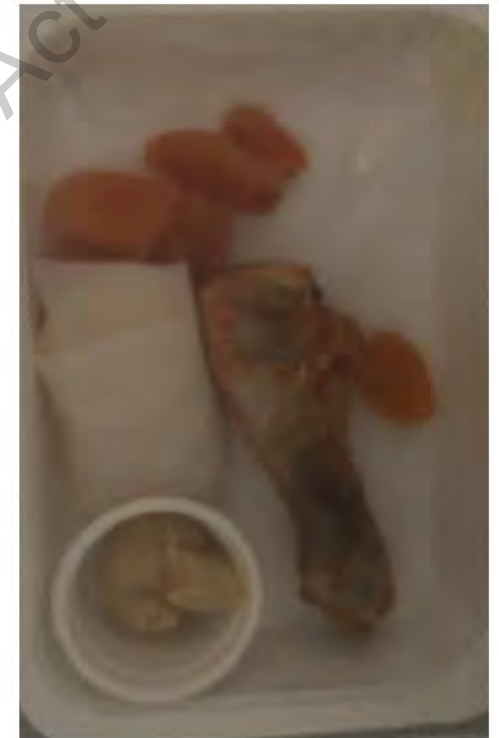
- Nutrition



55%
"green"

9(2)(ba)(i)

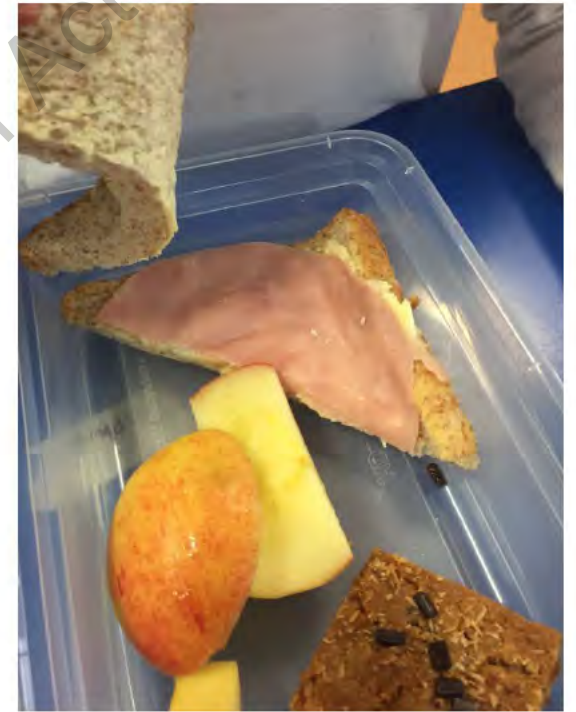
5%
veg



35%
"green"

9(2)(ba)(i)

0%
veg*



25%
"green"

9(2)(ba)(i)

0%
veg*

9(2)(ba)(i)



91%
"green"

9(2)(ba)(i)

66%
veg



91%
"green"

9(2)(ba)(i)

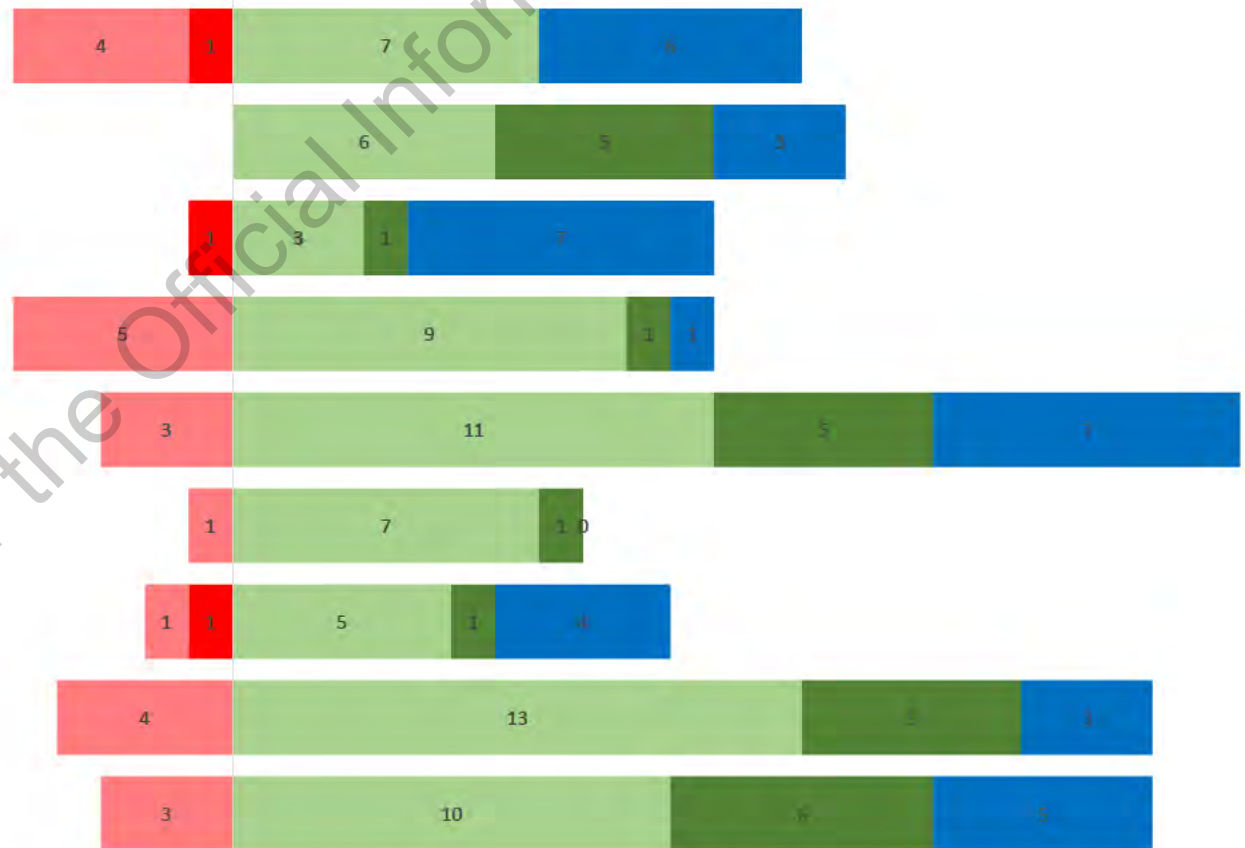
51%
veg

How full do you feel after lunch?



9(2)(ba)(i)

Really hungry Quite hungry Just right Quite full Very full





Waste



Waste



Other suppliers

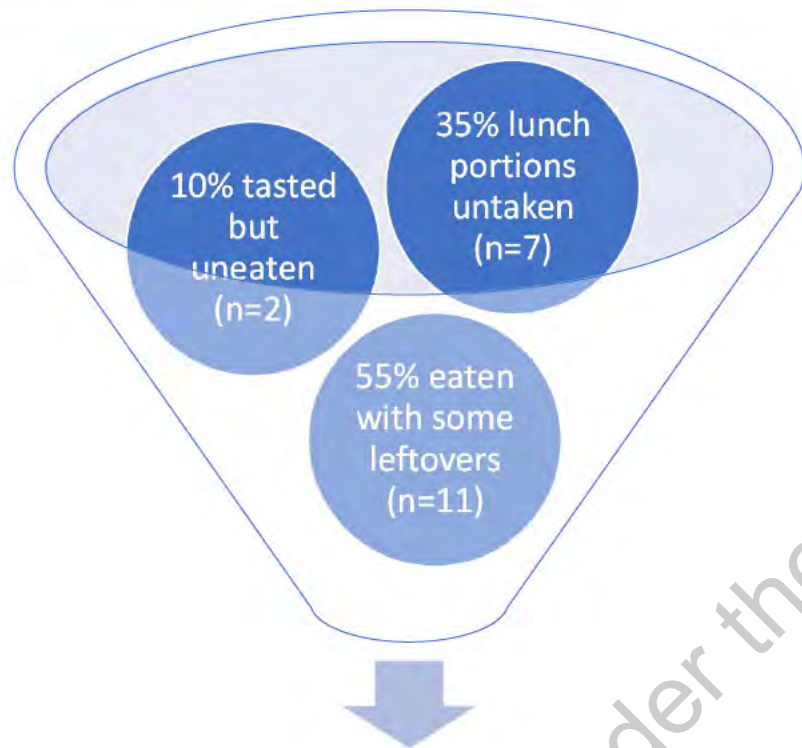


s 9(2)(a)

s 9(2)(a)

Other food

An example Year 3 class (20 lunch portions)



Released under the Official Information Act 1982

74% of external model lunches and 92% of internal model lunches being consumed by learners





Healthiness and Costs

Factors relevant to costs and healthiness

- Viability depends upon minimum numbers of schools/clusters.
 - Viability is maximised through standardised lunch options, purchasing power.
 - Covid-relevant costs, and up-front investments for longer-term cost-effectiveness (packaging)
 - Time for training staff
- Learners' progression towards healthy food (SL01, SL02, SL03, SL04, SL05, PR01, PR02)
 - Ingredient choice is driven by cost and allergens (e.g. dairy); lunch assessment tool wouldn't change this.

Healthiness and costs associated with lunch



Ingredient list	Category	Rating	% of Lunch
Total must = 100% >>			100%
White Bread Roll	Breads and crackers	Amber	25%
Chicken	Poultry (chicken and turkey)	Green	30%
Mayo	Sauces and dressings	Amber	5%
Carrot and lettuce	Vegetables and fruit	Green	5%
apple	Vegetables and fruit	Green	15%
chocolate brownie	Baking	Red	10%
raisins	Vegetables and fruit	Amber	5%
cheese	Milk and milk products	Green	5%
Container			
Fruit Paper Bag			

↓

% Green	55%
% Amber	35%
% Red	10%

s 9(2)(g)(i)

Lunches provided to five schools

% of "green"/healthy ingredients

91%

75%

55%

35%

25%

s 9(2)(g)(i)

Costs per standard lunch

Lunch Fruit Packaging Overheads & wages

Opportunities

- Some duplication of food provision
~ reduce options
- Packaging is a significant cost and waste ~ purchasing power
- Portion sizes leads to waste, particularly for 'grazing' children
- Schools monitor learners preferences; Providers monitor quality and costs; Nutrition is considered but not monitored
- Maximise consumption includes cutting up fruit, eating at different times rather than lunchtime, and timing of lunch and play





Impact evaluation:
progress and next steps



MEMO

To: Iona Holsted, Secretary for Education
From: Katrina Casey, Deputy Secretary, Sector Enablement and Support
Cc: Jann Marshall, Director of Education – Special Projects, Sector Enablement and Support
Lucy Lawrence, Programme Manager, Sector Enablement and Support
Date: 10 February 2020
Subject: Progress Update on the Free and Healthy School Lunches Programme

Status as at 10 February 2020

The first day of Term 1, 2020 has marked the beginning of the rollout of the free and healthy school lunches pilot programme. There were 24 schools that commenced the distribution of their lunches on their first day of school and 31 schools in total will have started by the end of Term 1. See Appendix attached.

Announcement

It has been confirmed that the Prime Minister and Minister of Education will attend Flaxmere Primary School on 20 February 2020 to celebrate the beginning of the delivery of free school lunches. A briefing paper and communications plan has been prepared for the Minister. This includes key talking points, Q and As and collateral to support schools and suppliers.

We are encouraging schools and suppliers to postpone national and public celebrations of the commencement of their lunch programmes until after the Prime Minister publically announces it. We are also working with TVNZ aiming for them to extend their coverage to other schools in the programme. We will continue to monitor information in the public domain and will adapt the collateral if required.

First Tranche

Participation of Schools

- 61 schools were invited to participate in the programme across three identified regions: Bay of Plenty / Waairiki (BOP/W), Hawkes Bay / Tairāwhiti (HB/T) and Otago / Southland (O/S).
- All schools were pleased to have been invited and have been positive about the programme.
- 59 have indicated that they would like to participate in the programme, representing 12,838 learners.
- Two schools, Te Kura Kaupapa Motuhake O Tawhiuau (HB/T) and Brockville School (O/S) have declined the offer to participate in the programme. The Kura cited KidsCan works for them and they do not want to give that up given this is only a two year programme. We are still working with Brockville to understand their challenges and to see if we can further support them to participate.

First phase

Term One

- » 31 schools in total are commencing their lunch programmes during Term 1. Of these:
- » 24 schools in total across Bay of Plenty / Waiairiki and Hawke's Bay / Tairāwhiti started their lunch programme at the start of Term 1. This represents approximately 6,000 learners. Of these:
 - 20 schools are in Bay of Plenty / Waiairiki
 - 13 schools have their lunches provided by The Libelle Group
 - 3 schools have their lunches provided by Kapai Kai
 - 4 schools are making their own lunch or contracting a single local supplier
 - 4 schools are in Hawke's Bay / Tairāwhiti
 - 2 are providing lunches in house
 - 2 have engaged local suppliers, Pure Catering and Grace Ormond
- » A further 7 schools from Bay of Plenty / Waiairiki and Hawke's Bay/Tairāwhiti plan to start from week 3 onwards during Term 1.

Term Two

- » Eleven schools from Bay of Plenty / Waiairiki and Hawke's Bay/Tairāwhiti are aiming to start in Term 2.
- » These later starting times are due to suppliers needing to set up their premises or schools needing time to make arrangements to manage it 'in-house'.
 - Seven schools in Hawke's Bay / Tairāwhiti were lined up to start day one of Term 1, however their supplier's premises fell through. The team has been supporting these schools to come up with alternative plans. To date three schools now have different solutions in place, one of which has launched and is included in the 24 summarised above. The other two have not yet confirmed their launch timing.

Second phase

- » Seventeen schools in Otago / Southland are expected to commence their lunch programme in Term 2 and Term 3.

Second tranche

- » The second tranche of up to 60 schools (up to 8,000 learners) will be selected from across the current three regions, with the aim of starting delivery of lunches in Terms 3 and 4.
- » When fully implemented the pilot will provide lunches for up to 21,000 learners in approximately 120 schools.

Procurement

Schools in the first phase of tranche one selected their own suppliers through a closed tender, due to lack of time to run the process through the Government Electronic Tender Service (GETs).

For the Otago/Southland schools we are running an open tender process that is currently on GETS to select a panel of approved providers. For the second tranche we also intend to use this approach but will need to consider the capability of small suppliers in rural areas. We do not want rural schools missing out due to a reasonably time consuming process for supplying lunches to schools with small roll numbers.

Evaluation

A detailed evaluation plan has been developed and will involve gathering quantitative and qualitative data from schools and suppliers about uptake of lunches and any changes in attendance, behaviour. It will also gather information on process to determine what works in what situation to inform any further expansion of the programme. Eight schools involved in tranche one have agreed to participate.

Governance Board

A Governance Board meets monthly chaired by Jann Marshall and comprises;

- Damian Edwards, Associate Deputy Secretary, Education System Policy
- Philip Stevens, Group Manager, Evidence Data and Knowledge
- Laurence Pidcock, Chief Procurement Officer, Business Enablement and Support
- Lucy Lawrence Programme Manager, School Lunches, Sector Enablement and Support
- Kristie Carter, Director Child Poverty Unit, Department of Prime Minister and Cabinet
- Dr Harriette Carr, Deputy Director of Public Health, Ministry of Health

Ministry teams

We are working closely with various teams across the Ministry and continue to have significant input from staff from Education System Policy, Evidence, Data and Knowledge, Business Enablement and Support (Procurement) and Communications.

Across Agency collaboration

The Ministry of Health has worked closely with us providing advice and critique on our information relating to nutrition.

For schools delivering their own lunches they are required to have a Food Control Plan. To minimise the effort for schools we have developed a national plan alongside the Ministry for Primary Industries. Schools will then be assessed against this plan to ensure that they are adhering to Food Safety preparation requirements.

s 9(2)(g)(i)



MEMO

To: Free and Healthy School Lunch Prototype Programme Board
From: Patricia Vermillion Peirce, Evaluation Consultant, Standard of Proof
Lucy Lawrence, Programme Lead, Ministry of Education
Date: 20 April 2020
Subject: Progress and status of the Evaluation of the Free and Healthy School Lunch Prototype

Purpose

1. This memo seeks those involved in the Free and Healthy school lunch Programme Board to:
 - a. **Note** the changes made to the evaluation plan, agreed by the Programme Board in October 2019, reflect the adaptive approach and the changing context in which the prototype is operating given Covid-19.
 - b. **Note** the emerging results presented in this memo form only a partial view of what was planned given these changes. Relevant data gaps and limitations are noted throughout the memo.
 - c. **Note** the evaluation framework is being revised to adapt to the current operating environment as well as align to the changes being made to the Free and Healthy School Lunch (FHSL) initiative delivery approach and timelines. This will likely include deferring Phase 1 (efficacy, cost-effectiveness, feasibility) to later in 2020, and Phase 2 (effectiveness) to 2021.

Background

The evaluation framework, agreed by the Programme Board in October 2019, has taken an adaptive approach throughout delivery.

2. The Ministry of Education planned to roll out the delivery school lunches to children in 120 schools by the end of 2020, and continue the delivery of those lunches throughout 2021. The evaluation framework, agreed by the Programme Board in October 2019, aligned to this expectation, and planned to deliver two cycles of evaluation: the first cycle focused on informing programme delivery during Terms 1 and 2 in 2020, while the second cycle focused on measuring the impact of the prototype from Term 3 in 2020.
3. The evaluation has taken an adaptive approach throughout delivery, responding to the Programme Board, programme delivery team and regional stakeholders. The modifications ensured:
 - a. the evaluation approach aligned to emergent needs from schools by incorporating a te reo Māori speaker into the evaluation team.

- b. data continue to be captured and in an appropriate way, by negotiating and transferring data collection responsibility between the Ministry of Education and Standard of Proof.
 - c. measures were accurate and reflections of Ministry of Health nutrition standards, by trialling different assessment approaches (e.g. Food Works and Ministry of Health *Healthy Food and Drink Guidance – Schools* draft document) alongside being supported by the Ministry of Health team.
 - d. the health and safety needs and concerns related to Covid-19 Alert Levels were met.
4. The most significant change has been as a result of the unprecedented effects of Covid-19. All data collection ceased prior to the end of Term 1, and any engagements in Term 2 are deferred until further notice. The agreed deliverables and timelines are no longer feasible.

The agreed evaluation plan requires further modification to align with and reflect the changes to the FHSL operating environment.

- 5. The evaluation data will remain incomplete for the foreseeable future. Any further data collection during Term 2, even when schools reopen, is not appropriate given the likely ongoing health concerns and anxieties felt by schools, their whānau and communities. The evaluation plan will require further and formal modification to be able to answer the questions about efficacy, cost-effectiveness and feasibility. These are unlikely to be answered until later in 2020, and will depend upon the Covid-19 Alert Levels determined by the Government.
- 6. Many schools will be adapting their approach to how they educate their learners. How school lunches will be delivered, and when, has yet to be determined. Any further data collection will need to consider the wellbeing of our stakeholders and the new environment in which the FHSL prototype will be operating. The approach will likely require greater secondary data collection along with primary data collection using a remote approach (e.g. online).
- 7. The overall effectiveness of the prototype will likely be impacted by the significant changes to contextual factors relevant to food and our communities. These include changes relevant to the need for food. These needs, for example, may increase due to changes in local labour market and employment rates, and the accessibility of food and nutritious. Covid-19 could also affect the supply chain availability of providers due to possible business closures.
- 8. In these unprecedented times, it may be worthwhile to consider how different data may benefit the programme delivery as well as our communities. During Term 2, for instance, it may be worthwhile to consider:
 - a. examining the resiliency of food provision in our regions;
 - b. assessing the supply chain impacts, and the availability of food and different food types for our communities;
 - c. assessing the business viability risks related to small and large FHSL providers; and/or
 - d. determining accessibility and uptake of food (quantity and quality) among our schools' families.

9. It is therefore recommended that the Programme Board advise on any additional or prioritised evidence priorities that would be worthwhile for meeting the needs of our communities and the prototype in the interim. These will be considered as part of the revised evaluation approach and implementation to align with the FHSL.

s 9(2)(g)(i)

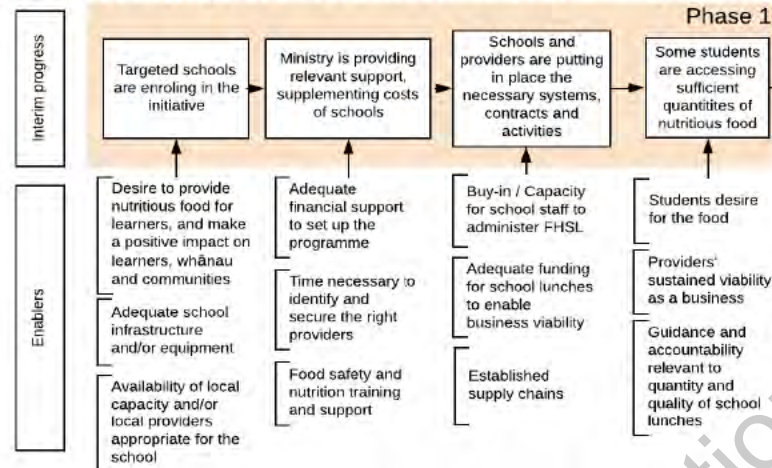
s 9(2)(g)(i)

Emerging (interim) results

12. The New Zealand Free and Healthy school lunch prototype aims to reduce learner hunger and food insecurity by providing access to a nutritious lunch every day. To do this, the Ministry of Education is expected to establish processes and information necessary to enable targeted schools to enrol. It is also assumed there will need to be adequate capacity, capability and infrastructure to provide food (e.g. rooms, standards) and targeted schools will be provided with the relevant and adequate support to establish the necessary systems, contracts and activities associated with the prototype.
13. This first phase was the focus of our evaluation data (to date), and the following overview demonstrates progress made against these expectations and the enablers that appear to be supporting this progress.

¹ By counting the number of elements of the school lunch, you get the percentage of elements that are green but not the proportional weight of the meal. For example, if one element of a two-element dish is green but makes up 90% of the meal, it would be given a score of 50%. The percentage is therefore problematic. Weighting the different components is equally problematic. Weighting the proportional makeup of the meal may be possible but needs to be considered. Both % "green" and % "green" (weighted estimates) were used, there were no differences to whether the school met the 75% "green" threshold or not and therefore this overall is provided in this memo. Given the small sample size here, further discussion and testing are strongly recommended.

Figure 1. Overview of FHSL progress and enablers made from January to March 2020



Targeted schools are enrolling in the initiative.

14. Schools had a range of reasons for wanting to be involved in the initiative. These ranged from the need for any food for some of the learners but healthy food for all learners (KS01, KS04, KS05, KS10, KS11) and to reduce bullying in the schools instigated by lack of food (KS02). There was an expectation the initiative would impact on learning and behaviour (KS02, KS03), attendance (KS04) and wellbeing (KS04). Although food was being provided to all seven schools visited (e.g. Milk in Schools, Fruit in Schools, KidsCan), the initiative was viewed favourably as some children are known to need food but not request it as they would 'stand out' and be embarrassed (KS05, KS10). Some also saw the FHSL initiative as providing the opportunity to first influence whānau health (KS01, KS02) and second, provide business opportunities for the community (KS01, KS03).

s 9(2)(ba)(i)

² New Zealand School Directory, March 2020.

