

Cabinet Paper material

Proactive release

Minister & portfolio Hon Chris Hipkins, Minister of Education
Name of package Implementing a Free and Healthy School Lunch Prototype for Year 1-8 Students
Date considered 1 July 2019
Date of release

These documents have been proactively released:

Cabinet paper - Implementing a Free and Healthy School Lunch Prototype for Year 1-8 Students

Date considered: 26 June 2019, Social Wellbeing Committee
Author: Ministry of Education

Social Wellbeing Committee minute – SWC-19 MIN-0077

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Author: Cabinet Office

Cabinet minute – CAB-19-MIN 0329

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Material redacted

Some deletions have been made from the documents in line with withholding grounds under the Official Information Act 1982. Where information has been withheld, no public interest has been identified that would outweigh the reasons for withholding it.

The applicable withholding grounds under the Act are as follows:

Section 9(2)(j) to avoid prejudice to negotiations

Some deletions have been made from the documents as the information withheld does not fall within scope of the Minister's portfolio responsibilities, and is not relevant to the proactive release of this material.

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Sensitive

Office of the Minister for Child Poverty Reduction

Office of the Minister of Education

Office of the Minister for Children

Chair, Social Wellbeing Committee

IMPLEMENTING A FREE AND HEALTHY SCHOOL LUNCH PROTOTYPE FOR YEAR 1–8 STUDENTS

Purpose

- 1 We seek Cabinet agreement to prototype a free and healthy school lunch programme (the prototype) in a selection of schools and kura, and authorisation to draw down funding from contingency to support implementation from mid-October 2019 (Term 4).

Executive Summary

- 2 Around one in five children live in households that are severely or moderately food insecure. Food insecurity and hunger are manifestations of poverty that impact child, youth, family and whānau wellbeing, especially in terms of health and education outcomes.
- 3 Some charities, community organisations and social enterprises have responded to this identified need by working with schools and kura to provide meals to students who arrive at school hungry or without food. However, provision varies greatly between individual schools and kura, and is often heavily reliant on donations or volunteers because most school food programmes receive no Government funding support.
- 4 The lack of a broadly-implemented, state-funded lunch programme is a gap in this Government's approach to addressing child poverty and improving child wellbeing. Improving reliable access to food for children in some of our most disadvantaged households is likely to reduce material hardship and help address barriers to children's participation in education and wider society.
- 5 Implementing a comprehensive, universal-within-school/kura, free and healthy school lunch programme is a significant undertaking, both fiscally and operationally, and we need to be confident it will deliver the intended benefits. The evidence in this area highlights the importance of careful programme design, implementation and evaluation. A prototype approach offers an opportunity to identify and address key design issues, understand the potential net benefits of a free and healthy school lunch programme, and will inform future policy and investment decisions. Further, prototyping enables the programme to be introduced within a short timeframe.
- 6 Cabinet has set aside funding through Budget 2019 for a tagged contingency to prototype a free and healthy school lunch programme in a selection of schools and kura with high concentrations of disadvantage [CAB-19-MIN-0174.13 refers].

- 7 We seek Cabinet agreement to prototype a free and healthy school lunch programme beginning in a small number of 'early adopter' schools and kura from mid-October 2019 (i.e. Term 4). It will be time-limited to the end of 2021, test different delivery approaches in different types of schools and kura, and be rolled out to reach up to 21,000 students (approximately 120 participating schools and kura) by the beginning of the 2021 school year. The prototype will start in up to three Ministry of Education regions, and include other regions as the prototype progresses.
- 8 We seek authorisation for the Minister of Education to draw down funding from the contingency to begin the prototype and delegated authority for the Minister of Education to approve, jointly with the Minister of Finance, further changes to appropriations necessary to implement the prototype. We also seek delegated authorisation for the Minister of Education to make any policy and operational decisions as the prototype progresses, within the broad parameters agreed by Cabinet and after consultation with the Ministers for Child Poverty Reduction and Children.
- 9 The prototype approach will inform future policy and investment decisions. The Minister of Education will report back to Cabinet in late 2020 with initial evidence of impacts and recommend whether to extend the programme beyond 2021.

Background

- 10 As part of the Government's commitment to reduce child poverty and improve child wellbeing, we have been considering the introduction of a free and healthy school lunch programme to directly address food insecurity and its effects on children's outcomes. In November 2018, we directed officials to seek funding through Budget 2019 to provide free and healthy lunches to all Year 1–8 students in schools and kura with high concentrations of disadvantage.
- 11 In April 2019, Cabinet agreed to establish tagged operating and capital contingencies in Vote Education, together totalling up to \$44.483m, to support a phased free school lunch prototype for students in selected schools [CAB-19-MIN-0174.13 refers]. Cabinet agreed draw-downs from these contingencies are subject to Cabinet approval.
- 12 This paper, therefore, sets out our proposed approach to the prototype for Cabinet approval and seeks agreement to an initial draw-down from the contingency. The paper also seeks authorisation for the Ministers of Finance and Education to jointly make decisions on further draw-downs, after consultation with the Ministers for Child Poverty Reduction and Children.

Too many New Zealand children experience food insecurity

- 13 The Government is committed to reducing child poverty and improving the wellbeing of all children and young people. As part of this, the Government has set targets to significantly reduce child poverty and material hardship. Our efforts through the Families Package and changes to social security (including indexing main benefits to wage increases) announced in Budget 2019 will help lift many families out of poverty. Nevertheless, food security remains an issue for many.

- 14 Children experience food security when they have secure access to sufficient, safe and nutritious food that can support healthy growth, development and lifestyles.
- 15 Too many New Zealand children do not have reliable access to sufficient quantities of affordable and nutritious food. Approximately two percent of children experience “severe” food insecurity, and 19 percent (174,000 children) experience “severe to moderate” food insecurity, according to the 2015/16 Health Survey.
- 16 Food insecurity and hunger are manifestations of poverty. For children in households in the most deprived 20 percent of neighbourhoods, 41 percent of parents reported “often” or “sometimes” running out of food, six times the rate for those in the least deprived 20 percent of neighbourhoods.
- 17 Children and young people have told us that they want ‘the basics’, including eating a healthy lunch and having good food choices.¹ Around half of respondents to a Department of Prime Minister and Cabinet survey on the first Child and Youth Wellbeing Strategy agreed urgent action is needed so that children, young people and their whānau have enough money for basics like food and clothing.² Some children and young people specifically asked the Prime Minister for food to be provided to schools.

There is a range of existing food programmes in schools and kura, but with some issues around sustainability, stigma, variability and measuring effectiveness

- 18 In response to the number of students arriving at school hungry or without lunch, a number of charities, social enterprises, marae, and community organisations have worked with schools and kura to establish lunch and breakfast programmes. Many schools and kura also have arrangements in place to enable students to purchase food, such as in school canteens or through online-delivery lunch services.
- 19 School is an ideal place to provide access to regular, healthy and nutritious food. Unlike many other countries (including, for example, the United States, United Kingdom, Sweden, Finland and Japan), central government in New Zealand does not provide a state-subsidised school lunch programme. Instead, it has a relatively light footprint in the provision of food and funds three relevant programmes:
 - 19.1 Fruit in Schools (\$8.125m per annum through Vote Health) provides a piece of fruit or vegetable daily to 118,000 students across 547 schools. It is available on an opt-in basis to schools in deciles 1 and 2, and some decile 3 schools. Principals of participating schools report benefits for student engagement, concentration and academic outcomes.
 - 19.2 The KickStart Breakfast programme (\$1.200m per annum through Vote Social Development) is jointly funded with Fonterra and Sanitarium. It is available to any school on an opt-in basis with 986 participating schools as at August 2018. There is evidence which suggests that the programme reduces hunger and may have helped reduce hospital outpatient visits for dental surgery. Budget 2019 continued funding for two years, to 30 June 2021.

1 1The Office of the Children's Commissioner and Oranga Tamariki jointly consulted with young people on what makes a good life (occ.org.nz/publications/reports/what-makes-a-good-life/).

2 2 A summary report of national engagement on the first Child and Youth Wellbeing Strategy is available online (dpmc.govt.nz/publications/summary-report-national-engagement-child-and-youth-wellbeing).

- 19.3 KidsCan (\$0.350m per annum from Vote Social Development) provides raincoats, shoes, food, and hygiene products to students in participating decile 1–4 schools. KidsCan reports it provides food to around 32,000 children a week across approximately 732 schools. Schools provide mainly non-perishable foods to students on the basis of identified need. Budget 2019 continued funding for two years, to 30 June 2021.
- 20 Though meeting a real need, programmes in schools and kura tend to have limitations:
- 20.1 Many receive no government support, and rely heavily on volunteers and donations, limiting their scalability and sustainability.
- 20.2 Some programmes risk stigmatising students, or do not reach all students who may benefit, because they only provide lunches to individuals who schools, kura or providers identify as in need.
- 20.3 The quality and nutritional value of food, and adherence to food safety and preparation standards, provided through existing programmes varies, as does the frequency with which food is provided
- 20.4 Systematic evaluation or oversight of many programmes' effects is lacking, making it hard to ascertain their impacts on food security and other outcomes.

Evidence about the effects of school food programmes is mixed but broadly positive

- 21 International evidence suggests mixed, but broadly positive, effects from school food programmes. There are a number of reasons for ambiguity in the evidence base, including that there are relatively few rigorous studies of food provision in schools and kura, evaluated programmes vary widely in purpose and scope, and some studies do not measure comparable outcomes.
- 22 Some existing evaluations, such as that of the United Kingdom's Universal Infant Free School Meals programme, suggest positive cost-benefits in terms of financial and time savings for families, though economies of scale play a role. Similarly, there is robust evidence regarding the role and value of nutritionally balanced and healthy lunches for children's overall health, and the contribution that free and healthy school meals can make to students' nutritional and energy intake. Such positive effects depend on the quality of food provided, and the frequency with which students consume the meals.

Proposal

- 23 A well-designed and implemented government-funded school food programme has the potential to contribute to a range of outcomes associated with child and youth wellbeing. The primary impact would be reduced food insecurity among children from disadvantaged households. In turn, reduction in the cost of basic needs for some of our most disadvantaged households is likely to have a positive impact on material hardship, and help address barriers to children's participation in education and wider society.

- 24 An adequate, nutritious diet is vital during childhood because it is a period of rapid cognitive and physical development, with implications for children's ability to concentrate and learn. Childhood nutrition can also influence food choices in adulthood, with long term effects on health outcomes.
- 25 Over the medium and long term, we would expect improvement in education and health outcomes to contribute to priorities outlined in the Child and Youth Wellbeing Strategy and improve human capital within the Living Standards Framework.
- 26 A comprehensive, universal-within-school/kura, state-funded lunch programme is a complex undertaking with potentially significant fiscal implications. While there is good reason to believe that a school food programme could have positive effects such as those outlined above, experts emphasise the importance of careful design, implementation and evaluation.
- 27 We propose a careful approach to design and implementation of a government-funded free and healthy school lunch programme. We, therefore, seek Cabinet agreement to prototype a free and healthy school lunch programme in a selection of schools and kura, using tagged contingency funding allocated in Budget 2019 for this purpose.

A prototyping approach will support future policy and investment decisions about free and healthy school lunch programmes

- 28 The purpose of a prototype approach is to test different approaches to delivering a government-funded free and healthy school lunch programme. The prototype will:
- 28.1 gather on-the-ground evidence to support future policy and investment decisions
 - 28.2 assist in the development of a robust implementation design
 - 28.3 help to ensure students in the participating schools and kura have their basic needs met, by directly addressing food insecurity at school.
- 29 This approach provides an effective way of identifying and addressing a range of design and implementation considerations, and enables the programme to be introduced within a short timeframe. It allows different approaches to be tested, evaluated and adapted in real time, to better understand what works best in different circumstances and for students, family and whānau, providers and school communities. It will help identify and develop responses to any unanticipated issues or unintended consequences from the provision of food.

The prototype will provide a daily free and healthy lunch to all Year 1 to 8 students in participating schools

- 30 We intend to focus on students of primary school age (i.e. students in Years 1–8) in the 20 percent of schools and kura with the highest concentrations of students from disadvantaged households, as indicatively measured by the Ministry of Education's

Equity Index.³ On this basis, there are just under 500 nominally eligible schools and kura nationwide, which collectively enrol around 87,000 students in Years 1–8.

- 31 A universal approach to provision within Years 1–8 minimises the stigma associated with receiving lunches and is more likely to reach students with unidentified needs. Stigma and bullying can be a significant challenge to children’s engagement in education and willingness to access services.
- 32 Year 1–13 schools (such as area schools, other composite schools and kura) are within scope for the prototype, but will only receive government funding to provide free school lunches to their Year 1–8 students. This is because we are currently prioritising addressing food insecurity amongst children, rather than adolescents. Moreover, it is likely there would be additional considerations and challenges associated with addressing hunger and nutrition in secondary school environments, such as the different nutritional needs of adolescents.
- 33 There is precedent for providing funding for school resources and services at rates which vary according to whether students are of primary or secondary school age. However, as schools will continue to have autonomy over food provision [paragraphs 41–42 below refer], they will still have the option of providing lunches to older children through other funding sources.

Implementation would be phased in selected communities

- 34 Contingency funding is available for three financial years only, to support a prototype for up to 12 school terms. We will begin testing how to work with a small number of schools, kura and communities in mid-October 2019 (i.e. Term 4) supported by an embedded process evaluation. Following this, we will implement the programme in tranches from Term 1 2020, to achieve full implementation in approximately 120 schools and kura (covering about 21,000 students) by the start of the 2021 school year.
- 35 From Term 1 2020, it is important that the programme includes a mix of school types, sizes, geographic locations (urban, rural, and isolated), and reflects different existing (if any) arrangements for providing food to students. We need to be able to generalise the evaluative findings across schools and kura, and test the influence of contextual factors on the cost, feasibility, and effectiveness of different delivery approaches.
- 36 Officials will take a community-by-community approach to implementation by engaging with all eligible schools in a geographic location to discuss their participation in the programme and the potential delivery model(s) to be tested.
- 37 We intend to begin in the Bay of Plenty/Waiariki, Hawke’s Bay/Tairāwhiti, and Otago/Southland Ministry of Education regions initially, and include other regions as the prototype progresses. These regions have been selected as they include a variety

3 The Equity Index estimates the extent to which each child in a school grows up in socio-economically disadvantaged circumstances that are associated with their likelihood of achieving in education. The index looks at a basket of factors in a child’s life, not just at single factors on their own, and data confidentiality rules within Statistics NZ’s Integrated Data Infrastructure (IDI) prevent the identification of individual children. Targeting interventions to schools and kura using the Equity Index is based on the aggregated distribution of students who come from a disadvantaged background. Funding is not tagged to individuals. Figures used to support the initial rollout in Term 4 2019 will be based on current Equity Index figures, while the Equity Index is being refined.

of schools and kura in different urban and rural communities, have communities with high levels of disadvantage, and have some existing approaches we would like to consider further through the prototype. Limiting the number of regions targeted will reduce school support requirements and the prototype's administrative and evaluation costs. Full national rollout can be considered in the context of decisions about continuing the programme beyond 2021.

The prototype will test a range of matters

The adequacy and appropriateness of proposed funding needs testing

- 38 Based on information about existing commercial and charitable lunch programmes in New Zealand schools and kura, and overseas examples of school food programmes, we estimated costs of \$5.00 per student, per day to provide an adequate and nutritious lunch. This figure is intended to include the cost of food and operations.
- 39 Actual programme costs are highly dependent on programme design, and the adequacy of the funding level will be monitored as the prototype progresses. There is potential for different fixed and variable costs associated with lunch provision, depending on schools' and kura facilities, roll sizes and location. Officials will consider the potential for economies of scale, the risk of cross-subsidisation of other school activities, and how differences in cost structures should be reflected in the funding model.
- 40 This programme will not involve significant capital investment. Our expectation is that preparation and provision of lunches will occur in ways that do not require additional investment in school property, for example through contracting out food preparation to external providers, or the use of existing facilities. Nevertheless, we have set aside a small amount of capital funding in contingency to meet the cost of minor capital items.

We need to identify which approaches are best for stakeholders and Government

- 41 Decisions about offering food to students, and how this is done, rest with individual schools' and kura Boards of Trustees. Each school has its circumstances that will need to be identified and managed for them to be able to provide a daily, free and healthy lunch, and there is a need to balance school-level flexibility with central direction and objectives, in an administratively efficient way.
- 42 Participating schools and kura will be responsible for how they choose to implement the initiative, within broad parameters established by government. This means they will have some discretion over lunches provided, and the approach to providing them, including any external providers they contract with. However, Government remains the prototype's principal sponsor, including in relation to project governance. Centrally-specified expectations will affect how funding is used, and the application of relevant rules and guidelines (such as procurement or healthy food and drink policies).
- 43 After consulting with their students, families and whānau, some schools and kura may want to build on or adapt existing programmes, such as by extending them to all Year

1–8 students, removing costs for students, or providing food more often. Other examples of approaches we want to test include:

- 43.1 schools and kura preparing lunches using existing school facilities
 - 43.2 schools and kura procuring lunch (either individually or collectively where it makes sense) from external providers, such as local businesses, community organisations, or marae
 - 43.3 Government contracting one or more providers on behalf of participating schools and kura, which they can opt to receive lunches from.
- 44 The Ministry of Education will support participating schools and kura to implement this initiative with initial on-the-ground support, ongoing resources and technical guidance on best practice. This support will extend to the mitigation of legal and commercial risks, such as contracting and procurement, legal liability for food-related illnesses, allergen risks, and accountability and reporting on the use of government funding.

The prototype is an opportunity to consider a range of design considerations

- 45 The prototype connects with other initiatives which support student learning, wellbeing, and healthy school environments, such as the Budget 2019 initiative to support schools and kura to improve wellbeing through healthy eating and quality physical activity. The prototype approach will look to support this work by:
- 45.1 encouraging schools and kura to adopt healthy food and water/plain milk policies
 - 45.2 promoting resources from the healthy eating and physical activity initiative
 - 45.3 leveraging health promotion staff from the healthy eating and physical activity initiative to support schools on the nutritional content of lunches provided.
- 46 Other matters to be explored and addressed through the prototype approach include:
- 46.1 maintaining high standards of food quality, food safety and hygiene, including ensuring that food provided is healthy, meets the nutritional needs of students, and is supplied in a manner that complies with relevant regulation
 - 46.2 ensuring food meets students' religious, cultural, and dietary needs, for example by being halal, kosher, and safe for students with allergies and intolerances
 - 46.3 managing and minimising food and packaging waste
 - 46.4 managing implications for existing catering contracts that schools and kura have in place, implications for existing Government contracts and partnerships, and identifying opportunities for new partnership arrangements
 - 46.5 developing a position on appropriate accountability and reporting mechanisms for schools and kura, including in relation to procurement

- 46.6 wider opportunities for improving food security, food education, and food self-sufficiency amongst children, families, whānau and communities, including outside the school setting.

Monitoring and evaluation will inform design and operational decisions

- 47 Evaluation is a key feature of the prototype design. Funding has been provided in the contingency to enable thorough evaluation of the programme and its impact on student wellbeing and outcomes. We seek to understand how the provision of healthy and sustainable school lunches affect factors including students’:
- 47.1 reported experiences of food security, hunger, and poverty-related stigma
 - 47.2 short and medium-term education outcomes, such as improved attendance and participation at school, behaviour, reported concentration and educational attainment
 - 47.3 medium-term health outcomes, where possible, such as effects on the quality of children’s food intake, obesity, dental caries or bone health
 - 47.4 family and whānau-level impacts, such as expenditure and time savings for households and reductions in food insecurity-related stress.
- 48 Officials will carry out a formative evaluation process as the prototype is rolled out. This will include a process evaluation measuring efficiency of programme design and implementation (including take-up across and within schools and kura, any implementation challenges, matters relating to the adequacy of resourcing, guidance and support provided), and initial evidence of short-term outcomes. Initial findings will be available to support Cabinet decisions about the programme beyond 2021.
- 49 At the end of the prototype, an outcome evaluation will assess the initiative’s impact on short-term education, health, social and other wellbeing measures and outcomes. We will evaluate these outcomes qualitatively through the monitoring process, and quantitatively by comparing target student wellbeing pre- and post-intervention, and across target and non-target schools and kura.
- 50 Officials are working to develop evaluation processes by September 2019 which will operate alongside the prototype. Operational decisions will continue to be guided by the needs of, and any insights from, the real-time monitoring and evaluation process.

Maintaining or extending the free and healthy school lunch programme beyond 2021 requires decisions to be made in 2021

- 51 This prototype is time-limited for two and a half years as it is intended to support future policy and investment decisions. Contingency funding is sufficient to maintain the prototype until the end of the 2021 school year. Decisions about whether to continue, or expand, a government-funded school lunch programme beyond this date will need to be made at that time.
- 52 The Minister of Education will report back to Cabinet in late 2020 with the prototype’s initial findings after four terms of operation, with recommendations on whether to continue the programme beyond 2021 and any related Budget implications. There will

be a further report back to Cabinet in early 2022 with final analysis of prototype results.

Consultation

- 53 The Ministry of Education and the Department of Prime Minister and Cabinet (Child Poverty Unit) have worked together to develop this proposal.
- 54 The Treasury, Te Puni Kōkiri, Stats NZ, Oranga Tamariki, and the Ministries of Health, Social Development, Justice, Housing and Urban Development, and Pacific Peoples were consulted on this paper. The Ministry of Education will continue to liaise with these agencies on an as-needed basis as the prototype progresses.

Financial Implications

- 55 Cabinet agreed in April 2019 to establish tagged operating and capital contingencies in Vote Education (totalling up to \$44.483m), to test delivery of a phased school lunch programme for students in selected schools [CAB-19-MIN-0174.13, recommendations 9–12 refer]. Draw-downs from the contingencies are subject to Cabinet agreement.

Table A: Four year funding profile for prototype (as placed in contingency)

Phased School Lunch Programme for Students in Selected Schools – Tagged Contingency (\$m)	2019/20	2020/21	2021/22	2022/23 & out years	Total
Operating Contingency	13.593	18.006	12.056	-	43.655
Capital Contingency	0.360	0.396	0.072	-	0.828

- 56 Funding from contingency is needed to support the first phase of implementation [paragraphs 34–37 above refer]. We therefore seek the following amounts from contingency in 2019/20–2020/21:

Table B: Funding sought from contingency in 2019/20–2020/21

Funding sought from contingencies to support school lunch prototype (\$m)	2019/20	2020/21	2021/22	2022/23 & out years
Total Operating Contingency	9.281	6.618	-	-
Unit price of free and healthy school lunches	s 9(2)(j)		-	-
Departmental staff			-	-
Monitoring and evaluation			-	-
Initial Implementation			-	-
Total Capital Contingency	0.360	-	-	-
Minor capital items	0.360	-	-	-

- 57 The line items in Table B above include:

- 57.1 Unit price of free and healthy school lunches – includes the cost of food and operations for schools
- 57.2 Departmental staff – includes the wages and overheads to support a core project team and implementation support staff
- 57.3 Monitoring and evaluation – includes the cost of carrying out real-time and comprehensive monitoring and evaluation of the prototype
- 57.4 Initial implementation – includes various costs associated with initial roll-out of the prototype, for example consultation with industry, technical design costs, and additional school support costs
- 57.5 Minor capital items – comprises a small per-school allocation to support participating schools and kura, for example to purchase cold storage facilities.
- 58 We intend to draw down the remaining funding in 2020 to continue the prototype in 2021. For that purpose, we seek delegated authority for the Ministers of Finance and Education to jointly, after consultation with the Ministers for Child Poverty Reduction and Children, approve further drawdowns from the contingency and consequential changes to appropriations.

Human Rights

- 59 These proposals do not have identified human rights implications, so are seen as consistent with the freedoms in the Bill of Rights Act 1990 and Human Rights Act 1993.

Legislative Implications

- 60 Legislative implications have not been identified in relation to these proposals.

Regulatory Impact Analysis

- 61 The regulatory impact analysis process does not apply to these proposals as they do not require a regulatory response at this time.

Gender Implications

- 62 A gender analysis has not been undertaken because these proposals are not identified as raising specific gender implications.

Disability Perspective

- 63 Specific implications for disabled people have not been identified.

Publicity

- 64 It is intended to announce the prototype through publicity attached to the release of the Child and Youth Wellbeing Strategy. This process would be co-ordinated by the Prime Minister's Office and the Department of Prime Minister and Cabinet.

65 A prototype approach will raise expectations. We have considered the potential for the public to react negatively about the limited scope of a prototype approach, the speed of roll out, and the prospect of increased uncertainty for the charitable sector and other existing providers. We propose to mitigate this through clearly communicating that:

65.1 the prototype is a small-scale and time-limited test, and the Government will consider a wider rollout in light of lessons from the prototype

65.2 community organisations will continue to have a role in and around the prototype, as there will be opportunities to work with schools, kura and government, including by adapting existing programmes where relevant

65.3 a flexible and iterative approach to implementation will enable participating schools and kura to have discretion over how the prototype is implemented.

Proactive release

66 It is intended to proactively release this paper as part of publicity attached to release of the Child and Youth Wellbeing Strategy. Apart from paragraph 38 which contains commercially sensitive information, no redactions are proposed.

Recommendations

67 The Minister for Child Poverty Reduction, Minister of Education and Minister for Children recommend the Social Wellbeing Committee:

1 **note** that, on 15 April 2019, Cabinet agreed [CAB-19-MIN-0174.13 refers]:

1.1 to establish tagged operating and capital contingencies of up to the amounts as follows in Vote Education (totalling up to \$44.483m), to test delivery of a phased school lunch programme for students in selected schools:

Phased School Lunch Programme for Students in Selected Schools – Tagged Contingency (\$m)	2019/20	2020/21	2021/22	2022/23 & out years	Total
Operating Contingency	13.593	18.006	12.056	-	43.655
Capital Contingency	0.360	0.396	0.072	-	0.828

1.2 that draw-downs from the operating and capital contingencies are subject to Cabinet approval and will expire on 30 June 2021 unless drawn down prior

2 **agree** that the following policy objectives will guide the free and healthy school lunch prototype, that it is intended to:

2.1 assist with the development of a robust implementation design

- 2.2 gather real-time evaluative information to support future policy and investment decisions regarding a free and healthy school lunch programme
- 2.3 help to ensure students in participating schools and kura have their basic needs met, by directly addressing food insecurity in school
- 3 **agree** that the prototype's policy parameters are that:
- 3.1 schools and kura selected to receive funding will be from within the 20 percent of schools and kura with the highest concentrations of disadvantage, as indicatively determined by the Ministry of Education's Equity Index
- 3.2 all students in Years 1–8 at participating schools and kura will receive a daily, free and healthy school lunch, and funding for participating schools and kura is calculated on this basis
- 4 **note** that our proposed approach to implementation of the prototype is to:
- 4.1 begin in a small number of 'early adopter' schools and kura in mid-October 2019 (i.e. Term 4), with an initial focus on the Bay of Plenty/Waiariki, Hawke's Bay/Tairāwhiti, and Otago/Southland Education regions
- 4.2 reach up to 21,000 students (i.e. approximately 120 participating schools and kura) by the beginning of the 2021 school year
- 4.3 test different delivery approaches within a variety of schools and kura
- 4.4 evaluate in real time and adapt where necessary and practical
- 5 **note** that the prototype is small-scale and time-limited for two and a half years because it is intended to support future policy and investment decisions
- 6 **agree**, considering recommendation 13 below, that the proposed approach to the prototype reflects the above objectives and parameters sufficiently for a phased school lunch programme for students in selected schools and kura to proceed
- 7 **note** that the Minister of Finance and the Minister of Education have agreed to add the following category to the multi-category appropriation "Outcomes for Target Student Groups":

Title	Type	Scope
School Lunch Programme	Non-Departmental Output Expense	This category is limited to providing lunches to students in schools and kura with high concentrations of disadvantage.

- 8 **approve** the following changes to appropriations to implement a phased school lunch prototype as agreed in recommendation 6 above, with a corresponding impact on the operating balance and net core Crown debt

\$m – increase/(decrease)

Vote Education Minister of Education	2019/20	2020/21	2021/22	2022/23 & out years
Multi-Category Expenses and Capital Expenditure: Outcomes for Target Student Groups MCA				
Departmental Output Expense: Interventions for Target Student Groups (funded by revenue Crown)	s 9(2)(j)		-	-
Non-Departmental Output Expense: School Lunch Programme			-	-
Non-Departmental Capital Expenditure: Schools Furniture and Equipment	0.360	-	-	-
Total Operating	9.281	6.618	-	-
Total Capital	0.360	-	-	-

- 9 agree** proposed changes to appropriations for 2019/20 above be included in the 2019/20 Supplementary Estimates and that, in the interim, increases be met from Imprest Supply
- 10 agree** that expenses incurred under recommendation 8 above be charged, as relevant, against the Phased School Lunch Programme for Students in Selected Schools tagged contingencies, that are described in recommendation 1 above
- 11 note** that, following changes to appropriations described in recommendation 8 above, the balance of the Phased School Lunch Programme for Students in Selected Schools tagged contingencies will be as follows:

Phased School Lunch Programme for Students in Selected Schools – Tagged Contingencies (\$m)	2019/20	2020/21	2021/22	2022/23 & out years
Operating Contingency	4.312	11.388	12.056	-
Capital Contingency	-	0.396	0.072	-

- 12 authorise** the Ministers of Finance and Education to jointly make decisions, after consultation with the Ministers for Child Poverty Reduction and Children, about further draw-downs from the Phased School Lunch Prototype for Students in Selected Schools tagged contingencies, to continue the prototype in 2021
- 13 authorise** the Minister of Education to make, within the policy objectives and parameters agreed in recommendations 2 and 3 above and after consultation with the Ministers for Child Poverty Reduction and Children, any policy or operational decisions he considers necessary to support the prototype
- 14 note** that the Ministries of Health and Education will work together to support the prototype and ongoing work to improve student wellbeing through healthy eating and quality physical activity
- 15 note** that the prototype will be announced in July or August 2019, through publicity associated with the release of the Child and Youth Wellbeing Strategy

- 16 **note** that it will be important to manage any risk of raised public expectations of further roll-out through clear communications about the nature of the prototype
- 17 **note** that the Minister of Education will report back to Cabinet in late 2020 with initial evidence, and recommend whether to extend the programme beyond 2021.

Authorised for lodgement

Rt Hon Jacinda Ardern
Minister for Child Poverty
Reduction

Hon Chris Hipkins
Minister of Education

Hon Tracey Martin
Minister for Children



Cabinet Social Wellbeing Committee

Minute of Decision

This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.

Implementing a Free and Healthy School Lunch Prototype for Year 1-8 Students

Portfolios Child Poverty Reduction / Education / Children

On 26 June 2019, the Cabinet Social Wellbeing Committee (SWC):

1 **noted** that, on 15 April 2019, Cabinet agreed:

1.1 to establish tagged operating and capital contingencies of up to the amounts as follows in Vote Education (totalling up to \$44.483 million), to test delivery of a phased school lunch programme for students in selected schools:

Phased School Lunch Programme for Students in Selected Schools – Tagged Contingency (\$m)	2019/20	2020/21	2021/22	2022/23 & out years	Total
Operating Contingency	13.593	18.006	12.056	-	43.655
Capital Contingency	0.360	0.396	0.072	-	0.828

1.2 that draw-downs from the operating and capital contingencies are subject to Cabinet's approval and will expire on 30 June 2021 unless drawn-down prior;

[CAB-19-MIN-0174.13]

2 **agreed** that the following policy objectives will guide the free and healthy school lunch prototype, that it is intended to:

2.1 assist with the development of a robust implementation design;

2.2 gather real-time evaluative information to support future policy and investment decisions regarding a free and healthy school lunch programme;

2.3 help to ensure students in participating schools and kura have their basic needs met, by directly addressing food insecurity in school;

3 **agreed** that the prototype's policy parameters are that:

3.1 schools and kura selected to receive funding will be from within the 20 percent of schools and kura with the highest concentrations of disadvantage, as indicatively determined by the Ministry of Education's Equity Index;

3.2 all students in Years 1–8 at participating schools and kura will receive a daily, free and healthy school lunch, and funding for participating schools and kura is calculated on this basis;

4 **noted** that the proposed approach to implementation of the prototype is to:

4.1 begin in a small number of ‘early adopter’ schools and kura in mid-October 2019 (i.e. Term 4), with an initial focus on the Bay of Plenty/Waiariki, Hawke’s Bay/Tairāwhiti, and Otago/Southland Education regions;

4.2 reach up to 21,000 students (i.e. approximately 120 participating schools and kura) by the beginning of the 2021 school year;

4.3 test different delivery approaches within a variety of schools and kura;

4.4 evaluate in real time and adapt where necessary and practical;

5 **noted** that the prototype is small-scale and time-limited for two and a half years because it is intended to support future policy and investment decisions;

6 **agreed**, considering paragraph 13 below, that the proposed approach to the prototype reflects the above objectives and parameters sufficiently for a phased school lunch programme for students in selected schools and kura to proceed;

7 **noted that the Minister of Finance and the Minister of Education have agreed to add the following category to the multi-category appropriation “Outcomes for Target Student Groups”:**

Title	Type	Scope
School Lunch Programme	Non-Departmental Output Expense	This category is limited to providing lunches to students in schools and kura with high concentrations of disadvantage.

8 **approved** the following changes to appropriations to implement a phased school lunch prototype as agreed in paragraph 6 above, with a corresponding impact on the operating balance and net core Crown debt:

Vote Education Minister of Education	\$m – increase/(decrease)			
	2019/20	2020/21	2021/22	2022/23 & out years
Multi-Category Expenses and Capital Expenditure: Outcomes for Target Student Groups MCA				
Departmental Output Expense: Interventions for Target Student Groups (funded by revenue Crown)	s 9(2)(j)		-	-
Non-Departmental Output Expense: School Lunch Programme			-	-
Non-Departmental Capital Expenditure: Schools Furniture and Equipment	0.360	-	-	-
Total Operating	9.281	6.618	-	-
Total Capital	0.360	-	-	-

9 **agreed** that the changes to appropriations for 2019/20 above be included in the 2019/20 Supplementary Estimates and that, in the interim, increases be met from Imprest Supply;

- 10 **agreed** that expenses incurred under paragraph 8 above be charged, as relevant, against the Phased School Lunch Programme for Students in Selected Schools tagged contingencies, that are described in paragraph 1 above;
- 11 **noted that, following changes to appropriations described in paragraph 8 above, the balance of the Phased School Lunch Programme for Students in Selected Schools tagged contingencies will be as follows:**

Phased School Lunch Programme for Students in Selected Schools – Tagged Contingencies (\$m)	2019/20	2020/21	2021/22	2022/23 & out years
Operating Contingency	4.312	11.388	12.056	-
Capital Contingency	-	0.396	0.072	-

- 12 **authorised** the Minister of Finance and the Minister of Education to jointly make decisions, after consultation with the Minister for Child Poverty Reduction and the Minister for Children, about further draw-downs from the Phased School Lunch Prototype for Students in Selected Schools tagged contingencies, to continue the prototype in 2021;
- 13 **authorised** the Minister of Education to make, within the policy objectives and parameters agreed in paragraph 2 and 3 above, and after consultation with the Minister for Child Poverty Reduction and the Minister for Children, any policy or operational decisions he considers necessary to support the prototype;
- 14 **noted** that the Ministry of Health and the Ministry of Education will work together to support the prototype and ongoing work to improve student wellbeing through healthy eating and quality physical activity;
- 15 **noted** that the prototype will be announced in July or August 2019, through publicity associated with the release of the Child and Youth Wellbeing Strategy;
- 16 **noted** that it will be important to manage any risk of raised public expectations of further roll-out through clear communications about the nature of the prototype;
- 17 **noted** that the Minister of Education will report to SWC in late 2020 with initial evidence, and recommend whether to extend the programme beyond 2021.

Gerrard Carter
Committee Secretary

Hard-copy distribution: (see over)

Present:

Rt Hon Jacinda Ardern
Rt Hon Winston Peters
Hon Phil Twyford
Hon Chris Hipkins
Hon Andrew Little
Hon Dr David Clark
Hon Nanaia Mahuta
Hon Stuart Nash
Hon Tracey Martin (Chair)
Hon Peeni Henare

Officials present from:

Office of the Prime Minister
Office of the Chair
Office of the Deputy Chair
Officials Committee for SWC

Hard-copy distribution:

Minister for Child Poverty Reduction
Minister of Education
Minister for Children

Proactively Released by the Minister of Education



Cabinet

Minute of Decision

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Report of the Cabinet Social Wellbeing Committee: Period Ended 28 June 2019

On 1 July 2019, Cabinet made the following decisions on the work of the Cabinet Social Wellbeing Committee for the period ended 28 June 2019:

Redactions made as content outside scope of Minister's portfolio responsibility

SWC-19-MIN-0077 **Implementing a Free and Healthy School Lunch Prototype for Year 1-8 Students**

CONFIRMED

Portfolios: Child Poverty Reduction / Education /
Children

Redactions made as content outside scope of Minister's portfolio responsibility

Redactions made as content outside scope of Minister's portfolio responsibility

Redactions made as content outside scope of Minister's portfolio responsibility



Redactions made as content outside scope of Minister's portfolio responsibility

Michael Webster
Secretary of the Cabinet

Hard-copy distribution:
Cabinet Social Wellbeing Committee
Minister of Housing