



Memorandum

vancouver school board



November 15, 2015

Item 4

TO: Education and Student Services Committee III

FROM: Maureen Ciarniello, Associate Superintendent Learning Services

RE: **Update on Elementary Meal Programs - REVISED**

INTRODUCTION:

This report is provided for information purposes. No action is required on the part of the Board at this time.

BACKGROUND:

Elementary meal programs are in place to provide food to hungry students, in support of their readiness to learn.

This report will provide an update on changes to the elementary meal program as a result of an overall restructuring of Enhanced Services and supports to vulnerable students.

It contains information on:

- Determination of student vulnerability
- Information on school vulnerability
- Historic meal program model
- Current meal program model
- Numbers of students served and estimated need
- Site Production Kitchens (SPKs) model
- Future Considerations.

Other relevant reports on Enhanced Services are found here: <https://www.vsb.bc.ca/plans-reports>

DETERMINATION OF STUDENT VULNERABILITY:

In the Revisioning Inner City and CommunityLINK Report (Feb 2014) it was clearly stated that CommunityLINK funds for meal programs are for children who come to school disadvantaged by poverty. Poverty is defined in the report found at <http://tinyurl.com/o8egcvq>.

The district uses Social Security Index (SSI) data to determine the degree to which a school population includes a high percentage and number of vulnerable students. The SSI data is then correlated with a number of other data sources. (See Appendix A)

During the 2014-15 school year, district staff began to implement recommendations in the February 2014 report which included developing a levelled or tiered model of support to schools. In a March 2015 report to Committee III, it was noted that:

“there are noticeable shifts in populations of vulnerable students, which have also been anecdotally recognized at the school and community level. Students are appearing in greater numbers and percentages at schools not traditionally described as ‘inner city’. The shifts are significant enough that determining a set of Tier 3 schools, as outlined in the February 2014 report, and confirming a 5 year set of supports for those schools, will likely have the unintended result of increasing inequities for students. District staff is considering options that might increase the district’s ability to be responsive to these shifts, on an ongoing basis, and to annually review supports to schools.”

In April 2015 district staff presented a further report to Committee III with a plan to provide services and supports to a greater number of schools in Tier 3 than originally identified, and that going forward:

- o data needs to be analyzed on an annual basis, and include a comparison of 3, 2, and 1 year trends to recognize changing patterns;
- o that services and supports should be allocated in more fluid manner to respond to demographic changes; and
- o that where data shows that a school population may have a decreased or increased need for service, that an effort would be made to effect that transition over the period of a school year.

BACKGROUND - HISTORY OF ELEMENTARY MEAL PROGRAMS:

Historically, there have been a number of schools where elementary hot lunch programs operated across the city, through an onsite kitchen service, where there were formerly significant cohorts of vulnerable students needing meals.

With the Re-visioning of Inner City and CommunityLINK Report there was a recognition that student demographics had been shifting for some time, and that services and supports needed to be allocated in a more specific and fluid approach to respond to change.

Food Services conducted a comprehensive review of elementary programs in 2014-15 to determine whether meals which were subsidized through CommunityLINK funding were being provided to the most vulnerable students, and to ensure that any additional available funds were being redirected to provide a meal service to vulnerable students attending schools beyond the tiered schools receiving Enhanced Services.

Any school with a hot lunch program, beyond the schools receiving Enhanced Services, was provided with information for parents about the intent and process for the review of meal programs. It was clearly stated that any programs which weren't sustainable through a user-pay model would be discontinued as of June 2015. The district would continue to subsidize and provide meals for vulnerable students at schools in order of the SSI ranked data, as funds became available. (Appendix B)

As a result of the review, ten user-pay hot lunch programs were discontinued in June 2015.

There are vulnerable students at a number of these schools who will be served through donated funds this year, however not all of these sites will receive a meal delivery service under the current model.

Brock	Carleton	Champlain Heights	Grenfell
Livingstone	Roberts Annex	Roberts Main	Selkirk Annex
Mount Pleasant	Queen Victoria Annex		

These fully-funded user pay programs continued to operate in September 2015. Families are expected to pay the full monthly cost each month in advance. Full-pay programs require approximately 125 students enrolled each month to recover operational costs. As with the programs closed in June 2015, these programs are monitored on a monthly basis to confirm that the program is recovering costs and not requiring subsidized funding *other than for participating vulnerable students.*

Selkirk Main	Wolfe	Nelson
Maple Grove	University Hill	Norquay

2015-16 CHANGES TO ELEMENTARY MEAL PROGRAM MODEL:

Universal Lunch Programs Tier 1 and 2 Elementary Schools

The Inner City project traditionally had universal lunch meal programs at schools which are now considered Tier 1 and 2 in the Enhanced Services model. Though these programs are termed as 'universal' it has always been an expectation that any families who can contribute to the costs, do so. The district subsidizes the cost of meals for the most vulnerable students, through CommunityLINK funding.

Tier 1

Britannia
Grandview
Macdonald
Queen Alexandra
Seymour
Strathcona
Thunderbird

Tier 2

Hastings/Tillicum
Nightingale

Breakfast Programs for Vulnerable Students at Tier 1, 2, and 3 Schools

Over many years, a number of individuals and organizations have provided donated food or funding directly to some of the Tier 1 and 2 schools for the provision of breakfast items for vulnerable students. In some instances the meals are provided to children by a community agency, off school property. Programs were not in existence at every inner city school.

The VBE did not provide funding or service for breakfast programs to vulnerable students in the past, and did not oversee operations of these programs. However as a result of the February 2014 report, a new direction was set that, starting September 2015, the VBE would begin to provide breakfasts to vulnerable students at Tier 1 and 2 schools, and either breakfast or lunch at Tier 3 schools.

Funds from existing donors are still being directed toward these schools to support breakfast programs. The VBE funds are being used to supplement these donated monies to ensure that where a breakfast program is provided, it meets these criteria:

- serves vulnerable students;
- ensures costs are fully covered; and
- Food and Beverage Guidelines are being followed.

Breakfast is provided to vulnerable students through one of two models, either through:

- the district providing some subsidized funding to an existing fully-funded user pay program (i.e. Tier 1, 2 and Selkirk); or
- the newly created Site Production Kitchens (SPKs) which produce and distribute meals to schools.

District staff and Food Services staff work closely with school principals to determine the numbers of meals which are required to meet the needs of students, and will continue to assess the level of need and the efficacy of the program.

Lunch Programs for Vulnerable Students Tier 3

Lunch is provided to vulnerable students at Tier 3 schools through one of several models:

- through the district providing some subsidized funding to an existing fully-funded user pay lunch program (i.e. Selkirk);
- through a vendor delivery pilot model introduced to 5 schools in 2014-15 and continuing in 2015-16; or
- through the newly created Site Production Kitchens (SPKs) which produce and distribute meals to Tier 3 schools.

Tier 3

Beaconsfield
Henderson
Selkirk

Cook
Moberly
Waverley

Fleming
Roberts Main

Lunch Programs for Vulnerable Students Beyond Tier Schools*

There are small groups of students requiring meals at many schools other than those schools receiving Enhanced Services. The Site Production Kitchen (SPK) model is being used to produce and distribute meals to vulnerable students as funds become available through donations, with the following schools being next in the program:

Carleton

Champlain – partially funded through a private donor

Grenfell

Secord

Norquay – currently serving vulnerable students through its existing hot lunch program

Oppenheimer

Bruce – currently serving vulnerable students through vendor delivery

Renfrew

Mackenzie

Trudeau

Mt Pleasant

Tecumseh

Maquinna

MEAL PROGRAM PARTICIPATION NUMBERS AND COSTS:

Participation Numbers

A determination of the level of student need in elementary meal programs is based on the vulnerability index as confirmed by schools (Appendix B). The participation is fluid, and is assessed and adjusted monthly. The numbers of meals being served daily is a somewhat inaccurate representation of the level of need, as the universal lunch programs also include participation by students in the user-pay model. The meal delivery program provides a more accurate picture of the level of need within schools, as does the targeted breakfast for Tier 1 and 2 schools.

Approximate numbers of meals served, as of November 2015, are as follows:

	Universal Lunch	Meal Program Lunch Delivery	Targeted Breakfast	Meal Program Breakfast Delivery
Tier 1 and 2	1510	n/a	617	n/a
Tier 3	300	170	32	170

With the introduction of the breakfast meal program at all Tier 3 schools, and the planned delivery of meals to another group of students at the schools listed above*, there will be another approximately 400 meals provided to students.

In looking at Appendix B that would mean that approximately another 350 elementary students (maximum) might benefit from a meal program if funding was available.

Meal Program Costs

Costs for meal programs, whether universal or SPK model, are based on calculations which include food/supplies, equipment, labour, and transportation, where applicable.

Costs for universal hot lunch programs are approximately \$4.75 per meal. Costs for targeted breakfast at sites with universal lunch programs are approximately \$2.00 per meal. These are lower than the SPK breakfast model, as labour costs are distributed across both the breakfast and lunch meal production, and because there are not additional transportation costs.

Costs for SPK meals are approximately \$6.70 per meal for lunch, and \$5.50 per meal for breakfast. These are rough estimates as the SPK model is just in the initial rollout stage.

Annual costs per student are estimated to be \$1200.00 for lunch, and \$1000.00 for breakfast in the SPK model.

Fee Paying Participation

Cost recovery from the user-pay participants within universal meal programs continues to be a concern, whether at the tiered schools or at other hot lunch programs (Nelson, Norquay, Maple Grove, Selkirk Main, University Hill Elem, Wolfe). The current process for fee collection is based

on a system where participants make contributions in a sealed envelope, which is later reconciled centrally. For example based on fall 2015 revenues, the difference between costs and collection of fees is approximately (\$3,000 - \$5000). If this pattern continued there would be an estimated shortfall of \$30,000 - \$50,000 for user-pay school programs for the 2015-16 school year. Any over-run is being subsidized through district funds, which are then unavailable to provide meals to other vulnerable students not currently served.

SUPPORT FROM DONORS:

As mentioned earlier, students and schools have benefited for many years from donations from individuals and corporations. The City of Vancouver is a new partner to the VBE in supporting hungry students in need of a meal. All of the existing funds, new donations, and more, are needed, as there are still students in need of a meal at elementary schools, as well as many students at secondary in need of additional support at breakfast or by having a nutritious snack available. Consistent, dedicated funding is central to supporting the district in planning for reliable, annual meal programs for students.

SITE PRODUCTION KITCHENS (SPKs):

In order to provide meals to students not previously served the district developed a new model for producing and distributing meals.

Over the summer the Food Services Supervisory staff worked with Material Services and IUOE staff to establish Site Production Kitchens (SPKs) within existing secondary cafeterias for the production and distribution of meals to elementary students. This included: the development of transportation plans; equipment rentals/purchase/installation; menu development and pricing; communication plan; and determination of staff hours/schedules. A position was created for a Food Services Coordinator to oversee the implementation and daily operations of all the SPKs, in conjunction with the Food Services Supervisor.

SPKs have been established at 3 secondary school VBE operated cafeterias; David Thompson, John Oliver, and Windermere, and two additional SPKs are in the development stage at Churchill and Templeton.

Identification of SPK Sites

Sites were selected with consideration of the following criteria:

- VBE operated kitchens;
- capacity based on:
 - culinary arts' enrollment
 - available equipment
 - sales volume;
- proximity to elementary schools requiring service – to minimize transportation costs;
- seismic program – not imminent; and
- ability for Material Services staff to easily access the shipping/receiving areas.

The SPK model

The priorities for all services at the SPKs are to focus on education related operations first, which includes culinary teaching programs for supporting curriculum delivery, and the production and provision of elementary and secondary meal programs targeted to vulnerable students, in support of their readiness to learn.

Each site has the capacity to produce approximately 100 meal portions. A menu rotation has been created by district Food Service staff in consultation with school-based staff for the initial implementation process. (Appendix C – Sample Menus) Lunch is delivered daily and breakfast is delivered twice a week.

Food Services Supervisory staff are working with a registered dietician to review the nutritional content of meal programs from SPKs.

ANALYSIS

- The SPK model is in the early stages of implementation. Actual operating costs related to this program will be more accurately assessed following full implementation, in later spring 2016.
- Continued oversight is needed to ensure that subsidized funding is being directed to meal programs for vulnerable students.

PLAN MOVING FORWARD

It is the intention of district staff to:

- Continue monitoring fee recovery for fully-funded user pay programs and universal programs
 - develop a process for improved fee collection and tracking
 - identify any programs for discontinuation in June 2016
- Refine the SPK model
- Regularly update student participation numbers and projected unmet student needs
- Make information available to donors for targeted support for meals for students not currently served.

RECOMMENDATION(S):

This report is provided for information.

Appendix A Explanation of the Social Security Index (SSI) Correlation with Other Data

Excerpt from Feb. 2014 report: <http://tinyurl.com/o8egcvq>.

Staff who led the review process were careful to correlate SSI data to a number of other data sources derived from school enrolment and neighbourhood information, the 2011 Census and National Household Survey; the BC Student Information System and 1701 Enrolment Data; mental health data from Vancouver Coastal Health; and the Early Years Development Instrument (EDI). High correlations were found with these other indicators, and because the SSI is based on actual students attending the school (rather than the residents that live in the neighbourhood), the decision was made to continue using the SSI to identify schools with the highest complexities related to poverty. Adjustments were also made to recognize differences related to percentages of vulnerable students and numbers of vulnerable students between small and larger schools. All of this supported the use of SSI data as a useful and appropriate way of determining levels of supports required for students, and at which schools.

Appendix B List of Schools in Order of Vulnerability

The schools below are ordered based on a 2 year average of SSI data, as available in March 2015. This data was reviewed in the context of 3, 2, and 1 year trends to note patterns and it was determined that the 2 year average provided an accurate and useful representation of current status of schools.

The schools receiving Enhanced Services are grouped into three Tiers with Tier 1 being the schools with the highest #s and % of vulnerable students within the school population. Staffing levels and other supports have been aligned with the three Tiers.

- This data is a snapshot as of March 2015; it is fluid, and changes monthly. It will be adjusted annually.
- Actual numbers of students who need meals is often less than the #s shown below. In some cases students are receiving support through other organizations.

		School Name	Approximate #s of students
Tier 1	1	Lord Strathcona Community Elementary	168
	2	Britannia Community Elementary	84
	3	Grandview Elementary	77
	4	Admiral Seymour Elementary	63
	5	Queen Alexandra Elementary	65
	6	Thunderbird Elementary	62
	7	Sir William Macdonald Community	30
Tier 2	8	Hastings Community Elementary	50
	9	Florence Nightingale Elementary	40
	10	Tillicum Community Annex	28
Tier 3	11	Lord Beaconsfield Elementary	37
	12	Captain James Cook Elementary	34
	13	Waverley Elementary	33
	14	Walter Moberly Elementary	32
	15	John Henderson Elementary	32
	16	Sir Sandford Fleming Elementary	30
	17	Lord Roberts Elementary	31
	18	Lord Selkirk Elementary	32
Beyond Tier Schools	19	Sir Guy Carleton Community Elementary	26
	20	Champlain Heights Community Elementary	23
	21	Sir Wilfred Grenfell Community	27
	22	Laura Secord Elementary	28
	23	John Norquay Elementary	27
	24	David Oppenheimer Elementary	23
	25	Graham Bruce Community Elementary	19

26	Renfrew Community Elementary	23
27	Sir Alexander Mackenzie Elementary	23
28	Pierre Elliott Trudeau Elementary	21
29	Mount Pleasant Elementary	18
30	Tecumseh Elementary	22
31	Chief Maquinna Elementary	18
32	G T Cunningham Elementary	20
33	Sir James Douglas Elementary	21
34	Nootka Community Elementary	16
35	Dr H N MacCorkindale Elementary	12
36	Charles Dickens Elementary	16
37	Elsie Roy Elementary	15
38	Chief Maquinna Annex	5
39	David Lloyd George Elementary	15
40	Dr George M Weir Elementary	13
41	General Brock Elementary	11
42	Henry Hudson Elementary	11
43	Emily Carr Elementary	11
44	Dr A R Lord Elementary	7
45	Sir Matthew Begbie Elementary	10
46	J.W. Sexsmith Community Elementary	10
47	Sir Richard McBride Elementary	9
48	Sir Wilfrid Laurier Elementary	9
49	Sir Wm Van Horne Elementary	10
50	Lord Nelson Elementary	9
51	John Henderson Annex	4
52	Sir James Douglas Annex	7
53	Queen Victoria Annex	6
54	Tecumseh Annex	5
55	Dr. Annie B Jamieson Elementary	8
56	Sir Charles Kingsford-Smith	7
57	Lord Roberts Annex	5
58	Edith Cavell Elementary	7
59	General Wolfe Elementary	7
60	Sir Richard McBride Annex	4
61	Sir Wilfrid Laurier Annex	4
62	Collingwood Neighbourhood School	5
63	L'Ecole Bilingue Elementary	7
64	Simon Fraser Elementary	5
65	Charles Dickens Annex	4
66	Sir John Franklin Community	4
67	Lord Kitchener Elementary	6
68	Champlain Heights Annex	3

69	General Gordon Elementary	5
70	David Livingstone Elementary	4
71	Lord Selkirk Annex	3
72	University Hill Elementary	5
73	Garibaldi Annex	2
74	Dr R E McKechnie Elementary	4
75	Lord Tennyson Elementary	4
76	Kerrisdale Elementary	4
77	False Creek Elementary	3
78	Southlands Elementary	3
79	Carnarvon Community Elementary	3
80	Maple Grove Elementary	3
81	Ecole Jules Quesnel Elementary	3
82	Shaughnessy Elementary	2
83	Sir William Osler Elementary	2
84	Quilchena Elementary	2
85	Trafalgar Elementary	2
86	Bayview Community Elementary	1
87	Queen Mary Elementary	1
88	Queen Elizabeth Annex	0
89	Tyee Elementary	0
90	Queen Elizabeth Elementary	0
91	Kerrisdale Annex	0
92	Norma Rose Point School	0

Appendix C

Sample Menu

Breakfast

Monday Deliver Friday	Tuesday Deliver Friday	Wednesday Deliver Tuesday	Thursday Deliver Tuesday	Friday Deliver Tuesday
Carrot granola muffin Grapes Yogurt tubes	Zucchini Bread Sliced apples Milk	Bento box Hardboiled egg – cheese scone Sliced cantaloupe milk	French toast Berry compote Milk	Ham & cheese pizza bun Sliced apples Milk
Cereal Milk- 250 mL Banana	Banana bread Grapes Milk	Grilled cheese sandwich Orange wedges milk	Pancakes or waffles Berry compote Milk	Mixed berry or cheese Scones Orange Wedges Yogurt tubes

Lunch

Monday	Tuesday	Wednesday	Thursday	Friday
Quiche (ham & cheese) Carrot sticks Apple slices Apple Oatmeal Cake Milk	Chicken cheese quesadilla Celery sticks Cantaloupe wedge Oatmeal cookie Milk	Turkey pesto & cheese ciabatta sandwiches Cherry tomatoes Apple wedges crackers Milk	Asian noodle salad w/ chicken in pita pockets Mini cucumbers Grapes Granola bar Milk	Pizza Raw veg. Orange wedges Carrot cake slice Milk
Turkey sub Coloured bell pepper & cucumber sticks Yogurt tube Power ball Milk	W/W chicken Caesar wrap Celery sticks Orange wedges Cheese stick Milk	European sausage bun Cherry tomatoes Sliced apples Carrot cake slice Milk	Falafel pita pockets w/ tzatziki sauce Orange wedges Yogurt tube Oatmeal cookie Milk	Pulled pork taco w/Broccoli slaw w/ sesame Asian dressing Orange wedges Apple Oatmeal Cake Milk