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An overview of school nutrition policies in Canada

Why is school nutrition an issue for discussion?

Canadian children and youth are at risk for undernutrition (1). Findings from the Canadian Community Health Survey (2004) show the majority of children and youth are not meeting the minimum recommended daily servings for "Vegetables and Fruit" and "Milk Products" and that about 25% or more of their calories come from "other" foods of low nutrient value (2).

Schools exert tremendous influence over children's eating habits; indeed, schools have been described as "...the ideal settings to establish and promote healthy eating practices in children and adolescents" (3). Most students eat at least one meal and one to two snacks a day in that environment and are increasingly relying on the food available at school to provide or supplement their breakfasts, lunches and snacks (1).

School food policy can impact students' eating habits. Having written policies or rules around what foods are sold in tuck shops and vending machines is associated with lower consumption of competitive foods, i.e., high energy, low nutrient dense snack foods (1).

Children who are well nourished perform better academically, have better concentration, and show improved behaviour, attendance and punctuality at school (1). Governments across Canada are recognizing the links between nutrition, learning and health, as well as the powerful influence of the food environment, and are taking action to support healthy eating at school.

In the spring of 2008, provincial and territorial representatives working in the area of school food and nutrition were contacted to gather information related to the status, nature, development and implementation of guidelines and policies. Keys and barriers to successful implementation, as well as "lessons learned" were also discussed. This work continues to evolve in each region; the information presented here was current as of July 2008.

What is the status of school food and nutrition policy in Canada?

Table 1 provides a summary of school food and nutrition policy for each province and territory. In all regions it is recognized that policy can make a difference to the types of foods and beverages served and, while some are further along the path than others, all are in the process of

developing and/or implementing school food and nutrition guidelines or policies.

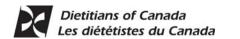
Most jurisdictions have developed *guidelines* or *policy frameworks*, the exceptions being New Brunswick and Nova Scotia, both of which have mandated provincial policies. Manitoba has introduced Bill 2 (awaiting proclamation), that requires every school to have a food and nutrition policy. All jurisdictions encourage schools and/or school districts to develop local policies, often using the provincial reference as a minimum standard. In Manitoba for example, all schools are required to have a written policy; the provincial guidelines support them in developing the policy and making decisions about what food will be available.

Most of the guidelines/policies apply to foods and beverages *sold* and/or *served* to students in the public elementary and secondary school environment. British Columbia's guidelines apply only to foods and beverages *sold*. Some provinces have broadened the application to include other environments, for example childcare settings. Alberta's guidelines apply "in all areas where children come to be cared for, taught and to play", while Quebec's framework policy is intended in addition to apply to private schools, vocational training and adult education centres.

Guidelines and policies are all aligned with *Canada's Food Guide* (1992 or 2007 dependent on when they were developed) and divide foods and beverages into two to four categories, from maximum to minimum nutritional value, or serve most to serve least. The categorization of foods and beverages is either "food" based (e.g., food guide guidance) or "nutrition criteria" based (e.g., standards for specific nutrients).

Who developed the guidelines or policy?

Provinces and territories have used or are using a consultative process, involving stakeholders from the school community, health professionals including dietitians, academics, industry and a cross section of government ministries or departments. In many cases the process has been led in government by Education and Health, and a number of those interviewed commented on the strength of government ministries working together on such initiatives. Another theme appeared to be the importance of "grass roots" interest in combination with government level support. In Nova Scotia the movement to improve school food began about fifteen years ago, led by members of the school



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community. With heightened interest in the issue, school boards began to develop policy, eventually looking to government for support, which in turn led to the development of provincial policy. In Prince Edward Island, the importance of both a consultative process and government commitment was recognized, noting that while the consultative approach is powerful in engaging people, commitment from decision makers is critical in both developing policy and moving forward with implementation.

What are keys to successful policy implementation?

Informants agreed that successful implementation begins with an inclusive, consultative policy development process that involves as many stakeholders and members from the school community as possible. Setting the stage by raising awareness, creating a receptive environment and making the issue relevant to the education mandate were also highlighted as important. At the government level, working together across ministries, strong leadership, political will and clear direction were mentioned as keys to successful implementation, as were partnerships with stakeholders.

Schools need a lot of support to implement food and nutrition guidelines and policies and it is not always their highest priority. In most regions implementation is the responsibility of school boards/districts, though support for implementation comes from many other sources, primarily the health sector. "Making it as simple as possible for schools" was mentioned by many informants, who suggested that keeping guidelines practical, simple and realistic, giving schools flexibility in the application and adopting a "phased in" implementation are all important. Providing support to schools at whatever level necessary and enabling them to adopt their own policies using provincial/territorial work as a reference, were also mentioned. Supports included tools (see Table 1 for more examples) such as the Brand Name Food List and the School Food Guidelines Dietitian in British Columbia; customized workshops in Manitoba; funding for kitchen upgrades in Newfoundland/Labrador; equipment pamphlets in Quebec, and human resources in the form of registered dietitians and school health promotion consultants/teams in many regions.

What are barriers to successful implementation?

Barriers to successful implementation noted by many informants included:

- Lack of healthy foods suitable for sale in schools e.g., product supply
- Fear of losing revenue, in both school food services and fundraising activities
- Inadequate resources e.g., human, time, funding
- Lack of affordability of healthy foods

Other barriers, not necessarily common between regions or pervasive, included:

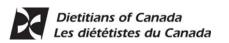
- Challenges negotiating contracts with caterers and suppliers
- Proximity to fast food restaurants and fears related to students leaving school property
- Food insecurity, particularly in the Northern areas
- Not enough consultation with students
- Denial of the relevance to education
- Perceived imposition of policy e.g., reaction to "being told what to do"
- Lack of national policy related to food supply

In a number of regions the autonomy of schools was noted along with their interest in developing their own policies as opposed to having a provincial or territorial policy imposed. This was particularly evident in the North, areas that face unique challenges related to geography and food supply, for example.

Are school food policies making a difference?

In short, it's too early to tell. While many jurisdictions have included evaluation in the plan, few have fully implemented the policy/guidelines. Some jurisdictions such as Nova Scotia, Quebec and Manitoba are, or are planning to evaluate the implementation *process*, prior to evaluating the policy or framework itself.

In Prince Edward Island, qualitative and quantitative research on foods available in schools, factors influencing policy development and adherence to policy, has been conducted. School adherence to policies suggests they are moving forward. The University of Prince Edward



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Island five year *School Nutrition & Activity Project* funded by Canadian Institute for Health Research is underway and will study the effect of nutrition policies on elementary school children's eating habits and body weights.

In British Columbia School Food Sales and Policies Provincial Report II (2008) http://www.bced.gov.bc.ca/health/health-publications.htm measures progress on the elimination of unhealthy foods and beverages in public schools, and assesses the impact of British Columbia's guidelines on reaching this goal. It suggests schools have made considerable progress toward eliminating unhealthy foods and beverages for sale to students since 2005.

In other areas, New Brunswick for example, individual school districts have chosen to evaluate the provincial policy by hiring an independent consultant to do so.

What are the "lessons learned" shared by informants?

Many of the keys to successful implementation were emphasized in lessons learned such as:

- Make it as easy as possible for schools, recognizing it is not their highest priority
- It's important to understand the school environment and the pressures schools face in order to be able to work effectively with them. The goal is for kids to be healthy and that is not going to happen by working only with schools - change needs to occur at the broader community/societal level
- Implementation requires support at all levels, from grassroots to government
- You can never hope to have 100% of the population on board, however as each facility comes on board the goal of creating a movement will be achieved
- Support for the process must come from the Education sector; it is pointless for the Health sector to try to impose policy
- Practical support is key. Schools need to know they can call someone for help
- Consult with students; acceptance much greater if students and parents are on board
- Setting the bar higher for nutrition standards is key to motivating producers to change the food supply
- The national food guide system i.e., Eating Well with Canada's Food Guide, is an incredibly powerful asset to dietitians and their work. It is a powerful tool that

provides a consistent base to use in making decisions that affect populations and individuals

- Partners in this work have all been very complimentary of nutritionists and dietitians – they are highly valued
- Communicate, communicate, communicate be open and collaborate with stakeholders who will be affected by the process
- Things might happen faster if dietitians as a profession had better training in advocacy
- Relationships make all the difference building relationships with schools and giving them something back. Asking their opinion improves credibility
- Realistic objectives and reasonable deadlines are important
- Recognize the creativity that schools can bring to this
- Listen to schools and stakeholders and support them in developing their policies
- There are a lot of lessons and resources available from the areas in Canada that have moved forward with this work

Written by Andrea Ottem, RD and reviewed by Provincial key informants as listed in the accompanying table.

The BC School Guidelines Support Initiative led by Dietitians of Canada, BC Region, with funding from the BC Healthy Living Alliance (BCHLA) supported the development of this Current Issue. Details on this and other BCHLA Initiatives is available at http://www.bchealthyliving.ca/healthy_eating

References:

- Dietitians of Canada. Practice-based Evidence in Nutrition (PEN). School Health; 2007 [cited 2008 20 June]. Available from: www.dieteticsatwork.com/pen
- Garriguet, D. (July 2006) Nutrition: findings from the Canadian Community Health Survey, Overview of Canadians' eating habits. Health Statistics Division, Statistics Canada (Ottawa, Ont: Statistics Canada, 2006), catalogue no.82 620 MIE.
- Taylor J, Evers S, McKenna M. Determinants of healthy eating in children and youth. Canadian Journal of Public Health Volume 96, Supplement 3 July-August 2005.

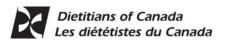


Table 1: Summary of Provincial/Territorial School Food and Nutrition Policies and Guidelines

Province/ Territory	Provincial/ Territorial Policy/Guideline Reference and Publisher	Nature of Policy/Guideline	Key Supports to facilitate Implementation	For More Information
British Columbia	Guidelines for Food and Beverage Sales in BC Schools (2007), Ministry of Education & Ministry of Health	 Provincial guidelines that apply to all foods and beverages sold to students; to be implemented in all public schools by September 2008 The guidelines align with Eating Well with Canada's Food Guide (2007) and divide foods and beverages into four categories – Choose Most, Choose Sometimes, Choose Least, and Not Recommended - based on detailed nutrition criteria At least 50% of foods and beverages sold to students should come from the Choose Most category, and up to 50% from the Choose Sometimes category Not Recommended and Choose Least items are to be eliminated from sale to students 	School Food Guidelines Support Initiative, a project of Dietitians of Canada, BC Region, funded by the BC Healthy Living Alliance includes: Brand Name Food List www.brandnamefoodlist.ca provides nutrition ratings for packaged and franchised foods and beverages Full time School Food Guidelines Dietitian at Dial-A-Dietitian information line Part-time Project Coordinator and Consultant Ministry of Education Healthy Schools publications include: Tools for Healthy Eating Action Schools!BC – A best practices model designed to assist schools in creating individualized action plans to promote healthy living Making it Happen: Healthy Eating at School website	http://www.bced.gov.bc.ca/health/health_publications.htm www.brandnamefoodlist.ca www.healthyeatingatschool.ca Lisa Forster-Coull, Provincial Nutritionist, Population Health and Wellness, Ministry of Health, Province of British Columbia phone 250-952-1124 e-mail Lisa.ForsterCoull@gov.bc.ca
Alberta	Alberta Nutrition Guidelines for Children and Youth: A Childcare, School and Recreation/ Community Centre Resource Manual, Alberta Health and Wellness	 Provincial guidelines that apply in all areas where children come to be cared for, taught and to play The guidelines align with Eating Well with Canada's Food Guide (2007) and divide foods into three categories – Choose Most Often, Choose Sometimes and Choose Least Often – based on detailed nutrition criteria Elementary & Multi-level (K-12) 	 Implementation tools are included in the guidelines document Social marketing campaign Regional health promotion coordinators Wellness funding School community awards 	www.healthyalberta.com Pat Martz, Project Manager, Healthy Living Branch, Alberta Health and Wellness, Government of Alberta phone 780-427-5249 e-mail patricia.martz@gov.ab.ca

		Schools – 100% of foods available are from the Choose Most Often category Junior High Schools – 60% of the foods available are from the Choose Most Often category and 40% are from the Choose Sometimes category High Schools – 50% of foods available come from the Choose Most Often category and 50% from the Choose Sometimes category It is recommended that groups use the guidelines to develop their own nutrition policies that integrate healthy eating into the framework of their organization		
Saskatchewan	Nutrition Guidelines for Schools (2004), Public Health Nutritionists of Saskatchewan Working Group	Framework for analyzing current nutrition practices in schools and developing policy Provides guidance on Serve Most Often, Sometimes and Least Often foods	 Public Health Nutritionists Nutrition workers in some community schools Healthy Foods in Schools: Making the Healthy Choices the Easy Choices Tool kit www.heartandstroke.ca (search for "tool kit") 	http://saskschoolboards.ca/EducationServices/ResearchAndDevelopment/ResearchReports/StudentsDiverseNeeds/04-01.pdf http://www.learning.gov.sk.ca/(more information will be available here Fall 2008) Karen Cooper, Provincial Public Health Nutritionist, Ministry of Health, Government of Saskatchewan Phone 306-787-3079 e-mail kcooper@health.gov.sk.ca
Manitoba	Manitoba School Nutrition Handbook: Getting Started with Guidelines and Policies	 Provincial guidelines that apply to foods sold in or provided by schools The guidelines align with Canada's Food Guide to Healthy Eating (1992) and divide foods into three categories – that which should be available Most Often, Occasionally (3-4 times per month) or Rarely (1-2 	 School Nutrition Policy Support Team provides practical support, including customized workshops, to schools School Nutrition Information Line Regional Health Authority Community Nutritionists Healthy Food in Schools website Healthy Schools website 	http://www.gov.mb.ca/healthyschoo Is/foodinschools/index.html Dr. Paul Fieldhouse, Nutrition Policy & Research Analyst, Manitoba Health & Healthy Living, Government of Manitoba Phone 204-786-7350

	Bill 2. The Public Schools Amendment Act [Trans Fats and Nutrition] 2008. [Awaiting proclamation]	times per month or less) – based on nutrition standards • Schools are expected to have a written school food and nutrition policy by the end of 2006/07 school year (grades K-6) and 2007/08 (grades 7-12) • This Bill requires every school to have a food and nutrition policy. Also, school boards must ensure that schools do not sell or distribute food products containing artificial trans fats, with certain exceptions. http://web2.gov.mb.ca/bills/sess/b002e.p		e-mail paul.fieldhouse@gov.mb.ca
Ontario	Bill 8 – Healthy Food for Healthy Schools Act, 2008, Ministry of Education O. Reg. 200/08 – Trans Fat Standards, Ministry of Education Policy/Program Memorandum No. 135: Healthy Foods and Beverages in Elementary School Vending Machine, 2004, Ministry of Education	Bill 8 amends the Education Act to 1) give power to the Minister of Education to create policies, guidelines and regulations governing nutrition standards and 2) to add provisions regulating the trans fat content of all food and beverages sold in a school cafeteria http://www.ontla.on.ca/bills/billsfiles/39 Parliament/Session1/b008rep.pd f. The Trans Fat Standards regulation sets out the maximum amount of trans fat that can be contained in food and beverages (and ingredients used in the preparation of food and beverages) that can be offered for sale in a school http://www.e- laws.gov.on.ca/Download?dDocNa	 Registered Dietitians at Local Health Units Eat Right Ontario, includes the interactive "Ask a Dietitian" service http://www.eatrightontario.ca/en/default.aspx. Dietitians of Canada: School Food and Nutrition Recommendations for Ontario Ministry of Education Regarding Snacks and Beverages Dispensed by Vending Machines http://www.edu.gov.on.ca/extra/eng/ppm/dietcda.pdf Dietitians of Canada: Recommendations for School Food and Nutrition for Ontario Ministry of Education	http://www.edu.gov.on.ca/eng/teac hers/healthyschools.html. Chris Kotz, Policy and Program Branch, Ministry of Education, Government of Ontario phone 416-325-7151 e-mail christopher.kotz@ontario.ca

		 me=elaws regs 080200 e Policy/Program Memorandum No. 135 is a provincial voluntary policy that outlines recommended nutrition standards for foods and beverages offered for sale in vending machines in elementary schools (junior kindergarten to grade 8) including selection criteria and recommended serving sizes www.edu.gov.on.ca/extra/eng/ppm/1 35.html. 		
Quebec	Going the Healthy Route at School: Framework Policy on Healthy Eating and Active Living (2007) le ministère de l'Éducation, du Loisir et du Sport (MELS)	 Framework policy for school boards, public and private preschools, elementary and secondary schools as well as vocational training and adult education centres There are three themes within the framework policy, one being the school environment (healthy eating, active living). There are three orientations related to healthy eating, the elements of which are based on <i>Eating Well with Canada's Food Guide</i> (2007) and recommendations by Dietitians of Canada regarding school food and nutrition as well as snacks and beverages dispensed by vending machines. The orientations are 1) Offer a variety of foods and give priority to foods of good nutritional value; 2) Eliminate foods of low nutritional value from all school food supplies and 3) Provide appropriate areas and favourable conditions for meals 	 Regional round to present the framework Funds from MELS to support implementation Web site Pamphlets Healthy School Menus Healthy Vending Machines Healthy Snacks Healthy Lunchboxes Advisory committee to help specify the policy and advise the Ministère 	http://www.mels.gouv.qc.ca/sections/virageSante/index_en.asp

Newfoundland and Labrador	School Food Guidelines for Administrators and Caterers (2006), Department of Education and Department of Health and Community Services School Food Guidelines (Fall 2008)	•	Provincial guidelines used by school districts to develop policies that apply to all foods and beverages sold and/or served to students at school or at school sponsored/endorsed events, including fundraising and vending The 2006 guidelines align with Canada's Food Guide to Healthy Eating (1992) and define "Serve Most" "Serve Moderately" foods and beverages. By Fall 2008, the guidelines will align with Eating Well with Canada's Food Guide (2007) and include specific nutrition criteria for "serve" categories	•	Living Healthy Schools Website Healthy Eating School Resources Manual Posters Parent Brochure School Health Promotion Liaison Consultants School Healthy Living Teams Regional Health Authority Nutritionists Principals School Councils Public Health Nurses Funding for kitchen equipment upgrades School Food Guidelines Food and Beverage Items Review provides nutrition ratings for products submitted	www.livinghealthyschools.com www.gohealthy.ca Janine Woodrow, Nutrition Consultant, Health Promotion and Wellness Division, Department of Health and Community Services Government of Newfoundland and Labrador Phone (709) 729-2101 e-mail janinewoodrow@gov.nl.ca; Ellen Coady, Program Development Specialist for Health, Family Studies and Home Economics, Government of Newfoundland and Labrador Phone (709) 729-6051 e-mail ellencoady@gov.nl.ca
New Brunswick	Policy 711 – Healthier Foods and Nutrition in Public Schools (2005) Department of Education	•	Provincial policy that applies to foods sold or offered in public schools. Policy development is mandatory at school board level; provincial policy is a minimum. The policy aligns with Canada's Food Guide to Healthy Eating (1992) and divides foods into three categories – Maximum Nutritional Value, Moderate Nutritional Value and Minimum Nutritional Value. Foods of Minimum Nutritional Value were phased out of schools as of September 2007. The policy also includes fundraising, portioning, eating environment, food safety and food as reward/punishment	•	Healthier Eating and Nutrition in Public Schools: A Handbook for Policy 711 Nutrient criteria for food categories of maximum / moderate / minimum Tools for recipe modifications	http://www.gnb.ca/0000/pol/e/711A.pdf http://www.gnb.ca/0000/pol/e/711A %20Handbook.pdf Christine Gilbert-Estabrookes, New Brunswick Department of Education, Policy & Planning Branch Phone 506-453-3090 e-mail Christine.Gilbertestabrooks@gnb.ca Hannah Westner, New Brunswick Department of Wellness, Culture and Sport Phone 506-453-3158 e-mail Hannah.Westner@gnb.ca
Nova Scotia	Food and Nutrition Policy for Nova	•	Mandatory provincial policy that sets standards for food and beverages	•	Linked to related government initiatives with supporting resources e.g., grants to school boards	http://www.ednet.ns.ca/healthy_eating/

	Scotia Public Schools (2006), Department of Education and Department of Health Promotion and Protection	that can be served and sold in public schools when students are present. A three year phase in process began in 2006/07 with full implementation by June 2009 Aligned with Canada's Food Guide to Healthy Eating (1992) and divides foods and beverages into three categories - Maximum Nutrition (choices can be served or sold daily); Moderate Nutrition (can be served or sold occasionally, i.e. no more than 2 times per week or make up no more than 30% of choices at one location); Minimum Nutrition (may be served or sold once or twice a month as part of Special Functions) Policy is comprehensive and includes 11 directives beyond foods sold or served around such issues as Clean Drinking Water, Pricing, Students Who May Be Vulnerable, etc and and five guidelines related to other issues such as Time to Eat and Nova Scotia Produce and Products.	for policy implementation and Health Promoting Schools, new staff positions to support Healthy Eating Nova Scotia and Learning for Life II (e.g. nutritionists in district health authorities and Active Healthy Living Consultants in school boards). • Implementation Tools: Question and Answer Guide Posters and Pamphlets Fundraising with Healthy Food and Beverages Powerpoint™ presentation – for stakeholders to share with communities	http://www.gov.ns.ca/hpp Michelle Murton, School Nutritionist Department of Health Promotion and Protection, Government of Nova Scotia Phone (902) 424-5657 e-mail Michelle.Murton@gov.ns.ca
Prince Edward Island	School Healthy Eating Policy Project (2003-Present)	 "Policy Project" has worked with the three PEI school boards to develop healthy eating policies using a consultative process. Healthy eating policies now exist in all elementary and consolidated (grades 1-9) schools (no cafeterias). The policies align with Canada's Food Guide to Healthy Eating (1992) Currently working with school districts to develop policies for intermediate and high schools, 	 School Healthy Eating Toolkit Healthy Eating Alliance Website Healthy EatS Newsbites Healthy Eating Strategy 2007-2010 	www.peihealthyeating.ca Dr. Jennifer Taylor, Chair, Policy Working Group/PEI Healthy Eating Alliance Phone 902-566-0475 E-mail jtaylor@upei.ca

Yukon Territory	Territorial policy in development	(include cafeterias). Implementation will begin in September 2008, with full implementation by September 2009 Draft framework policy that will allow schools, school councils and boards to develop own policies	 School health promotion unit provides education on school nutrition and student health Drop the Pop campaign http://www.hss.gov.yk.ca/programs/health_promotion/school_health/drop_the_pop/ 	Daisy Lemphers, Policy Analyst, Department of Education, Government of Yukon Territories Phone 867-667-8027 e-mail daisy.lemphers@gov.yk.ca
Northwest Territory	No territorial policy	In 2004, Minister of Education met with District Education Councils administrators to explore the development of policy/guidelines. Districts requested that rather than developing territorial policy/guidelines, the Department of Education provide information and tools to support policy development at the local level. They preferred time to move forward from a "grassroots" level Renewed interest at government level to take leadership in this area	Drop the Pop campaign http://www.hlthss.gov.nt.ca/Features/Programs a nd_Services/drop_the_pop/ Healthy Foods in Facilities – this is specific to health facilities, however may help inform the process for schools http://www.hlthss.gov.nt.ca/pdf/reports/healthy_eating_and_active_living/2006/english/healthy_food_in_facilities.pdf	Elsie De Roose, Team Leader Health Promotion, Government of Northwest Territories Phone 867-873-7904 e-mail Elsie_DeRoose@gov.nt.ca
Nunavut Territory	Territorial policy under development	Nutrition in Nunavut: A Framework for Action outlines goals to help address clinical, food service and public health nutrition priorities in the territory. The goal that relates to school breakfast/snack program guidelines is to "develop, implement and monitor consistent policies, standards, and guidelines regarding the foods that may be served in territorial government funded/licensed programs and activities in order to provide nutritious choices to	Drop the Pop campaign http://testweb2/health/dropthepop/	Sue Hamilton, A/Territorial Public Health Nutritionist, Department of Health and Social Services, Government of Nunavut Phone (867) 975-5726 e-mail shamilton@gov.nu.ca

	 clients/participants" With regard to school aged children the goal is to "develop, policies, standards and a training protocol for breakfast and school food programs that include nutritious choices and the safe food preparation and handling of foods used in these programs" Target completion date is October 2008; project will likely extend into the 08/09 fiscal year 		
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