Brief Policy Search of Scotland's School Food Program

Program Overview

Scotland has developed many national policies with clear guidelines and standards for healthy and nutritious food and beverages in schools. Legislation for a national school food program was part of *The Education (School Meals) (Scotland) Bill*, passed in 2003. It gave powers to federal Scottish Ministers to prescribe circumstances in which education authorities must ensure that pupils receive milk, meals, or other refreshments for free.

The Evolution of School Food and Nutrition Policies in Scotland

As with most national school food programs the basis, funding model, and policies of the Scottish program have evolved since it was first established.

2002: A seminal document, *Hungry for Success: A Whole School Approach to School Meals in Scotland,* was published by the Scottish Government and is still relevant today. This report set out several recommendations designed to revolutionize school lunches and improve student health and well-being.²

2007: The *Schools Health Promotion and Nutrition Act,* approved in the Scottish Parliament, built on *Hungry for Success,* and set high nutritional standards for all food and drink in schools. It made health promotion a central purpose of schooling and set out seven duties that each education authority in Scotland must achieve including 'taking account of the principles of sustainable development when providing food and drink in schools' and 'complying with strict nutritional standards for all food and drink served in schools.'³

2008: Equally Well⁴, a Ministerial Taskforce on Health Inequality produced in partnership with COSLA⁵, led to the development of a detailed action plan. Equally Well highlighted that tackling health inequalities required national and local government and other agencies, including the NHS, schools, employers, and the Third Sector.⁶

2008: The Nutritional Requirements for Food and Drink in Schools 2008 regulations⁷ and Healthy Eating in Schools: A Guide to Implementing the Nutritional Requirements for Food and Drink in Schools (Scotland) Regulations 2008⁸ set out the regulations for mandatory nutritional requirements and standards that all food and drink in schools must comply with.

¹ The Education (School Meals) (Scotland) Bill (2003).

² Hungry for Success (2002).

³ Ibid.

⁴ Equally Well (2008)

⁵ COSLA describes themselves as the voice of Local Government in Scotland. Established in 1975, they advocate for Scotland's 32 local councils as a councillor-led, cross-party organisation who champions councils' vital work to secure the resources and powers they need. See: https://www.cosla.gov.uk/about-cosla

⁶ Ibid.

⁷ The Nutritional Requirements for Food and Drink in Schools (2008).

⁸ Healthy Eating in Schools (2008).

The standards were based on scientific evidence and cover breakfast clubs, break times, lunch, tuck shops, vending machines, community cafes on the school campus, and adjoining facilities such as sports amenities. As part of the 'whole school approach,' school food provision can educate children and young people about the importance of healthy food and sustainable living. By refocusing its purpose in these terms, school foodservice can create a new and more ambitious context that encourages behaviour change. Although school food provision must operate under tight commercial disciplines, these regulations dictate that school food should first and foremost be regarded as an education and health service.

The duties and standards in the Regulations are monitored by Education Scotland Health and Nutrition Inspectors as part of their annual program of school inspections.

2009: *Recipe for Success: Scotland's National Food and Drink Policy* was published to promote Scotland's sustainable economic growth by ensuring that the Scotlish Government's focus concerning food and drink, and in particular their work with Scotland's food and drink industry, addresses quality, health and well-being, and environmental sustainability, recognizing the need for access and affordability at the same time. ⁹ 10

2011: To guide public sector procurement, *Catering for change: buying food sustainably in the public sector*¹¹ was launched in 2011. It was aimed at all stakeholders related to public food procurement, guiding them to take procurement decisions that support health and economic development and meet climate change targets.

2014: Better Eating, Better Learning: A New Context for School Food built on school food and education successes since 2003. It sought to provoke fresh thinking around the opportunities and challenges of a changing policy landscape. It promoted partnerships, sharing ideas, and self-evaluation around several areas, including food and learning, school food and drink provision, the dining experience, and communications and engagement.¹²

2014: Beyond the School Gate guidance was launched to guide local authorities, schools, retailers, caterers, and other partners on what they can do to influence the food environment around schools and support children and young people to make healthier choices.¹³

2015: in January 2015, the Scottish Government started to fund free school meals for all children in primary 1 to primary 3 grades in local authority schools. It was done to ensure

⁹ The Nutritional Requirements for Food and Drink in Schools (2008).

¹⁰ Recipe For Success (2009).

¹¹ Catering for Change (2011).

¹² Better eating, better learning (2014).

¹³ Beyond the School Gate (2014).

children get a great start in life¹⁴ and extended a previous policy of offering free school meals to children and young people aged 5 to 18 whose lower income families receive certain benefits.¹⁵

2020: The updated *Nutritional Requirements for Food and Drink in Schools (Scotland) Regulations 2020* and its associated guidance *Healthy eating in schools: guidance 2020*¹⁶ were launched. These guidelines, built on the previous policies, giving a detailed overview of the type of food and drinks offered on school premises.

2021 and beyond: According to reports, the Scottish Government and Local authority leaders will implement Universal Free School Meals for Primary 4 students in August 2021, P5 in January 2022, and P6 and P7 to the program by August 2022.¹⁷

Project Objectives

According to the document *Healthy Eating in Schools 2020*, The Scottish Government wants to improve the diet of children and young people in Scotland, building on the solid work already being done in schools to encourage balanced and nutritious food and drink choices across the school day. They recognize that the diets of many children and young people in Scotland fall short of national dietary recommendations, as many are consuming inadequate amounts of fruit and vegetables and eating too much saturated fat, salt, and sugar.¹⁸

Diet and health, poverty, and the economy were three factors that influenced the Scottish parliament regarding student entitlement to school meals.¹⁹

Food literacy is also a critical component of improving student food, health, and well-being, teaching children about food, nutrition, cooking, agriculture, physical activity, and the environment.

According to guidance from the *Better eating, better learning* document²⁰, the national and local governments are united in their commitment to improving the well-being of children and young people to give them the best possible start in life. The federal government cited multiple reasons for a school food program:

• The health and well-being of our young people is a responsibility we all share. A decade on from *Hungry for Success*, we need the renewed commitment of

¹⁴ Maternal and Child Health (n.d.).

¹⁵ Children who are not eligible for free school meals can also purchase at a price determined by each local authority. The purchases are made in a way that protects the identity of Free School Meals entitled pupils.

¹⁶ Healthy eating in schools (2021).

¹⁷ Kenealy (2021).

¹⁸ Free School Meal Consultation (n.d.).

¹⁹ Healthy Eating in Schools (2021).

²⁰ Better Eating, Better Learning (2014).

- teachers, parents, children, young people, caterers, and suppliers, all working in partnership, at a national and local level, to ensure that Scotland's children and young people enjoy a healthier, thriving, sustainable and resilient food future.
- With the environmental challenges we face in the coming years, transformational change is essential to become a sustainable food nation. Food production methods and what we eat are central to achieving this.
- Health challenges persist. It is crucially important that we develop a country of knowledgeable consumers who will reap benefits for their health by making the right food choices while supporting our goal of becoming a sustainable nation.
- School food and food education present significant opportunities to rise to meet health, environmental and educational challenges, but these opportunities are not always obvious. Better Eating, Better Learning sets school food in a strategic context and, by doing so, shows how everyone involved in school food can have an impact.²¹
- Better eating, better learning guides the <u>improvement of school food and food</u> <u>education</u> for schools, local authorities, caterers, procurement departments, and parents.

The Scottish government supports the delivery of food and drink education in schools by:

- Funding Education Scotland to support effective teaching about food as part of the school curriculum and its Food for Thought Education Fund to support food education projects linking food literacy initiatives such as developing school gardens.
- Providing funding for <u>Food and the Environment teaching programmes</u> at Scottish schools participating in the international Eco-Schools programme for food and environment activities.
- Better eating, better learning guides <u>improvements for school food and food education</u> for school personnel, local authorities, caterers, procurement departments, and parents.
- The implementation of Curriculum for Excellence has made great strides in providing children and young people with the knowledge and skills they need to help them make better lifestyle choices. The hope is to build on this progress so that food in schools is appropriately recognized and understood as a substantial financial and ethical investment that supports young people into adulthood.²²

At a local and national level, the Scottish Government wants to face the challenges and grasp the opportunities by:

- Using school food as part of a whole-school approach to support learning as an integral part of the curriculum.
- Serving school food that drives dietary behaviour change and supports our health and environmental goals.
- Championing fresh, seasonal, local, and sustainable produce.
- Celebrating provenance and ethical sourcing.

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²¹ Ibid.

²² What is Curriculum for Excellence (2021). See also Achieving Excellence and Equity (2020).

- Inspiring future generations who are proud of, and contribute to, <u>Scotland's</u> ambition as the 'Land of Food and Drink.'
- Ensuring that school food provides affordable access to good nutrition for all children and young people and optimizing the uptake of school meals, especially for those children and young people receiving free meals; and
- Supporting children and young people, their parents, teaching, and catering staff, to enjoy and value school food for its quality, provenance, and appeal and in doing so to enable them to understand the relationship between school food, culture, health, and the environment.
- Providing guidance for partnerships between schools and the food and drink industry.²³

Program Management

The Scottish Government and other organizations, such as the Food for Life Scotland, Scotland Excel, Scottish Local Authorities, Scotland Food and Drink, and the Convention of Scottish Local Authorities, formed a partnership to develop school food policy. The collaboration also made school meal delivery possible during the pandemic.

The <u>concordat</u>²⁴ between the Government and <u>COSLA</u> and the development of Single Outcome Agreements of the 32 councils established a relationship between central and local government. The Scottish Government sets the direction of national policy and the overarching outcomes while freeing local authorities and their partners to meet Scotland's varying local needs and circumstances. One of the fifteen national outcomes set out in the concordat is that 'we will live longer, healthier lives.'²⁵

Scotland's 32 Councils are also responsible for procuring food for the students under their jurisdiction that meet nutritional regulations, assessing menus for nutritional standards. ²⁶ ²⁷ They are assisted by Excel Scotland, a national procurement agency. According to a spokesperson for Scotland Excel, they "... develop and manage frameworks which Scotland's councils can use to source a range of goods and services – and this includes arrangements for frozen food, groceries, milk, fresh meats, and fish," a spokesperson added. ²⁸ Meals should include as much local food as possible, but there is no legal requirement for local food inclusion. Excel commented that "Almost 31% of the money spent by local authorities through our frameworks goes toward food that has been produced or manufactured in Scotland. Over the past three years, the value of this procurement has increased by 48%

²³ Food and Drink (n.d.).

²⁴ COSLA (n.d.). The 2011 concordat set out the terms of a new relationship between the Scottish Government and local government, based on mutual respect and partnership. It underpins the funding to be provided to local governments. n.d. From: http://www.evoc.org.uk/wordpress/wp-content/media/2011/06/concordat.pdf ²⁵ Schools (Health Promotion and Nutrition) (2008).

²⁶ The Scottish Health Survey (2008).

²⁷ Ibid.

²⁸ Smith (2018).

because of our efforts to create opportunities for Scottish food companies to bid for contracts."²⁹

The key policies surrounding education are <u>A Curriculum for Excellence</u> ³⁰ and, in particular, the draft experiences and outcomes in health and well-being and the associated paper <u>Health and well-being</u>: responsibility for all. ³¹ A whole-school approach to improving the health and well-being of all pupils, staff, and the wider community is illustrated in <u>The Journey to Excellence</u> (2007) and <u>The Health Promoting School</u> (2004). ³² A holistic approach will impact school life and benefit all who learn and work in schools. This approach can provide a supportive environment for those who experience barriers to learning, including children and young people from disadvantaged homes and social backgrounds.

The <u>Healthier Eating in Schools Act</u> links with A Curriculum for Excellence and the <u>Education</u> (<u>Additional Support for Learning</u>) (<u>Scotland</u>) Act 2004 and places health promotion at the heart of a schools' activities. Duties for local authorities include promoting school meals and considering sustainable development guidance when providing food and drink. The ten standards for personal support set out in <u>Happy, Safe, and Achieving Their Potential</u> (2005) also complement the vision of the health-promoting school and provide concrete examples of activities that can support children and young people in this context. These are relevant to all children and young people but are especially significant for those who face any difficulty.³³

Implementation

As mentioned, in 2015, the Scottish Government started to fund free school meals for all children in primary 1 to primary 3 grades to ensure children get a healthy start. Universal Free School Meals for Primary 4 students will begin in August 2021, P5 will be added to the program in January 2022, and P6 and P7 by August 2022.

According to our panellists at the Scottish School Food Webinar,³⁴ national legislation on procurement, including a procurement reform act from 2014 was not specific to school meals. However, a broader procurement regulation requires all local authorities develop a procurement strategy and consider ensuring specific standards for animal welfare. There is variation in how connected this regulation is to school meals. It is more the requirement that you demonstrate that you've considered it and work from there.

Funding

²⁹ Ibid.

³⁰ What is Curriculum for Excellence? (2021).

³¹ Health and wellbeing (2014).

³² Ibid.

³³ Ibid.

³⁴ Webinar available at: https://www.youtube.com/watch?v=jQhtU0bUddg

The federal government allocates funding directly to Scotland's 32 local councils, each responsible for providing catering services, procurement processes, and food education to 2,500 schools across the country. The local councils also provide some funding.

As mentioned, the Scottish government supports the delivery of other food and drink education through curriculum and by funding food education projects through Education Scotland Food for Thought Education Fund and Food and the Environment teaching programs. They also:

- Provide funding for the Chefs@School project administered by the Federation of Chefs Scotland. It aims to encourage culinary and food industry professionals to collaborate with teachers and children across Scotland to bring food education to life
- Partly fund the <u>Scottish Food and Drink Federation's schools programme</u> to help young people learn about food and drink career opportunities through experiences within the industry.
- Helps to support the Soil Association's <u>Food for Life catering mark</u> program to encourage school caterers to improve the quality of their food.³⁵

In collaboration with <u>ASSIST FM</u>, a facilities management umbrella organization, local authorities and caterers deliver 350,000 school meals each day. Of those meals, 145,000 are for students who are entitled to free school meals³⁶.

Program Uptake

In 2019, 38.0 percent of total school enrolment was registered for free school meals. This was slightly higher than the 37.4 percent recorded in 2018 and reversed the previous downward trend in free school meal registration rates. Free school meal registration rates are affected by the economic circumstances of pupils and their parents and changes to the eligibility criteria. The most significant changes to eligibility criteria since 2015 have been the increased proportion of special schools reporting 100% registration and the introduction of universal eligibility to all P4 pupils in Glasgow City in August 2018.³⁷ See the Appendix for more information.

There have been issues with meal uptake by students. According to the Scottish Poverty and Inequality research unit at Glasgow Caledonian University, about a quarter of the primary children registered for free meals do not have one on a typical day. The proportion is even higher among secondary school pupils. Sclose to 100,000 free school meals of the 350,000 served daily, are served to pupils entitled to one because their families are eligible for social security. Uptake across Scotland was higher in primary schools and schools that were smaller or rural. It suggested some practices in schools may work against increasing the uptake of school meals, including:

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³⁵ Food for Life Catering Mark (n.d.).

³⁶ Assist Facilities Management (n.d.).

³⁷ School Healthy Living Survey (2019).

³⁸ McIvor (2019).

³⁹ Ibid.

- Allowing students to eat food brought in from outside the school in dining halls.
- Failing to introduce staggered lunch breaks to extend capacity.

According to the BBC article, one in four Scottish primary children not taking free school meals, The Scottish government has encouraged all families who have a child above P3 who is eligible for free school meals to register them. A spokesperson said:

"Access to healthy and nutritious school meals is essential, given the clear benefits for pupils' learning and health. Free school meals provide much-needed support and assistance, saving families on average £400 a child per year." A spokesman for the local council body Cosla said: "It is important that we continue to work to remove any potential or perceived barriers to the uptake of school meals across the board. "It should also be noted that most local authorities are now providing food and activities outside of normal school hours, including before and after school and during the school holidays."

All children in Primary 1 through Primary 3 can receive a free school meal. In other grades, based on income, parents may be eligible for support or allowance. They can also buy them. Children 16 to 18 years old can qualify for aid on their own. Applications for assistance go through the local council.⁴³

The cost for a school meal in Scotland varies between councils, averaging £2.15 each, with the most expensive in Aberdeenshire at £2.50.⁴⁴

Menus vary by council and change seasonally. Menus for special diets are available. Click here to view recent sample menus.

Contacts

For contact information for the 32 councils. See <u>Check your council's website for further information</u>

Also see: Food for Life and The Soil Association

Appendix: Program Uptake:45

Chart 1: Percentage of pupils registered for free school meals by sector, 2015 to 2019

⁴¹ Ibid.

⁴⁰ Ibid.

⁴² Ibid.

⁴³ Mygov.scot. *School Meals* (2021).

⁴⁴ Westwater (2021).

⁴⁵ School Healthy Living Survey (2019).

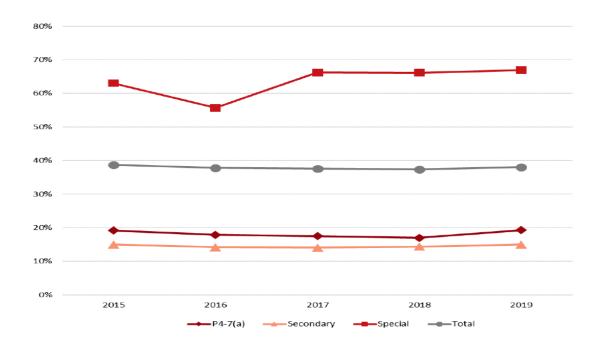
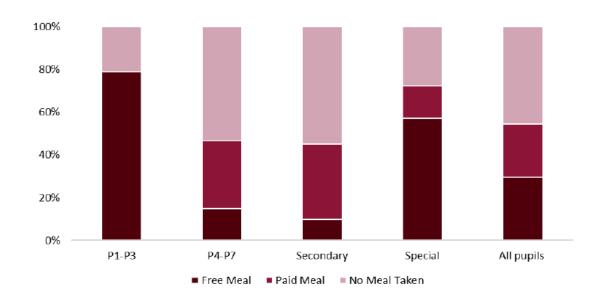


Table 1: Percentage of pupils taking school meals, 2019



School meals data by Urban Rural classification, size of school and local authority are available in the <u>supplementary tables</u>. School level information on school meals is also <u>available</u>.

Table 1a: Number and percentage of pupils taking school meals (free or paid for) and registered for and taking free school meals by sector, 2014 to 2019

	2014	2015	2016	2017	2018	2019					
	Pupils registered for free meals										
Primary	77,791	213,199	212,175	212,235	210,906	214,353					
Secondary	44,224	41,744	39,280	38,841	39,511	41,881					
Special	4,373	4,498	3,681	4,155	4,506	4,608					
Total	126,388	259,441	255,136	255,231	254,923	260,842					
•	Pupils registered and present taking free meals										
Primary	63,986	162,799	166,454	165,027	160,323	160,539					
Secondary	27,739	26,264	24,811	23,911	23,937	24,287					
Special	3,719	3,607	2,899	3,418	3,466	3,448					
Total	95,444	192,670	194,164	192,356	187,726	188,274					
			Pupils p	present and t	aking meals	(free or paid for)					
Primary	192,666	237,404	246,821	246,162	237,315	230,271					
Secondary	115,150	111,562	114,586	110,288	110,364	112,722					
Special	5,206	4,875	4,511	4,375	4,663	4,371					
Total	313,022	353,841	365,918	360,825	352,342	347,364					
	2014	2015	2016	2017	2018	2019					
Pupils registered for free meals											
Primary	20.6	55.3	54.1	53.4	52.7	53.5					
Secondary	15.5	15.0	14.2	14.1	14.4	15.0					
Special	60.7	63.0	55.7	66.2	66.1	66.9					

Total	18.8	38.7	37.8	37.6	37.4	38.0			
Pupils registered and present taking free meals									
Primary	88.7	80.5	82.7	82.1	80.5	79.2			
Secondary	76.6	76.4	73.9	73.4	72.8	70.9			
Special	94.8	90.3	89.8	91.3	87.1	85.1			
Total	85.0	80.1	81.5	81.0	79.6	78.1			
	Pupils present and taking meals (free or paid for)								
Primary	53.2	64.6	66.0	65.0	62.4	60.4			
Secondary	44.4	44.2	45.8	44.3	44.6	45.2			
Special	81.7	78.0	77.7	78.0	77.8	72.4			
Total	49.8	56.5	58.1	56.9	55.6	54.5			

- a. In 2014, primary school free meal registrations were affected by a reduction in the number of local authorities with local initiatives.
- b. On 5 January 2015, the Scottish Government launched the extension of free school meals eligibility to include all children in P1-P3.
- c. Figures on percentage uptake that were originally published were corrected in June 2016. See section 3.3 <u>background notes</u> for this publication for further details.
- d. In August 2019, the 2018 figures for Edinburgh and North Lanarkshire were corrected. PE data was not affected. See section 3.3 <u>background notes</u> for this publication for further details.
- e. In August 2018, Glasgow City Council introduced a local initiative extending free school meals to all P4 pupils.
- f. Figures for 2018 and 2019 exclude Jordanhill. See section 3.3 <u>background notes</u> for this publication for further details.

Table 1b: Primary pupils taking school meals (free or paid for) and registered for and taking free school meals by sector, 2014 to 2019

						Number
	2014	2015	2016	2017	2018	2019
Pupils registered for free meals						

P1-P3	#	172,284	172,912	173,020	172,163	169,931			
P4-P7	#	40,915	39,263	39,215	38,743	44,422			
Total Primary (P1-P7)	77,791	213,199	212,175	212,235	210,906	214,353			
Pupils registered and present taking free meals									
P1-P3	#	129,674	134,667	134,042	130,201	127,888			
P4-P7	#	33,125	31,787	30,985	30,122	32,651			
Total Primary (P1-P7)	63,986	162,799	166,454	165,027	160,323	160,539			
	Pupils present and taking meals (free or paid for)								
P1-P3	#	129,674	134,667	134,042	130,201	127,888			
P4-P7	#	107,730	112,154	112,120	107,114	102,383			
Total Primary (P1-P7)	192,666	237,404	246,821	246,162	237,315	230,271			
						Percentage			
	2014	2015	2016	2017	2018	2019			
				Pupil	s registere	d for free meals			
P1-P3	#	100.0	100.0	100.0	100.0	100.0			
P4-P7	#	19.2	17.9	17.5	17.0	19.3			
Total Primary (P1-P7)	20.6	55.3	54.1	53.4	52.7	53.5			
Pupils registered and present taking free meals									
P1-P3	#	78.9	81.7	81.2	79.6	79.0			
P4-P7	#	87.5	87.3	86.2	84.9	79.9			
Total Primary (P1-P7)	88.7	80.5	82.7	82.1	80.5	79.2			
Total Primary (P1-P7)	88.7					free or paid for)			

P1-P3	#	78.9	81.7	81.2	79.6	79.0
P4-P7	#	53.1	53.7	52.4	49.5	46.7
Total Primary (P1-P7)	53.2	64.6	66.0	65.0	62.4	60.4

- a. In 2014, primary school free meal registrations were affected by a reduction in the number of local authorities with local initiatives.
- b. On 5 January 2015, the Scottish Government launched the extension of free school meals eligibility to include all children in primary 1-3.
- c. Figures on percentage uptake that were originally published were corrected in June 2016. See section 3.3 <u>background notes</u> for this publication for further details.
- d. In August 2019, the 2018 figures for Edinburgh and North Lanarkshire were corrected. PE data was not affected. See section 3.3 <u>background notes</u> for this publication for further details.
- e. In August 2018, Glasgow City Council introduced a local initiative extending free school meals to all P4 pupils.
- f. Figures for 2018 and 2019 exclude Jordanhill. See section 3.3 <u>background notes</u> for this publication for further details.

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