

Implementation Plan to Support the Implementation of the *Guidelines for Food and Beverage Sales in BC Schools*

Prepared by:
Dietitians of Canada, BC Region

For the:
BC Healthy Living Alliance

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An initiative of these BC Healthy Living Alliance members



In partnership with: Interior Health, Fraser Health, Northern Health, Vancouver Coastal Health, Vancouver Island Health, the Provincial Health Services Authority, the Public Health Agency of Canada and 2010 Legacies Now

Table of Contents

Definition of acronyms used in this report	3
1.0 Introduction	4
2.0 Overview.....	4
3.0 Goal, Objectives and Related Targets and Measures.....	7
4.0 Partners	12
5.0 Budget.....	13

Tables

Table 1 Objectives, Targets, Measures and Activities by Year.....	8
Table 2 Draft Budget for the School Initiative	14

Figures

Figure 1 Key Process supports	6
Figure 2 Organizational Structure.....	15

Definition of acronyms used in this report

BCHLA: BC Healthy Living Alliance
BCSSA: BC School Superintendents Association
BCCPAC: BC Confederation of Parent Advisory Councils
BCSDSTA: BC School District Secretary-Treasurers' Association
BCSSA: BC School Superintendents Association
BCSTA: BC School Trustees Association
BCPVPA: BC Principals' and Vice Principals' Association
BCTF: BC Teachers' Federation
DAD: Dial-A-Dietitian
DC: Dietitians of Canada
DASH: Directorate of Agencies for School Health
HA: Health Authority
SD: School District

1.0 Introduction

In the fall of 2006, the BC Healthy Living Alliance (BCHLA) identified a priority to support the implementation of the Ministry of Education and Ministry of Health *Guidelines for Food and Beverage Sales in BC Schools*. This is in keeping with a recommendation directed to the school environment in *The Winning Legacy* report from the BCHLA, namely, “focus on environmental approaches to risk factor interventions, including options for promoting healthy foods, curtailing access to unhealthy foods ...”

Dietitians of Canada (DC) was contracted on behalf of BCHLA to create a plan describing how BCHLA could support happier and faster implementation of the Guidelines. The plan was developed based on consultation with all health authorities and the education community including the Ministry of Education and the Ministry of Health. The final report, *Supporting the Implementation of the Guidelines for Food and Beverage Sales in BC Schools*, approved by BCHLA on January 18, 2007, describes the broad range of supports and partners needed to support happier and faster implementation of the Guidelines. It identifies the most appropriate role for a BCHLA funded initiative within the context of this broad range of supports and partners. The report highlights challenges, opportunities and key factors for successful implementation and confirms that schools and school districts are at various stages of readiness to implement the Guidelines. Refer to the full report for further details.

The BCHLA funded initiative, hereafter referred to as the School Guidelines Support Initiative, is one initiative within BCHLA’s Healthy Eating Strategy, which is currently under development. The Healthy Eating Strategy will contribute to achieving the BCHLA’s targets of 7 out of 10 British Columbians aged 12+ eating at least 5 vegetables and fruits a day and 7 out of 10 British Columbians aged 20-64 being at a healthy weight.

On January 18, 2007, the BCHLA approved DC as the lead organization to implement a School Guidelines Support Initiative and requested an implementation plan for discussion on March 15, 2007.

2.0 Overview

The *Guidelines for Food and Beverage Sales in BC Schools* apply to foods and beverages sold to students in all public school locations. Given the vast majority of schools are public, they will be the primary focus of the School Guidelines Support Initiative, however all supports and resources will be available to independent schools.

There are currently 59 school districts and one Francophone Education Authority in BC. Within these districts there are more than 2,000 schools, and 655,000 students, of which 90% attend public school and 10% independent schools.

Both process supports (i.e. the required resources) and an organizational structure (i.e., capability requirements) are required to effectively implement the Guidelines. Currently resources are only partially developed, and an organizational structure capable of supporting the implementation of the Guidelines is not in place.

The following assumptions guided the development of this implementation plan:

- Healthy eating is a vital part of learning, and should not be seen as separate from the education system.
- Sustainable change within the school system is a long-term process, requiring time for establishing the support and management systems, building awareness and support, and working with the schools, community and vendors to strengthen capacity and ultimately affect change.
- The education system including individual schools must own and lead on the change management process. A 'top down' change model based on policy direction alone is unlikely to be successful, based on the results of the consultation process. Motivation for change and implementation support should exist at all levels in the education sector, e.g. administrative and instructional through to students and parents.
- The process for implementing the Guidelines must be robust and responsive to local readiness and capacity, given the high degree of variability that exists within and across school districts. The extent of readiness of an individual district and school can only be ascertained following a complete inventory of readiness and capacity.
- The implementation process must build on and leverage existing community, health authority, school, provincial government and provincial education organization supports and initiatives.
- The experience of students, parents, teachers, administrators and the private sector, e.g. vendors, all mobilizing together to implement the school guidelines is key to sustainable change.

Six process supports shown in Figure 1 were identified as key to happier and faster implementation of the Guidelines. Their development or facilitation is recommended as part of the roles described in the overall organizational structure – Appendix 1, which is described in more detail in the report *Supporting the Implementation of the Guidelines for Food and Beverage Sales in BC Schools*. Health Authorities and others within the health community will be encouraged to continue to allocate resources (e.g. community nutritionists) to support the implementation of the School Food and Beverage Guidelines thereby strengthening community supports. Similarly, the education community, which must lead on and own the implementation of the Guidelines, will be encouraged to support their implementation e.g. establishment of school district coordinators. The School Guidelines Support Initiative will not fund human resources at the HA or SD level, however, it will be designed to build on and leverage community health and school district supports considering the variability that exists with regards to stage of readiness and capacity.

The implementation plan which follows outlines the objectives, targets and measures for this Initiative as well as the partners, timelines and a draft budget.

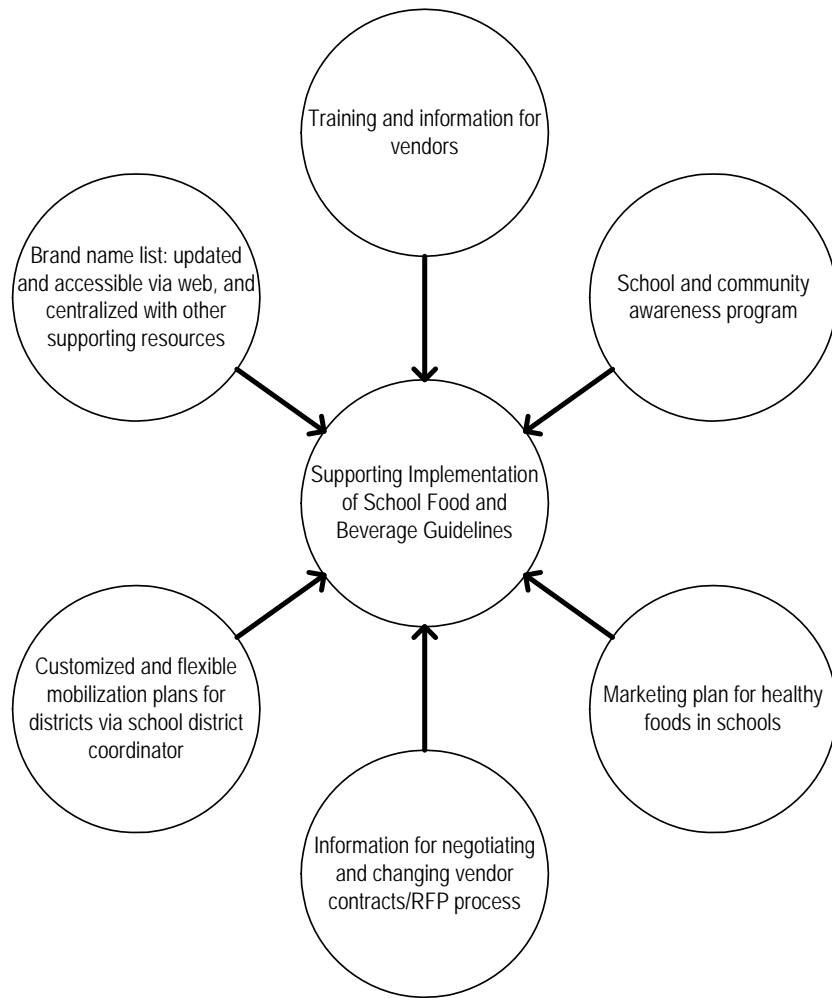


Figure 1. Key Process Supports

3.0 Goal, Objectives and Related Targets and Measures

The overall goal of the Initiative is to support happier and faster implementation of the *Guidelines for Food and Beverage Sales in BC Schools*.

This will be achieved through the following objectives:

1. Create a centralized resource (e.g. 1-800 line, resource expert, access to inventory of local supports, resources/tools) targeted and promoted to schools and responsive to their needs.
2. Provide school districts and schools with customized support that enables them to move ahead in achieving the guidelines, while recognizing differences in capacity and readiness
3. Raise school community awareness about the Guidelines and the general and customized supports that are available to schools and school districts
4. Provide easy access to a current brand name list that details which foods fit in the Choose Most, Choose Sometimes, Choose Least and Not Recommended categories.
5. Provide vendors with training and support to encourage the provision of Choose Most food choices.
6. Evaluate the success of the School Guidelines Support Initiative

The related targets, measures and activities are detailed in Table 1.

Table 1 Objectives, Targets¹, Measures and Activities by Year

Objectives	Targets	Measures	2007-08 Activities	2008-09 Activities
<p>1. Create a centralized resource (e.g. 1-800 line, resource expert, access to inventory of local supports, resources/tools) targeted and promoted to schools and responsive to their needs</p>	<p>The majority of school districts are aware of and access the centralized resource.</p>	<p>Track calls to the 1-800 line, including district number, type of caller (e.g. teacher, principal etc.), type of request, resource distributed</p>	<ul style="list-style-type: none"> ▪ Develop a partnership agreement with DAD ▪ Establish central resource at DAD (by June 1, 2007) ▪ Train/orient DAD Resource person ▪ Develop standardized process for managing calls and requests ▪ Working closely with HA and other health partners, identify available community health supports and compile inventory ▪ Compile inventory of tools and resources, identify gaps, develop new tools where necessary ▪ Working closely with education partners, promote the centralized resource to schools ▪ Distribute resources as needed and requested 	<ul style="list-style-type: none"> ▪ Respond to requests for information, tools, links to resources ▪ Maintain inventories ▪ Develop new tools as needed

¹ These are Initiative Targets. It is anticipated that achieving these will contribute to those established for the BCHLA Healthy Eating Strategy and in turn the BCHLA's targets related to vegetable and fruit consumption and healthy weights.

Objectives	Targets	Measures	2007-08 Activities	2008-09 Activities
<p>2. Provide school districts and schools with customized support that enables them to move ahead in achieving the guidelines, while recognizing differences in capacity and readiness</p>	<p>80% improvement in school district readiness to transition from current state to full implementation of the Guidelines</p>	<p>Track stage of readiness and capacity of each school district using a consistent method in the fall 2007 and repeat in fall 2008</p>	<ul style="list-style-type: none"> ▪ Assess SD stage of readiness and capacity (by September 30, 2007) ▪ See Activities under Objective 1 ▪ With BCSTA leadership, Education Partner groups advise on the development and implementation of customized mobilization plans ▪ With support from community health supports (e.g. community nutritionists), and Education Partner Groups, implement the mobilization plans 	<ul style="list-style-type: none"> ▪ Reassess SD stage of readiness and capacity fall 2008 ▪ Modify implementation of mobilization plans as needed to address SD readiness and capacity
<p>3. Raise school community awareness about the Guidelines and the general and customized supports that are available to schools and school districts</p>	<p>100% of provincial education organizations (BCSTA, BCSSA, BCPVPA, BCTF, BCSDSTA, BCCPAC, BC Student Voice) support the implementation of the Guidelines</p> <p>Most school districts engage in a school community awareness initiatives</p>	<p>Track school community awareness initiatives delivered</p>	<ul style="list-style-type: none"> ▪ With leadership from BCSTA, 'Protocol of Cooperation' to support implementation of Guidelines signed by provincial education partners ▪ School Guidelines Support Initiative announced (tentative date April 20 in conjunction with BCSTA 	<ul style="list-style-type: none"> ▪ Continue to promote centralized resource and supports ▪ Continue to support mobilization of the school community

Objectives	Targets	Measures	2007-08 Activities	2008-09 Activities
			<ul style="list-style-type: none"> conference/AGM) ▪ With school district coordination and leadership, mobilize the school community through public forums, publicity, marketing healthy foods initiatives, training etc, ▪ Maintain/strengthen linkages with other key leaders in the education community (DASH, ActionSchools!BC etc.) ▪ See Mobilization plans –Objective 2 	
<p>4. Provide easy access to a current brand name list that details which foods fit in the Choose Most, Choose Sometimes, Choose Least and Not Recommended categories</p>	<p>The brand name list is accessible online to those who need access by the fall 2007</p>	<p>Track online usage of the brand name list</p>	<ul style="list-style-type: none"> ▪ Develop the brand name list into a user friendly, electronically available resource; determine potential users, web site host, maintenance plan ▪ Pilot test web site and revise as necessary ▪ Launch and promote “live” brand name list and associated tools (fall 2007) ▪ Maintain and regularly update brand name list 	<ul style="list-style-type: none"> ▪ Revise web site and tools as necessary based on feedback from users ▪ Maintain and regularly update brand name list

Objectives	Targets	Measures	2007-08 Activities	2008-09 Activities
5. Provide vendors with training and support to encourage the provision of Choose Most food choices	Training and supports are available to vendors	Track numbers of vendors participating in training and accessing resources	<ul style="list-style-type: none"> ▪ Provide training opportunities, central resource, brand name list to vendors ▪ Link vendors to local and other available supports 	<ul style="list-style-type: none"> ▪ Ongoing
6. Evaluate the success of the School Guidelines Support Initiative.			<ul style="list-style-type: none"> ▪ Develop evaluation plan in coordination with BCHLA evaluation process ▪ Track measures and adjust the Implementation Plan accordingly 	<ul style="list-style-type: none"> ▪ Prepare the final report on the success of the implementation plan including a sustainability plan for beyond 2009

4.0 Partners

Building and strengthening partnerships has been a priority since work first began in September 2006 to determine how BCHLA could best support the implementation of the Guidelines. Dietitians of Canada has been working closely with the Ministry of Education and the Ministry of Health who released the Guidelines in 2005, to ensure the consultation work undertaken during the fall 2006, the final report delivered to BCHLA in January 2007 and this Implementation Plan, all reflect their input and consider their concerns. We have also conducted consultations with the broader education community and health authorities to inform this Initiative.

To ensure ownership of the Guidelines remains with schools and schools districts across BC, a relationship has been developed with the BC School Trustees Association (BCSTA). The BCSTA has taken a leadership role in engaging provincial education groups (BCCPAC, BCPVPA, BCSDSTA, BCSSA, BCTF as well as the BC Student Voice) to work together to lead on supporting the implementation of the Guidelines in all schools in BC. To this end, BCSTA invited the provincial education associations to consider signing a 'Protocol of Cooperation' by June 2007 to support implementation of the Guidelines. BCSTA will provide leadership to secure this agreement. They also have committed to supporting the development of the customized Mobilization Plans noted in Table 1 and will independently fund this work. They may also be able to house at least one resource person hired to support the Initiative.

Dial-A-Dietitian, a free Nutrition information service, which is part of the BC Health Line service funded by the Ministry of Health, has agreed to provide the targeted 1-800 information line support that the health and education community identified as important to the successful implementation of the Guidelines. In addition, they will recruit one staff person to support this 1-800 information line. Working closely with the Ministry of Health which funds Dial-A-Dietitian through the Nutrition Link Services Society and in partnership with the Nutrition Link Services Society, a partnership agreement will be prepared that will include the 1-800 centralized support and one dedicated staff person who will be housed at DAD. Funds to support this key role will be allocated from DC to the Nutrition Link Services Society which operates DAD.

The Ministry of Health has begun work on the "brand-name list" and has provided the same to Dietitians of Canada, with the caveat that DC will make suitable arrangements to develop a user friendly electronic list and manage and maintain this list. DAD is committed to managing and maintaining the brand name list. This component of implementation plan will become part of the partnership agreement with DAD.

Regional Health Authorities have played a key role in supporting schools and school districts to implement the School Food and Beverage Guidelines. This has included allocating staff (e.g. community nutritionists and in some areas of the province public health nurses) to work directly with schools and school districts. This BCHLA funded Initiative will work closely with HAs to build on this knowledge and expertise. It is anticipated that HAs will continue to promote and support the School Guidelines Support Initiative. DC may be interested in working with a HA and/or a SD to second a suitable resource person to support this Initiative which would involve providing funds to the

HA/SD to cover the actual cost of this human resource allowing the HA/SD to back fill. BCHLA has approved this potential arrangement.

During the consultation phase last fall 2006, DASH and ActionSchools! BC were involved in shaping the final report - *Supporting the Implementation of the Guidelines for Food and Beverage Sales in BC Schools*. As this Initiative unfolds, it is anticipated that there will be opportunities to continue to work together to ensure this Initiative is the best it can be.

An Advisory Committee made up of representatives of key education and health groups, was established to provide input and support for this Implementation Plan. A draft was circulated to the Committee for input and feedback and a teleconference meeting was held to allow discussion. Feedback was integrated. The Advisory Committee members included:

- Paige MacFarlane, Assistant Deputy Minister, Ministry of Education
- Lisa Forster-Coull, Provincial Nutritionist, Ministry of Health
- Lee Southern, Executive Director, BC School Trustees Association
- Doreen Redmond, BC Principals' and Vice Principals' Association
- Brenda LeClair, Managing Director, Strategic Development and Partnerships, 2010 Legacies Now
- Susan Ross and Kathleen Quinn, members of Dial-A-Dietitian Executive Committee
- Jean Blake, Chair, BCHLA, Healthy Eating Strategy
- Sonya Kupka, Director, BCHLA Secretariat

An Advisory or Steering Committee will be established to provide ongoing input and support for the School Guidelines Support Initiative as it moves forward with as many members of the initial committee continuing on as feasible.

5.0 Budget

The BCHLA approved the allocation of a \$1 million grant (zero-based budget plan and 12% allocation for overhead costs) over a two year period to Dietitians of Canada, BC Region as the lead organization to support the implementation of the Guidelines based on this Implementation Plan. Partnership agreements will be developed and funds will flow through DC to approved partner organizations, that is Dial-A-Dietitian and the BCSTA, to support various pieces of the Initiative, including the centralized resource, customized supports, and school community awareness. The following budget outlines the estimated costs of moving forward with the plan based on the current environment.

Table 2 Approved Budget for the School Guidelines Support Initiative

Planned Expenditures	Year 1 Apr-07 to Mar 31-08	Year 2 Apr-08 to Mar 31-09	Wrap-up Apr 09 to Jun 30-09	Total for 2.25 Years
DAD Centralized Resource and Brand Name List				
Staffing ²	65,000	78,000	20,000	163,000
Office space, equipment and supplies ³	10,000	9,000	3,000	22,000
Online Brand Name list development/maintenance	70,000	10,000	10,000	90,000
Subtotal – DAD centralized resource/brand name list	145,000	97,000	33,000	\$275,000
Customized Supports and School Community Awareness				
Staffing and Consultants ⁴	110,000	121,000	25,000	256,000
Office space, equipment and supplies ⁵	10,000	9,000	3,000	22,000
Customized Supports ⁶	80,000	20,000		100,000
School Community Awareness ⁷	160,000	60,000		220,000
Subtotal – Customized Supports/ School Community awareness	360,000	210,000	28,000	\$598,000
Vendor support	10,000	9,500	-	19,500
Sub-total	515,000	316,500	61,000	892,500
12% Overhead	61,800	37,980	7,320	107,100
Total Expenses	\$576,800	\$354,480	\$68,320	\$999,600

² Staffing includes one full time staff person to manage the 1-800 centralized support.

³ Office space will be available at DAD for at least one person. Funds will transfer from DC to offset their costs.

⁴ Staffing includes one full time contractor to support both the customized supports and school community awareness, plus initiative management and consultants which may be funded through partner organizations.

⁵ Office space may be available at BCSTA for an additional resource person. Funds will transfer from DC to offset their costs.

⁶ Education Partner Groups will work together to develop mobilization plans and advise on the what supports are necessary to enable Schools & Districts. Resources and communications may be funded through partner organizations.

⁷ Education Partner Groups will advise on distribution of funds to support districts which may include information meetings, public forums, publicity, training, RFP development, and marketing healthy choices. This piece may be allocated to BCSTA to implement.

Appendix A Organizational Structure

School Champions and Teams

Teachers (home economics, business, and other dedicated champions) principals, students, parents, cafeteria staff, vendors and purchasing managers. Avoid the creation of new teams by merging Guidelines implementation with the goals of existing school teams (e.g. AS! BC and Healthy Schools Network teams).

Role:

- Work with the community health action supports and school district coordinator to assess school readiness and capacity and set priority goals for implementing the Guidelines.
- Implement the Guidelines using an approach that is tailored to school needs.
- Access School Guidelines Implementation Supports as needed.

School District Coordinator

A dedicated Guidelines coordinator within each school district, where appropriate.

Role:

- Work with the School Guidelines Support Team and Community Health Action Supports to plan a mobilization strategy for the district, including initiating the development of a district plan for implementation of the Guidelines.
- Receive training and ongoing support from the School Guidelines Support Initiative.
- Connect the Community Health Action Supports with individual schools where possible, to provide direct support.

School Guidelines Support Initiative

Maintaining an ongoing close working relationship with education and health stakeholders, this initiative will ensure the supports provided meet the unique and varied needs of schools and school districts. A support team, with expertise in nutrition, marketing, training, and resource development will:

- Work with school districts and schools in a flexible way.
- Develop necessary tools, leads awareness and marketing campaign, work with vendors/suppliers, identify and train school district coordinators and community support teams, facilitate monitoring and evaluation.

Community (Health Action) Supports

Regional-specific supports, based on existence of supporting people in community health. Includes HA-identified expert/support persons (community nutritionists/public health nurses), coordinators from the CCS and BCCA, Action Schools! BC, and others as available.

Role:

- Accessing support from the School Guidelines Support Initiative, work with school districts and schools to help them implement the Guidelines.

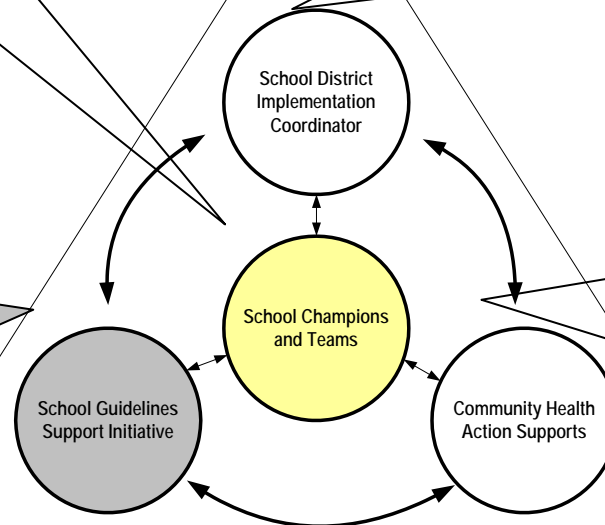


Figure 2. Organizational Structure and Description of Roles for Supporting Implementation of the Guidelines for Food and Beverage Sales in BC. Shaded box and circle represent BCHLA School Guidelines Initiative funding.