3 THEORETICAL ANALYSIS

In the introduction of this report the reason for implementing a European SFS has already been described. Following this explanation and the general objectives of the *European Strategy on Nutrition, Overweight and Obesity related health issues* basically two aspects are addressed by the scheme which are considered to be very unfavourable by the European Commission and the European Parliament:

- The consumption of fruit and vegetables in most European Member States has been falling and on average does not reach the World Health Organisation minimum net recommended intake of 400 g/day. This situation is in particular worrying among children.

- A low intake of fruit and vegetables affects negatively the market for fruit and vegetables and contributes to poor diet which in turn might be one of the key elements of obesity, long recognised as causing several diseases. This problem tends to affect to a greater extent groups who are socially less privileged and poorer regions of the EU.


As declining consumption of fruit and vegetables leads subsequently to a declining production and thereby to a reduced agricultural income the SFS measure intends to counteract this trend.

As European citizen fail highly to meet the fruit and vegetables intake recommended by the WHO, especially for children, which might lead in the long-term to a declining health situation and an increase of overweight and obesity, the SFS measure might be able to counteract this trend at an age when the eating habits of human beings are formed.

Figure 12 shows these two objectives of the EU SFS. Thereby, even if the direct target group are school children, the overall and long-term target group consist of, on the one hand, all European citizens and, on the other hand, those who work in the European agricultural sector. As protection of the health of EU citizens is an objective that according to the EU Treaty should be considered in each European policy field and as the stabilisation of European agricultural markets is a central element of the European Common Agricultural Policy (CAP) the funding of this programme by the Directorate General for Agriculture and Rural Development is comprehensible.

The legal justification of this funding is based on Article 39, 41(b), 43 and 168 of the Lisbon Treaty on the Functioning of the EU (TFEU) corresponding to the Common Agricultural Policy. Here it is e.g. mentioned that measures have to contribute to the stabilisation of the market for fruit and vegetables and should tend to implement the objectives of the CAP. Article 41(b) of the TFEU specifically provides for joint measures within the framework of the CAP in order to promote consumption of agricultural products. Especially Article 168 of the TFEU states that a high level of human health protection should be ensured by the CAP.

The implementation of the SFS has been prepared by different European Strategy Papers like the Commission White Paper on “*A Strategy for Europe on Nutrition, Overweight and Obesity and related health issues*”. The basis for its implementation is Council Regulation

---


1234/2007 and subsequently Commission Regulation 288/2009 “laying down detailed rules for applying Council Regulation No 1234/2007 as regards Community aid for supplying fruit and vegetables, processed fruit and vegetables and banana products to children in educational establishments, in the framework of a School Fruit Scheme”. Thus, Commission Regulation No 288/2009 sets more detailed rules regarding the core elements of the EU SFS defined in the Council Regulation 1234/2007, namely

- regarding the development of national/regional strategies,
- deadlines for notifications, eligible costs for co-financing,
- the budget in terms of indicative allocation per Member State / Region,
- obligations for participating Member States / Regions e.g. monitoring/controls etc.

In the following the central elements of the intervention logic underlying the EU SFS are described as illustrated by Figure 12.

The budget currently allocated by the European Commission for the financing of the SFS amounts to EUR 90 million. Member States (or their administrative regions in federal states) can participate in the scheme by developing an implementation strategy covering three core elements: The strategy of implementation, the Accompanying Measures envisaged and the intended co-financing ratio. Thereby, the implementation of Accompanying Measures is obligatory. The strategy is notified to the Commission by a prescribed date if Member States wish to participate in the scheme, and leads to an EU financing rate of 50% or 75%. Hence, 50% or 25% of the budget spend for the SFS has to be funded by the Member States themselves.

The European aid can be used for all measures of the SFS strategy, including the costs for the obligatory monitoring and evaluation, the free distribution of fruit and vegetables at schools, communication measures but excluding the costs for Accompanying Measures. They have to be funded exclusively by the Member States. The Member States themselves are free to build their co-financing based on public, private or parental contributions. The intermediate outputs of the programme which should be reached are:

- Increase the consumption of fruit and vegetables in schools
- Increase the share of fruit and vegetables in children’s diet
- Increase children’s knowledge about health and the agricultural market
- Involve high level private, public and parental contribution
- Integration of children with high needs into the SFS
- Increase children’s health situation and physical activity

From these intermediate outputs, indicators can be derived which are displayed for illustration purposes in Figure 12. The positive long-term impacts are:

- Increase total EU consumption and production of fruit and vegetables
- Improve the share of fruit and vegetables in children’s and parent’s diet
- Decrease diseases and better physical conditions of EU citizen
- Reconnecting urban citizens with food and its producers
- Address real concerns of European citizens
- Contribute to social cohesion

At this point indicators which are adequate to quantify the progress of the scheme can be defined and displayed for illustration purposes in the intervention logic model (Figure 12).
**Figure 12: Intervention logic diagram of the European School Fruit Scheme**

**EU value added**
- Overall European citizen
- Global objectives
  - Health: Increase health of EU citizen
  - Market: Stabilisation of the EU f&v market
  - European agricultural sector
- Impact indicators (selected ones...)
  - Fruit and vegetable consumption in EU MS (total amount)
  - Daily diet of fruit and vegetables in EU MS (daily consumption)
  - Human health indicators
  - Increased acceptance of European agricultural production
  - Image of European Commission and the European agricultural sector
  - Status of social balancing process

**Long-term impacts**
- Increased EU consumption and production of fruit and vegetables
- Increased share of f&v in children’s and parents’ diet
- Decreased diseases and better physical conditions of EU citizen
- Reconnecting urban citizen with food and its producers
- Address real concerns of EU citizen
- Contribute to social cohesion

**Output indicators (selected ones...)**
- Amount of fruit and vegetables distributed at schools
- Number of participating Member States, schools and children
- Children’s daily diet of fruit and vegetables
- Quantity and quality of accompanying measures
- Contribution of public, private and parental co-financing
- Number of school absence resulting from infections

**Intermediate outputs**
- Increase consumption of fruit and vegetables at schools
- Increase the share of fruit and vegetables in children’s diet
- Increase children’s knowledge about health and agricultural markets
- Involve high level of private, public and parental contribution
- Integration of children with high needs into the School Fruit Scheme
- Increase children’s health situation and physical activity

**Measures**
- National or regional School Fruit strategy
- Free f&v distribution at schools
- EU & national monitoring & evaluation
- Accompanying measures

**Receptor / Target group**
- Member States
- National control points
- Head-master of schools
- School children

**EU budget: 90Mn € (DG-AGRI) : INPUT**
- Art. 39 TFEU: Contribute to stabilising and enhancing the market for fruit & vegetables
- Art. 41(b) TFEU: Provide for joint measures to promote consumption of agri. products
- Art. 168 TFEU: Ensure high level of human health protection by the CAP
- EC 288 / 2009: Definition of detailed rules for the core elements of the SFS
- EC 1234/2007: Definition of the core elements of the SFS