

CrossingBridges

**Report of the 'Health in All Policies' Focus
Area Group on:**

SCHOOL FRUIT SCHEME

Title: Cross-sectoral Collaboration on the EU School Fruit Scheme

Date: May 2012

Authors: Linden Farrer (EuroHealthNet), Tina Lesnik and Mojca Gabrijelčič Blenkuš (National Institute of Public Health of the Republic of Slovenia)



Contents

1. Introduction	4
2. Crossing Bridges as an Example of HiAP	5
3. The Obesity Epidemic and School Fruit Schemes	7
3.1 Links Between Obesity and Nutrition	7
3.2 The European Union School Fruit Scheme.....	8
3.3 Implementation To-date.....	9
4. The Crossing Bridges Survey on Cross-Sectoral Co-operation in the EU SFS.....	11
4.1 Development of the Survey	11
4.2 Launch of the Survey.....	12
4.3 Response Rate.....	13
4.4 Analysis of Response Rate	14
5. Results	15
5.1 Section 1: Situation before the EU SFS	15
5.2 Section 2: Implementation phase of the EU SFS	17
5.2 Section 3: Impact of the School Fruit Scheme	20
5.3 Section 4: Looking forward and lessons learnt	25
6. Analysis	30
7. Conclusions	32
8. Annexes.....	34
Annex 1 First Email Request (11/10/2011)	34
Annex 2 - First Reminder Email (18/10/2011)	35
Annex 3 - Second Reminder Email (25/10/2011)	36
Annex 4 - The Survey	37
9. References	45
10. Acknowledgments.....	49

1. Introduction

The European Union's School Fruit Scheme (EU SFS) is a policy under the Common Agricultural Policy that has an explicit public health goal. Because European funds are allocated to the purchase of fresh fruit and vegetables, and distribution of these to schools and school children with public health and education aims in mind, the EU SFS involves three sectors which do not usually work closely together: agriculture, education and health. As such, the EU SFS is a new and mainstreamed example of the Health in All Policies (HiAP) approach, with potential lessons for other HiAP initiatives.

This report describes work carried out by EuroHealthNet and the National Institute of Public Health of the Republic of Slovenia, in preparing and managing a survey for civil servants involved in the EU SFS at different ministries across the European Union. The aim of the work was not to evaluate the effectiveness of the scheme *per se*, as the EC has itself commissioned an evaluation of "the implementation and the effectiveness, efficiency, coherence and relevance of the implementation of the School Fruit Scheme"¹, which will deliver a report to the Council and the European Parliament by August 2012. Instead, our aim was to find out what different factors are involved in the implementation of the EU SFS, to discover the impacts that this scheme has had on the different sectors involved, and to learn lessons from it so that they can be applied to other initiatives in the future.

Overall, we think the data we've collected presents a fairly accurate picture of the state of cross-sectoral co-operation in the EU SFS. Despite the inherent challenges of working with sectors that have different priorities, the EU SFS has increased skills and competences for working on future cross-sectoral initiatives, has laid good-practice foundations for future co-operation, and indicates that the groundwork laid by the EU SFS could be used to help implement future cross-sectoral initiatives.

¹ "Evaluation of the School Fruit Scheme",
http://ec.europa.eu/dgs/agriculture/tenderdocs/2011/161219/specs_en.pdf.

2. Crossing Bridges as an Example of HiAP

Crossing Bridges aims to contribute to the development of knowledge and tools required to turn HiAP theory into practice and to advance implementation of Health in All Policies (HiAP) approaches in EU member states. It builds on the work of Closing the Gap (2004-2007)², DETERMINE (2007-2010)³ and complements the Joint Action on Health Inequalities (2011-2014)⁴.

Health in all Policies (HiAP) aims to ensure that all policy considerations, in particular those outside the immediate remit of health and healthcare policy, take account of the potential to contribute to population health. By definition, HiAP is a horizontal, complementary policy-related strategy contributing to improved population health. The core of HiAP is based on an understanding that the determinants of health are principally controlled by sectors other than health (Sihto *et al.*, 2006); in the case of the EU SFS, agriculture and education.

As outlined in the World Health Organization's (WHO) Adelaide Statement, there is

need for a new social contract between all sectors to advance human development, sustainability and equity, as well as to improve health outcomes. This requires a new form of governance where there is joined-up leadership within governments, across all sectors and between levels of government... the contribution of the health sector in resolving complex problems across government (WHO, 2010b).

Moves are afoot to promote such an approach at the EU level. Recent "Council conclusions on closing health gaps within the EU through concerted action to promote healthy lifestyle behaviours" recognised that

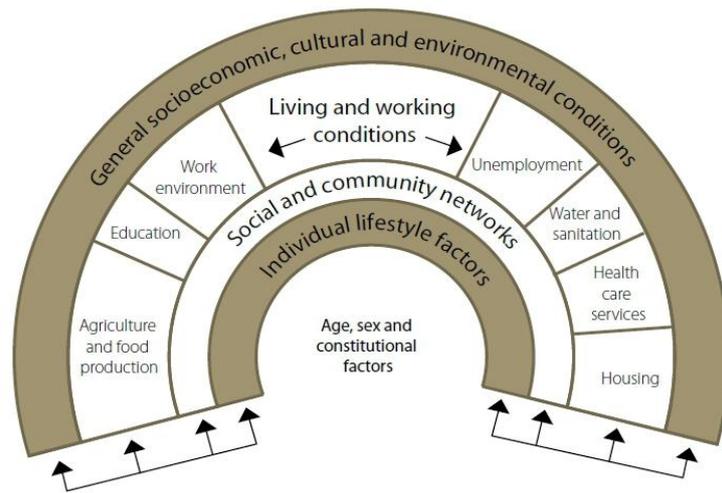
A 'Health in all policies' approach with an equity focus should be used in specific policy areas and coordinated activities that have the greatest health impact contributing to reducing the persisting health gaps. This might include health, education, research, environment, agriculture, economy, employment and social policies (Council of the European Union, 2011).

Theoretical foundation for the HiAP approach is provided by the Health Determinants model which demonstrates how the conditions into which people are born, grow, live, work and age - the social determinants of health - are interlinked.

² See <http://eurohealthnet.eu/research/closing-gap-2004-2007>.

³ See <http://eurohealthnet.eu/research/determine>.

⁴ See <http://eurohealthnet.eu/research/joint-action-health-inequalities>.



Source: European Commission (2011a) referring to earlier work by Dahlgren G., Whitehead M (1991).

3. The Obesity Epidemic and School Fruit Schemes

3.1 Links Between Obesity and Nutrition

Obesity, defined as a Body Mass Index (BMI) of over 30, is on the rise across Europe. Among the 19 member states for which data are available, the proportion of obese people in the adult population varied in 2008/9 between 8.0% and 23.9% for women and between 7.6% and 24.7% for men (Eurostat, 2011).

An estimated 20 million children in the EU27 are overweight, more than 5 million of these obese, and prevalence of obesity among children is increasing by one-third of a million each year (National Heart Forum, 2011). The extent of the problem is so great that the WHO Regional Office for Europe established a European childhood obesity surveillance system in 15 countries in the region (WHO, 2010a), which aims to routinely measure trends in weight and obesity in primary school children in order to understand the progress of the epidemic in this population group. Preliminary results indicate that on average 24% of the children aged 6-9 years old are overweight or obese.

Inadequate fruit and vegetable (F&V) consumption is responsible globally for 31% of ischemic heart disease, 19% of gastrointestinal cancers, 11% of strokes every year and the deaths of 2.7 million people (Azagba & Sharaf, 2011). Increasing intake of F&V would contribute to improving quality of the diet because of its relationship with chronic disease prevention (WHO, 2003; WHO, 2005). Although there is currently no long-term causal evidence indicating a link between increased F&V consumption and reduction of BMI (Reicks, 2006), it does seem to have an impact on lowering BMI and decreasing consumption of high-fat and sugar-rich foods (WHO, 2003; Epstein *et al.*, 2001) through a process of substituting high-calorie ingredients for lower-calorie F&V (CDC, 2012). Improved diet alongside increased physical activity would improve energy balance and therefore help reduce levels of obesity.

Evidence shows that food preferences are formed in childhood. People who eat a lot of F&V during childhood are likely to continue doing so into adulthood (Birch & Fisher, 1998). Good nutritional habits tend to be passed on to children by parents (Oliveria *et al.*, 1992). In general, girls and younger children tend to have higher and more frequent intake of F&V than boys and older children, while socio-economic position, preferences, parental intake, and availability at home are positively associated with intake. Children from affluent families in most countries and regions are more likely to eat fruit daily (Rasmussen *et al.*, 2006; Currie *et al.*, 2012). Research from Finland shows that higher levels of income are associated with higher levels of consumption of F&V at all levels of education except for men with intermediate education, and the cost of food plays a key role in determining this pattern (Lallukka *et al.*, 2010).

Research indicates that school fruit schemes (SFS) are effective at increasing intake of F&V and knowledge about F&V's nutritional value. A recent review of 30 studies looking at F&V schemes in schools found that some schemes increased F&V intake by as much as 70%, increased long-term (>1 year) F&V intake, and helped reduce dietary inequalities (De Sa & Lock, 2008). It is recognised widely that conditions before birth and during early childhood are particularly influential in determining future health (Wilkinson & Marmot, 2003; Blane, 2006), and it would therefore seem to make sense to expend health promotion efforts at an early stage in people's lives.

The limited evidence base for the effectiveness of policy interventions in changing lifestyles and reducing the prevalence of obesity remains a major challenge to evidence-based policy making. Combined approaches, which address multiple determinants including F&V intake, would improve effec-

tiveness and efficiency of interventions. However, impacts may take a long time to be realised and this is especially true of interventions aimed at children (WHO, 2010a).

Policy interventions should be developed not only with cost-effectiveness in mind, but also with an eye to health and educational outcomes. However, policy makers need 'quick wins' (WHO, 2010a), and this means that in addition to decreasing levels of childhood obesity, the following 'process indicators' might help demonstrate early signs of success or failure:

- Enrichment of curricula in primary schools (e.g. greater focus on F&V) and increased knowledge about diet and nutrition;
- More positive values as regards healthy and balanced diets in children, parents and teachers;
- Increased consumption of F&V in schools and at home, especially among children from lower socio-economic groups;
- Establishment of shorter food chains for fruit and vegetables;
- Broader availability of locally produced food items;
- New or improved methods of cross-sectoral co-operation at local, national and EU levels.

3.2 The European Union School Fruit Scheme

The Common Agricultural Policy (CAP) was created very early on in the development of the EU. In its 50-year history it has had different policy aims, corresponding to different needs and challenges. These have included ensuring safe, adequate and high-quality foods of all kinds, contribution to rural economic development, and concern for the environment and the welfare of animals. But despite its clear role in nutrition, public health has recently not been a particular priority in the CAP except for food safety issues.

The EU became aware of the alarming trend in childhood weight and obesity relatively recently. Recommendations included in the WHO Second Action Plan for Food and Nutrition Policy (WHO, 2007) made it clear that F&V consumption in children and teenagers was too low. In 2007 the EC White Paper on Obesity stated that 'a school fruit scheme would be a step in the right direction towards tackling childhood obesity' (European Commission, 2007). Things moved quite swiftly thereafter, and on 15 June 2007, in the context of the reform of the Common Market Organisation for Fruit and Vegetables, the Council launched a Declaration inviting the European Commission to come forward with a proposal for an EU SFS as soon as possible, based on an impact assessment of possible benefits, practicalities and administrative costs (Council of the European Union, 2007)⁵.

As noted in an impact assessment carried out by Commission Services (European Commission, 2008) and recognised more recently by the European Court of Auditors (2011), the EU SFS's primary objective is to reverse children's stagnated consumption of F&V in an effort to tackle childhood obesity and chronic diseases linked to unhealthy diet. Two specific routes are outlined for achieving this objective:

⁵ The legal basis for the introduction of the SPS is Council Regulation No. 1234/2009. Detailed rules on how to implement the SPS in the Member States are set out in Commission's Implementing Regulation No. 288/2009 (European Commission, 2009).

- 1) In the short term: to increase or maintain the consumption of F&V by young people by making them available in schools;
- 2) In the long term: to have an educational influence on eating habits, thereby increasing adult consumption of F&V.

Member states wishing to participate in the SFS have to produce their own national or regional SFS implementation strategies. The level of co-financing for the EU SFS varies from 50-75% depending on member state, to be matched by national and private funds in those member states that choose to make use of the programme (European Commission, 2011b). Distribution of F&V is free of charge to pupils to ensure universal participation.

In addition to the supply of F&V, the EU SFS requires member states to share good practices, and to implement awareness-raising and educational measures. These 'accompanying measures' may focus on improving the target group's knowledge of fruit and vegetables or healthy eating habits through activities as diverse as:

- A travelling exhibition to educate pupils about F&V;
- An interactive information booth in school entrance halls;
- Discussions organised for parents with doctors and nutritionists;
- Farm visits;
- Vegetable gardens on school premises;
- Development of informative websites;
- Educational support material for teachers (European Court of Auditors, 2011: 37; European Commission, 2009).

The European Court of Auditors noted that (alongside other differences) the accompanying measures are an important difference between EU School Milk Scheme (EU SMS) and the EU SFS, and that they should be co-financed (European Court of Auditors, 2011).

3.3 Implementation To-date

Twenty-three EU member states participated in the first year of the SFS (2009/2010), making fruit and vegetables available to 4.7 million children, mostly between the ages of 6-10, at 32,000 schools. This corresponds to around 18% of the core group of school children in EU who could have benefited.

Twenty-four member states participate in the school year 2011/2012, with only Sweden, Finland and the United Kingdom opting out. The main beneficiaries of the funds in 2011/2012 are Italy (€18 million), Germany (€11 million), France (€10 million), Poland (€9 million) and Romania (€8 million) (European Commission, 2011b). Funds that had been allocated to non-participating member states were re-allocated on a proportional basis to other member states.

Out of the €90 million EU funds available for financing the scheme in the phasing-in year (2009/2010), only €33 million were spent. This has been blamed on start-up problems and administrative difficulties co-financing it both at the EU and implementing levels. In Germany, for example, 16 Länder (regions) were interested in the programme but only seven chose to participate because of co-financing. Not surprisingly, administrative concerns feature prominently in suggestions put forward for increasing the effectiveness of the scheme (European Commission, 2010; European Commission, 2011c):

- Simplified working procedures to reduce administrative burdens;

- Simplified funding arrangements and increased intervention rates (to make the scheme financially more attractive to implement);
- Increasing distribution of F&V to more than one portion per week, with the aim of more effectively instilling improved eating habits and long-term nutritional behaviour in beneficiaries;
- Targeting the EU SFS at lower socio-economic groups, where F&V consumption is generally low and levels of obesity high;
- Increasing visibility of the scheme through strengthened communicative initiatives, because knowledge among the public, schools and various levels of government is low.

Perhaps as a result of the low-use of funds, member states in the Economic and Financial Affairs Council (ECOFIN) have previously suggested wide-ranging cuts to the CAP budget, including a cut to the EU SFS budget from €90 million to €64 million. Negotiations are still on-going, and organisations such as the European Public Health and Agriculture Consortium and Freshfel have voiced their opposition to such plans⁶, with Freshfel arguing that:

Decreasing the SFS budget simply means thousands of children will have further obstacles in their lives to discover taste and texture of fresh produce and the pleasure of eating them. Public authorities need to engage in ambitious and large-scale programmes to have a substantial impact, not trying to slow down a programme which is well on track. The European Parliament needs now to take over its responsibility with regard to European citizens and do everything it can to save the viability of the European School Fruit Scheme (Freshfel, 2011).

Preparations are currently underway as part of the new CAP 2014-2020 for an amendment of Council Regulation (EC) 1234/2007. There is a good chance that this may propose increasing the funds co-funded by the EC (from 50-75% to 75-90%) and EU funding to cover the costs of accompanying measures. Such a proposal would certainly help to address some of the issues our respondents brought up during the course of our survey.

⁶ See <http://www.healthyagriculture.eu/news/proposal-to-cut-eu-school-fruit-scheme-budget-for-2012> and [http://www.freshfel.org/docs/press_releases/20110728 - Freshfel laments SFS budget cut.pdf](http://www.freshfel.org/docs/press_releases/20110728_-_Freshfel_laments_SFS_budget_cut.pdf).

4. The Crossing Bridges Survey on Cross-Sectoral Co-operation in the EU SFS

4.1 Development of the Survey

The aim of the survey was to gather as much good practice and information about means of cross-sectoral collaboration on the EU SFS, and the potential results of the scheme on future cross-sectoral co-operation. We aimed to gather information from key informants via an internet-based tool, looking in particular at:

- 1) The situation before the SFS,
- 2) Planning and implementation,
- 3) The impacts of the SFS,
- 4) Lessons learnt.

In total, the survey contained 8 profile questions, 5-7 questions on the situation before implementation (depending on sector for which a respondent worked), 3 questions on the implementation phase of the EU SFS, 7 on the impacts, 3 on looking forward and lessons learnt, and 2 questions at the end asking if respondents had problems completing the survey and if they wished to receive copies of the report⁷. In developing the survey we referred to existing literature on co-operation, partnership and developing capacities in public health (Joffres *et al.*, 2004a; Joffres *et al.*, 2004b; Baille *et al.*, 2009; Bush, 2002; Catford, 2009).

Because we wanted to understand the impacts of the scheme and collect as many specific learning points as possible, we included Likert-scale and free-text questions. The overall challenge was balancing the number and type of questions while keeping the survey as short as possible, since we knew that a longer survey would deter respondents.

We tried to avoid leading questions and technical language as much as possible, and a modified Likert scale which avoided negative terms was used to capture the nuances of the impacts of the SFS:

- 1) Don't know [score=0],
- 2) Very low [score=1],
- 3) Limited [score=2],
- 4) Average [score=3],
- 5) Good [score=4],
- 6) Excellent [score=5].

Questions were elaborated upon with text help, and different font formatting options were used to increase clarity of questions. In order to make responding to the survey as easy and appealing as possible, we included a progress bar and made it possible to save a response for later completion.

Dependencies were created within the survey, meaning that the exact questions seen by a respondent depended on the sector for which (s)he worked. For example, respondents who worked in the agricultural sector were asked questions about their experiences of working with the education and health sectors.

In developing the survey we discussed use of the terms “co-operation” and “collaboration”, as they are sometimes used interchangeably and are certainly synonyms; in some languages they translate

⁷ The survey is reproduced in Annex 4.

into one term. Arthur Himmelman, who has done some work on this before, defined them as follows:

- *Co-operation*: Exchanging information for mutual benefit, and altering activities and sharing resources to achieve a common purpose.
- *Collaboration*: Exchanging information for mutual benefit, altering activities, sharing resources, and enhancing the capacity of partner(s) to achieve a common purpose (Himmelman, 2001).

We also interpreted their meanings differently, with “co-operation” referring to a looser working arrangements on specific or non-specific programme(s) or project(s), and “collaboration” referring to closer working practices on a specific intersectoral programme or policy⁸. However, both are still far from being integrated policies in the sense of two or more sectors working together through the entire policy cycle (Meijers & Stead, 2004). In any case, delineation of definitions may have been unnecessary, as difficulty with the (English) language was the most common problem reported by respondents.

4.2 Launch of the Survey

We initially hoped to obtain support from DG AGRI for our survey. The reasons for this were two-fold: firstly, we thought that the European Commission might provide us with up-to-date information about contact points for the scheme; secondly, we hoped that they might be able to send a letter or email to ‘prime’ contacts to respond to our email request. In the event, having explained our intentions to DG AGRI by phone and email, we were unfortunately unable to obtain its support and could therefore not present the initiative to the Management Committee of the SFS. Instead, they advised us to use the information published on the EC SFS website for agricultural and collaborating National Contact Points (NCPs)⁹.

Independent of our efforts with DG AGRI, attempts were also made to obtain the support of DG SANCO for our survey. We immediately received verbal support, informing us that the survey and initiative was in-line with the White Paper on A Strategy for Europe on Nutrition, Overweight and Obesity related health issues¹⁰ and that the results would be used for the evaluation of the White paper too. Preliminary findings were presented briefly at the High Level Group (HLG) on Nutrition and Physical Activity on 29 November 2011.

With 25 member states and 9 regions (7 Länder in Germany and 2 regions in Belgium) separately implementing the EU SFS, we hoped to make contact with agricultural, education and health contacts in all 34 of the different implementations of the scheme. Although the EC SFS website did provide 32 agricultural contact points, 5 of the records (Estonia, Greece, Poland, Portugal & Slovakia) did not contain useful contact information, and we later learnt that the UK-Scotland contact point was invalid because the UK government had decided to withdraw from the scheme; this left us with 26 (out of 34) agricultural contacts points in 19 member states. Since we also wanted the survey to reach education and health ministries involved in the scheme, we supplemented this with 40 additional contacts found within the annexes of the documents hosted on the EC SFS website. A number

⁸ These mostly concur with definitions in the Oxford English Dictionary: “co-operate”: 1) work jointly towards the same end, 2) assist someone or comply with their request; “collaborate”: 1) work jointly on an activity or project, 2) co-operate traitorously with an enemy.

⁹ See http://ec.europa.eu/agriculture/sfs/eu-countries/index_en.htm.

¹⁰ See

http://ec.europa.eu/health/archive/ph_determinants/life_style/nutrition/documents/nutrition_wp_en.pdf.

of additional contacts were found through internet searches, sent to us via members of HLG on Nutrition and Physical Activity, or provided to us by NCPs.

4.3 Response Rate

In total, we managed to obtain contact details for 90 organisations involved in the SFS. Emails addressed to individuals were sent when possible, with messages marked high-importance with delivery and read reports requested. Where individual contacts could not be found, requests were sent to generic organisational “mail@”, “post@” and “info@” addresses. Emails were sent in three main waves: 11/10/2011, 18/10/2011 and 25/10/2011 (see Annexes).

Out of approximately 270 emails sent to 90 organisations, 23 emails bounced requiring us to find alternative contact addresses. Of those that got through, 5 contacts did not read or deleted our emails, 6 were non-contactable, and 3 organisations informed us that they were not involved in the EU SFS. This left us with around 76 contact organisations that correctly received our email and read our requests.

Around 30 responses were filled out by individuals involved in the EU SFS online, and a further ten responses were filled out in the course of telephone interviews¹¹. The response rate was lower for emails sent to generic “mail@”, “post@” and “info@” addresses than those for which we had individual names. In the process of conducting telephone interviews we developed insight into why potential respondents were not completing the survey:

- 1) **Language:** the survey language was English, and although NCPs had a good level of English, this was not always the case in collaborating sectors. The most frequently cited problem completing the survey was language (11/40), often combined with the additional time it takes to complete a questionnaire in a non-working language (4/11). It should be noted that in reporting results below we have corrected some spellings and grammar to make the report more readable, though we have deliberately avoided changes that affect content and meaning¹².
- 2) **Lack of time and competing demands:** the second most cited problem related to lack of time (6/40). Some of those reached said they were ‘literally snowed under’ with conferences and other competing demands, and simply did not have the time to complete the survey.
- 3) **Perceived low level of involvement in the SFS:** some contacts were only partially involved in the EU SFS, and felt that they should leave responding to the NCP who would have a more complete overview of how the scheme operated. In some cases the NCPs of the EU SFS only administered decisions on behalf of Cabinet-level colleagues and were hesitant about responding to the survey based on their partial knowledge of decision making.
- 4) **Lack of trust or knowledge:** several individuals we spoke to were suspicious of our motives, with one stating that we might be trying to gain commercial advantage or strengthen a bid for evaluation of the EU SFS. With verbal re-assurance we were usually able to encourage contacts to respond to the survey or participate in an interview.

¹¹ These consisted of interviews during which the interviewer manually inputted responses into the survey website in real time. Likert-scale questions were introduced by stating “On this screen there are two columns, one before and one after, with 5 possible responses (very low, limited, average, good, excellent)... please state how X changed”. In this way, respondents were free to choose any of the Likert responses available. In cases where respondents didn’t know or have an answer, the “don’t know” response was selected.

¹² One response was in Italian, so we have translated these results into English.

4.4 Analysis of Response Rate

Out of around 102 potential responses to the survey from agriculture, health and education sector contacts, we obtained a total of 40. Broken down by sector, we obtained 27 from the agricultural sector, 10 from public health, and 3 from education. As such, we have quite a comprehensive response rate from the agricultural sector (usually agricultural ministries), though much less so from education and health. In total, we did not receive any response from 5 implementations of the EU SFS: Latvia, Denmark, Germany - Sachsen Anhalt, Germany - Thuringia, and Lithuania.

Given some of the linguistic and other difficulties outlined above, we feel we managed a modest overall response rate, with fairly comprehensive coverage of the agricultural sector. It is difficult to say with certainty whether support of DG AGRI would have increased the rate of response to the survey. Certainly, an email might have 'primed' contacts for the arrival of our survey request, and made clear that the survey was 'in line' with the objectives of the EU SFS scheme, the objectives of the White Paper on A Strategy for Europe on Nutrition, Overweight and Obesity Related Health Issues (European Commission, 2007) and a number of other EU initiatives and programmes; indeed, this exercise and Crossing Bridges was funded by DG SANCO. Regardless, it does appear that the publicly available NCP records held by the EC at the time of our survey were not comprehensive in terms of implementing region/collaborating sectors, up-to-date, and in a number of cases incorrect, meaning that the additional work to find additional contacts was almost certainly inevitable.

5. Results

5.1 Section 1: Situation before the EU SFS

Agriculture: Before the EU SFS, agricultural respondents reported low levels of contact with health and education¹³. Quality of contact was rated higher than the amount of contact.

Figure 1 - Agriculture: The amount of contact with different sectors before SFS

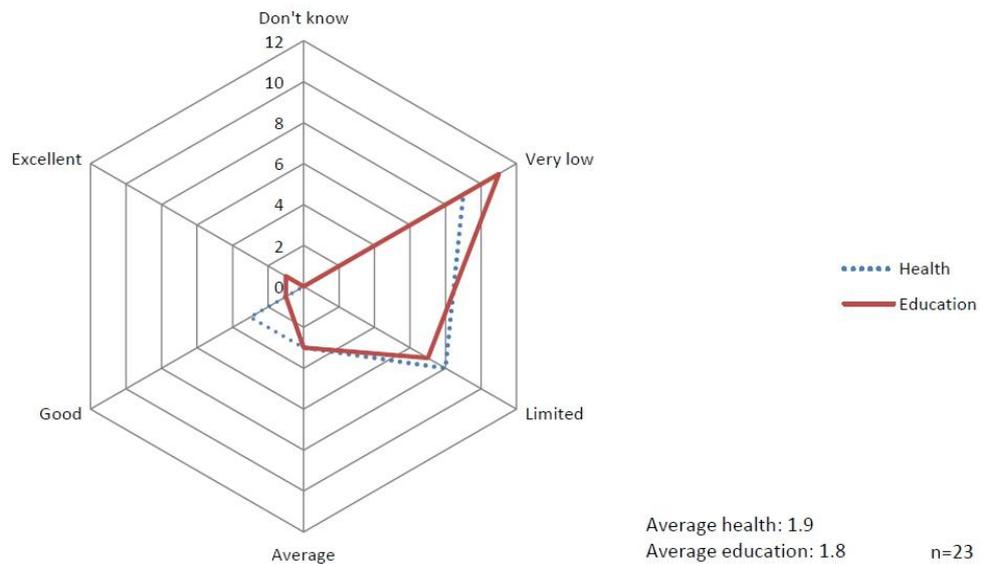
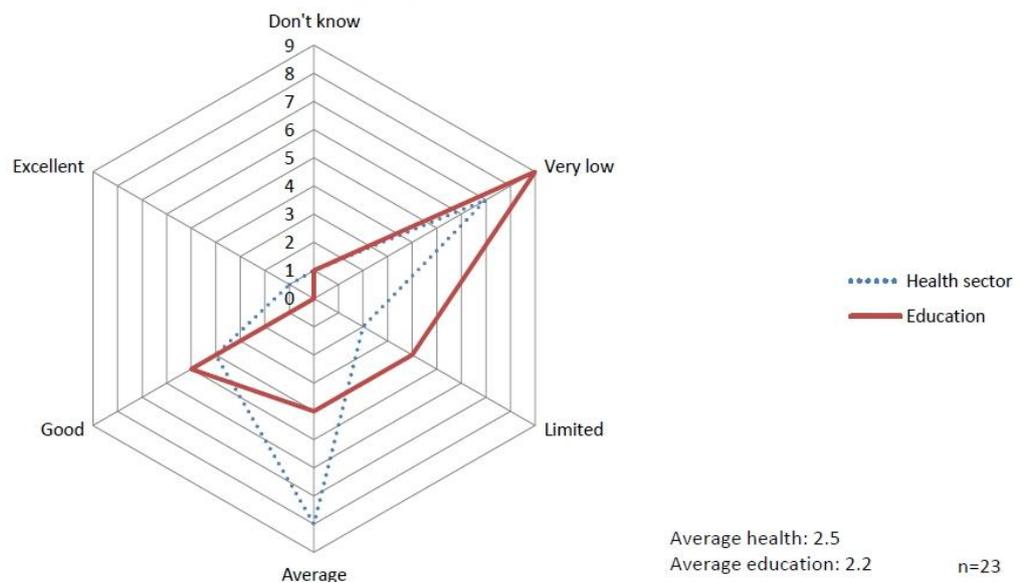


Figure 2 - Agriculture: The quality of contact with different sectors before SFS



¹³ Average scores were obtained by removing "Don't Know" (Score=0) responses from the sample.

Health: The Health sector reported a higher amount and higher quality of contact with education than agriculture. The amount of contact with both was judged slightly lower than the actual quality. The amount of contact with education (3.6) and the quality of contact (4.0) corresponds with a Likert-scale response between Average and Good.

Figure 3 - Health: The amount of contact with different sectors before SFS

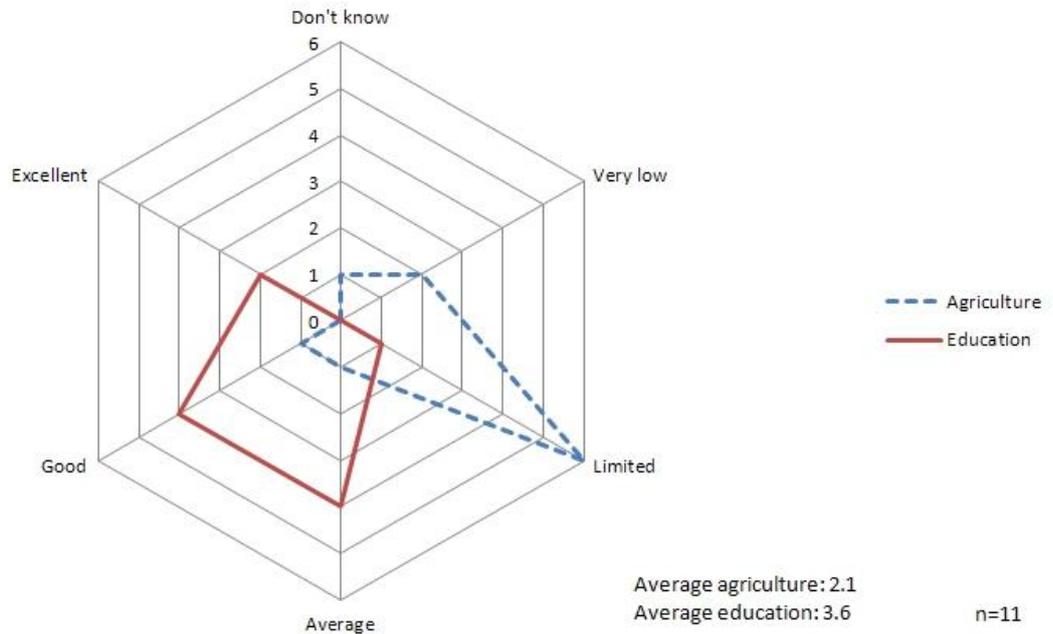
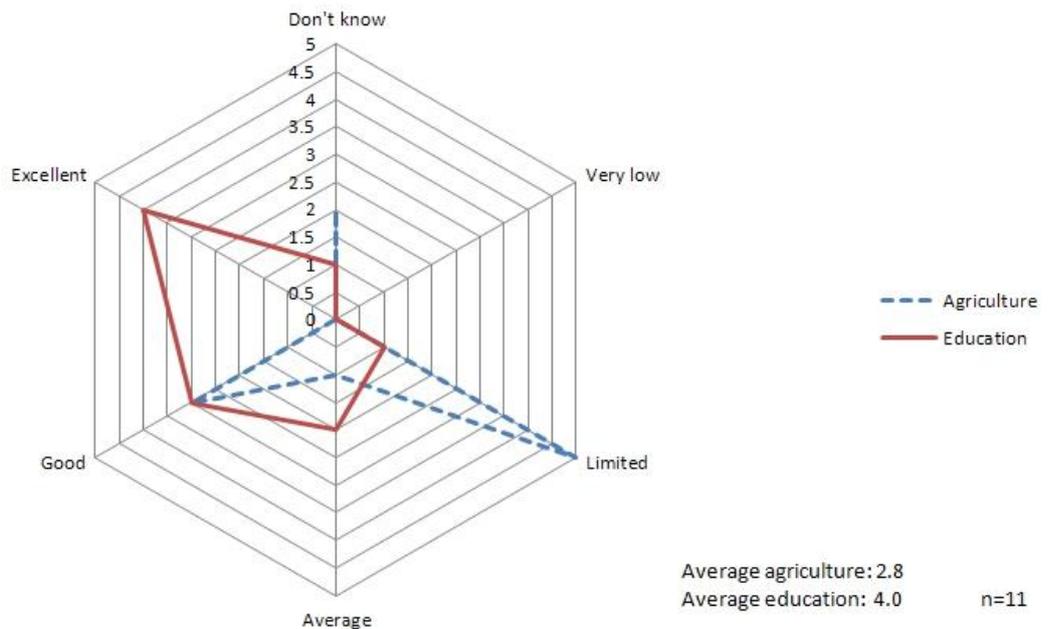


Figure 4 - Health: the quality of contact with different sectors before SFS



Education: Due to the low number of responses (n=3) from the education sector, we have not created graphs for this sector and we cannot infer much from the results we obtained. Amount and quality of contact with the health sector has an average score of 4.3, and amount and quality of contact with agriculture is rated at 2.7 and 3.3 respectively.

In conclusion, prior to the EU SFS, civil servants working in the agricultural sector were relatively isolated from the other two sectors. The level of cross-sectoral contact is lower than the quality in all three sectors, indicating that more could be done to foster lines of communication and different mechanisms of co-operation between or among ministries.

Please list and describe examples of this cross-sectoral co-operation.

Most responses indicated existing cross-sectoral co-operation, the most commonly mentioned of which was the EU SMS [European Union School Milk Scheme]. Other initiatives included nutrition strategies, healthy lifestyles, stem cell legislation and health education. For example:

Animal and plant protection, a national nutrition plan with health authorities. None with the education sector. [Agriculture]

With education sector before the SFS... involvement of agricultural topics in the education system. So that children learn about agriculture in the school programme. We also had topics concerning good nutrition... So we already had some/good contact with education. For health as far as I know, we had little contact. [Agriculture]

Different meetings with the representatives of the health, education, municipality and F&V sectors before implementing the SFS. Health sector had good ideas but because of the budget it couldn't be implemented. Education sector principally was very negative but finally they also defined the problems and gave us useful information to amend the implementation. Municipal sector wanted to keep away from the meetings. Fruit and vegetable sector gave a lot of useful information and had the major role in the implementation. [Agriculture]

Some respondents said that they had previously had no contact with other sectors:

Did not exist. [Agriculture]

There was practically no co-operation. [Agriculture]

Before the scheme no similar programmes. [Agriculture]

5.2 Section 2: Implementation phase of the EU SFS

How would you describe the 'quality and extent' of cross-sectoral co-operation during the implementation phase of the SFS?

Twenty-one responses reported positively on the quality and extent of cross-sectoral co-operation during the implementation phase of SFS, 4 responded more negatively, 3 reported that they had not been involved in implementation, and 12 provided neutral feedback, including a few who said the SFS was simply continuation of existing cross-sectoral co-operation in the field of food policy.

Positive responses made mention of steering groups being set up early on for between 5-10 people with decision-making authority, inter-ministerial working groups, regular meetings (every 2-3 months), frequent informal contacts by email or telephone, knowing who to contact, sufficient time

for implementation and planning and understanding of different priorities even if they differed. For example:

It was very good. We started with cross-sectoral co-operation just at the beginning of the implementation phase. We set up the working group for SFS, and it consisted of various delegations from agricultural, health and educational sectors, together with NGOs. [Agriculture]

Frequent contact between different partners (for example phone, mail), regular meetings to discuss implementation of the SFS, partners from 5 different entities have been involved (and still are) in regular meetings. [Agriculture]

During the implementation phase we started productive communication with the agricultural sector (interest groups, farmers, retailers, etc.). In order to establish an appropriate communication with schools, we enhanced our co-operation with the educational sector. [Other]

Very good. We've been meeting regularly (Agriculture, Education and Health) and the whole scheme has been planned. Everyone has been equally involved at every stage of the scheme. [Health]

From the standpoint of both quality and quantity, co-operation with other agencies is crucial and essential in order to define the goal of the programme, namely the importance of eating fruit. [Agriculture]

Negative responses cited low level of co-operation with health and education ministries due to a lack of interest, lack of resources and participation of staff without decision-making authority. Others mentioned a very short implementing period as resulting in poor quality co-operation. For example:

Co-operation only takes place on a rare meeting level, no clear responsibilities within health and education sectors, and very low influential level of participants. [Agriculture]

We have co-operation with ministry of health and ministry and education. The co-operation between the institutions is problematic in my country. We are the leading ministry so the other ministries are not interested in the work. We have pushed them... Education is the most important ministry related accompanying measures. [Agriculture]

Were there any initial difficulties and/or challenges? Please describe briefly, citing example(s) where possible.

Most responses reported initial difficulties, usually relating to administration, paperwork and financial reporting obligations at the implementing level, and the additional work-load imposed by the EU SFS at the school level. Others mentioned difficulties finding time to meet with colleagues, and the challenges posed by working with ministries which sometimes had very little interest in the scheme. One response cited delays at the European Commission as being an initial challenge. Some examples:

As we, dealing with agricultural matters, entered into health and education matters, then it was difficult in the beginning and actually still is. You have to bring yourself in line with educational and nutrition matters. [Agriculture]

A lot of difficulty, especially in creating synergy between all entities and especially making the importance of the project known to our schools. [Agriculture]

I think that the educational sector had no comprehensive idea about the accompanying measures. [Agriculture]

Finding the right partners, seeking out what's possible and what isn't. For agriculture it's difficult to see how schools function, and how they work, and what can be asked of school teachers, what would be factors that would make teachers accept or reject the programme. [Agriculture]

The name of the programme in my country is problematic as it does not fit with national health policy. This means that fruit is eaten during break time in the middle of the morning despite our health policy strongly recommends avoiding such consumption. [Health]

Less than half of regions participate in the EU SFS so there were questions about how to finance the scheme. And then there was the question of how to handle this new approach, because we didn't have such a programme before... We had questions about what kinds of schools should be involved, how often F&V should be distributed, and questions concerning the technical (administrative) and political level of decision making. It took about half a year to come to a decision and implement. [Agriculture]

To what extent were health inequalities considered during implementation, and how did they influence the planning and work? Please describe briefly.

Apart from a minority (6) who did not appear to understand the term 'health inequalities', a majority (19) reported consideration during planning and implementation:

We've taken health inequalities as a focal point in our national strategy since the beginning of the project, and it still is a working point. [Agriculture]

Different studies showed that the nutrition of socially disadvantaged children isn't as good as the nutrition of children with a better social status. That's why we focused on that target group besides primary schools and kindergarten. [Agriculture]

Difficulties of targeting the scheme at certain socio-economic groups were frequently raised:

At first the goal was to give the fruit to schools in under-privileged districts. However there were too few of these cities which accepted to pay, so the fruit is also today (and perhaps mainly) for schools in high-income districts. [Health]

The problem is that the poorest cities need to pay 50 per cent of the fruit purchase. [Other]

Maybe it would have been a good idea, but it's quite difficult to settle a policy with discrimination - even if positive! It has some negative aspects as those not targeted will complain. We chose the more acceptable implementation [universal] which makes everyone happy. [Agriculture]

Well, these questions were considered but in the end we decided that bearing in mind the financial resources, which were quite limited, the best way to handle it was to start in all elementary (primary) schools (age 6-10). On the basis of information we collected before, we could say that a question of social background could be considered - but we had to face the fact that the level of F&V consumption in all social groups is too low. So we implemented a broad-based approach. [Agriculture]

In general, respondents reported comprehensive rather than targeted coverage:

Fruit and vegetables were offered to all children, irrespective of their social background. [Agriculture]

Our programme will be offered to all schools, so all children from all socio-economic backgrounds will participate. Our extensive research has shown the programme to be equally effective for all groups. [Agriculture]

There are specific conditions for each region/communities but nothing else is taken into account. F&V is provided for free and we didn't need to consider or analyse whether any communities were deprived. [Agriculture]

5.2 Section 3: Impact of the School Fruit Scheme

In your organisation, please rate...

The aim of the survey was to identify whether and how the EU SFS had an effect on abilities and capacities to work on cross-sectoral initiatives; these abilities and capacities were split into different factors (see Chart 1).

Our results show that every factor of cross-sectoral co-operation improved as a result of the EU SFS, as measured by average Likert-scale scores. The largest increase was in “Understanding of the necessity of cross-sectoral co-operation”, where the average increased from 3.2 to 4.2. Smaller increases were seen in “Readiness to collaborate with other sectors”, “Capacity and resources available for cross-sectoral collaboration”, “Political willingness to work on a cross-sectoral initiative” and “Level of trust for cross-sectoral collaboration”.

Despite the improvement in the overall scores, a slim majority of respondents did report any changes in the factors of cross-sectoral co-operation as a result of the EU SFS. Where there were changes, however, they were almost always positive, thereby explaining the overall increase in Likert-scale responses.

“Capacity and resources available for cross-sectoral co-operation”, and “Readiness to collaborate with other sectors” increased the least; these also saw larger numbers of “Don't know” responses. Given the qualitative responses we received, we can provide two possible explanations for this: first, members of staff involved may not have been involved in initiatives before the EU SFS (either newly employed, transferred from another ministry, etc.) and were therefore not confident about how much the EU SFS had had an effect; second, respondents may not be responsible or even involved in negotiations concerning future cross-sectoral initiatives as such decisions may require decisions to be taken ministerial or cabinet level.

Chart 1: Overall impacts of the EU School Fruit Scheme on cross-sectoral co-operation¹⁴		
Factor	Impact in terms of improvement, no change, or worsening of Likert-scale response by respondents¹⁵	Impact in the mean Likert-scale response¹⁶
Understanding of the necessity of cross sectoral co-operation (Figure 5)	Improvement: 25 (62.5%) No change: 15 (37.5%) Worsening: 0	Average before: 3.2 Average after: 4.2 Total average change: +1.0
Readiness to collaborate with other sectors (Figure 6)	Improvement: 17 (42.5%) No change: 22 (55%) Worsening: 1 (2.5%)	Average before: 3.5 Average after: 4.0 Total average change: +0.5
Capacity and resources available for cross-sectoral collaboration (Figure 7)	Improvement: 14 (35%) No change: 26 (65%) Worsening: 0	Average before: 2.8 Average after: 3.3 Total average change: +0.5
Skills and knowledge necessary for cross-sectoral collaboration (Figure 8)	Improvement: 19 (47.5%) No change: 19 (47.5%) Worsening: 2 (5%)	Average before: 3.4 Average after: 4.0 Total average change: +0.6
Political willingness to work on a cross-sectoral initiative (Figure 9)	Improvement: 15 (37.5%) No change: 24 (60%) Worsening: 1 (2.5%)	Average before: 3.5 Average after: 4.1 Total average change: +0.6
Level of trust for cross-sectoral collaboration (Figure 10)	Improvement: 17 (42.5%) No change: 22 (55%) Worsening: 1 (2.5%)	Average before: 3.4 Average after: 4.1 Total average change: +0.7

The six figures below show how the EU SFS has impacted on the different elements of cross-sectoral co-operation.

¹⁴ As measured by changes (pre SFS vs post SFS) in the Likert-scale rating (0= Don't know, 1=Very low, 2=Limited, 3=Average, 4=Good, 5=Excellent).

¹⁵ Pre- and Post-EU SFS "Don't know" responses are kept in the sample for this calculation.

¹⁶ "Don't know" responses have been removed from the sample when calculating the mean scores.

Figure 5 - Understanding of the necessity of cross-sectoral co-operation

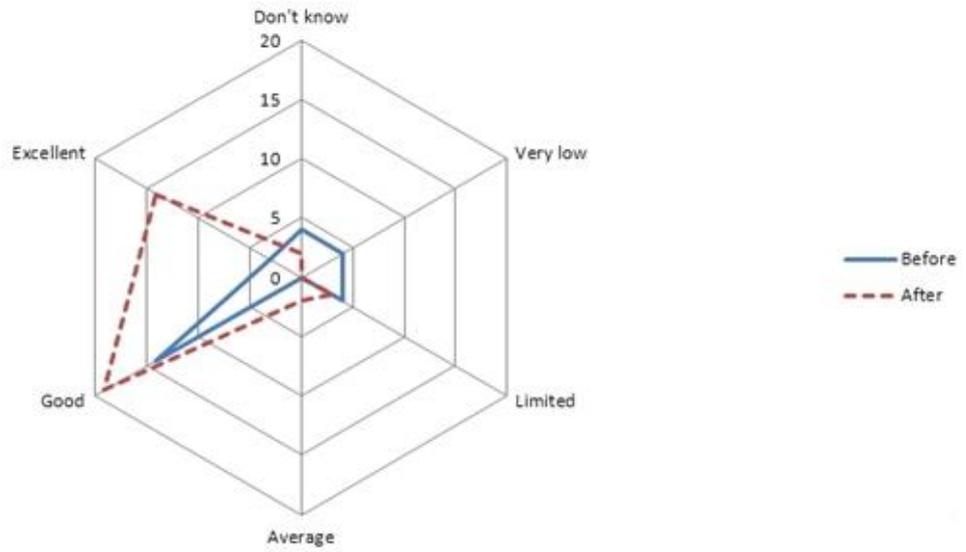


Figure 6 - Readiness to collaborate with other sectors

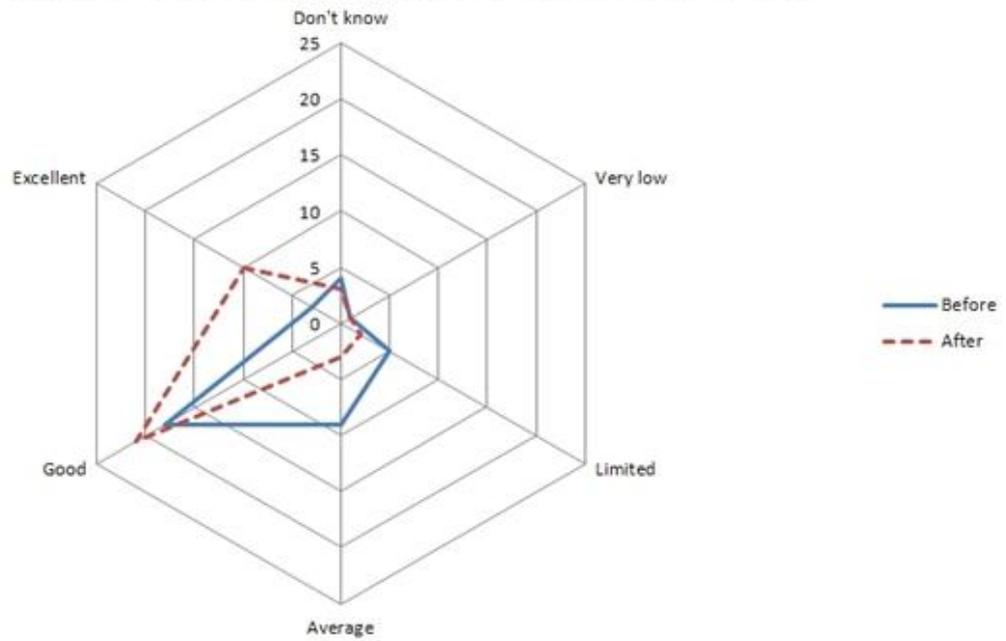


Figure 7 - Capacity and resources available for cross-sectoral collaboration

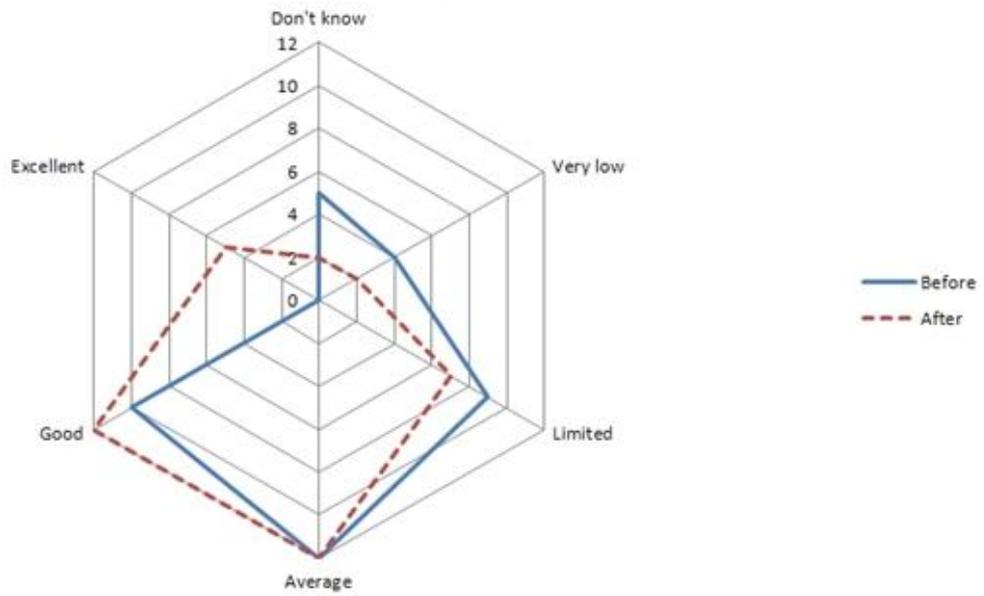


Figure 8 - Skills and knowledge necessary for cross-sectoral collaboration

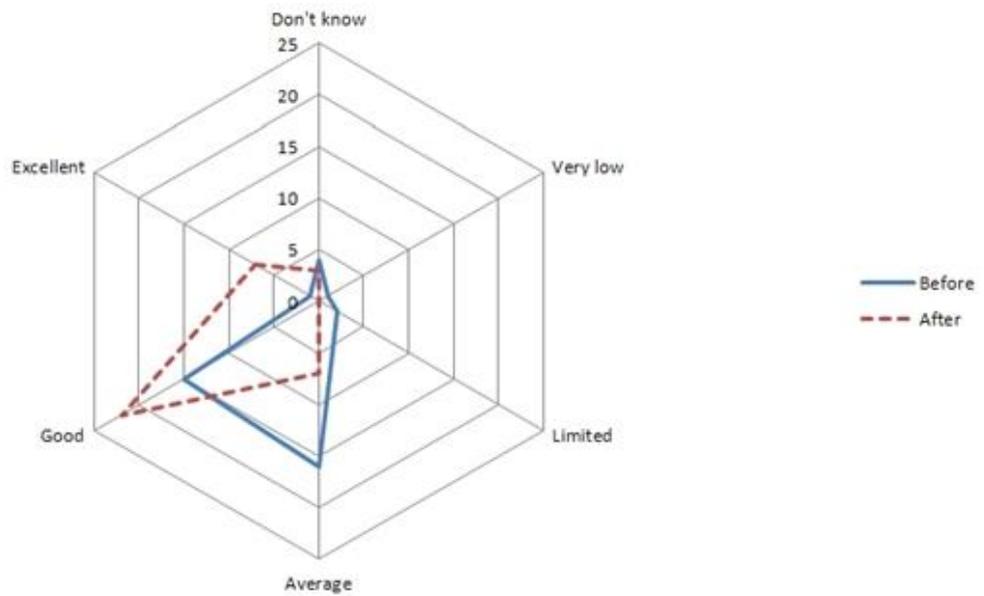


Figure 9 - Political willingness to work on a cross-sectoral initiative

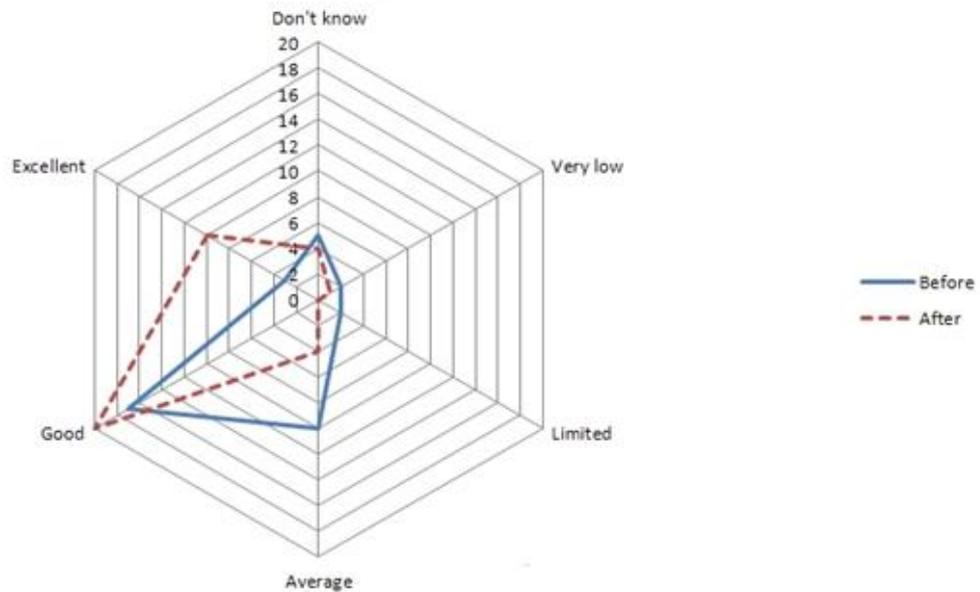
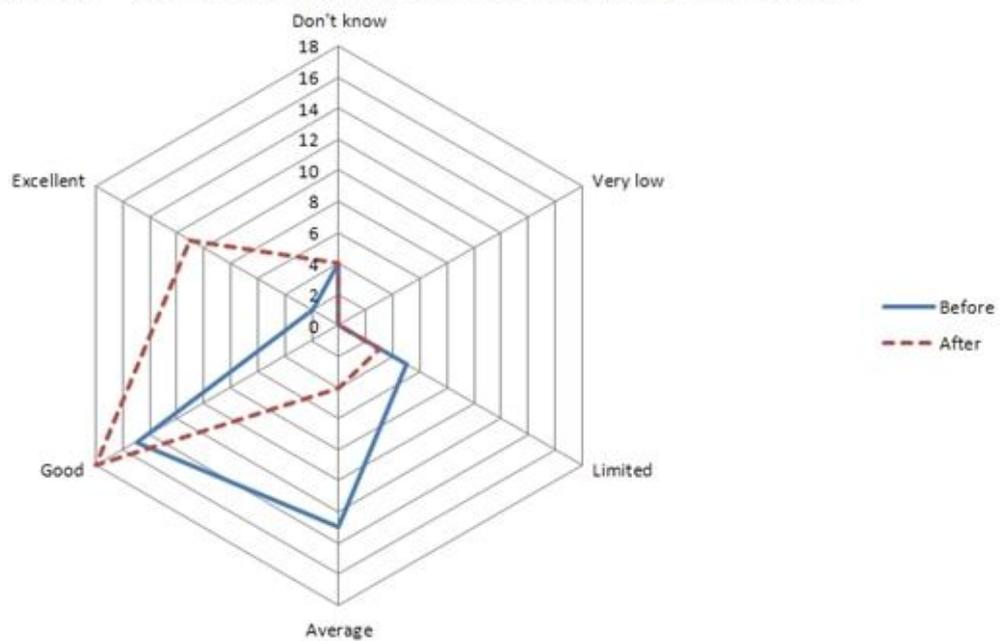


Figure 10 - The level of trust for cross-sectoral collaboration



Please provide additional information about your answers above. These may include changes brought about by the SFS on the sector as a whole.

Cross-sectoral collaboration, while working on the SFS, has helped to develop good relationships with colleagues from other sectors. But I believe cross-sectoral collaboration always depends on the people, their devotion and willingness to collaborate. [Health]

We meet more often now, after the SFS. At the end of the school year we organise meetings to evaluate the scheme to see what could be improved. We've become familiarised with other ministries' ways of working now. We know exactly to whom to address questions and how

to find answers. Our ministry is the promoter of the SFS and organises meetings. [Agriculture]

With SFS there is an understanding of the necessity of cross-sectoral collaboration, but the capacity and resources aren't the best. This work on the SFS is important to our organisation and to national producers of fruit and vegetables. For the first time, the SFS brought this cross-sectoral collaboration, with an impact at a national level, involving all schools and municipalities. [Agriculture]

I can only say that before the EU SFS our work was purely limited to agriculture and our relations were with the EC. It has now expanded to many other public bodies. [Agriculture]

Some responses indicated no changes or impacts as a result of cross-sectoral co-operation:

Our programme has been in operation for a number of years before the introduction of the SFS, therefore the SFS has had no effect on cross-sectoral collaboration. [Agriculture]

SFS did not change our way of working between sectors. SFS is not a main strategy of the share food and health policy. [Health]

Others mentioned working on previous schemes, such as the EU School Milk Scheme:

Before the SFS co-operation between sectors was on average level. In the School Milk Scheme, for example, it wasn't good. Very good experiences in cross-sectoral co-operation in SFS gave us the opportunity to improve the SMS. And this year we decided to try again: to motivate schools to accept the SMS at the similar principle as at SFS. [Agriculture]

Others mentioned the positive, negative or critical aspects of working with specific sectors:

Very easy to work together with education. [Agriculture]

Have to have good co-operation to get access to schools; education ministry is KEY for getting into schools. To circulate even a leaflet one needs approval of minister of education. Have to have collaboration of teachers to help with the scheme. Very important. [Agriculture]

As I mentioned, there is really a change in attitude and awareness about how helpful it is to co-operate between agriculture and education administration. As far as I can see, in our country we've done a really good job and the acting people are prepared to co-operate. The problem is that in education, where they have other priorities and difficulties, it's important to find common basis for work; at least on the SFS we see the same priorities and apply and create the necessary approaches to implement this scheme. [Agriculture]

5.3 Section 4: Looking forward and lessons learnt

What do you consider the most 'positive experiences' and 'main lessons learnt' of cross-sectoral collaboration on the SFS? Please describe briefly, citing examples where possible.

Positive responses included the rewards of working in a cross-sectoral initiative:

Having different people from different areas working together to achieve a common objective is very positive. Different ideas are discussed and together the final decisions for the best of our students are taken. [Education]

Working together with common aims helps to understand both sides and solve the problems together. [Health]

These extracts describe the lessons learnt, including the importance of understanding the competences, knowledge and 'cultures' of the different ministries involved:

You need to gather experience and knowledge and competences of different sectors. For both education and health this was important. [Agriculture]

Two different ministries with two mentalities can work together when they have the same goals to reach. It is possible even though they sometimes face difficulties and co-ordinators from departments are in different geographical locations. Good for the future. [Agriculture]

Decision-making structures and communication are a key component of working together with other ministries, requiring patience and adequate time:

I believe that we have learnt to work together and that although we want to work together we have to move cautiously. People are very wary of moving into new policy areas/territories. [Health]

I have learnt the importance of good communication (giving information to the collaboration partners and getting information from them). [Agriculture]

With cross-sectoral collaboration you have to plan a lot of time to talk things through. [Agriculture]

We have a very democratic steering group, which means every decision is taken with the consent of every member. On the one hand it is a very pleasant experience but on the other it means taking decisions is sometimes a bit slow. [Agriculture]

We have a good approach working together. We come together once per month (6 people for the operational group - this is about the right size and the right people who can make decisions), and there is a bigger group (with 20 people) who have bigger budgetary discussions. For bigger decisions (like widening the target group) it goes to the bigger group of 20 people. [Agriculture]

Again, schools and education were mentioned as being important partners in the process of implementing the SFS:

This programme should be kept as simple as possible, especially for the schools - because they are already overwhelmed with other obligations and tasks and teaching and they are sometimes simply not interested in the programme because of the administrative burden; this burden is down to the EU. Schools have to report and check the quality of the product and this is a burden. [Agriculture]

The negativity of the education sector - referring to teachers' lack of time and their low salaries. Because of these problems it is hard to give them more tasks. [Agriculture]

Willingness of the majority of teachers to co-operate and play a really active role in the implementation of the programme (we expected them to be much less enthusiastic). Excellent co-operation between the authorities involved and that we were able to implement such a system with more than 1000 schools. [Agriculture]

Despite the question focussing on positive aspects, some responses reported negatively on the experience of working on the SFS:

The large number of people involved and political aspects (3 ministers involved) are sometimes very time-consuming and unnecessarily blocking the progress of some actions. [Health]

The name of this action for our country was (and remains) a source of difficulty and contradiction between sectors. Furthermore, the documents used for the education part of the SFS do not follow the rules given by the national health policy to validate the documents through a specific mechanism before going to schools. [Health]

A number of respondents mentioned lessons learnt specifically related to the SFS:

As a representative from the Ministry of Health I'm always stressing the need for implementation of "Health in All Policies" concept and this is a really good example of HiAP in the agricultural sector. [Health]

The most positive is that in three years we've seen the number of schools participating increase... This is the most positive outcome. In fact, this programme is a very big success... It's important to educate healthy eating at a young age. It was a positive experience working with health and education. [Health]

Generally, I would recall the objectives of the programme. We learned about what to eat to keep healthy. Moreover we also convinced people to increase their consumption (so we also managed to reach our objectives). Our producers have bigger supply and demand has grown. [Agriculture]

The programme has created healthy eating habits among students. [Education]

Do you think that the sectors involved in the SFS will continue to co-operate on other initiatives in the future? Please describe briefly.

A number of responses were hopeful about future co-operation, often seeing future co-operation as building on the experiences of the SFS:

I don't know but I hope so! Concerning political discussions, I assume that nutrition and food and health will continue to be worked on and play a more important role in the future. The basis for other projects is established. [Agriculture]

Yes, I think so. I don't know what my other colleagues in ministries are planning to promote, but I'm sure they will learn the same lessons from the SFS as I have. [Agriculture]

Yes, because many important structures and co-operations have resulted that could be easily used in the future for other initiatives. [Agriculture]

We will continue to co-operate on other projects. We have other projects: control of food, school milk scheme. Maybe there are future projects. The SFS makes it much more likely that we'll work together. This year we've asked ministry of education to improve accompanying measures. We have health communication regarding list of products for schools. [Agriculture]

I think we can continue to co-operate. We have ideas for working on further projects. Obesity is one area - we are putting in place an obesity strategy and will involve the same sectors; the SFS has helped work towards this. [Health]

Several respondents mentioned extending co-operation to the private and social sectors:

I know that suppliers which used to operate under the school milk scheme are also involved in the school fruit scheme, because they have the knowledge (it's easier for them) and they know schools and they have the equipment and transport measures. I guess that if similar schemes were to be applied to other sectors and other markets (e.g. cereals) then they would also be interested. [Agriculture]

Yes, the co-operation will continue on good level. In our opinion the co-operation should extend for social sector. [Agriculture]

We would like to work more closely with companies (private sector) and look at diet at work. We'd also like to work more closely with distribution as part of any cross-sectoral project/programme. At the moment we have ad hoc contact with distributors, but it would be nicer to co-operate properly with the right organisations and people. [Agriculture]

Others were less enthusiastic:

I think that only when it is compulsory. [Agriculture]

Maybe in the future, but we can't focus on anything more at the moment. [Agriculture]

If the opportunity comes they probably will, but I personally doubt that there will be an active search for further collaboration possibilities. [Health]

In more general terms, what 'practical measures' would you recommend for improving future cross-sectoral co-operation?

Out of 29 useful responses, 8 mentioned the importance of leadership and management, 7 mentioned communication and meetings, 4 mentioned issues relating to finances and human resources, 2 mentioned specific measures applicable to the SFS, and 2 mentioned greater involvement of people 'on the ground'.

On leadership, several responses elaborated on the importance of having a 'champion' in Agriculture, and involvement of competent managers from other ministries:

It is good to have leadership from the Ministry of Agriculture as a responsible institution, and partners from all stakeholders including food producers. [Health]

The incentive should come from the competent body (ministry). It should invite all sectors including NGOs to the initiate meeting. The working group should be set up and managed by the representative of competent body. The WG [working group] should stress various important matters and find the solutions with some concrete actions (information, communications, co-ordinations...). [Agriculture]

The main stakeholders which come from different government departments should have a dedicated officer specifically assigned to the SFS. This will ensure dedicated officers are carrying out the required work, and more effective co-operation will follow. Officers not dedicated

to the SFS will not have the same energy and dedication as specifically assigned officers. [Agriculture]

Respondents mentioned the importance of meetings and open communication:

I think that meeting regularly is one the most important things, and to have time to talk. And that we identify what each partner will gain and define this carefully. [Health]

A very open and trustful communication - that's the basis. [Other]

Frequent meetings during the whole co-operation are very important for good communication. A defined structure of duties, responsibilities and goals are necessary. [Agriculture]

Making agreements on different priorities from the start, so you don't have to go through the same discussion again with every new step you take. [Health]

Regular short meetings and constant information flow facilitate the dynamic. [Health]

More 'grassroots' involvement:

More involvement of the people on the ground - maybe it's important to get them in the meetings. We have meetings with ministers who work in the ministries but never with the people on the ground (children, teachers, head-teachers). [Health]

For improving future cross-sectoral co-operation it is important to imagine the implementation at the local level. [Other]

Other suggestions included:

Knowing the right people... It's important to know the people who actually make decisions. [Agriculture]

More resources for partner organisations. We would have liked to have had more people on the education side to work with. The logistic part works well, but for accompanying measures it's been hard to find resources in the educational sector, who would have been the people who would have worked on this. [Agriculture]

Currently, the goals and objectives in this area are good. I recommend simplifying some administrative procedures. [Health]

6. Analysis

The contacts, methods and knowledge of working can be used in other initiatives: Many respondents were already familiar with the EU School Milk Scheme, and agricultural distributors who worked with the EU SMS already had the knowledge and skills necessary to be involved in the EU SFS. As respondents stated, the groundwork has been laid for increased future co-operation and collaboration.

Observations and positive developments:

- The majority of informants reported positively on the quality and extent of cross-sectoral co-operation during the implementation phase of SFS.
- The EU SFS has increased understanding of the competences, knowledge and 'cultures' of the different sectors involved.
- Increases in the different factors of cross-sectoral co-operation as a result of the EU SFS were reported across the board: the number of 'Very low' responses reduced while 'Very good' and 'Excellent' responses increased. Awareness of the importance of cross-sectoral collaboration generally increased; the largest increase was in understanding of the necessity of cross-sectoral co-operation; the smallest increase was in readiness to collaborate with other sectors.
- Positive responses made mention of steering groups with decision-making authority, inter-ministerial working groups, regular meetings, frequent informal contacts by email or telephone, knowing who to contact, sufficient time for implementation and planning, and understanding of different priorities even if they differed.
- The majority reported consideration of 'health inequalities' during planning and implementation, but difficulties targeting the scheme at certain socio-economic groups were frequently raised.
- Schools and education were mentioned as being important (key) partners in the process of implementing the SFS; it is interesting that the education sector was apparently difficult to reach via agriculture and health contacts.

Challenges:

- Initial difficulties implementing the EU SFS often referred to administration, paperwork and financial reporting obligations at the implementing level, the additional work-load imposed by the EU SFS at the school level.
- Other difficulties included finding contacts at other ministries, lack of time to collaborate with other ministries or no shared understandings about the scheme. If one of the ministries is unwilling or unable to be involved, then this can create difficulties for the implementation of the scheme as a whole.
- Education as gatekeeper: good contacts and co-operation are necessary to ensure support of schools and teachers. Working with the education sector is sometimes difficult, as there is reluctance to increase teachers' burden of work.
- Some informants reported low levels of co-operation with health and education ministries due to a lack of interest, lack of resources, participation of staff without decision-making authority, and very short implementing period as resulting in poor quality co-operation.
- Administrative requirements imposed by the EU SFS were reported as being a burden on schools and accompanying measures have proven to be challenging to implement. The edu-

cational sector could take a greater role in dealing with this, and this might imply additional resources and support to do so.

- More generally, lack of knowledge of how to work with EU schemes in agricultural producers, lack of resources for accompanying measures (education).
- Differences among sectors should be seen as a challenge and chance to look for common aims rather than obstacles.
- The health sector could play a more prominent liaison role in promoting the Health in All Policies approach.
- It was reported that in one country the name of the scheme 'A piece of fruit for the break' actually contradicts existing health policies, leading to further difficulties.

Practical measures to improve cross-sectoral co-operation:

- Strong leadership is essential to steer the process. This includes identification of managers, defining structures, goals and responsibilities. Dedicated SFS officers to ensure buy-in and commitment. Likewise, it's important that people who attend EU SFS meetings from different ministries have some decision-making authority.
- Agreeing priorities at the start, having the necessary number of meetings to reach agreement.
- Open communication is required to build up trust. This means regular meetings and constant information sharing by email, telephone, etc. Having the time to communicate and build up trust and good working relationships is an important element of this, and this implies thorough planning and good time management.
- Multidisciplinary competence is extremely important in the EU SFS. This means learning the terminology and language of other sectors, and understanding the main challenges they face. In essence, the capacities and knowledge of different sectors and partners need to be understood and respected, and people involved need to know which sectors have required competences to react to different problems. This is an element which obviously comes out of open communication and adequate time.
- Partnerships are important: In the agricultural sector this is between ministry and food producers and distributors to ensure a range of distributed produce.
- Several respondents expressed a desire for greater involvement of beneficiaries (school-aged children), parents, social and community groups, and commercial enterprises in delivery of the scheme. This might imply additional space for social innovation.
- Specific operating contexts need to be taken into account when applying SFS in different regions or member states.
- Broaden involvement of different stakeholders in the project (for example children and teachers), so as to improve evaluation and delivery of the scheme.
- Even with the best organisational structures, the 'human factor' remains extremely important, and this cannot be dealt with by laws or regulations. That's why it is important to build good feelings, well-being and enhance the enthusiasm of all involved. In practical terms this means good management skills, having enough time to be involved, regular meetings, e-mail and informal communication, networking and developing relationships, but also stimulation and awards.

7. Conclusions

The EU SFS is a policy under the Common Agricultural Policy that has explicit public health goals, with European funds allocated for the purchase and distribution of fresh fruit and vegetables to schools. Because it involves access to schools (and therefore children, teachers and parents), the sourcing and distribution of fruit and vegetables, and public health aims, the EU SFS involves three sectors which do not always work closely together: agriculture, health and education. In some implementing regions and member states, civil society and the private sector organisations are also involved. It is therefore a significant example of cross-sectoral collaboration, and a ‘fruitful’ source of information about the practicability of the HiAP approach.

It has been exciting to produce a report which focuses on the process of implementation of the SFS - following the same regulation in 24 different political environments, detailing the gradual development of successful cross-sectoral collaboration aiming to increase F&V intake among children, and educate children (and to some extent teachers and parents) about the benefits of eating F&V. We feel that the EU SFS is a good example of HiAP because it encompasses several of its most important elements:

- It is practised in several relevant sectors, and not just limited to the health sector (Sihto *et al.*, 2006).
- The importance of the influence exerted by different sectors on health and health outcomes are recognised (Sihto *et al.*, 2006).
- It is proposed, established and led from the highest governing structures, e.g. European Commission, Council of European Union (St-Pierre, 2009).
- It includes different sectors at the highest levels of government but also enhances the actions on the national, regional and local levels (Wismar *et al.*, 2006).
- There is a ‘win-win’ perspective for all included actors (St-Pierre, 2009).
- It is based on mutual and additional benefits for all sectors involved, has potential to reduce health expenses in the long term, improve economic and environmental conditions and build social welfare, equity and sustainable development (Baum & Laris, 2010).

Our results show that implementation of the EU SFS increased understanding of the necessity of cross-sectoral collaboration, readiness to collaborate with other sectors, the skills and knowledge necessary for cross-sectoral collaboration and levels of trust between civil servants working in different sectors. Although around half of respondents did not report a change in different factors of cross-sectoral collaboration, the experience of collaboration very rarely worsened factors of cross-sectoral collaboration, showing that the positive elements of involvement in the EU SFS have outweighed the negative, and that collaboration on the scheme has not discouraged future collaboration. The effects of involvement in the EU SFS show that capacities to work cross-sectorally have increased, and this could bode well for future schemes and programmes which rely on the same principles; some of the lessons learnt may well be applicable and relevant to future initiatives.

Co-operation and collaboration cannot be taken for granted: this report shows that harmonious and productive working relationships are not only the chance result of different personalities, working contexts and funding, but are also the result of consciously planned structures of co-ordination and communication, the fostering of respect for colleagues in different sectors, and allocation of adequate resources, time and personnel. Many of the most positive and in-depth responses we received mentioned the importance of time, building up of trust and common understanding and democratic decision-making structures within the various regional and member-state-level management bodies of the EU SFS, and the importance of some element of ownership (and therefore a stake) in its suc-

cess. Given the importance of the HiAP approach in tackling public health issues, we hope that some of the practical messages which come through from our survey will help in the implementation of future HiAP approaches and programmes.

8. Annexes

Annex 1 First Email Request (11/10/2011)

Dear Sir/Madam,

We're contacting you because you are the *National Focal Point* of the *School Fruit Scheme* (SFS), and we would like to learn about your experiences of working on the SFS. The EU SFS necessitates collaboration between the Agricultural, Health and Education sectors and is implemented in many different national, regional and local contexts. As such it is extremely important to capture your experiences of working on this scheme with other sectors.

We're doing this as part of the *Crossing Bridges* project (www.health-inequalities.eu), which is funded by the EU *Health Programme* and co-ordinated by *EuroHealthNet* (www.eurohealthnet.eu). The project aims to advance Health in All Policies (HiAP) approaches and contribute to the development of practical tools and approaches that turn HiAP theory into practice. The European Commission is supportive of this activity, as it is in-line with the White Paper on Nutrition and outcomes will feed into the evaluation Strategy on the School Fruit Scheme to be carried out by Directorate C, DG SANCO.

To this end we have developed a short online questionnaire which we would like you to complete. Your responses will be treated as anonymous (so you can respond freely), your details will not be passed on to third parties, and you will not be listed (beyond your sector and implementing state/region) in the final report. On our side, we will produce a report on cross-sectoral collaboration in the SFS, use the results to develop a training package on cross-sectoral co-operation and collaboration, ensure that you receive printed/electronic copies of the English language final report, and be invited to our end of project final conference in 2012.

It would be greatly appreciated if you could forward this email to colleagues working on the SFS in relevant sectors (e.g. education and health). **The questionnaire is online at <http://eurohealthnet.limequery.com/88755/lang-en>. We anticipate that it will take just 15 minutes of your time to complete.** Please note that this is separate from the EU's own evaluation of the SFS, which according to available knowledge will *not* specifically focus on cross-sectoral co-operation.

Should you have any further information about this survey then please do not hesitate to contact me.

Yours sincerely,



Linden Farrer
Project Liaison Officer

67 rue de la Loi Tel.: + 32 2 235 03 27
B-1040 Brussels Fax: + 32 2 235 03 39

l.farrer@eurohealthnet.eu

Annex 2 - First Reminder Email (18/10/2011)

Dear Sir/Madam,

We're contacting you because you are listed as a contact point of the School Fruit Scheme (SFS).

We would like to learn about your experiences of working on this scheme with other sectors, as the EU SFS necessitates collaboration between the Agricultural, Health and Education sectors. We have therefore developed a short questionnaire as part of the EU funded project: "Crossing Bridges", which we anticipate will take just 15 minutes of your time to complete.

Our questionnaire is online at: <http://eurohealthnet.limequery.com/88755/lang-en>

On our side, we will treat your responses confidentially, will share our final report on cross-sectoral collaboration in the School Fruit Scheme with you, and will invite you to the Crossing Bridges final conference in May 2012. In case you'd like to preview the questionnaire, please find a PDF of it attached, along with a copy of the previous email we sent out for your reference.

Yours faithfully,

Linden Farrer.



Linden Farrer
Project Liaison Officer

67 rue de la Loi Tel.: + 32 2 235 03 27
B-1040 Brussels Fac: + 32 2 235 03 39

l.farrer@eurohealthnet.eu

Annex 3 - Second Reminder Email (25/10/2011)

Dear Sir/Madam,

We're contacting you about our School Fruit Questionnaire, developed as part of the Crossing Bridges Project (www.health-inequalities.eu).

Due to a high level of response, we are extending the response deadline till Wednesday the 2nd of November. The survey is online at: <http://eurohealthnet.limequery.com/88755/lang-en>.

Based on feedback, we suggest it will take 15-20 minutes of your time to complete; if you need to interrupt your response, you can "save" it and return to it later. All respondents will receive printed/electronic copies of the final report, and will also be invited to attend the project's final conference in Brussels in spring 2012.

Yours faithfully,



Linden Farrer
Project Liaison Officer

67 rue de la Loi Tel.: + 32 2 235 03 28

B-1040 Brussels Fac: + 32 2 235 03 39

l.farrer@eurohealthnet.eu

Annex 4 - The Survey



This questionnaire assesses the impact the School Fruit Scheme (SFS) has had on cross-sectoral co-operation. It is part of the [Crossing Bridges](#) project, which aims to identify practical measures and approaches to turn 'Health in All Policies' (HiAP) theory into practice. We anticipate that it will take just 15 minutes of your time to complete.

Your responses will be treated confidentially, your details will not be passed on to third parties, and you will not be listed (beyond your sector and implementing state/region) in the final report.

On our side, we'll use the results to develop a training package, produce a report on cross-sectoral collaboration on the SFS, ensure that you receive printed/electronic copies of this English language report, and be invited to our end of project final conference in 2012.

If you have any questions or comments, please contact: Linden Farrer, Project Liaison Officer at EuroHealthNet: l.farrer@eurohealthnet.eu.

Profile

This section captures information about your role and profile. For each question, we make clear what information we may divulge, and what information will remain anonymous in the final report.

Your name (first name, surname):

 This information will not be divulged.

Please enter your email address.

 This information will not be divulged.

Please provide us with your telephone number.

 This information will not be divulged.

Please state the Member State where you are based.

Cyprus

? This information may be divulged.

Please state the region or level at which you work on the EC School Fruit Scheme (if applicable):

? This information may be divulged.

What sector best describes your area of work.

Agriculture

? This information may be divulged.

Please state your sub-sector/department, for example fruit and vegetables, health promotion, etc. (if applicable).

? This information will not be divulged.

What organisation do you work for?

? This information will not be divulged.

1. Situation before the School Fruit Scheme

In this section we build up a picture of the overall state of cross-sectoral co-operation before the introduction of the EU's SFS.

Please rate:

	Very low	Limited	Average	Good	Excellent	Don't know
the 'amount of contact' with the <u>health sector</u> before the SFS	<input type="radio"/>					
the 'amount of contact' with the <u>education sector</u> before the SFS	<input type="radio"/>					

Please rate:

	Very low	Limited	Average	Good	Excellent	Don't know
the 'quality' of cross-sectoral co-operation with the <u>health sector</u> before the SFS	<input type="radio"/>					
the 'quality' of cross-sectoral co-operation with the <u>education sector</u> before the SFS	<input type="radio"/>					

? The two main sectors involved have been listed separately, in case the quality of cross-sectoral co-operation differed between the two.

Please list and describe examples of this cross-sectoral co-operation:

? These may include shared strategies, newsletters, regular meetings, etc.

2. Implementation phase of the School Fruit Scheme

In this section we would like you to tell us about the planning and implementation phase of the SFS.

This may have involved different methods of communication, conferences, meetings and other cross-sectoral activities to implement the EU's SFS. If you feel there was an absence of measures or that additional measures might have encouraged further cross-sectoral co-operation then please provide information about this.

How would you describe the 'quality and extent' of cross-sectoral co-operation during the implementation phase of the SFS?

? By this, we mean the quality and frequency of contact and meetings, number of partners involved, etc.

• **Were there any initial difficulties and/or challenges? Please describe briefly, citing example(s) where possible.**



• **To what extent were health inequalities considered during implementation, and how did they influence the planning and work? Please describe briefly.**



? By "health inequalities" we mean the systematic and avoidable differences in health outcomes between social groups.

3. Impact of School Fruit Scheme

This section measures the impacts of the SFS on cross-sectoral co-operation.

Please note there are two columns:

- On the left: the 'before SFS' situation
- On the right: the 'after SFS' situation

	Before SFS						After SFS					
	Very low	Limited	Average	Good	Excellent	Don't know	Very low	Limited	Average	Good	Excellent	Don't know
'understanding of the necessity' of cross-sectoral collaboration	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>						
'readiness' to collaborate with other sectors	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
the 'capacity and resources' (e.g. time, money, infrastructure) available for cross-sectoral collaboration	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
'skills and knowledge' necessary for cross-sectoral collaboration	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
'political willingness' to work on a cross-sectoral initiative	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
'the level of trust' for cross-sectoral collaboration	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

? We wish to find out about different aspects of cross-sectoral collaboration, and about the effects that working on the SFS have had on your organisation.

Please provide additional information about your answers above. These may include changes brought about by the SFS on the sector as a whole.

? The information you provide will help us understand your responses above.

4. Looking forward and lessons learnt

In this section we capture the lessons you have learnt from your experiences of working on the SFS, and ask you to comment on the (possible) lasting legacies you feel have resulted from working with other sectors on the SFS.

This section is extremely important for capturing the practices (be they good or bad!) of working across sectors so please do go into further detail if you can.

• **What do you consider the most 'positive experiences' and 'main lessons learnt' of cross-sectoral collaboration on the SFS? Please describe briefly, citing examples where possible.**

A large, empty rectangular text box with a thin black border, intended for the respondent's answer to the first question. A small grid of dots is visible in the bottom right corner of the box.

• **Do you think that the sectors involved in the SFS will continue to co-operate on other initiatives in the future? Please describe briefly.**

A large, empty rectangular text box with a thin black border, intended for the respondent's answer to the second question. A small grid of dots is visible in the bottom right corner of the box.

• **In more general terms, what 'practical measures' would you recommend for improving future cross-sectoral co-operation? Please describe briefly, citing specific steps and measures where possible.**

A large, empty rectangular text box with a thin black border, intended for the respondent's answer to the third question. A small grid of dots is visible in the bottom right corner of the box.

Final Notes

In which format(s) would you like to receive the report?

- Email (you've already provided us with your address)
- Printed copies

? The report will be in English. We will be able to send printed copies free of charge, should you request them.

Please provide:

Your full postal address

The number of copies of the report
you'd like to receive

Did you encounter any difficulties with this questionnaire?

? These might include language difficulties, technical or any other problems. Your feedback will help us to improve the questionnaire.

9. References

Azagba, S. & Sharaf, M. F. (2011) - Disparities in the frequency of fruit and vegetable consumption by socio-demographic and lifestyle characteristics in Canada. In: Nutrition Journal 2011, 10:118. Available at: <http://www.nutritionj.com/content/10/1/118> (accessed 06/12/2011).

Baillie, E., Bjarnholt, C., Gruber, M., & Hughes, R. (2009) - A capacity-building conceptual framework for public health nutrition practice. In: Public Health Nutrition;12(8):1031-8.

Baum, F. & Laris, P. (2010) - Improving health equity: action on the social determinants of health through Health in All Policies. In: Kickbush, I., Buckett, K. (eds.) - Implementing Health in All Policies. Adelaide 2010 Health in All Policies International Meeting. Adelaide: Government of South Australia, Department of Health, 2010.

Birch, L. & Fisher, J. (1998) - Development of eating behaviors among children and adolescents. In: Pediatrics. 101:539-549.

Blane, D. (2006) - The life course, the social gradient and health. In: Marmot, M. G. & Wilkinson, R. G. (eds.) - Social Determinants of Health; Oxford University Press.

Bush, R., Dower, J. & Mutch, A. (2002) - The Community Capacity Index, Centre for Primary Health Care, The University of Queensland. Available at: <http://www.uq.edu.au/health/healthycomm/docs/CCI.pdf> (accessed 20/04/2012).

Catford, J. (2005) - The Bangkok Conference: steering countries to build national capacity for health promotion. In: Health Promot International, 20(1):1-6.

CDC (2012) - How to use fruits and vegetables to help manage your weight. Available at: http://www.cdc.gov/nccdphp/dnpa/nutrition/pdf/CDC_5-A-Day.pdf (accessed 23/03/2012).

Council of the European Union (2011) - Council conclusions on closing health gaps within the EU through concerted action to promote healthy lifestyle behaviours. Available at: http://www.consilium.europa.eu/uedocs/cms_Data/docs/pressdata/en/lsa/126524.pdf (accessed 06/12/2011).

Council of the European Union (2007) - COUNCIL REGULATION (EC) No 1234/2007 of 22 October 2007 establishing a common organisation of agricultural markets and on specific provisions for certain agricultural products (Single CMO Regulation). Available at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2007:299:0001:0149:EN:PDF> (accessed 22/05/2012).

Currie, C., Zanotti, C., Morgan, A., Currie, D., de Looze, M., Roberts, C., Samdal, O., Smith, ORF. & Barnekow, V. (2012) – Social determinants of health and well-being among young people. Health behaviour in school-aged children (HBSC study: international report from the 2009/2010 survey. Copenhagen, WHO regional office for Europe. Available at: http://www.euro.who.int/_data/assets/pdf_file/0003/163857/Social-determinants-of-health-and-well-being-among-young-people.pdf (accessed 07/05/2012).

Dahlgren, G. & Whitehead, M. (1991) - Policies and Strategies to Promote Social Equity in Health. Stockholm: Institute for Futures Studies.

De Sa, J. & Lock, K. (2008) - Will European agricultural policy for school fruit and vegetables improve public health? A review of school fruit and vegetable programmes. In: European Journal of Public Health, Vol. 18, No. 6. Available at: <http://eurpub.oxfordjournals.org/content/18/6/558.abstract> (accessed 14/12/2011).

Epstein, L. H., Gordy, C. C., Raynor, H. A., Beddome, M., Kilanowski, C. K. & Paluch, R. P. (2001) - Increasing Fruit and Vegetable Intake and Decreasing Fat and Sugar Intake in Families at Risk for Childhood Obesity. In: Obesity Research, Vol. 9, No. 3.

European Commission (2007) - White Paper on A Strategy for Europe on Nutrition, Overweight and Obesity Related Health Issues. Available at: http://ec.europa.eu/health/ph_determinants/life_style/nutrition/documents/nutrition_wp_en.pdf (accessed 06/12/2011).

European Commission (2008) - Commission Staff Working Document accompanying the Proposal for a COUNCIL REGULATION amending Regulations (EC) No 1290/2005 on the financing of the common agricultural policy and (EC) No 1234/2007 establishing a common organisation of agricultural markets and on specific provisions for certain agricultural products (Single CMO Regulation) in order to set up a School Fruit Scheme. Available at: http://ec.europa.eu/agriculture/sfs/documents/sumimpact_en.pdf (accessed 09/05/2012).

European Commission (2009) - Commission Regulation (EC) No 288/2009 of 7 April 2009 laying down detailed rules for applying Council Regulation (EC) 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. Available at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2009:094:0038:0047:EN:PDF> (accessed 06/12/2011).

European Commission (2010) - 170th Meeting of the Management Committee for the Common Organisation of Agricultural Markets and the Advisory Group on "Fruits and Vegetables". Available at: http://ec.europa.eu/agriculture/sfs/documents/meeting-minutes-2010-02-26_en.pdf (accessed 07/05/2012).

European Commission (2011a) - Reducing health inequalities in the European Union. Available at: <http://ec.europa.eu/social/BlobServlet?docId=6265&langId=en> (accessed 18/10/2011).

European Commission (2011b) - Commission Implementing Decision of 30.3.2011 on the definitive allocation of European Union aid to Member States under a School Fruit Scheme for the period from 1 August 2011 to 31 July 2012. Available at: http://ec.europa.eu/agriculture/fruit-and-vegetables/school-fruit-scheme/comm-dec-sfs-2011-03-30_en.pdf (accessed 06/12/2011).

European Commission (2011c) - 263rd Meeting of the Management Committee for the Common Organisation of Agricultural Markets "Fruit and Vegetables" jointly with the Advisory Group on "Fruit and vegetables". Available at: <http://ec.europa.eu/agriculture/minco/manco/cmo/263.pdf> (accessed 06/12/2011).

European Court of Auditors (2011) - Are the School Milk and School Fruit Schemes Effective? Available at: <http://eca.europa.eu/portal/pls/portal/docs/1/9460726.PDF> (accessed 08/11/2011).

Eurostat (2001) - European Health Interview Survey: Between 8% and 25% of adults are obese across Member States. Available at: http://epp.eurostat.ec.europa.eu/cache/ITY_PUBLIC/3-24112011-BP/EN/3-24112011-BP-EN.PDF (accessed 06/12/2011).

Freshfel (2011) - Freshfel Vigorously Opposes Budget Cut for EU School Fruit Scheme. Available at: [http://www.freshfel.org/docs/press_releases/20110728 - Freshfel laments SFS budget cut.pdf](http://www.freshfel.org/docs/press_releases/20110728_Freshfel_laments_SFS_budget_cut.pdf) (accessed 12/12/2011).

Himmelman, A. (2001) - Collaboration for a Change: Definitions, Decision-making models, Roles, and Collaboration Process Guide. Available at: http://www.partneringintelligence.com/documents/5.02_Collaboration%20for%20a%20Change.doc (accessed 15/12/2011).

Joffres, C., Heath, S., Farquharson, J., Barkhouse, K., Latter, C. & MacLean D. R. (2004a) - Facilitators and challenges to organizational capacity building in heart health promotion. In: *Qualitative Health Research*, 14(1):39-60. Available at: <http://www.ncbi.nlm.nih.gov/pubmed/14725175> (accessed 07/05/2012).

Joffres, C., Heath, S., Farquharson, J., Barkhouse, K., Hood, R., Latter, C. & MacLean, D. R. (2004b) Defining and operationalizing capacity for heart health promotion in Nova Scotia, Canada. *Health Promotion International*, 19(1):39-49.

Lallukka, T., Pitkaniemi, J., Rahkonen, O., Roos, E., Laaksonen, M. & Lahelma, E. (2010) - The association of income with fresh fruit and vegetable consumption at different levels of education. In: *European Journal of Clinical Nutrition* 64, 324-327.

Meijers, E. & Stead, D. (2004) - Policy integration: what does it mean and how can it be achieved? A multi-disciplinary review. Delft University of Technology OTB Research Institute for housing, Urban and Mobility Studies. Available at: http://userpage.fu-berlin.de/ffu/akumwelt/bc2004/download/meijers_stead_f.pdf (accessed 07/05/2012).

National Heart Forum (2011) - Childhood obesity. Available at: http://www.fdf.org.uk/speeches/bccc11_Modu_Mwatsama.pdf (accessed 06/12/2011).

Oliveria, S. A., Ellison, R. C., Moore, L. L., Gillman, M. W., Garrahe, E. J. & Singer, M. R. (1992) - Parent-child relationships in nutrient intake: the Framingham Children's Study. In: *American Journal of Clinical Nutrition*, 56(3). Available at: <http://www.ncbi.nlm.nih.gov/pubmed/1503074> (accessed 06/12/2011).

Rasmussen, M., Krølner, R., Klepp, K. I., Lytle, L., Brug, J., Bere, E. & Due, P. (2006) - Determinants of fruit and vegetable consumption among children and adolescents: a review of the literature. Part I: quantitative studies. In: *International Journal of Behavioral Nutrition and Physical Activity* 2006, 3:22. Available at: <http://www.ijbnpa.org/content/3/1/22> (accessed 06/12/2011).

Reicks, M. (2006) - Increasing fruit and vegetable consumption. University of Minnesota, Department of food science and nutrition, Nutrinet.

Sihto, M., Ollilla, E. & Koivusalo, M. (2006) - Principles and challenges of Health in All Policies. In: Stahl T, Wismar M, Ollilla E, Lahtinen E, Leppo K. *Health in All Policies: Prospects and potentials*. Helsinki: Ministry of Social Affairs and Health.

St-Pierre, L. (2009) - Governance tools and framework for Health in All Policies. National Collaborating Centre for Healthy Public Policy, International Union for Health Promotion and Education, European Observatory on Health Systems and Policies. Available at: [http://rvz.net/uploads/docs/Achtergrondstudie - Governance tools and framework1.pdf](http://rvz.net/uploads/docs/Achtergrondstudie_Governance_tools_and_framework1.pdf) (accessed 07/05/2012)

WHO (2003) - Diet, Nutrition and the Prevention of Chronic Diseases. WHO, Technical Report Series 916. Available at: http://whqlibdoc.who.int/trs/who_trs_916.pdf (accessed 07/05/2012).

WHO (2005) - Fruit and vegetables for health: a report of a Joint FAO/WHO workshop, Kobe, Japan. Available at: <http://www.fao.org/ag/magazine/FAO-WHO-FV.pdf> (accessed 07/05/2012).

WHO (2007) - European action plan for food and nutrition policy 2007-2012. WHO Regional office for Europe, Copenhagen. Available at: http://www.euro.who.int/_data/assets/pdf_file/0017/74402/E91153.pdf (accessed 07/05/2012)

WHO (2010a) - Population-based prevention strategies for childhood obesity: report of a WHO forum and technical meeting, Geneva, Dec. 2009. Available at: <http://www.who.int/dietphysicalactivity/childhood/child-obesity-eng.pdf> (accessed 07/05/2012).

WHO (2010b) - Adelaide Statement on Health in All Policies. Available at http://www.who.int/social_determinants/hiap_statement_who_sa_final.pdf (accessed 06/12/2011).

Wilkinson, R. & Marmot, M. (2003) - Social determinants of health: the solid facts; World Health Organization - Europe. Available at: http://www.euro.who.int/_data/assets/pdf_file/0005/98438/e81384.pdf (accessed 20/10/2011).

Wismar, M. & Ernst, K. (2010) - Health in All Policies in Europe. In: Kickbush, I., Buckett, K. (eds.) - Implementing Health in All Policies. Adelaide 2010 Health in All Policies International Meeting. Adelaide: Government of South Australia, Department of Health.

10. Acknowledgments

We'd like to thank all our informants in the agriculture, education and health sectors for sharing their knowledge and perceptions about the EU School Fruit Scheme with the utmost frankness. We hope that they find their voice and input reflected truthfully in the report.

We would also like to thank Philippe Roux (European Commission, DG SANCO), who was very supportive during the interviewing phase by sharing information with the members of the High Level Group on Nutrition and Physical Activity and for providing useful advice throughout the exercise, Tanja Polak Benkič (Ministry of Agriculture and Environment of the Republic of Slovenia, National Focal Point for SFS), Alenka Pavlovec (Ministry of Education, Science, Culture and Sport of the Republic of Slovenia), and Dr Katja Povhe Jemec (Ministry of Health of the Republic of Slovenia) for their advice and help during the development of the questionnaire research.

Finally, we'd like to acknowledge the support of the EU Health Programme for funding this element of the Crossing Bridges project.