STRATEGY FOR THE IMPLEMENTATION OF THE SCHOOL SCHEME IN LUXEMBOURG FROM 2017/2018 to 2022/2023 School year

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1. JUSTIFICATION FOR THE AMENDMENTS

For simplification, the strategy was amended in 2022 as follows

- The distribution of milk via vending machines is stopped, starting from school year 2022/23 onwards.
- Plain white milk is distributed free of charge to pupils in **all** secondary schools from school year 2022/23 onwards.

Stakeholders' association:

The amendments have been drawn up in consultation with the Ministry of National Education, the Ministry of Health and the Ministry of Agriculture.

2. ADMINISTRATIVE LEVEL

Article 23(8) of Regulation (EU) No 1308/2013 as amended by Regulation (EU) 2016/791 (hereafter, the basic act) and Article 2(1)a of the Commission Implementing Regulation (EU) 2017/39 (hereafter, implementing regulation)

National	\boxtimes	
Regional		

3. NEEDS AND RESULTS TO BE ACHIEVED

3.1. Identified needs

Article 23(8) of the basic act and Article 2(1)b of the implementing regulation

A. Milk products

- 1) Increase of the quantity of milk and milk products distributed in primary schools, pre-schools etc. through the increase of participation of communes (enseignement fondamental)
- 2) Increase of the total quantity distributed through the program
- 3) Increase of the share of white milk distributed overall in the program in order to increase healthy eating habits and to make children rediscover the taste of pure white milk.
- 4) Increase of children participating in the accompanying educational measure «semaine du lait».

B. Fruit and vegetables

- 1) Increase the consumption of fruit and vegetables of the target population
 - -increase the percentage of children that consume fruits and vegetables on a daily basis
 - increase the average daily uptake of fruit and vegetables in the target population
- 2) Increase the percentage of school participating in the program, so that all the school children and adolescents can benefit from the program
- 3) Improve the accompanying measures, in particular in secondary education.

3.2. Objectives and indicators

Article 23(8) of the basic act and Article 2(1)c of the implementing regulation

A. Milk Products

General objective(s)	Impact indicator(s)	Specific objective(s)	Result Indicator(s)	Output Indicator(s)
Increase share of primary schools participating	change of communes participating in the program ca. +25% change of number of primary school pupil participating + 25%	Increase of communes participating in the milk school scheme	% of communes/ primary schools/prescho ols participating in the period of 6 years compared with ex ante % of pupils in primary schools participating in the period of 6 years compared with ex ante	Number of communes or number of primary schools/preschools participating in the program per school year Number of pupils in primary schools participating
Increase share of milk and milk products consumed in the primary schools through the school scheme	change in consumption of milk by children after 6 years of intervention	Increase milk consumption by children in primary schools (éducation nationale)	% of milk additionally consumed through the school scheme	Number of litres / kilos of milk subsidised
Increase of white milk distributed in total	Change in consumption of white milk after 6 years of application	Increase of white milk consumption in schools	% of white milk additionally consumed through the school milk program	Number of litres/ kilos white milk consumed
Increase of participation of children in the accompanying measure of "semaine du lait", a visit of a dairy farm with explanations	Increase of schools participating in the school scheme and knowledge transfer	Increase knowledge by children in schools about the production stages of agriculture primary production. Reconciliation of the farmer community with the non-farmer community	% of children involved in the school measures per school year % of farmers participating in the accompanying measure	Number of children involved in the "semaine du lait" "Number of farms involved in the "semaine du lait"

B. Fruit and vegetables

General objective(s)	Impact indicator(s)	Specific objective(s)	Result Indicator(s)	Output Indicator(s)
Increase the consumption of fruit and vegetables by children and adolescents	Change in consumption of fruit and vegetables in the target population	Increase in fruit and vegetables consumption by children in schools	% of children participating in the school scheme per school year on total number of children in the target group	Number of children participating in the school scheme per school year
			% of schools participating in the school scheme per school year on total number of schools in the target group	Number of schools participating in the school scheme per school year
				Average consumption of school fruit and vegetables/milk per child and per school year (quantity or portions)
	Increase in the knowledge of about fruit and vegetables linked to the program	Improvement of the knowledge and the understanding concerning fruit and vegetables (production, dietary benefits, how to prepare,)	% of children involved in accompanying educational measures per school year on total number of children in the target group	Number of pupils reached by accompanying measures

3.3. Baseline

Article 23(8) of the basic act and Article 2(1)d of the implementing regulation

A. Milk Products

- Participation of communes in the school schemes 2016/17: 33 out of 105 communes participate in the school milk scheme = 31,5%
- Consumption of litres of milk products: 2016/17: 154.000 litres (prov.)
- Consumption of white milk, 2016/17: (2015/16: 91.932 litres)
- Participation of pupils /school classes in the "semaine du lait" accompanying measure, 2016: 110 classes with 1521 pupils visited 60 milk farms

B. Fruit and vegetables

Baseline figures come from different sources

1. Monitoring report of the school fruit and vegetable scheme	
Number of participating schools in the target group	186
In % of the total schools of the target group in the MS	81,9%
Number of participating children in the target group	90.985
In % of the total children of the target group in the MS	93,9%

2. The Evaluation report of the school and vegetable scheme of 2016

Average daily uptake of fruits: 1,56 portions /day Average daily uptake of vegetables: 1,59 portions /day

Pupils eating fruits every day: 39% Pupils eating vegetables every day: 38%

3. HSBC 2014

		11 years	13 years	15 years
Eat fruit daily		old (%)	old (%)	old (%)
Luxembourg	Girls	47	38	36
	Boys	42	36	33

4. BUDGET

4.1. Union aid for the school scheme

Article 23a of the basic act and Article 2(1)e of the implementing regulation

	Pe	51/7/2023	
EU aid for the school scheme (in EUR)	School fruit and vegetables	School milk	Common elements if applicable
Distribution of school fruit and vegetables/school milk	1.725.000 (*)	1.123.000 €	
Accompanying educational measures		Eventually funded by EU aid 20.000 €	
Monitoring, evaluation, publicity	Eventually 15.000	Eventually. 15.000€	A common evaluation of both programs will be seeked
Total	1.740.000	1.158.000 €	
Overall total	2.898.000 (*)		

^(*) If unused funds from other member states are available, more EU aid will be requested.

4.2. National aid granted, in addition to Union aid, to finance the school scheme¹

Article 23a(6) of the basic act and Article 2(2)d of the implementing regulation

No		\boxtimes	
Yes		\boxtimes	
If yes, amount (in national currency)		Milk/milk	products
	Fruit/vegetables	Milk/milk products other than Annex V	Annex V products
Supply/distribution	495.000/year (*)		
Accompanying educational measures	10.000/year		
Monitoring, evaluation, publicity	35.000		
Total	3.065.000		

(*) Estimation

For school fruit and vegetables, national aid will be granted according to article 217 of regulation (EU) 1308/2013. For the school milk, no national funds are foreseen for the first application year.

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National or regional level

4.3. Existing national schemes						
Article 23a(5) of the basic act and Artic	Article 23a(5) of the basic act and Article 2(2)e of the implementing regulation					
No	\boxtimes					
Yes						
If yes (=existing national schemes extended or made more effective through Union aid under the school scheme), please indicate the arrangements to ensure added value of the school scheme through ² :						
Extension of the target group						
Extension of the range of production						
 Increased frequency or duration 						
− Enhanced educational measures (increased number or frequency or duration or target group of those measures)						
- Other: please specify (eg. if products originally not free of charge and that are provided free of charge) □						
Comment/explanatory text						

² One or more

5. TARGET GROUP/S

Article 23(8) of the basic act and Article 2(1)f of the implementing regulation

School level	Age range of children	School fruit and vegetables	School milk
Nurseries			
Pre-schools	3 -6	\boxtimes	\boxtimes
Primary	6-12		
Secondary	12 - 19		

Comments

6. LIST OF PRODUCTS DISTRIBUTED UNDER THE SCHOOL SCHEME

Article 23(9) of the basic act and Article 2(1)g of the implementing regulation

6.1. Fruit and vegetables

6.1.1. Fresh fruit and vegetables - Article 23(3)a of Regulation (EU) No 1308/2013

Apricots, cherries, peaches, nectarines, plums	\boxtimes	Carrots, turnips, salad beetroot, salsify, celeriac, radishes and other edible roots	\boxtimes
Apples, pears, quinces	\boxtimes	Cabbages, cauliflowers and other edible brassicas	
Bananas	\boxtimes		
Berries		Cucumbers, gherkins	
Figs		Lettuces, chicory and other leaf vegetables	
Grapes		Lentils, peas, other pulses	
Melons, watermelons		Tomatoes	
Citrus fruit	\boxtimes	Other vegetables: please specify ³	
Tropical fruit ⁴			
Other fruit: please specify			
(eg. kiwis, persimmons, nuts)			

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Other agricultural products than fruit and vegetables, as referred to in Article 23(7) of the basic act (eg. olives), should not be reported here but under section 5.3.1

⁴ Pineapples, Avocados, Guavas, Mangos and Mangostines

6.1.2. Processed fruit and vegetables – Article 23(4)a of Regulation (EU) No 1308/2013

Products distributed under the school scheme		Added salt			Added fat			Comments (optional)
the sensor seneme		No	,	Yes	No	Y	Yes	(optional)
Fruit juices								
Fruit purées, compotes				If yes, please indicate the limited quantity			If yes, please indicate the limited quantity	
Jams, marmalades								
Dried fruits								
Vegetable juices								
Vegetable soups								
Other: please specify								
••••								

6.2. Milk and milk products

6.2.1. Milk - Article 23(3)b of Regulation (EU) No 1308/2013

	\ /	\mathcal{U}	_	/		
Drinking milk and lactose-free v	ersions pleas	e tick the	box	c	\boxtimes	

6.2.2. Milk products - Article 23(4)b of Regulation (EU) No 1308/2013

Products distrib			Added salt		Added fat		Comments (optional)	
		No		Yes	No		Yes	(1)
Cheese and curd				If yes, please indicate the limited quantity			If yes, please indicate the limited quantity	
Plain yoghourt	\boxtimes				\boxtimes			From school year 2020/2021 onwards
Fermented or acidified milk products without added sugar, flavouring, fruits, nuts or cocoa								

Plain yoghourt is distributed regularly from school year 2020/21 onwards in primary schools.

So far, neither cheese nor yoghourt (plain and/or with fruit) had been included in the accompanying educational measures. If during the course of implementation this choice is revised, the strategy will be amended accordingly.

6.2.3. Milk products - Annex V to Regulation (EU) No 1308/2013

Products to be distributed under the school scheme		Added salt		Added fat			Added sugar	
		No		Yes	No		Yes	G
Category I (milk component ≥90%). Fermented milk products without fruit juice, naturally flavoured				If yes, please indicate the limited quantity			If yes, please indicate the limited quantity	%
Category I (milk component ≥90%). Fermented milk products with fruit juice, naturally flavoured or non-flavoured								%
Category I (milk component ≥90%). Milk-based drinks with cocoa, with fruit juice or naturally flavoured		\boxtimes						<7 %
Category II (milk component ≥75%). Fermented or nonfermented milk products with fruit, naturally flavoured or nonflavoured								%

6.2.4. Prioritisation of fresh fruit and vegetables and drinking milk

Article 23(3) of the basic act

Only fresh fruit and vegetables are distributed through the programme.

For school milk, fresh plain milk (=drinking milk) and plain yoghourt are distributed in primary schools. The distribution of drinking milk is a pre-requisite for primary schools to participate in the school milk program. Next to the distribution of drinking milk, primary schools may also decide to distribute plain. In secondary schools, plain and chocolate milk are distributed. Plain milk is distributed free of charge to children. The price for chocolate milk is fixed in the tendering procedure and the contract with the winner of the tendering procedure. The schools are responsible to verify that the maximum price is met in the distribution points. Additionally, this is verified through regular on the spot controls.

6.3. Other agricultural products in the educational measures

Article 23(7) of the basic act and Article 2(1)g of the implementing regulation

Yes	No
	\boxtimes

So far, no agricultural products other than fruit, vegetables, milk and milk products in tables 5.2.2 and 5.3.2 had been distributed in educational measures. If this choice is revised the strategy will be amended accordingly.

6.4. Criteria for the choice of products distributed under the school scheme and any priorities for the choice of those products 1. Milk products Article 23(11) of the basic act and Article 2(2)a of the implementing regulation Health considerations \boxtimes Environmental considerations Seasonality П Variety of products \boxtimes Availability of local or regional produce \boxtimes Any comments – including eg. on the required quality of products Any priority/ies for the choice of products: Local or regional purchasing \boxtimes Organic products \boxtimes Short supply chains \boxtimes Environmental benefits (please specify: eg. food miles, packaging ...) \boxtimes Products recognised under the quality schemes established by Regulation П (EU) No 1151/2012 Fair-trade Other: please specify Any comments Local/regional products are favoured, as are organic products, both having beneficial effects on the environment. 2. Fruit and vegetables Article 23(11) of the basic act and Article 2(2)a of the implementing regulation Health considerations \boxtimes Environmental considerations \boxtimes Seasonality \boxtimes Variety of products \boxtimes Availability of local or regional produce \boxtimes Any comments – including eg. on the required quality of products Any priority/ies for the choice of products: Local or regional purchasing \boxtimes Organic products \boxtimes Short supply chains \boxtimes Environmental benefits (regional produce, organic production) \boxtimes

Products recognised under the quality schemes established by Regulation	
(EU) No 1151/2012	
Fair-trade	\boxtimes
Other: please specify	
Any comments:	
In 2016 heavy frost in April had a strong impact on fruit production, therefore local fruits were not prioritised in the school year 2017/2018.	

7. ACCOMPANYING EDUCATIONAL MEASURES

Article 23(10) of the basic act and Article 2(1)j of the implementing regulation

Title	Objective	Content
Accompanying educational measures for the school fruit and vegetable program	Make children aware of the origin/growing process, improve knowledge on how to use fruit and vegetables, improve knowledge on dietary benefits of fruit and vegetables	In particular in primary education, schools have to put into place accompanying educational measures which can be of nature: farm visits, cooking classes, classes focusing on dietary needs. At national level accompanying measures targeting all pupils are being developed together with other ministries (health, education, sports, under the governmental approach to improve dietary habits and physical activity ("Gesond Iessen, méi bewegen")
Visits to milk farms	Make children aware of the origin of milk and the production process.	2 hours visit of school classes throughout the whole farm (feeding, stable, milking machine and calves stable) with panels elaborated by a contracted firm. Ends with tasting of milk.
Possibly visit of dairy	Make children aware of the transformation process	Visit of a dairy that has an extra centre adapted to kids, possibly cooking class.
Possibly brochure on agriculture	Educate children on where their food comes from; eventually together with the Ministry of Education and Ministry of Health	Teaching material on agriculture does not exist in every school or is outdated. There is a need to have some updated material on it with the help of the education ministry. Possibly make a brochure agriculture or school programs to raise awareness of agricultural products and the programs. A combination with dietary messages can also be done.

8. ARRANGEMENTS FOR IMPLEMENTATION

8.1. Price of school fruit and vegetables/milk

Article 24(6) of the basic act and Article 2(1)h of the implementing regulation

For primary schools, the school milk programme foresees a free of charge distribution.

For secondary schoolswhite milk is distributed free of charge. For chocolate milk a maximum price is fixed. For chocolate milk distributed in secondary schools, we foresee an aid on composition of milk.

Fruits and vegetables are distributed free of charge to all children in the target group.

8.2. Frequency and duration of distribution of school fruit and vegetables/milk and of accompanying educational measures

Article 23(8) of the basic act and Article 2(2)b of the implementing regulation

Envisaged frequency of distribut	ition:
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	School fruit and vegetables	School milk
Once per week		
Twice per week		
Three times per week		
Four times per week		
Daily		
Other: please specify ⁵		\boxtimes

In elementary schools, fruits or vegetables are distributed once a week. In secondary education establishments, one type of fruit is made available throughout the week

School milk is delivered once a week to schools. Schools are responsible for the distribution within their establishment. Frequency of distribution within schools varies from once per week up to daily.

Envisaged <u>duration</u> of distribution:

	School fruit and vegetables	School milk		
≤ 2 weeks				
> 2 and ≤ 4 weeks				
$>$ 4 and \leq 12 weeks				
> 12 and ≤ 24 weeks				
$>$ 24 and \leq 36 weeks				
Entire school year				
Entire school year: ca. 31 weeks. Distribution not during school holidays				

Envisaged duration of accompanying educational measures during the school year:

- \square (please indicate the number of hours or shortly explain/comment)
 - **A. School milk**: 5 days semaine du lait
 - **B. School fruit/vegetables:** In the elementary schools, accompanying measures for the school fruit/vegetables are managed mostly by the school themselves, therefore it is difficult to give a general answer. Measures can take all sort of forms, so it is not possible to request minimum numbers of hours.

⁵ Eg. Distribution once every two weeks

8.3. Timing of distribution of school fruit and vegetables/milk

Article 23(8) – and 23a(8) if supply in relation to the provision of other meals – of the basic act and Article 2(2)b of the implementing regulation

Envisaged timing of distribution during the day (please tick one or more of the checkboxes below):

	School fruit and vegetables	School milk
Morning/morning break(s)		\boxtimes
Lunchtime		\boxtimes
Afternoon/afternoon break(s)	\boxtimes	

Comments:

A. School milk:

1.) As regards milk: in primary schools, the milk and yoghourt are distributed during breaks. In the secondary schools, pupils can get their milk in the cafeteria, in school canteens or via lunch bags. In case that school milk is distributed/offered during lunch or via lunch bags, it is made clear either by posters (lunch at canteens) or when ordering online (lunch bags) that milk comes from the school milk program. Liquid milk is not part of the Luxembourgish people's lunch meal consumption habits.

2.) n/a

B: School fruit and vegetables:

School fruit can be also made available at lunchtime. This is mostly the case only in secondary schools, as the school fruits are generally made available in school canteens. Indeed, experience has shown that in this case, the uptake of the school fruits is much higher if available at lunchtime.

In this case, fruits are distributed separately from ordinary meals and it is made clear that the fruits come from the school fruit/vegetables program. Fruits that are part of meals are presented in a different way (wrapped, on a plate). Past experience has shown that school fruits mostly replaced other deserts, rather than replacing other fruits that have to be paid by the pupils. Small posters next to the fruit baskets indicate that the fruit is distributed free of charge via the school fruit program.

This method has been adopted to increase the quantity of fruits taken up by pupils. In secondary schools, the output of the fruit to the pupils is generally handled by canteen staff. Usage of school fruit is prohibited for the preparation of meals.

The service in charge of secondary school canteens takes care that menus do not contain products distributed as school fruits. On the spot controls check the distribution of the school fruits to pupils.

In order to improve the hygienic conditions for the distribution in response the COVID-19 crises, school fruit and vegetables can also be distributed via lunch bags. In this case, it is made clear when ordering the lunch bags that the school fruit and vegetables come from the school fruit and vegetable program

8.4. Distribution of milk products in Annex V to Regulation (EU) No 1308/2013

Article 23(5) of the basic act, Article 5(3) of the fixing regulation (No 1370/2013), Article 2(2)f of the implementing regulation

□ No

⊠ Yes

If yes, please describe the system for granting Union aid only to the milk component of those products (= if it varies across products according to the milk component or by fixed rates set at national level; is $27 \in /100 \text{ kg}$ paid or less or does it vary)

If the milk component is 92% in chocolate milk, so 0.2484€/kg. It depends on the winner of the tendering procedure. The tendering procedure includes provisions on fixing an aid for the milk component and the fixation of a maximum price for white milk as well a minimum differential to respect between the price of chocolate milk and white milk.

8.5. Selection of suppliers

Article 23(8) of the basic act and Article 2(1)l of the implementing regulation

A. School fruit and vegetables

Suppliers of school fruit and vegetables are selected through an open European public procurement procedure.

Suppliers purchase themselves the fruit/vegetables and distribute them to the educational establishments involved in the program.

Local fruit/vegetables are purchased from producers that have an obligation to accept school classes on their premises for farm visits, or are obliged to go to schools and explain their business.

B. School milk:

Suppliers of school milk are selected through an open European public procurement, with two separated lots, one for primary schools and one for secondary schools. Beneficiaries are the suppliers of products.

For the primary schools: Milk (only plain milk) and yoghourt are free of charge for children and municipalities

For secondary schools white milk is free of charge for children and schools. Pupils have to pay a reduced price (maximum price fixed during the tendering procedure) for chocolate milk. In case of subsidized milk products for the supplier, only an aid for the milk component is subsidized.

8.6. Eligible costs

8.6.1. Reimbursement rules

Article 23(8) of the basic act and Article 2(1)i of the implementing regulation

Suppliers of school fruits are reimbursed based on invoices. The specifications in the public procurement procedures make sure that costs are reasonable. The costs of the school milk supplied under the school scheme include the costs of purchasing, renting, hiring and leasing of the equipment used in the supply and distribution of products.

The costs of the school fruit and vegetables supplied under the school scheme do not include costs of purchasing, renting, hiring and leasing of the equipment used in the supply and distribution of products

Suppliers of school milk are reimbursed based on invoices. As regards the reasonability of prices, those are fixed in the contract after tendering. However, in order to control that prices are reasonable are consumer-prices collected and compared. One of the criteria for the public procedure is also the best price-quality ratio. Only the costs of supply are covered.

If the strategy sets maximum prices to be paid by beneficiaries for the products, materials and services under the school scheme please indicate the fair, equitable and verifiable calculation method used for their establishment (Article 2(2)c of the implementing regulation).

8.6.2. Eligibility of certain costs

Article 23(8) of the basic act and Article 2(2)b of the implementing regulation

Normally, only costs for supply will be foreseen for subsidy eligibility.

For school fruits and vegetables, in some years, transport costs for local fruit supply will be covered by national aid in order to incentivise local purchase.

8.7. Involvement of authorities and stakeholders

Article 23(6) and (9) of the basic act and Article 2(1)k of the implementing regulation

Public authorities

- Ministry of Education
- Ministry of Health
- Ministry of Sports

Several meetings have been held during the beginning of 2017 with the responsible persons of the Ministry of Health, the Ministry of Education and the Ministry of Sports (02.02.2017; 01.03.2017; 25.04.2017), where a compromise was found to the implementation of the distribution of milk products and problems of the programs were discussed. The compromise between the Ministry of Health and Ministry of Agriculture has been formalized in a written note the 05.07.2017.

We see the need to cooperate closely with the representatives of the Ministry of Education in order to work on accompanying educational measures.

The ministry of Education plays an active role in the implementation and in the evaluation of the program.

Private

- Société nationale d'Arboriculture et d'Horticulture (SNAH)
- Meeting on the 31.05.2017 with the current suppliers and only Luxemburgish milk products producing dairies of the school milk program in order to involve them in the decision process and inform them about changes to come.

8.8. Information and publicity

Article 23a(8) of the basic act and Article 2(1)m of the implementing regulation

On the website of the ministry of Agriculture, (portail de l'agriculture) information on the program are made available. Throughout the 6 year period, the program is publicised via different means, such as a description of the program in a magazine distributed to all households in Luxembourg, or a presentation at an agricultural fair.

Furthermore, a firm was mandated to elaborate a new single poster for both schemes. The firm was also asked to find a common name and elaborate stickers that are put on distribution points and link to a website that informs them about the program.

8.9. Administrative and on-the-spot checks

Article 2(2)g of the implementing regulation

For the school fruit and vegetables, administrative checks as well as on the spot checks are carried out by the Service de horticulture of the Administration des services techniques de agriculture.

For the school milk, administrative and on the spot checks are done by the Service d'économie rurale.

8.10. Monitoring and evaluation

Article 2(2)g of the implementing regulation

The evaluation of the scheme is outsourced.