



Strengthening European Food Chain Sustainability by Quality and Procurement Policy

Deliverable 6.1:

REPORT EVALUATING CONTRACT TENDERING AND AWARDING PROCESSES FOR PUBLIC PROCUREMENT OF SCHOOL MEALS

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TABLE OF CONTENTS

EXECUTIVE SUMMARY	4
LIST OF TABLES	6
LIST OF ABBREVIATIONS AND ACRONYMS	7
1. OBJECTIVES AND METHODS OF STUDY.....	8
1.1. Objectives.....	8
1.2. Methods	8
2. SCHOOL MEALS PROVISION IN THE COUNTRIES STUDIED.....	10
2.1. Extent of school meals provision	10
2.2. Take up of meals and cost of provision	11
2.3. Composition of meals.....	13
2.4. Responsibility for menu development	14
3. SCHOOL MEAL POLICIES IN THE STUDIED COUNTRIES	16
3.1. Authorities responsible for school meals provision	16
3.2. Key policies for school meals provision	17
4. SCHOOL MEALS PROCUREMENT REGULATIONS AND PRACTICES.....	21
4.1. Transposition of Directive 2014/24/EU	21
4.2. Dominant school meals procurement models	23
5. SCHOOL MEALS CONTRACT TENDERING AND AWARD PROCESSES.....	26
5.1. Responsibility for tendering and award of school meals contracts	26
5.2. Types of contractual arrangements	27
5.3. Typical processes for tendering and award of school meals contracts	29
REFERENCES	31
APPENDIX 1 COUNTRY REPORT FOR CROATIA.....	32
APPENDIX 2 COUNTRY REPORT FOR ENGLAND.....	43
APPENDIX 3 COUNTRY REPORT FOR FRANCE.....	55
APPENDIX 4 COUNTRY REPORT FOR GERMANY.....	69
APPENDIX 5 COUNTRY REPORT FOR GREECE.....	79
APPENDIX 6 COUNTRY REPORT FOR ITALY.....	87
APPENDIX 7 COUNTRY REPORT FOR SCOTLAND.....	98
APPENDIX 8 COUNTRY REPORT FOR SERBIA.....	112

EXECUTIVE SUMMARY

- This report presents the results of Task 6.1 of the Strength2Food project. The objective of this Task was to understand contract tendering and award processes for public sector food procurement (PSFP), with specific reference to school meals. For eight European countries (Croatia, England, France, Germany, Greece, Italy, Scotland and Serbia), Partners gathered information on the following, using a combination of desk research and exploratory interviews: (i) the nature and extent of school meal provision; (ii) the national and local policies and practices relating to PSFP; (iii) the transposition of EU Directive 2014/24 into national law; and (iv) the typical arrangements and processes for contract tendering and award for school meals.
- Across the eight countries, there is considerable variation in the proportions of schools providing meals to children, from almost 100% (Croatia-Zagreb, England, France, Scotland), to c.50-70% (Germany-NRW, Italy, Serbia). In Greece, the proportion is very low (c.4%). There is also considerable variation in on-site kitchen facilities across the eight countries, ranging from c20% to c60% (0% in Greece). It is interesting to note the high proportion of meals in France and Italy that are prepared off-site in central kitchens and transported to school premises, as well as the high proportion of private catering firms contracted to provide meal services in these countries (c.50% in France and c.70% in Italy).
- For pupil take up of meals, ratios of c.40-60% are common, although there is much variation around this average. Costs per meal range from c.7 and c.6 euros per meal in France and Italy, to 1.2 euros per meal in Croatia. State subsidy of meals is common across countries for families at socio-economic disadvantage. In terms of meal composition, the meals in France and Italy have the highest number of components. In both of these countries, and in England and Scotland, there are specific mandatory requirements for school food, which specify the nutrient and food-based standards to be met by school menus.
- In terms of policies and practices for PSFP, national ministries of health and education, or their equivalents, are most often the bodies responsible for devising policies and standards relevant to school meals, although in Germany and Italy policies are more regionally driven. The content of policies is strongly focused on health and nutrition, although France and Italy also have policies for school food (or PSFP more generally) relating to sustainability, supported by specific laws to encourage local and organic sourcing, waste reduction, etc. Currently, there is a lack of clear institutional ownership of policies related to school food in Serbia, and there are no specific health or nutrition standards for school food in this country.
- In terms of the transposition of EU Directive 2014/24, with the exception of Serbia, all countries now encourage the splitting of large contracts into smaller lots. All countries

also allow reservation of contracts to social enterprises and employers of disadvantaged groups, as well as the specification of particular production processes, certificates and labels in contract award criteria, where these are justifiable given the subject of the tender. No country prohibits cost-only contract awards (although in Italy their use is heavily restricted), but in most cases, national legislation strongly discourages the practice in favour of awards based on price-quality ratio, Most Economically Advantageous Tender (MEAT), and other approaches which take qualitative and sustainability criteria into account.

- In terms of contract tendering and award processes, it is noteworthy that municipalities and Local Authorities (LAs) are the common bodies responsible for these activities in England, Scotland, France and Italy. In England and Scotland in particular, joint purchasing groups, buying consortia and framework agreements are popular contracting vehicles, and contracts are typically three years in duration. In Croatia and Serbia, contracts are commonly handled at the individual school level, and 12 month cycles are common. In spite of these differences there are many similarities in the practical steps of contract tendering and awarding, particularly for contracts at similar value thresholds.

List of Tables

Table 1. Extent of school meals provision in the studied countries 10

Table 2. Take up of school meals and cost of provision 12

Table 3. Composition of meals 13

Table 4. Responsibility for menu development..... 14

Table 5. Authorities responsible for school meals provision 16

Table 6. Key policies for school meals provision 17

Table 7. Transposition of EU Directive 2014/24 into national laws 21

Table 8. Dominant procurement models for school meals 23

Table 9. Responsibility for tendering and award of school meals contracts 26

Table 10. Types of contractual arrangements 27

Table 11. Typical processes for tendering and award of school meals contracts 29

List of Abbreviations and Acronyms

CA: Contracting Authority

FFL: Food For Life programme of the UK Soil Association

LA: Local Authority

MEAT: Most Economically Advantageous Tender

MSC: Marine Stewardship Council

NRW: Nord-Rhine-Westphalia

PSFP: Public Sector Food Procurement

1. OBJECTIVES AND METHODS OF STUDY

1.1. Objectives

This report presents the results of Task 6.1 of the Strength2Food project. In the context of WP6, which seeks to determine how different public sector food procurement (PSFP) policies may impact on nutrition, food supply chains and local economies (specifically for primary school meal provision), the objective of Task 6.1 is to understand contract tendering and award processes for PSFP. Task 6.1 was devised in recognition of the fact that opportunities for new actors in rural territories to engage in PSFP are influenced heavily by the arrangements public institutions have for tendering and award of such contracts. For example, SMEs and local suppliers can be excluded, *de facto*, from PSFP contracts on the basis of being evaluated as too expensive (Cabras, 2011), or not conforming to HACCP requirements (Sonnino, 2009). However, contracting arrangements are shaped by EU and national policies towards sustainability (Brammer and Walker, 2011), which, if positively oriented, may allow more institutional flexibility in contract award criteria and processes (Lehtinen, 2012). In fact, the recent EU Directive 2014/24 had the particular aim of encouraging greater sustainability in public procurement processes (including PSFP), for example by encouraging greater participation of SMEs, social enterprises and employers of disadvantaged groups, and encouraging greater use of environmental and social criteria in contract awards. The provisions of this Directive have now been transposed into national law in all EU countries, although to date there has been little comparison of these transpositions. Hence, for a selection of EU countries, Task 6.1 gathered information on the following: (i) the nature and extent of school meal provision in each country (to obtain an understanding of the context of the sector under study); (ii) the national and local policies and practices relating to PSFP; (iii) the transposition of EU Directive 2014/24 into national law; and (iv) the typical arrangements and processes for contract tendering and award for school meals.

1.2. Methods

The work for Task 6.1 was undertaken over two phases. In a first phase (May-June 2016), WP6 Partners undertook a fact-finding survey on school meal provision in their own countries, which gathered most of the information contained in this report relating to school meal numbers, costs and composition, as well as some information relating to support institutions and relevant policies. In a second phase (April-June 2017), WP6 Partners conducted further research to gather more specific information about contracting processes and the transposition of EU Directive 2014/24 in their own countries. Much of the information for both phases of study was obtained via desk research of secondary data (e.g. government websites, policy documents, school reports/audits), supplemented by a small number of exploratory interviews with school/policy representatives where appropriate.

Information relating to eight European countries is included in this report: Croatia, England, France, Germany, Greece, Italy, Scotland and Serbia. Scotland and England have distinct legal systems and different education systems and policies, hence these nations were treated as separate countries for the purposes of this study. The country report relating to Germany pertains only to the region of Nord-Rhine-Westphalia (NRW). The Federal system in

Germany means that regions operate different systems of education and school meals provision, and in many regions, schools do not provide any school meals. NRW is an exception to this, with a high percentage of all-day schools offering meals to pupils. Hence, it was an appropriate region to select for this study. In Croatia and Serbia, there is very little publicly available information about school meal provision, hence the information provided for these countries is drawn from specific surveys. For Croatia, school meals information draws from a survey of 38/108 schools in Zagreb city. For Serbia, school meals information is derived from a national survey of primary schools (n=751), conducted by BEL and MPN Partners for Strength2Food. In Serbia, arrangements for school meals may vary in situations where individual schools have discretion over this activity.

The remainder of this report presents the key results of Partners' research in the countries specified above, structured under the following headings (i) school meals provision (ii) school meals policies (iii) procurement regulations and practices (iv) contract tendering and awarding processes. The full country reports appear as a series of appendices at the end of the report.

2. SCHOOL MEALS PROVISION IN THE COUNTRIES STUDIED

The first area of research for Task 6.1 involved capturing the extent and nature of school meals provision in the eight countries studied. This section summarises the information gathered on the number of schools providing meals in each country, pupil take up, cost, meal composition and arrangements for menu development.

2.1. Extent of school meals provision

Table 1. summarises the information gathered on the number of primary schools in each country, the proportion of schools serving meals, and the proportion with kitchen facilities to cook meals on-site. In terms of the proportion of schools serving meals, Table 1 shows considerable variation between countries, from those where almost 100% of schools provide meals (Croatia-Zagreb, England, France and Scotland), to those where 50-70%, on average, provide meals (Germany-NRW, Italy, Serbia). In Greece, the proportion is very low (c.4%). Traditionally in Greece, school meal provision is regarded as the responsibility of parents/families, therefore current provision by the state/third parties (in particular the NGO Stavros Niarchos Foundation) is specifically for alleviation of food insecurity/poverty. The 38 meal-providing Greek schools identified in Table 1 were part of a recent state pilot project for disadvantaged children. Table 1 also shows considerable variation in on-site kitchen facilities across the eight countries, ranging from c20% to c60% (with the exception of Greece, where no schools have kitchens, for the reasons explained above). It is interesting to note the high proportion of meals in France and Italy that are prepared off-site in central kitchens and transported to school premises, as well as the high proportion of private catering firms contracted to provide meal services in these countries (c.50% in France and c.70% in Italy). In Serbia, the figure of 28% of schools having on-site kitchens should be interpreted with caution. Lack of HACCP certification and training means many schools cannot operate their kitchens, and for those that do, there can be quality problems in meal provision.

Table 1. Extent of school meals provision in the studied countries

	Total primary schools	Proportion of schools serving meals	Proportion of school with kitchen facilities to cook on-site
Croatia (city of Zagreb)	108 regular state schools	All are required to provide meals for pupils.	Most
England	24,288 state funded schools	All	Unknown
France	52,225, of which 46,962 are public	Almost all	20% cooked on-site, 80% cooked in central kitchen and delivered hot or cold to individual schools.

Germany (NRW)	2,845 state schools	69%	9% cooked on-site (of schools that have kitchens), 80% prepared off-site
Greece	4,331	4% provide break (cold) meals. Hot meals provided in 38 schools as part of School Meals pilot project.	None. Stavros Niarchos Foundation meals prepared off-site. State funded meals prepared in central kitchens and transported to participating schools.
Italy	16,663 state funded schools	On average, 60% of schools provide meals, but there are regional differences, especially between north and south Italy (e.g. >70% in some northern regions, but 50% in southern regions)	47% (based on 2011 ISTAT study). 70% of meals are provided by private catering companies (involves both on-site and off-site meals)
Scotland	2,056	Almost all	Estimated 60%
Serbia	1,135 main schools with a further c.2,439 satellite schools	c.80% of primary schools provide either breakfast, snack and/or lunch, of which c.40% provide lunches.	c.28% of schools claim to prepare meals in their own kitchens.

2.2. Take up of meals and cost of provision

Table 2 presents the take up of school meals and per meal costs across the eight countries. In terms of take up, it can be seen that proportions of c.40-60% are common, although there is much variation around this average. There are also wide variations between schools in the same country/region. In terms of cost, it can be seen that France and Italy have the most expensive meals at c.7 and c.6 euros per meal, respectively, and Croatia has the least expensive at 1.2 euros per meal. Various factors contribute to these differences in cost, including the composition of the meals (see below). Across the eight countries however, there is more commonality in the approach to supporting the cost of meals, as most states provide some subsidy to parents, which increases according to level of socio-economic disadvantage. In England and Scotland, notably, the state supports the full cost of meals for all pupils in the first three years of schooling. In France, even without such universal funding support, the state spends 1.5bn euros per annum on school meals.

Table 2. Take up of school meals and cost of provision

	% Take-up of meals	Cost per meal	Who Pays?
Croatia (city of Zagreb)	80%	Milk meal = 0.67 euros, lunch = 1.2 euros Snack = 0.34 euros	Co-financed by parents and City of Zagreb, based on family status. Pupils of families receiving child allowance, unemployment/social support, disability allowance can receive subsidised meals, with most disadvantaged groups paying zero cost.
England	65%, on average	c.£1.90 (2.13 euros)	English government pays full cost for all pupils in the first three years of schooling. Thereafter, parents pay, but zero cost for pupils of families on state benefits and other disadvantaged categories.
France	50%, on average	c.7 euros	Parents pay 2.5 to 3 euros per meal, on a sliding scale according to income. Municipalities subsidise remainder (c1.5bn euros per year in total public subsidy)
Germany (NRW)	38%	c.2.64-2.83 euros	State pays 1 euro, municipality pays 5 cents, remainder paid by parents.
Greece	Not known	Not known	Stavros Niarchos Foundation, with funding support from EU, pays full costs of the break meals it provides. The Greek Ministry of Health free meals pilot project pays full costs of the hot meals it provides.
Italy	47% (data for Parma)	6.18 euros	Shared between parents and municipality. Municipalities cover 100% of costs for lowest income parents and 50% for low income.
Scotland	35-45%, on average	£2.05 (2.29 euros)	Scottish government pays full cost for all pupils in the first three years of schooling. Thereafter, parents pay £1.70-£2.05 per meal, depending on local authority area. Meals are reduced or zero cost for pupils from low income families.
Serbia	Wide variation in take up rates across schools, from 6% to over 80%	Varies across regions, from 50-100 RSD (0.42-0.83 euros) in Novi Sad to up to c.200 RSD (1.66 euros) in Belgrade.	In >95% of schools, parents pay the full cost of meals. Only in a very small percentage of schools are meals subsidised up to 30% (by the school or local community), for families in the most difficult circumstances.

2.3. Composition of meals

Table 3 shows the typical content and composition of school meals in the eight countries studied. From this Table, differences can be seen in terms of the elaboration of components (number of courses and side dishes), and also in the extent to which meals are designed to meet goals related to health, local sourcing, and traditional recipes. France and Italy have the most elaborated meals, with the highest number of components, and reference to locality/tradition. In both of these countries, and in England and Scotland, there are specific mandatory national standards for school food, which specify the nutrient and food-based standards to be met by school menus.

Table 3. Composition of meals

Croatia, Zagreb	Lunch typically contains a main dish (meat/fish with a side dish, or a stew), salad, optional bread, dessert, and fresh water.
England	Two course lunch: main dish with side vegetables/salad, and dessert. Water and bread always offered.
France	5 components: starter, protein-rich main dish, side dish (vegetables, pulses, potatoes, cereals), cheese/dairy products, dessert. These components are officially prescribed under national standards.
Germany (NRW)	Lunch typically contains a starter (salad, soup), main dish with side, and a dessert (milk product, cake, fruit). However, there are no official prescriptions concerning these menus' components. Some schools offer a starter and main dish, others offer a main dish and dessert
Greece	Two kinds of meals offered. Break meals (cold foods, sandwiches, pies, dairy products, fruit) are provided by Stavros Niarchos foundation. Hot meals (protein-based main dish with bread, followed by fruit and vegetables) are provided through the state 'School Meals' pilot project. The latter involves a fixed 4-week menu cycle, with key emphasis on healthy food without artificial supplements and use of Mediterranean diet recipes.
Italy	5 components: starter (cereal based dishes - e.g. pasta, rice, barley - with vegetables cooked according to local/traditional recipes, or unique composite dish such as pizza, lasagne), protein-rich main dish (meat, fish, eggs, cheese) with side vegetables (potatoes no more than once per week), bread, seasonal fruits of at least 3 types in one week.
Scotland	Two course lunch: protein- and carbohydrate-rich main dish with side vegetables/salad, and dessert. Water and bread always offered.
Serbia	Typically, lunch contains two or three courses: soup, main meal with salad, and sometimes dessert. Main meal consists of protein- and/or carbohydrate-rich dish with vegetables (e.g. beef with peas, goulash and pasta, fish with beans, steak and potatoes, beans with bacon).

2.4. Responsibility for menu development

Table 4 shows the arrangements that exist in each country for the design and development of school menus, and who is responsible for implementing these. It shows that in countries where the municipality or local council is responsible for school food, and where private catering firms are often contracted to provide meals (England, France, Germany, Italy), the common practice is for menus to be developed jointly between these two stakeholders. Often, the process is supported by qualified nutritionists, who may be employed either by the municipality or the catering firm. In countries where meals are the responsibility of individual schools (Croatia, Serbia), menus are developed in-house by cooks or other responsible persons. In Serbia, Parent Councils have a key input into menu development, though this does not always lead to health improvements in the menus. A final noteworthy aspect of menu planning arrangements is that across the countries, it is seen as best practice that meal committees are established which bring in involvement of multiple interest groups, including pupils, into menu design, promoting wider stakeholder engagement in school food. The Italian canteen commissions are a good example of this approach. The Food For Life (FFL) programme developed by the UK Soil Association also encourages the setting up of multi-stakeholder committees of this sort in England and Scotland.

Table 4. Responsibility for menu development

Croatia (city of Zagreb)	Responsibility is at individual school level. Usually it is the cook, with the school director, who decides what goes on the menu. Mostly, parents and pupils are not involved in menu planning. Menus should accord with National Nutritional Guidelines of the Ministry of Health, which recommends optimum intakes of energy and nutrients, and a list of recommended foods and meals.
England	Responsibility for menu development depends on catering arrangements. Where schools contract meals directly from caterers, responsibility for menus is shared between the catering firm and school governors. Where meals are provided via the local authority, the caterer designs the menus in consultation with the local authority. Normally, there is not a lot of involvement of children/parents in menu design. However, the FFL Programme incorporates development of multiple participant committees, led by pupils, to plan and discuss wide aspects of school food, including menu planning.
France	Chefs/cooks usually design the menus for a 5 week cycle, in consultation with catering service managers. Menus are validated by school nurses or nutritionists.
Germany (NRW)	In NRW, the cities and city councils are responsible for primary schools and their meals. They either run the kitchens on their own (16.2% of schools), or use external caterers (57.2% of schools), or a combination of both (26.2% of schools). In the case of internal management, in-house directors in the school oversee the canteens and menus, and the meals are prepared by the school's own staff. Internal management is quite rare however, because of higher personnel costs and sometimes lack of expertise in catering

	<p>operations. In external management (much more common), school catering is partly or completely run by an external company, sometimes with contractual agreements with a leaseholder or a catering company. There are also supply contracts with which ready-to-eat or reheatable meals are delivered to the school.</p> <p>Regardless of whether internal or external management is followed, it is recommended to establish a school catering committee comprising school management representatives, teacher representatives, parents, and school boards and occasionally experts such as kitchen planners, qualified nutritionists and food safety inspectors. The committee then focuses on an analysis of the current situation and formulates the goals and specifications.</p>
Greece	<p>Hellenic Food Authority is responsible for meal safety. The Ministries of Labour and of Education, with the University of Athens, are responsible for checking nutritional content. Trained teachers in every participating school are responsible for quality checking. Parents can raise any issues they have with school teachers.</p>
Italy	<p>Menus are developed between the responsible persons in the municipality and the catering firm (usually they are both dieticians). In addition, each school has a Commissione mensa ('canteen commission'), a participation body comprised of representatives from parents and school staff, which supervises and proposes changes to the canteen service, and monitors catering firm compliance with the contract. Local health authorities also play an important role in monitoring and ensuring hygiene and nutritional aspects of meals.</p>
Scotland	<p>Responsibility for menu development depends on catering arrangements, but the local authority (LA) usually plays a key role. Where meals are provided from the LA's own in-house catering service, the in-house team develops the menu. Where meals are provided via a contract caterer, the caterer designs the menus in consultation with the LA. Normally, there is not a lot of involvement of children/parents in menu design. However, the FFL Programme incorporates development of multiple participant committees, led by pupils, to plan and discuss wide aspects of school food, including menu planning.</p>
Serbia	<p>Responsibility is at individual school level, there are no formal bodies/institutions taking charge of menus either at national or local level. Hence, there are a lot of differences in menu development practices. Parent Councils often have strong input to menus, which means variations in nutritional values: some Parent Councils push for healthier food, others for food children are most likely to eat. Some head teachers employ nutritionists to adopt healthier eating, and some have voluntarily eliminated high fat, and calorific foods from menus. However, in the absence of formal standards, healthy menus are dependent on the commitment/motivation of individual head teachers.</p>

3. SCHOOL MEAL POLICIES IN THE STUDIED COUNTRIES

The second area of research for Task 6.1 was collection and analysis of the policies related to school meal provision in the eight countries studied. This section summarises the results in terms of which authorities are responsible for school meals provision, and which national level policies guide stakeholder approaches and practices related to school meals.

3.1. Authorities responsible for school meals provision

Table 5 shows which authorities take responsibility for school meals provision in the eight countries. It shows that in many cases, national ministries of health and education, or their equivalents, are the bodies responsible for devising policies and standards relevant to school meals, whilst municipalities or LAs are responsible for delivering on these policies at the local/regional level. The federal system in Germany means that policies and standards are administered by regional agencies, and the situation is also more regionally driven in Italy, as municipalities have more autonomy over policies and standards. The situation in Serbia is somewhat different to the other countries, as there are no national ministries that take clear ownership of policies related to school food.

Table 5. Authorities responsible for school meals provision

Croatia (city of Zagreb)	The Ministry of Health, and Ministry of Science, Education and Sports are responsible for recommending improvements in school meals. The Ministry of Health and Croatian Institute of Public Health are responsible for evaluating the energy and nutritive value of school meals three times per year.
England	The Department for Education with Local Education Authorities (LEAs) are the key responsables.
France	Municipalities are responsible for meals in nursery and primary schools.
Germany (NRW)	Several federal agencies are involved: the regional ministry of education, regional ministry of climate, agriculture, nature conservation and consumer protection, and a branch of the regional consumer association dedicated to school food provisioning
Greece	The Ministry of Education and Ministry of Labour, Social Insurance & Social Solidarity are responsible for meal provision and supervise the 'School Meals' pilot project. At regional level, directors of departments for primary education are responsible for executing the project to participating schools. School managers provide briefings and coordination with the primary education officers.
Italy	Municipalities fund, control and manage school meals provision in their areas, within a national framework of guiding principles. Municipalities are relatively free to set their own regulations and standards. Whether the municipality provides meals in-house, or via a private catering firm, it still

	is the key body responsible for the meal system
Scotland	The Learning Directorate is the government department responsible for school food, specifically the Health and Wellbeing Team.
Serbia	There is no single body with core responsibility for school meal provision. Instead, responsibility for different aspects is spread across several bodies, such that school food represents only a minor/tangential concern in each case. The Ministry of Education, Science and Technological Development has a stake in school food through laws such as the Rulebook on Accommodation and Nutrition of Pupils and Students, and the Rulebook on Pupil and Student Nutrition Quality Standards. Other laws such as the General Food Law and Public Procurement Law have some relevance, so bringing in other Ministries (e.g. of Health, Youth and Sports). The lack of clear ownership means responsibility for school food tends to get transferred to local stakeholders (schools, parents, suppliers).

3.2. Key policies for school meals provision

Table 6 presents the key policies related to school meals that exist in the eight countries studied. It can be seen that the headline policies for school food target health and nutritional aspects of meals, with many countries (England, France, Germany, Italy, Scotland) having detailed mandatory standards that all school meals must comply with in terms of calorific value, and nutrient and food-based requirements. Serbia is a notable exception to this norm, having no specific health or nutrition standards for school food. Some countries also have policies for school food (or PSFP more generally) relating to sustainability. In the case of France and Italy, specific laws have been enacted to encourage sustainable procurement, including local and organic sourcing, waste reduction, etc. In England and Scotland, sustainability is promoted more through encouragement of schools to participate in voluntary codes of practice and programmes, such as FFL.

Table 6. Key policies for school meals provision

Croatia	<p>Two documents that are the legal basis for the organization and functioning of school meals are:</p> <ul style="list-style-type: none"> • <u>Article 68 of the Law on Education in Primary and Secondary Schools</u> states that primary schools are obliged to organize school meals for pupils in accordance with the prescribed norms issued by the ministry for health. • <u>Article 38, paragraph 4 of the National Pedagogic Standard for Elementary Education</u> (OG 63/08 and 90/10), determines that the nutritional requirements, conditions and methods of organization of school meals is in the competence of the school authorities (in agreement with the standards for school meals for pupils in primary school). <p>In addition:</p> <ul style="list-style-type: none"> • <u>The national guidelines for school meals for children in primary schools</u> (2013) prepared by the Working Group of the Ministry of Health. This document provides guidance for the organization and administration of
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	<p>the service of school meals, the definition of public procurement contracts and conditions of work, preparation and delivery of meals to meet the needs of the relevant age groups of children, while teaching and encouraging children to adopt proper eating habits. National dietary guidelines are an integral part of the Norms for nutrition of students at the elementary schools, which provide the recommended types of foods and dishes, the optimal intake of energy and nutrients as well as the number of meals and the allocation of the recommended energy intake for each meal.</p>
England	<ul style="list-style-type: none"> • <u>National School Food Standards (2015)</u>. This document sets out the mandatory standards for school food to be followed by all state funded schools, academies and free schools in England. (Academies and free schools established between 2010 and 2014 are exempted, and may treat the standards as guidance). The standards are enshrined in English law through the Requirements for School Food Regulations (2014). The standards specify the nutrient and food-based requirements of school meals, including limits on high salt, sugar and fat, frequencies of servings of fruit and veg, dairy, meat and fish, etc. • <u>School Food Plan</u>. This government sponsored website contains information and guidance for school heads and governors about developing best practice in relation to school food. <p>The above regulations are the minimum standards. However, the English Government supports the <u>Food For Life</u> programme http://www.foodforlife.org.uk/, which encourages schools to go beyond these standards. The FFL programme runs an award scheme (bronze, silver and gold) for schools that meet specified criteria, including sustainability aspects.</p>
France	<ul style="list-style-type: none"> • <u>Health and Nutrition National Policy and Decree No.2011-1227 on 'Quality Nutrition of meals served in school restaurants'</u>. This National Policy sets guidelines for nutritional good practice in the catering sector. Includes goals such as: increasing fruit and veg and starchy foods, reducing fats and added sugar, increasing iron and calcium. The Decree made mandatory recommendations including: 4-5 dishes on offer at each meal, to include at least 1 dairy product, diversity of dishes, limited fat and sweet dishes, use and highlight seasonal products. • <u>National Food Plan, Oct 2014</u> Encourages supply of secure, diverse, high quality and nutritional food for every citizen, according to 4 priorities: social fairness, food education for young persons, reduction of food waste/loss, enhancement of local food systems and heritage. Objective of 40% local products in state catering by 2017. • <u>Agricultural National Law</u>. Supports local food projects which bring local foods to school canteens. • <u>National Plan for Sustainable Public Procurement</u>. A general framework to encourage actions which promote sustainable procurement practices by public administration and local authorities.
Germany	<ul style="list-style-type: none"> • <u>DGE Quality Standards for School Meals</u>. First published 2007, provides framework and recommendations for optimal catering in all German regions. These include: 4 week menu cycle, soft drinks ban, daily offer of veg and grain products, limited convenience products, offer for special

	<p>diets, organic food recommended, minimum levels of fruits, fish and milk products, maximum levels of meats and eggs. Award scheme for schools exceeding these standards.</p> <ul style="list-style-type: none"> • <u>D-A-CH Reference Values for Nutrient Intake</u>. Sets requirements for nutrient intake for optimum lunch, including: should provide 400 cal, ideally comprised of 20% protein, 30% fat, 50% carbs. • There is also an award scheme "School+Food=Top Marks", based on the DGE Quality Standards, and which allows extra recognition to be given to schools exceeding these standards.
Greece	<ul style="list-style-type: none"> • A <u>Ministry of Health decision (August 2013)</u> sets out permissible foods in school canteens. These are: fruits, vegetables, dairy products, pastries, sandwiches, sweets, nuts and beverages, under specific nutritional requirements in line with the Mediterranean nutrition pyramid. • In 2012, the <u>Ministry of Education</u> launched a programme to provide free food in schools identified as having low socio-economic indicators. The programme sought to provide lunches to all students through contracts with school canteen operators, adhering to specific health and hygiene criteria.
Italy	<ul style="list-style-type: none"> • Ministry of Health has produced '<u>Linee di Indirizzo Nazionale per la Ristorazione Scolastica</u>' and '<u>Livelli di Assunzione giornalieri Raccomandati di Nutrienti per la popolazione italiana (LARN)</u>'. These guidelines refer to the recommended energy levels and nutrient composition of school meals by age of pupil, including: calorie level of total meal (520-810), of which protein should be 10-15%, fat 30%, carbs 55-60%. They also refer to the recommended frequency of food groups in meals, including fruit and veg, cereals, bread (daily portions), legumes, meat, fish (all 1-2 per week), potatoes, eggs, cheese (all max 1 per week). • There also exists a National Plan for monitoring and prevention of obesity, which regions can opt into and involves actions to promote good meal choices at school, development of better tenders and menus, and taste education.
Scotland	<ul style="list-style-type: none"> • The <u>Schools (Health Promotion and Nutrition) (Scotland) Act (2008)</u> sets the core policy goals which local authorities and schools are mandated to pursue (though they have flexibility in how they do this). The goals emphasise importance of taking a whole curriculum approach to healthy eating/living, and parent/pupil participation in decision-making. The policy goals refer to nutritional standards and sustainability: http://www.gov.scot/Publications/2008/05/08160456/0. • <u>Nutritional Requirements for Food and Drink in Schools (Scotland) Regs 2008</u> sets out the mandatory standards all local authorities and schools must meet in their meals. A comprehensive guide is at: http://www.gov.scot/Publications/2008/09/12090355/0. The standards specify, for example, that all school lunches must: average 557 cal per meal, with minimum and maximum levels of certain nutrients (e.g. protein, carbs, fat, sodium, vitamins); offer choice of 2 types of fruit and 2 types of veg each day; have daily free bread; oily fish offered once every 3 weeks; only use oils and spreads low in sat fat; max 3 deep fried items per week; no additional salt or condiments to be offered; complete

	<p>ban on confectionary and savoury snacks (except plain oatcakes, breadsticks)</p> <ul style="list-style-type: none"> • The above regulations are the minimum standards for all Scottish state schools. However, like in England, the Scottish Government supports the <u>Food For Life</u> programme http://www.foodforlife.org.uk/, which encourages schools to go beyond these standards. The FFL programme runs an award scheme (bronze, silver and gold) for schools that meet specified criteria, including sustainability aspects.
Serbia	<ul style="list-style-type: none"> • There are no specific policies dealing specifically with primary school meal provision, however there are more general policies in the areas of public procurement and food safety which are relevant. They mainly concern regulation of sanitary aspects of food procurement, quality standards (e.g. HACCP), and administrative procedure for public tenders. • Other related policies and programmes are National programme on healthcare for women, children and youth, rulebook of standards on school space, equipment and teaching aids in primary schools, plan of action for environment and health of children in Serbia. • There is no general food/beverage policy to encourage healthy food choices or improve food habits, or support nutrition education. There is therefore a lack of horizontal coordination in the system, which means much variability in standards of availability and quality of food in schools.

4. SCHOOL MEALS PROCUREMENT REGULATIONS AND PRACTICES

The third area of research in Task 6.1 related to understanding the regulations and practices related to school meals procurement. This section presents the results relating to the ways in which the provisions of EU Directive 2014/24 have been transposed into national law in the eight countries studied, and describes the dominant procurement models for school meals that exist in each country.

4.1. Transposition of Directive 2014/24/EU

The public procurement Directive 2014/24/EU aimed to enhance flexibility and fairness in public procurement processes in the EU, and to encourage more sustainable practices. Amongst the many provisions of the Directive, three key features were: (i) the encouragement of CAs to split large contracts into smaller lots, to enable greater participation of SMEs in public procurement; (ii) the allowance of contracts to be reserved for mutuals, social enterprises and employers of disadvantaged groups; and (iii) the promotion of more sustainable procurement by allowing CAs greater scope to specify environmental, social and other qualitative criteria in contract awards, and to reduce the reliance on cost-only awards. In Task 6.1, Partners researched the extent to which these provisions have been transposed into national legislation in their own countries. Table 7 summarises the results.

As the Table shows, with the exception of Serbia, all countries now encourage the splitting of large contracts into smaller lots, to facilitate participation of SMEs into the procurement process. All countries also allow reservation of contracts to social enterprises and employers of disadvantaged groups, as well as the specification of particular production processes, certificates and labels in contract award criteria, where these are justifiable given the subject of the tender. No country prohibits cost-only contract awards (although in Italy their use is heavily restricted), but in most cases, national legislation strongly discourages the practice in favour of awards based on price-quality ratio, MEAT, and other approaches which take qualitative and sustainability criteria into account.

Table 7. Transposition of EU Directive 2014/24 into national laws

Croatia	The Directive has been fully incorporated into Croatian law
England	Sustainability aspects of the Directive have been incorporated into English law as follows. Contracting authorities (CAs) may reserve contracts for social enterprises and contractors representing disadvantaged groups, and particular production processes, certificates, origins etc can be specified, where this is justifiable given the subject matter of the tender. CAs are not obliged to split large contracts into smaller lots, but if they do not, they are obliged to explain why. In terms of contract award criteria, CAs can choose to reject MEAT bids if those bids don't meet required environmental, social or labour law obligations. Abnormally low tenders must be rejected where the reason for the low cost is that environmental, social and other legal obligations aren't being

	<p>met. However, award criteria must not be specified in ways that restrict competition. Some aspects of the Directive are further addressed by the Official Government Buying Standards for Food and Catering (GBSFC) (2015). These Standards are mandatory for central government buyers and associated organisations, and recommended for other organisations. They mandate aspects such as country of origin labelling on all produce; all chicken and pork to meet UK animal welfare standards; min 10% of total value of raw products to derive from Integrated Management (IM) or organic systems; all fish to be MSC or equivalent; menus to be designed to reflect UK seasonal produce; systems in place to reduce water use, landfill and waste; provide opportunity for SMEs to win contracts; contractors to have written Equality and Diversity policies for themselves and their subcontractors. There are also nutritional standards, some of which overlap/complement the National School Food Standards.</p>
France	<p>Some aspects of Directive 2014/24 were already enshrined in French law, for example, the encouragement to split contracts into smaller lots, and the reservation of contracts for social enterprises. Procurement guides encourage CAs to make contracts accessible to local and organic producers. Specific Decrees in national law allow social issues, use of specific labels, production systems, etc to be specified as award criteria. Cost-only awards are still possible, but only in the case of standardised services where quality between suppliers does not vary, and in any case, the cost evaluation should involve a life-cycle analysis or similar approach. In practice, cost-only awards are very rare, and in relation to food, tenders usually include minimum of 3 criteria - price, quality and sustainability</p>
Germany	<p>There are two national laws which transpose the Directive. Within these, the key points are: large contracts can be split into lots, contracts can be reserved for disadvantaged groups, medium sized company interests are to be particularly considered in award of contracts. The award of contracts must be on 'most economic offer' basis, aspects relating to the environment, society and other qualitative issues can be drawn up alongside price. Contracting authorities can refer to specific production processes, labels, etc.</p>
Greece	<p>Directive 2014/24 has been transposed into national procurement Law 4412/2016. This encourages SME participation by enabling the splitting of contracts into small lots, and introducing more flexible procedures. Contracts can be reserved for mutuals and social enterprises. Tenders can specify particular certificates relating to environmental performance. Tenders with economic, familial or personal interests with the contracting authority are excluded from the process. MEAT is the basic criterion of contract award, but 4412/2016 allows social, environmental and innovation criteria to be combined with the cost-benefit approach..</p>
Italy	<p>All requirements relating to public procurement in Italy are incorporated in the public contract law (2006). All the provisions of Directive 2014/24 were already enshrined in Italian law. These include: encouragement to break large contracts down into small lots; social issues can be the basis of award criteria, contracts can be reserved for mutuals and social enterprises. In Italy, it is mandatory to use a price/quality ratio in contract awards, except for specific regulated cases.</p>
Scotland	<p>Transposition of the Directive into Scots law has much in common with that</p>

	for England, for example, in relation to reservation of contracts to social enterprises, allowance of particular production processes, certificates, origins etc to be specified as award criteria, rejection of abnormally low tenders, and obligation to explain why large contracts are not split into smaller lots, The main difference between English and Scots procurement laws relates to contract award criteria. English law states that CAs can choose to reject most economically advantageous (MEAT) bids if those bids don't meet required environmental, social or labour law obligations. Scots law is more explicit, stating that CAs "may not use price only or cost only as the sole award criteria", and that although award criteria 'must' include cost, use of a cost-effectiveness approach should be followed, with cost considered alongside environmental, social and other criteria, even when these aren't material part of goods/services supplied..
Serbia	Transposition of EU Directive 2014/24 is being undertaken in two phases, such that at the moment of accession of Serbia to the EU, there will be full harmonisation between the Directive and national law. Already, provisions relating to advertising of tenders and use of the e-portal have been incorporated. Also, contracting authorities are obliged to procure according to principles of environmental protection and energy efficiency, and are allowed to specify criteria relating to environmental performance. Contracts can also be reserved for employers of disadvantaged groups. Negative references for bidders are not mandatory grounds for excluding bids however, and there is little/no encouragement for authorities to split contracts into small lots: areas where national law is not fully compliant with the Directive. Lowest price is still the most important award criterion, although the national law encourages MEAT approach, which can incorporate ecological and other quality-based criteria

4.2. Dominant school meals procurement models

Table 8 summarises the results relating to which kinds of procurement model exist in the eight countries studied. It shows that in many countries (Croatia, England, Germany, Greece, Scotland, Serbia), strongly cost-driven models are the dominant ones, although the depth and extent of alternative models does vary across these countries. France and Italy (Emilia Romagna region) are the countries/regions with the greatest presence of alternative models, supported by specific legislation and policies. The Serbian experience of procurement laws militating against participation of small local suppliers is an important one to highlight.

Table 8. Dominant procurement models for school meals

Croatia	According to the Public Procurement Act 2011, authorities tendering contracts may (i) give priority to food from a short chain (ii) require transportation times to be kept to a minimum (iii) specify protection of local/traditional food, as well as organic food. In addition, the tendering process involves sending the tender to at least three potential bidders, which may include local producers. In principle therefore, schools do have the opportunity to adopt a
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	<p>local/organic/quality procurement model.</p> <p>In practice however, the lowest cost criterion is the most important one. According to 2014 data, 'lowest price' comprised 98.5% of authorities' procedure criteria, with only 1.5% devoted to other criteria. Even for small lots of items for which full procurement procedure is not necessary, the lowest cost approach is most common. Hence, lowest cost is the dominant model.</p>
England	<p><u>Low Cost.</u> Under the general principles of MEAT, school meals procurement contracts are by law expected to represent a balance between low cost and other criteria, including quality, environmental, social, etc. Although 'pure' low-cost models are discouraged, cost is still the dominant weighting in tender awards, with little requirement for organic/local characteristics.</p> <p><u>Local/Organic models.</u> The FFL programme requires sourcing of organic ingredients at the Silver and Gold award level, and includes sourcing of local ingredients as a possible additional criterion at these levels. Schools which choose to participate in this voluntary programme may be considered as adopting more of a local/organic procurement model.</p>
France	<p>As responsibilities for contracts are devolved to municipalities, there are multiple models. For many decades, price-oriented strategies dominated. Since 2008 'Grenelle of Environment Act', in particular, many municipalities have developed alternative models promoting local/organic/quality products, often collaborating with local farmers' associations or supply chains. Specific schemes include:</p> <p>"<u>Reseau Villes Actives PNNS</u>": network of municipalities that focus on integrating nutritional quality and education into their policies</p> <p>"<u>Territoire Bio Engage</u>": certification awarded to municipalities reaching 20% organic food in their public catering, including school canteens</p> <p>"<u>Manger Bio Local au Lycee</u>": regional projects promoting organic local food in schools and colleges.</p> <p>There are also a very few cases of municipalities purchasing land and/or contracting directly with local organic farmers, in forms of vertical integration of supply.</p>
Germany	<p>According to a nationwide study, 'quality' is first selection criterion, then 'price'. However, only 19% of schools have set up a quality control system, and most do not set up further quality requirements beyond those set in DGE Framework. The categorisation of these procurement models is therefore difficult. However, it would be hard to describe the existence of local/organic procurement as a dominant model.</p>
Greece	<p>Amongst charitable foundation providers (e.g. Stavros Niarchos Foundation), the model that dominates is healthy and local food (local for fruit and vegetables). Amongst public authority providers, the main model is low cost. For example, the School Meals project favours procurers with low cost offers, although in practice in some regions, contractors are NGOs which combine low cost and local procurement.</p>
Italy (Emilia Romagna)	<p>The Ministry of Health identifies the following elements that local authorities should evaluate in public school meals tenders: local foods (from Parma province), short chain foods (from Emilia-Romagna region), seasonal, fresh, defined geographic origin foods, foods with low environmental impact, and</p>

	<p>fairtrade foods. In Emilia Romagna, Regional Law 29/2002 states that at least 70% of food products for school meals must come from organic agriculture, integrated production, or typical/traditional products. As such, local/organic procurement models are strong in this region.</p>
Scotland	<p><u>Low Cost.</u> Under the general principles of MEAT, school meals procurement contracts are by law expected to represent a balance between low cost and other criteria, including quality, environmental, social, etc. Moreover, the Public Contracts Regulations (2015) state that CAs 'may not' use price or cost as the only award criteria in procurement contracts. However, although 'pure' low-cost models are strongly discouraged, cost is still the dominant weighting in tender awards, with little requirement for organic/local characteristics.</p> <p><u>Local/Organic models.</u> The FFL programme requires sourcing of organic ingredients at the Silver and Gold award level, and includes sourcing of local ingredients as a possible additional criterion at these levels. Organic/local sourcing is not a requirement of Bronze award. Approximately one third of all Scottish school meal providers now has a Bronze award. A small number of local authorities have silver or gold awards.</p>
Serbia	<p>In the absence of clear policies and responsible institutions for school food, it is hard to delineate distinct procurement models. In practice, lowest cost is the most widespread procurement practice, with local and especially organic procurement being rare. Some schools in rural regions and Belgrade suburbs procure one category of food (e.g. fruit and vegetables) from local suppliers, for reasons of freshness, logistic ease and reliable service. The fact that the rural schools are small and so value of purchasing falls below the Procurement Law threshold, facilitates this choice: where procurement values exceed minimum thresholds, schools are obliged to tender according to lowest cost criterion, and so local suppliers would be excluded.</p>

5. SCHOOL MEALS CONTRACT TENDERING AND AWARD PROCESSES

The final area of research undertaken in Task 6.1 was scrutiny of the public procurement contract tendering and award processes in each of the eight countries studied. This section describes the results in terms of which authorities/bodies are responsible for school meals contracts, the types of arrangements entered into, and the processes of tendering and award of contracts themselves.

5.1. Responsibility for tendering and award of school meals contracts

Table 9 summarises which authorities are responsible for tendering and award of school meals contracts. It can be seen that municipalities and LAs are the common bodies responsible for these activities. Exceptions can be where contract values fall below minimum thresholds, in which case school managers/governors take the responsibility.

Table 9. Responsibility for tendering and award of school meals contracts

Croatia (city of Zagreb)	The contracting authority varies according to the value of the items to be procured under contract. For high value contracts (in excess of 200,000.00 HRK, c. 27,000 €), the City of Zagreb Department for Education, Culture and Sports has acted as the contracting authority, grouping and integrating certain types of foods together into large lots. In contracts of smaller value, individual schools are the contracting authorities. The responsible person in a contracting authority needs to hold a valid certificate in public procurement
England	Contracting of school meals is generally handled by LAs for local authority-maintained schools. Tendering and award of contracts are handled at individual school level in the case of academies and free schools, although these are expected to adhere to the same national school food standards as are mandatory for LA maintained schools. There is also an online procurement portal called The Food Marketplace, which helps put public sector buyers and potential food and catering suppliers in touch with each other, and provides additional services.
France	Municipalities are responsible for tendering and awarding school meal contracts.
Germany (NRW)	Public school bearers - authorities with equivalent status to municipalities - have responsibility for tendering and awarding contracts. Public procurement law is followed, such that award criteria must be clearly specified in the tender, and evaluation made against these criteria.
Greece	For the state-funded 'School Meals' pilot project, municipal authorities in the regions of participating schools are responsible for tendering and awarding contracts. For Stavros Ncharitable foundation provided meals, each school applies directly to the foundation, which makes the award without intervention from state or regional authorities

Italy	Municipalities are responsible for tendering and awarding school meal contracts
Scotland	Contracting of school meals is generally handled by LAs.
Serbia	In most cases, individual schools are the contracting authorities. The school's Commission for Public Procurement is responsible for selecting the school food supplier. Some schools hire nutritionists to take part in the selection process

5.2. Types of contractual arrangements

Table 10 summarises common forms of contractual arrangements for school meals in the eight countries studied. It reveals the popularity of joint purchasing groups, buying consortia and framework agreements in countries where LAs and municipalities are responsible for school meals procurement.

Table 10. Types of contractual arrangements

Croatia (city of Zagreb)	Contracting authorities are obliged to make an annual Procurement Plan, which sets out the object of the procurement and estimated value. City of Zagreb Department of Education, Culture and Sports acted as the contracting authority for a high value contract which grouped/integrated milk and milk products and bread and bread products. The contract was tendered through an open public procurement procedure. Following this, schools could make a contract on a daily or weekly basis to order food items.
England	CAs are encouraged to use framework agreements. These are arrangements that a CA (eg a local authority or a public sector buying organisation) makes with suppliers of goods, works or services. It sets the terms under which purchases can be made from a supplier during the lifetime of the agreement. Each framework has guidelines to be followed by the CA to select suppliers and place orders. In England, there are main four purchasing consortia that manage the main food and catering framework agreements that schools can use to choose suppliers: these are The Crescent Purchasing Consortium (CPC), ESPO, North East Procurement Organisation (NEPO) and YPO. Tendering and award procedures are simpler for lower-value tenders
France	There are two main types of contractual arrangement. The first type is direct management (“gestion directe”) by the municipalities. In these systems, purchases have to comply with the Code of Public Procurement, including the principles of transparency in procedures, equality in candidates' treatment and free access to public order, although a simplified procedure is possible for tenders with values under 25,000 €. Some municipalities (especially in rural areas) choose to mutualize their procurement within a joint purchasing group. They sometimes demand support from experts/jurists, and prepare their menus with nutritionists. For a long time, the Code of Public Procurement has been perceived as an

	<p>obstacle to sustainable purchases (local, organic etc.), but new practices of market writing, flexibilities introduced progressively in the Code and offer/demand cooperation approaches have made it easier for the catering sector to develop more sustainable/local/quality purchases. The second type of arrangement is delegation to a private company (“gestion différée” or “gestion concédée”). Depending on the municipality’s needs, different tasks can be delegated, including menu design, procurement buying service, production/distribution of meals, cleaning and waste management services. In this arrangement, the municipality doesn’t have direct control over the choice of products and suppliers but it can design the tender call to capture all requirements for supply characteristics and quality of products they want, as long as it respects the French Code of Public Procurement contracts. For instance, they can introduce requirements for the expected quality of products, number of dishes, introduction of organic products, food miles, actions of communication/awareness raising etc.</p>
Scotland	<p>In Scotland, contracting of school food procurement is decentralised to local authorities, and various approaches are taken, giving rise to a complicated procurement situation. Historically, 23/32 local authorities have been organised into 6 buying consortiums, with the other 9 authorities opting to maintain individual buying status. More recently, local authorities have been collaborating more extensively through Scotland Excel, a local authority funded Centre of Procurement Expertise for local government. Established in 2008, Scotland Excel is a non-profit shared service that supports and manages the majority of public procurement tenders, frameworks and contracts including those related to school food. Scotland Excel assists with drawing up tender specifications, providing legal procurement advice and managing the contract award and operation activities. Contracts, including those for school food procurement, generally vary in terms of value, duration, geographical focus, product categories, number of contracted suppliers, and key performance indicators (price stability; sustainability; community benefit). In some cases, a consortium may invite bids for a range of foods to be provided for all schools in their geographic area, so contracts can be worth millions of pounds over a 3-5 year period. In other cases, authorities split contracts into lots, e.g. inviting bids only for bread products for schools within particular district, for one year. The intention of small lots is to encourage more local and SME suppliers to bid. Contracts for fresh fruit and vegetables are typically short compared with other product types, due to the volatile nature of price and quality in this sector.</p>
Serbia	<p>Provisions exist in national public procurement law for contracting authorities to form collective purchasing groups or centralised procurement arrangements. In practice though, no initiatives of this kind have been taken by the individual schools which represent the contracting authorities.</p>

5.3. Typical processes for tendering and award of school meals contracts

Table 11 shows the typical processes followed by CAs when tendering and awarding school meals contracts in the eight countries studied. It can be seen how the steps of the contracting process are quite similar across all countries. This possibly reflects the provisions of Directive 2014/24/EU to encourage robust processes. The sequence of steps, and the configuration of actors involved does vary according to whether CAs adopt an open procedure or framework agreement arrangement. A further difference to note across countries is the typical length of contracts: in Croatia and Serbia, CAs (typically individuals schools) plan their procurement on a 12 month cycle, whereas in other countries the duration of contracts is often three years.

Table 11. Typical processes for tendering and award of school meals contracts

Croatia (city of Zagreb)	Specifications and tender documents have to be made in accordance with the Public Procurement Act, but the procurement procedure itself is lighter touch for contracts below the 200,000.00 HRK threshold. In this case, each primary school prepares an annual procurement plan for its own procurement which, among other things, defines the items to be procured (e.g. foods). The schools themselves then undertake the procurement process. For procurement values above the threshold, the Department for Education Culture and Sports of the institution of primary schools in the City of Zagreb conducts an open public procurement procedure for the supply of milk and milk products and the supply of bread and bread products. The future plan is to integrate food groups such as consumer goods, meat, eggs, oil, fish and fish products.
England	The procurement of school meals must follow the process set out in the Public Contract Regulations (2015). CAs (whether LAs or individual schools) begin by planning for their procurement needs and writing a goods and services specification. They then choose which arrangement they will follow to select suppliers (e.g. open procedure, framework agreement, or mixture of these according to the value of the tender). CAs select suppliers by evaluating bids according to the award criteria they have specified. CAs will monitor the performance of successful contractors through the duration of the contract.
France	The contracting process typically follows four steps. Step 1 is Tendering. The authority prepares the tender, usually 6 months before the date of notification. In practice, multiple exchanges occur along the year between chefs and managers. They receive offers and visits of suppliers, follow trainings etc., that all influence the orientation of the tender and the criteria they will include. Step 2 is Publication, where tender calls are advertised. Different publication requirements apply to tenders depending on the size of the market. Step 3 is Selection. A Tenders Committee (usually including local representatives, school managers and chefs, sometimes with external experts) examines the offers. Notes are given to the different criteria and are weighted as defined in the documents of tender, to obtain a final decision. Step 4 is Execution, where the contractor fulfils the procurement activity. One crucial issue here is the control and follow up of the execution and its compliance with the tender. Often, municipalities struggle to put significant

	effort into this, but progress is being made, with good practice examples in situations of delegation to a private company. (ex: City of Saint-Etienne)
Germany (NRW)	The process begins with public school bearers specifying clearly in tenders the criteria for award. Tenders are then advertised and bids invited. Evaluation of bids is conducted against the award criteria, these take the form of price and performance requirements criteria, in a weighted list.
Greece	From 2016-17, suppliers to the 'School Meals' pilot project are contracted under the provisions of National Law 4412/2016.
Italy	Contracting process involves nine steps from decision by authority to contract goods/services, to preparation and advertising of the call, to examination and award of the contract, to monitoring and control via quality checks and audits, customer (canteen commission) feedback, etc. Five-year contracts are common
Scotland	The process for tendering for school food suppliers within the Scotland Excel managed framework (which handles contracts for milk, meat, fish, frozen foods and groceries) is as follows. First, Scotland Excel invites all 32 local authorities to confirm whether they would like to participate in the framework. Supported by a User Information Group of relevant stakeholders for each framework contract, Scotland Excel then drafts and approves each contract tender, confirming how the contract will (if required) be split up in terms of value, lots, geography, expected number of suppliers, and key performance indicators (price stability guarantees and processes, and sustainability and community benefits). Scotland Excel then advertises the tender and invites bids. For example, in the case of the national framework contract for milk in Scotland, six suppliers have been contracted to the national framework with each supplier being allocated to a set number of local authorities based on geographical proximity. Scotland Excel, with representatives from the associated User Information Group, then evaluates, selects, awards and manages the resulting contracts. Suppliers who are local to each authority are encouraged to compete for geographically lotted contracts. In this way, sustainability goals such as local economic development and environmental enhancement may be promoted (i.e. reducing carbon emissions from delivery vehicles), whilst still complying with procurement legislation. Local authorities can also choose to manage their own tenders and contracts. Usually, this is for specific food items/categories with special requirements: contracts for fruit and vegetables, bakery products and eggs are often managed directly between local authorities and suppliers for practical reasons of freshness, logistics and product availability
Serbia	The contracting process begins with assembling and checking of the school's Commission for Public Procurement responsible for devising the tender specifications and award criteria. The Commission must include an individual qualified in public procurement, and processes of checking potential conflicts of interest are undertaken. Above a certain value threshold (500,000 RSD, c. 4,100 €), tenders must be advertised and bids evaluated according to public procurement law requirements. After contract award, it is mostly schools' responsibility to oversee contractors' compliance with the contract terms. The Public Procurement Office is an institution which can support contracting Commissions in several steps of this process.

Contract terms are typically 12 months duration.
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APPENDIX 1 COUNTRY REPORT FOR CROATIA

WP6.1 Evaluation of Contract Tender and Award Processes for Public Procurement of School Meals

Country Report: CROATIA

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1. Nature and Extent of School Meals Provision

1.1. How many state primary schools are there in this country or region (whichever is most applicable to this research)?

At the end of the 2015/2016 school year, there were 862 active (self-contained) basic schools on the territory of the Republic of Croatia, which included 1,187 satellite schools and departments.
At the end of the 2015/2016 school year, the number of basic schools and class units did not significantly change, as compared to the end of the 2014/2015 school year. The number of pupils decreased by 1.2% .

1.1. BASIC SCHOOLS, CLASS UNITS, SCHOOL MEALS, END OF 2015/2016 SCHOOL YEAR

	Schools ¹⁾			Class units			Schools providing school meals			
	Total	Self-contained schools	Satellite schools and departments	Total	Homogenous	Combined	Total	Snack only	Warm meal only	Both
<i>Basic schools – regular</i>	2,049	862	1,187	17,786	16,180	1,606	1,345	621	416	308
<i>State</i>	2,037	850	1,187	17,688	16,085	1,603	1,333	620	415	298
<i>Private</i>	6	6	-	54	51	3	6	1	1	4
<i>Of religious communities</i>	6	6	-	44	44	-	6	-	-	6
<i>Basic schools for disabled children and youth</i>	79	30	49	299	152	147	76	32	9	35
<i>State</i>	79	30	49	299	152	147	76	32	9	35

Source: Croatian Bureau of Statistic; http://www.dzs.hr/Hrv_Eng/publication/2017/08-01-02_01_2017.htm

1.2. PUPILS IN BASIC SCHOOLS AND SCHOOL MEALS, END OF 2015/2016 SCHOOL YEAR

	Total			Pupils taking school meals	
	All	1 st – 4 th grade	5 th – 8 th grade	Snacks	Warm meal
<i>Basic schools total</i>	318,960	161,999	156,961	131,738	87,823
<i>Basic schools regular</i>	317,312	161,303	156,009	128,690	86,206
<i>State</i>	315,932	160,525	155,407	127,747	85,292
<i>Private</i>	548	274	274	278	365
<i>Of religious communities</i>	832	504	328	665	549
<i>Basic schools for disabled children and youth</i>	1,648	696	952	3,048	1,617
<i>State</i>	1,648	696	952	3,048	1,617

Source: Croatian Bureau of Statistic; http://www.dzs.hr/Hrv_Eng/publication/2017/08-01-02_01_2017.htm

The scope of this research is limited to the region of the City of Zagreb)

(capital of the Republic of Croatia, a unit of local administration and at the same time of regional administration at county level)

Regular primary schools

108 primary schools enrolling 58,146 pupils in 2,721 classes,

4 primary schools for pupils with disabilities enrolling 803 pupils in 137 classes

Private primary schools with public rights

7 elementary schools enrolling 592 students in 51 classes.

Two of them are religious schools, established on the Agreement of the Holy See and the Republic of Croatia, financed entirely like regular primary schools (except for the salaries

and benefits for transport, field work and separated life).

1.2 What proportion of schools provide meals for children? Of these how many schools prepare and cook meals on-site, and how many buy in meals prepared elsewhere?

All primary schools are required to provide meals for pupils. In Zagreb elementary schools, meals are co-financed for about 43,000 pupils. For students with all-day stay, the school is obliged to organize the possibility of consuming three meals (milk meal, lunch and snack).

According to the conducted survey, most schools prepare meals in their areas.

1.3 Who pays for school meals and how much do they pay? Approximately what proportion of school meals are taken by pupils?

Meals are usually paid by parents and The City of Zagreb.

Price of milk meal is 5.00 HRK (0.67 €) lunch 9.00 HRK (1.2€) and snacks 2.50 HRK (0.34€).

According to the established criteria and standards of the programme "Food subsidies in Croatia", pupils have the right for subsidized meals. The price difference between the subsidy and the full price is financed from the school budgets.

All users of school meals have the right for subsidized meals, according to the following criteria:

A. Pupils who are entitled to have free milk meal, lunch and snacks are:

- Whose family is recipient of social support;
- Whose parents (applies to both parents or a single parent) are unemployed and regularly registered at the Employment Bureau or haven't received a salary in the last two months
- Children of the Homeland War Veterans with disabilities.

Generally, lunch and snacks are provided for pupils involved in the school all-day stay programme. Besides that, pupils can eat a free lunch and snack, if their school can organize it.

B. Pupils who receive child allowance have the right for subsidized meals, and for:

- subsidized milk meal,
- Subsidized lunch and snack (only if they are involved in an all-day stay).
- With a discount of 86.00% (0.7 HRK); 65.00% (1.75 HRK); 50.00% (2.50 HRK).

For this category of pupils, lunch is subsidized:

- With a discount of 85.56% (1.30 HRK); 63.89% (3.25 HRK); 50.00% (4.50 HRK)
- Snacks are subsidized with a discount of 20.00%, and prices for the pupil is 2.00 HRK.

Besides that, pupils can eat a lunch for 6.5 HRK and snack for 2.0 HRK, if this school can organize it.

C. Other pupils, outside groups A and B, also have a right for subsidized school meals:

- Co-financing of milk meal rates at a discount of 30.00% (3.50 HRK);

- Co-financing of lunch at a discount of 27.78% (6.50 HRK – only if they are involved in all-day stay).
- Co-financing of snacks at a discount of 20.00% (2.00 HRK – only if they are involved in all-day stay)

Besides that, for pupils in this group the school can organize a lunch for 9.00 HRK and snack for 2.50 HRK (if the school meets all physical and material conditions; meaning it has adequate kitchen equipment and equipment for serving food, and if there are a sufficient number of employees). These students are paying the full cost of these meals.

According to our survey (38 answers of 108 surveyed schools in the City of Zagreb) 80% of children are regularly consuming school meals.

1.4 What does a typical school meal consist of?

In an out of Zagreb city, schools usually provide 3 meals (breakfast, lunch and snack) for those children that are in the school from 8 am to 4 pm (from 1st to 2nd or from 1st to 4th grade), and only one meal (snack) for those children that are in school from 8 am to 12 pm.

Breakfast typically contains a drink (milk, yogurt or tea), bread with butter and jam or cheese and salami or croissant and a fruit, or cereals with milk.

Lunch typically contains a main dish (meat/fish with side dish or a stew), salad, optional bread, dessert, and fresh water.

Snack is usually a yogurt, pudding or pastries.

All schools are included in the National strategy for School Fruit Scheme (free fruit are delivered once per week as a separate meal) and some schools are included in the Milk Scheme. More about School Fruit Scheme at https://ec.europa.eu/agriculture/sfs_en

1.5 Who takes charge of/responsibility for the school meal menus at the local level (quality, nutrition, choice...)?

School meal menus are created according to recommendations from the National Nutrition Guidelines (Ministry of Health). These guidelines contain a list of recommended foods and meals, optimum intake of energy and nutrients as well as number of meals and recommended distribution of energy intake per meal. Every school decides (usually the cook with the school director) what will be on the menu. A number of schools conduct periodic surveys among children and their parents about the satisfaction of school meals, however in most schools parents and pupils are not involved in planning and improving school meals.

2. Policies Relevant to School Meals

2.1 Which departments have relevant responsibility for school meals provision in your country (or region)?

- Ministry of Health, Ministry of Science Education and Sports are responsible for recommendations for improvements in school meals.
- Ministry of Health and Croatian Institute of Public Health are responsible for evaluating energy and nutritive value of school meals three times per year

2.2 What are the key policies for school meal provision? Which aspects of school meals do they specify guidelines/standards for?

Two documents that are the legal basis for the organization and functioning of school meals are:

- Law on Education in Primary and Secondary Schools (NN 87/08, 86/09, 92/10, 105/10, 90/11, 16/12 and 86/12) and
- National Pedagogical Standard for Elementary Education (NN 63/08 and 90/10).

Article 68 of the Law on Education in Primary and Secondary Schools states that primary schools are obliged to organize school meals for pupils in accordance with the prescribed norms issued by the ministry for health. Consequently, the minister for health shall prescribe standards for nutrition of primary school students, and schools authorities are obliged to organize nutrition in accordance with those standards.

In accordance with Article 38, paragraph 4 of the National Pedagogic Standard for Elementary Education (OG 63/08 and 90/10), determining the nutritional requirements, conditions and methods of organization of school meals is in the competence of the school authorities (in agreement with the standards for school meals for pupils in primary school).

There is also the document called “The national guidelines for school meals for children in primary schools” (2013) prepared by the Working Group of the Ministry of Health. This document is intended for all employees in the service of school meals. The focus is on the key elements in order to ensure national guidelines to improve the quality of nutrition in schools. In this sense, the document provides guidance for the organization and administration of the service of school meals, the definition of public procurement contracts and conditions of work, preparation and delivery of meals to meet the needs of the relevant age groups of children, while teaching and encouraging children to adopt proper eating habits. National dietary guidelines are an integral part of the Norms for nutrition of students at the elementary school, which provide the recommended types of foods and dishes, the optimal intake of energy and nutrients as well as the number of meals and the allocation of the recommended energy intake for each meal..

3. Current Regulations and Practices on School Meal Procurement

3.1 Please summarise the key features of the transposition of Directive 2014/24/EU to national law in your country/region, in particular highlighting those that relate to sustainability:

Directive 2014/24/EU has been fully incorporated into Croatian law.

3.2 Which procurement models for school meals (lowest cost, organic, local, local-organic) exist in your country/region? Which one(s) dominate?

School meals need to meet the criteria of quality and safety requirements for the necessary products / services. For this, it is necessary to precisely define and specify the procurement procedure, in accordance with the provisions of the existing Public Procurement Act (Official Gazette 90/11).

Evaluation of the received tender offers may include more elements related to the priorities. In addition to the regular technical and professional skill criteria and the quality assurance standards, recommendations for the relevant evaluation criteria are the following:

- 1) to give priority to food with a short chain, ie. Choosing products that travel less to the destination and that have a smaller number of intermediaries upon arrival at the kitchen or at the table. In compliance with the regulations, a good solution can be supply from local sources because in this way due to the shorter transportation, storage and optimum ripeness a better quality and nutritional value of raw materials can be achieved.
- 2) time of meal transportation should be as short as possible. In this regard it would be useful to determine the maximum period of transport of certain foods (especially hot meals).
- 3) local specialities and traditional dishes should be protected.

A final decision and selection is based on the results of the review and evaluation of tenders and after that the public contract can be made. The selection of suppliers / providers of goods / services should be in accordance with the Public Procurement Act (Official Gazette 90/11).

Generally, in the application of criteria in selecting the best offer (a criterion of the lowest price or most economically advantageous tender) in public procurement procedures (which are carried out in accordance with the public procurement law) according to the latest available data (2014), authorities used the procedure criterion of the lowest price in 98.5% of procurements, and only 1.5% used the criterion of most economically advantageous tender.

Therefore, it is almost certain that even in the procurement of food items (so called bargain purchase) criterion of the lowest prices is used. However, when describing the quality of the food items (which is not a selection criterion in terms of PP), the contracting authority (school) may prescribe - "organic". The realization of procurement from local producers in the described case is possible because authorities in their acts, for example, may provide - that a request for the submission of tenders will be send to at least three addresses. This step enables schools to include targeted manufacturers (family farm) of certain foods (fruits, vegetables, meat, etc.), for which (on the basis of market research) school authorities have the information on what they produce (whether it is organic, what the distance from schools is for fresh foods delivery and so on). From the above it is evident that despite this "regime" with the public procurement act, schools have more opportunities for procurement of certain food items like local or organic.

But that doesn't mean that in public procurement procedures the contracting authority can't achieve the necessary quality of food products. In these processes the client must determine the quality through the label "organic".

3.3 Which authorities/institutions have main responsibility for tendering and awarding school meal contracts in your country, and what types of contractual arrangement do they enter into?

In the process of public procurement are included schools (principals), Office for Education, Culture and Sport - Department of preparation and processing of documents and the Public Procurement Office. The process conducted by the Office of Education, Culture and Sport is the following: based on data collected on the quantities of each institution and given authority, Zagreb city conducts the public procurement procedure (group and integrate certain types of foods). Specifications and tender documents have to be made in accordance with the Public Procurement Act. After that, in cooperation with the Public Procurement Office a public procurement of large value procedure for initiated. After the procedure has been conducted, schools can make a contract on a daily or weekly basis to order food items.

The greatest responsibility lies with the person authorized to represent that school-director.

Preparation and implementation of public procurement procedures is performed (according to the Article 24. PPL) by the authorized representatives of the contracting authority, appointed by the client internal decision, of which at least one person must have a valid certificate in the field of public procurement. The legal responsibility for the implementation of public procurement procedures is definitely the client's, in this case on the school director. But, responsibility is also on the authorized representatives, in particular on the "certificated" representative. This responsibility has an internal character (disciplinary procedures, etc.), while in the case of illegalities that are characterized as offences in accordance with the PPL, the only responsible person is the school director.

In the case of "bargain procurement", where PPL is not applicable, the regulations on misdemeanours prescribed in PPL are also not applicable, and that's why there is no formal responsibility as in the above case. However, it does not exclude responsibility in terms of regulations, because the school director is always the responsible person.

3.4 Explain, in practical terms, the normal process by which an authority tenders, awards and monitors a school meals contract in your country/region. Please append an example of a typical tender specification for a school meals contract (if possible, insert link to original tender advertisement/document, append list of the key criteria for award).

In accordance with Article 20 of the Public Procurement Law (official gazette no. 90 / 11, 83 / 13,143 / 13 and 13/14), further PPL, contracting authorities are obliged to make an annual Procurement Plan which, among other things, contains information about the object of procurement, estimated value of the procurement, the type of procedure that intends to implement for individual item purchase. According to pg. 2 of Article 20 of the PPL, the client is obliged to enter data on procurement items whose estimated value is less than 200.000,00 HRK (goods and services) /500.000,00 HRK (works), and according to the Article 18 pg. 3 of the PPL is not applicable.

Procurement subjects are determined by client in accordance with Article 79 of the PPL. Having determined the subject of procurement, it's necessary to estimate its value (in accordance with the required amount), so if the value of each of the procurement is greater than 200,000.00 / 500.000,00 HRK, the client must specify the implementation of one of the public procurement procedures. If this value is below the specified thresholds, client is not obliged to specify the procedure which will be implemented.

For example: Each primary school brings the annual procurement plan, in which among other things defines the procurement items - goods - food items. After examining the procurement plans of more primary schools, it can be recognized that certain food items are in accordance with the provisions of the PPL and that their estimated value does not exceed 200,000.00 HRK.

EXAMPLE OF DETERMINATION OF THE SUBJECT OF PROCUREMENT AND ESTIMATED VALUE procurement plan in a primary school

<i>PROCUREMENT SUBJECTS</i>	<i>ESTIMATED VALUE</i>
<i>MEAT AND MEAT PRODUCTS</i>	176.000,00
<i>fresh poultry meat, fresh meat of beef, baby beef and veal, fresh pork, processed meats</i>	
<i>FROZEN AND SEMI-FINISHED PRODUCTS</i>	25.000,00
<i>ice cream, semi-finished and finished products made of pastry</i>	
<i>VEGETABLES</i>	26.000,00
<i>Potatoes, cabbage, carrots, lettuce, cabbage, onion and garlic, cauliflower</i>	
<i>FRUITS</i>	46.000,00
<i>bananas, pears, apples, tangerines</i>	
<i>BREAD PRODUCTS</i>	150.000,00
<i>bread and other bakery products</i>	

MILK AND DAIRY PRODUCTS	160.000,00
<i>milk and dairy products</i>	
VARIOUS FOODSTUFFS	60.000,00
<i>sugar, jam, cocoa, biscuits, flour pastry, semolina, spaghetti, macaroni</i>	
<i>noodles, muesli, oats, cornflakes, barley porridge</i>	
<i>eggs, aromatic herbs and spices, oil, rice, vinegar, coffee</i>	
NUTS AND SEEDS	30.000,00
FISH	23.000,00
CANNED PRODUCTS	30.000,00
DRINKS	30.000,00
<i>juices, iced tea</i>	

Since the values are generally below the threshold (the so-called Bargain value) most clients - schools do not implement procurement procedures. These purchases are carried out on the basis of internal documents in accordance with Article 18, paragraph 3 of the PPL. This document prescribes the procedure for the client / s for minimal purchase value. The same act can prescribe and responsibility of those who are conducting this procurement.

City Department for Education Culture and Sports of the institution of primary schools in the City of Zagreb conducted an open public procurement procedures for the supply of milk and milk products and the supply of bread and bread products. The further plan is the integration of food groups such as consumer goods, meat, eggs, oil, fish and fish products. Currently, public procurement of all other food items of primary schools is conducted independently. It is mainly the case for goods whose estimated value is below the threshold.

3.5. Which firms normally win and operate school meal contracts in your country/region?

Milk - Vindija; Dukat; Euromilk; Mladen; Agrodal, Bedenica; Konzum, Metro
Meat and products -PIK; Vindija; Francek; Igo-mat; Velpro; Vajda; Metro; Stridon; Nafpromet; Konzum; Vrutak; Ravlić; Imes; Mladen; Tomas; Cerebrum; Butchery Zagreb; Ortruševac; Butchery Vugrinec
Fruits and vegetables – Ledo; Agrodal; Konzum; Family farm Mladen; Trgoplod; Metro; Podravka; Vrutak; Bis
Others (mostly bread) - Klara, Agrodal Ledeni kutak, Meduza, Vajda, Naše klasje: Bakery Borongaj, Pan-baker, Stridnon traffic, Tricolore

3.6 Which institutions, bodies, etc. have or are playing a role in changing/improving school meal provision in your country?

Ministry of Health and the Ministry of Science Education and Sports and Agency are responsible for recommendations of corrections and improvements of school meals

3.7 Are there any striking or remarkable features of school meal provision in your country? (in terms of policies, systems, culture in policymaking/government, attitudes of schools, parents, etc)

As in Scotland in Croatia farming bodies/lobbies have not featured much in public debate about school meals. From the start, nutritional standards have dominated policy and debates to improve school meals - although sustainability and link to locality have been growing in public debate and policy documents more recently.

APPENDIX 2 COUNTRY REPORT FOR ENGLAND

WP6.1 Evaluation of Contract Tender and Award Processes for Public Procurement of School Meals

Country Report: ENGLAND

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Section 1. Nature and Extent of School Meals Provision

1.1 How many state primary schools are there in this country or region (whichever is most applicable to this research)?

In England, there are 24,288 primary schools in 152 local education authorities (LEAs). LEAs generally have responsibilities for the funding and distribution of the funding for schools in their areas, they are responsible for admissions and the number of places at each school, they employ the staff that work in voluntary controlled schools and generally are responsible for the children in their care.

Source: FOI Directory (2015) <http://www.foi.directory/foi-directory/local-education-authorities/>

1.2 What proportion of schools provide meals for children? Of these how many schools prepare and cook meals on-site, and how many buy in meals prepared elsewhere?

All state-funded schools in England provide school lunch.

It has not been possible to find the proportion of schools that prepare and cook meals on site.

1.3 Who pays for school meals and how much do they pay? Approximately what proportion of school meals are taken by pupils?

In England, every child in reception, year 1 and year 2 in state-funded schools receives a free school lunch since September 2014. For the remaining years, parents pay approx 75% of the meal price. The price of a primary school meal in 2014/2015 is approx. £1.90 (Bedwell and Bailey, 2015). School meals remain free for children whose parents receive certain state benefits, and also for certain categories of pupils (e.g. fostered children). Uptake of school meals in 2014/2015 is approx. 40-45%, on average for paid meals and approx. 80-85% for free meals (Bedwell and Bailey, 2015). All Meal Uptake in English primary schools showing a year average of 65%. (Bedwell and Bailey, 2015).

Source: Bedwell and Bailey (2015) <http://apse.org.uk/apse/index.cfm/members-area/briefings/2015/15-67-education-catering-trend-analysis/>

1.4 What does a typical school meal consist of?

According to the national School Food Standards, “it is important to provide a wide range of foods across the week. Variety is key – whether it is different fruits, vegetables, grains, pulses or types of meat and fish”. Here are the main standards that have to be followed by schools in their meals:

Starchy foods	Fruit and Vegetables	Milk and dairy
<ul style="list-style-type: none"> • One or more portions of food from this group every day • Three or more different starchy foods each week • One or more wholegrain varieties of starchy food each week • Starchy food cooked in fat or oil no more than two days each week (applies across the whole school day) • Bread - with no added fat or oil - must be available every day 	<ul style="list-style-type: none"> • One or more portions of vegetables or salad as an accompaniment every day • One or more portions of fruit every day • A dessert containing at least 50% fruit two or more times each week • At least three different fruits and three different vegetables each week 	<ul style="list-style-type: none"> • A portion of food from this group every day • Lower fat milk must be available for drinking at least once a day during school hours
Meat, fish, eggs, beans and other non-dairy sources of protein	Foods high in fat, sugar and salt	Healthier drinks applies across the whole school day
<ul style="list-style-type: none"> • A portion of food from this group every day • A portion of meat or poultry on three or more days each week • Oily fish once or more every three weeks • For vegetarians, a portion of non-dairy protein on three or more days each week • A meat or poultry product (manufactured or homemade, and meeting the legal requirements) no more than once each week in primary schools and 	<ul style="list-style-type: none"> • No more than two portions of food that have been deep-fried, batter-coated, or breadcrumb-coated, each week (applies across the whole school day) • No more than two portions of food which include pastry each week (applies across the whole school day) • No snacks, except nuts, seeds, vegetables and fruit with no added salt, sugar or fat (applies across the whole school day) 	<ul style="list-style-type: none"> • Free, fresh drinking water at all times <p>The only drinks permitted are:</p> <ul style="list-style-type: none"> • Plain water (still or carbonated) • Lower fat milk or lactose reduced milk • Fruit or vegetable juice (max 150mls) • Plain soya, rice or oat drinks enriched with calcium; plain fermented milk (e.g. yoghurt) drinks • Combinations of fruit or vegetable juice with plain water (still or

<p>twice each</p> <ul style="list-style-type: none"> • week in secondary schools • (applies across the whole school day) 	<ul style="list-style-type: none"> • Savoury crackers or breadsticks can be served at lunch with fruit or vegetables or dairy food • No confectionery, chocolate or chocolate coated products • (applies across the whole school day) • Desserts, cakes and biscuits are allowed at lunchtime. They must not contain any • confectionery • Salt must not be available to add to food after it has been cooked (applies across the whole school day) • Any condiments must be limited to sachets or portions of no more than 10 grams or • one teaspoonful (applies across the whole school day) 	<p>carbonated, with no added sugars or honey)</p> <ul style="list-style-type: none"> • Combinations of fruit juice and • lower fat milk or plain yoghurt, plain soya, rice or oat drinks enriched with calcium; cocoa and lower fat milk; flavoured lower fat milk, all with less • than 5% added sugars or honey • Tea, coffee, hot chocolate • Combination drinks are limited to a portion size of 330mls. They may contain added vitamins or minerals, and no more than 150mls of fruit or • vegetable juice. Fruit or vegetable juice combination drinks must be at least 45% • fruit or vegetable juice
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Source: School Food Standards, <http://www.schoolfoodplan.com/wp-content/uploads/2014/09/School-Food-Standards-Guidance-FINAL-140911-V2C.pdf>

1.5 Who takes charge of/responsibility for the school meal menus at the local level (quality, nutrition, choice...)?

In England, there is a Children’s Food Trust organisation which is a “charity that works in partnership with government departments, with big companies – from restaurant chains to supermarkets, global food brands to local suppliers – and with other charities to reach as many children as possible with the message about good food. Since they started out in 2005, they’ve played a pivotal role in the transformation of school food. They’ve got millions of children and adults cooking and they’ve supported and trained professionals and parents to ensure children in their care get tasty and nutritious food. The following are some of their main achievements:

- Leading the launch of the first national school food standards and guidelines on healthy food in childcare for England (as shown in question 1.4). This is presented in what is called The School Food Plan which is “an agreed plan that has the support of the Secretary of State for Education and of the diverse organisations who are

supporting head teachers to improve food in their schools. It is published by the Department for Education in July 2013, and it sets out seventeen actions to transform what children eat in schools and how they learn about food. The main food standards of this plan are mentioned above in question 1.4”.

- Creating the Let’s Get Cooking club network across the country.
- Supporting schools in England to get ready for Universal Infant Free School Meals.
- Teaching thousands of children and parents to get cooking in the school holidays across the UK”.

Source: <http://www.childrensfoodtrust.org.uk/>

<http://www.schoolfoodplan.com/>

Section 2. Policies Relevant to School Meals

2.1 Which departments have relevant responsibility for school meals provision in your country (or region)?

The Department for Education with Local Education Authority (LEAs).

Local education authorities (LEAs) are the local councils in England that are responsible for education within their jurisdiction. The term of (LEAs) is used to identify which council (district or county) is locally responsible for education in a system with several layers of local government.

2.2 What are the key policies for school meal provision? Which aspects of school meals do they specify guidelines/standards for?

In England:

In general, “The school food standards apply to all maintained schools, and academies that were founded before 2010 and after June 2014. They must provide:

- High-quality meat, poultry or oily fish.
- Fruit and vegetables.
- Bread, other cereals and potatoes.

There can’t be:

- Drinks with added sugar, crisps, chocolate or sweets in school meals and vending machines.
- More than 2 portions of deep-fried, battered or breaded food a week.

Schools are responsible for day-to-day health and safety whenever the child is in the care of

school staff - this includes school trips and clubs”.

Source: (School meals - healthy eating standards, <https://www.gov.uk/school-meals-healthy-eating-standards>)

Section 3. Current Regulations and Practices on School Meal Procurement

The EU Public Contracts Directive 2014/24/EU makes provisions for public procurement arrangements to be adopted in all EU member states (<http://eur-lex.europa.eu/legal-content/en/ALL/?uri=CELEX:32014L0024&qid=1494320651187>). Each member state transposed these provisions into national law before the deadline of April 2016 (link to national law docs here:

<http://eur-lex.europa.eu/legal-content/en/NIM/?uri=CELEX:32014L0024&qid=1494320651187>).

3.1 Based on your knowledge/reading of the above, please summarise the key features of the transposition of Directive 2014/24/EU to national law in your country/region, in particular highlighting those that relate to sustainability:

In England, the transposition of Directive 2014/24/EU has been reflected with regards sustainable procurement of food products in what is called Government Buying Standard (GBS). According to public procurement policy, “central government procurers directly or through their catering contractors are required to apply the GBS. Others are encouraged to follow it. It includes a set of minimum mandatory standards for inclusion in tender specifications and contract performance conditions. It also includes some best practice standards which are recommended but not required”.

The mandatory standards include different standards related to the sustainability of the procured products and services such as:

- Production Standards: the production must meet the UK legislative standards for food production. “Procurers or catering contractors must ensure that food is verifiable as meeting these standards by either checking that farm inspection systems meet UK standards of inspection or their equivalent, or if not, that they are subject to an independent assurance system”.
- Insuring the traceability of fresh, chilled and frozen produce according to EU and UK traceability regulations.
- Insuring the authenticity of products
- Origin of meat and dairy: suppliers has to mention the origin of meat and dairy products either on the menu or accompanying literature. If this not practical, the information must be available and provided to the procuring authority or end customer upon request.

- Animal welfare: the animal welfare of the procured products has to meet the UK legislative standards for animal welfare. Although the similarities between the UK and EU standards of food production, there are differences in the welfare standards for some aspects of pig meat and broiler chicken production. Therefore, broiler chicken, pork and pork products must be compliant with UK standards.
- Eggs: “all eggs, including fresh in-shell, liquid and powdered eggs, are sourced from systems that do not use conventional cages. If from a caged system, enriched cages must be used”.
- Fish Standards: “all fish are demonstrably sustainable with all wild-caught fish meeting the FAO Code of Conduct for Responsible Fisheries (includes Marine Stewardship Council certification and Marine Conservation Society ‘fish to eat’, or equivalent)”.
- Environmental Standards: “at least 10% of the total monetary value of primary commodity (i.e. raw ingredient) food and drink procured shall be inspected and certified to:
 - i) Publicly available Integrated Production (IP) or Integrated Farm Management (IFM) standards that require the systematic and integrated management, at farm level, of:
 - natural habitats & biodiversity;
 - prevention and control of pollution;
 - energy, water and waste;
 - management of soils, landscape and watercourses; and contain within their scope requirements that are consistent with the definition of Integrated Pest Management (IPM) contained in European Council Directive 2009/128/EC

OR

 - ii) Publicly available organic standards compliant with European Council Regulation 834/2007 on organic production and labelling of organic products”.
- Seasonal Produce: “in respect of the use of fresh produce, menus shall be designed to reflect the natural growing or production period for the UK, and in-season produce shall be highlighted on menus”.
- Social-Economic Standards: GBS also has different social-economic standards which related to:
 - Ethical trading: at least 50% of tea and coffee has to be fairly traded.
 - Inclusion of SMEs: “provide opportunity for separate contracts for supply and distribution; and advertise all food-related tenders to SMEs”.
 - Equality and diversity: “the catering contractor or food supplier shall have a written equality and diversity policy to help ensure it and its sub-contractors are compliant with employment law provisions in the UK Equality Act (2010). In addition, to ensure the procuring authority meets its public sector equality duty, the contractor or food supplier shall have a policy in place as to carrying out its business, such as in terms of awarding subcontracts or procuring goods, in a way that is fair, open and transparent”.

- The full document of GBS which include more details related to mandatory nutrition and resource efficiency standards as well as best practices can be found on this link: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/418072/gbs-food-catering-march2015.pdf

3.2 Which procurement models for school meals (lowest cost, organic, local, local-organic) exist in your country/region? Which one(s) dominate?

In England:

- Low Cost model. According to the Public Contracts Regulations 2015, “contracting authorities may decide not to award a contract to the tenderer submitting the most economically advantageous tender where they have established that the tender does not comply with applicable obligations in the fields of environmental, social and labour law established by EU law, national law, collective agreements or by the international environmental, social and labour law provisions listed in Annex X to the Public Contracts Directive as amended from time to time.”
<http://www.legislation.gov.uk/uksi/2015/102/regulation/56/made>

Especially in the case of “abnormally low tenders:

(1) Contracting authorities shall require tenderers to explain the price or costs proposed in the tender where tenders appear to be abnormally low in relation to the works, supplies or services.

(2) The explanations given in accordance with paragraph (1) may in particular relate to—

- (a) the economics of the manufacturing process, of the services provided or of the construction method;
- (b) the technical solutions chosen or any exceptionally favourable conditions available to the tenderer for the supply of the products or services or for the execution of the work;
- (c) the originality of the work, supplies or services proposed by the tenderer;
- (d) compliance with applicable obligations referred to in regulation 56(2);
- (e) compliance with obligations referred to in regulation 71;
- (f) the possibility of the tenderer obtaining State aid.

(3) The contracting authority shall assess the information provided by consulting the

tenderer.

(4) The contracting authority may only reject the tender where the evidence supplied does not satisfactorily account for the low level of price or costs proposed, taking into account the elements referred to in paragraph (2).

(5) The contracting authority shall reject the tender where it has established that the tender is abnormally low because it does not comply with applicable obligations referred to in regulation 56(2).”

Source: <http://www.legislation.gov.uk/uksi/2015/102/regulation/69/made>

- Local/Organic models. The Food For Life programme requires sourcing of organic ingredients at the Silver and Gold award level, and they include sourcing of local ingredients as a possible additional criteria at these levels. Organic/local sourcing is not a requirement of Bronze award.

3.3 Which authorities/institutions have main responsibility for tendering and awarding school meal contracts in your country, and what types of contractual arrangement do they enter into?

In England, contracting of school meals provision is decentralised to local authorities for the local authority maintained schools. For Academies schools, they are allowed to buy the food themselves, however they have to adhere to the national school food standards in their contracts and contracting processes.

“Where possible, we recommend using a framework agreement. A framework agreement is an arrangement that a ‘contracting authority’ (eg a local authority or a public sector buying organisation) makes with suppliers of goods, works or services. It sets the terms under which you can make a purchase from a supplier during the lifetime of the framework agreement.

Using a framework will generally save you time, resources and money, as:

- it will have already been through a full competitive tender process (ie the organisation that set up the framework will have evaluated a range of suppliers on a range of criteria such as their capabilities and experience).
- it will have favourable terms and conditions.
- you may be able to get support or advice from the organisation that manages the framework

Each framework will have guidelines that you must follow to select a supplier and place an order. It will require you to either:

- make a direct selection (for simple requirements), where you choose the best-value option for your requirements from a list of suppliers.
- run a mini-competition (for complex requirements), where you ask all suppliers on the framework to send you a bid (or ‘tender’) for your requirements.”

There are main four purchasing consortiums/organisations that manage the main food and catering framework agreements that school can use to chooses a supplier that gives it the best values for its requirement from the available framework agreement, these are: The Crescent Purchasing Consortium (CPC), ESPO, North East Procurement Organisation (NEPO) and YPO.

“However, if you feel that using a framework won’t allow you to meet your particular requirements, you may wish to run your own procurement.” “To make a high-value purchase for your school, you can use the following procurement process to select the most economically advantageous tender (MEAT) - ie the bid that best combines cost and quality - from suppliers.

- Prepare and advertise your own contract (if your contract is over the EU procurement threshold you must advertise in the Official Journal of the European Union to comply with EU law).
- Seek bids from suppliers with an ‘invitation to tender’.
- Evaluate bids against pre-set criteria that you apply equally to all bidding suppliers.
- Award the contract to the highest-scoring bid.”

There are a bit simpler procedures for the lower-value tenders.

There is an online procurement portal, which is called The Food Marketplace, to help put public sector buyers and potential food and catering suppliers in touch with each other. The Food Marketplace is the place for buyers and suppliers of food to source and advertise products and services. Also it helps buyers to find small and local suppliers. One of the main advantage of the Food Marketplace is that it incorporates the Government Buying Standards (GBS) for Food. All suppliers can assess their own products and services against these standards, gain certification and promote their compliant products and services to many food buyers.

<https://sid4gov.cabinetoffice.gov.uk/gbfood>

More details about the guidance and procedures of buying for schools can be found on this link:

<https://www.gov.uk/guidance/buying-for-schools>

3.4 Explain, in practical terms, the normal process by which an authority tenders, awards and monitors a school meals contract in your country/region. Please append an example of a typical tender specification for a school meals contract (if possible, insert link to original tender advertisement/document, append list of the key criteria for award).

The UK government specifies a very detailed procurement process that has to be followed by schools when they buy goods and services. This process starts planning the schools procurement processes and writing the goods and services specification. Then it explain in more details the four main options that schools have in selecting suppliers which include: direct selection of a supplier from a framework, running a mini-competition between suppliers on a framework, running your own procurement for lower-value tenders and running your own procurement for high-value and EU tenders. Finally it explains how the school can manage, review, renew and end the contracts. This process has been explained clearly and in very detailed manner on the following link:

<https://www.gov.uk/guidance/buying-for-schools>

3.5. Which firms normally win and operate school meal contracts in your country/region?

In England, a mixture of different types of firm supply school meals contracts.

- (i) One type is the large multiservice corporation such as Compass Group (currently supplies West Sussex County Council schools contract), Caterlink (currently supplies Gloucestershire County Council schools contract) and Taylor Shaw (currently supplies Durham County Council schools contract). Some of These corporations offer 'complete service solutions' to public sector clients across range of functions including maintenance, social care, cleaning etc, as well as catering such as Compass Group, and others are specialised in catering services such as Caterlink and Taylor Shaw.
- (ii) A second type is large foodservice firms such as Brakes. These firms specialise in food and catering, but to hospitality, retail sectors as well as public sector.
- (iii) The third type, encouraged by authorities' approach of splitting their contracts into smaller lots, are local SMEs, specialising in particular types of product (e.g. bakeries, fruit and veg wholesalers, dairies). For example, JR Holland Food Services Ltd, a food wholesaler SME in the North East of England, has contract to supply all fruit and veg directly to schools in County Durham. SMEs may still feature in procurement arrangements operated by multiservice corps and foodservice firms, as these larger firms may source specific goods/produce from SMEs. However, information is lacking on how typical this is, and how the negotiation/supply process works in such arrangements (e.g. whether formal subcontracting takes place).

3.6 Which institutions, bodies, etc. have or are playing a role in changing/improving school meal provision in your country?

In England:

- (i) The UK Government itself has played a strong role with launch of policy drives (above) and provision of extra funding to support implementation of recommendations. Relevant agencies have also contributed, e.g. The School Food Plan Agency that provided an agreed plan that has the support of the Secretary of State for Education and of the diverse organisations who are supporting head teachers to improve food in their schools. It has been Published by the Department for Education in July 2013, and it sets out 17 actions to transform what children eat in schools and how they learn about food.
- (ii) Third sector organisations and charitable pressure groups are influential. On national scale, particularly significant amongst these is the Soil Association (the main UK organic certification body), which has developed the Food For Life programme. On regional/local scale, multitude of groups/bodies, e.g. parent councils, local growers' associations pushing for change/improvement.

APPENDIX 3 COUNTRY REPORT FOR FRANCE

WP6.1 Evaluation of Contract Tender and Award Processes for Public Procurement of School Meals

Country Report: FRANCE

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Report completed in partial fulfilment of D6.1

Section 1. Nature and Extent of School Meals Provision

1.1 How many state primary schools are there in this country or region (whichever is most applicable to this research)?

6,788,600 children in 52,225 primary schools (*maternelles + primaires*) in France in 2014, including 46,962 public schools.

The local authority that is responsible for providing meals to primary schools children are the municipalities (“communes” in French).

1.2 What proportion of schools provide meals for children? Of these how many schools prepare and cook meals on-site, and how many buy in meals prepared elsewhere?

Almost all public primary schools have school restaurants (exceptions concern schools with very few pupils in rural areas or schools that use restaurant of another school nearby).

Production of meals in French schools : meals can either be prepared outside the school, in a central kitchen that prepare meals for a number of schools and deliver them hot or cold (80% of schools are provided by central kitchens), or cooked inside the school in a proper kitchen (20%).

For each of these solutions, the local authority responsible for public primary schools (municipalities in France) can choose to delegate the service to private companies (50% of public primary schools do so) or manage this service internally (50%). Central kitchens can be private or public.

Sources :

- INSEE, 2016. Nombre d'équipements et de services dans le domaine de l'enseignement du 1er degré en 2015. http://www.insee.fr/fr/themes/detail.asp?reg_id=99&ref_id=equip-serv-ens-1er-degre
- FNOGEC, 2014. Le Memento de la Restauration scolaire. <http://www.fnogec.org/documents/fnogec-memento-restaurant-scolaire-pdf-pdf>

1.3 Who pays for school meals and how much do they pay? Approximately what proportion of school meals are taken by pupils?

Half of primary school children eat daily or regularly in a school restaurant. Approximately 400 million meals are served each year in primary schools restaurants.

The average cost of a meal (including at 5 components¹ : starter, main dish, cheese/yoghurt and dessert plus accompanying components e.g. bread) is around 7 euros and is billed to parents an average of 2.5 to 3 euros per meal. It shows that substantial public subsidies are provided by municipalities to provide this service.

This financial effort has been evaluated at 1,5 billion euros a year.

The tariff of a meal billed to parents is in almost all municipalities adapted to family's financial capacities by differentiated prices.

Small municipalities often introduce a 2-tariffs system: a low price for non-taxable households and a higher price for the others. In bigger municipalities, digressive tariffs are set up, taking into account the "family quotient", usually transmitted by the state Family Aids Fund (Caisse d'Allocation Familiale).

Sources :

Assemblée Nationale (Gilda HOBERT), 2015. Rapport fait au nom de la commission des affaires culturelles et de l'éducation sur la proposition de loi visant à garantir le droit d'accès à la restauration scolaire, par mme Gilda HOBERT. <http://www.assemblee-nationale.fr/14/rapports/r2616.asp>

1.4 What does a typical school meal consist of?

The official nutritional guide edited at national level by the GEM-RCN (Groupement d'Etude des Marchés en Restauration Collective et de Nutrition = Group of studies on the catering markets) are mandatory for all school and university restaurants.

The following key principles of nutritional balance have to be complied:

- Offer four or five dishes (components) for each lunch or dinner, necessarily including a main course with a side dish, and a dairy product
- Meet minimum requirements for variety of dishes served
- Make available size-appropriate portions
- Define the appropriate rules for the service of water, bread, salt and sauces

Dishes (components) are the following :

- Starters :
 - crued or cooked vegetables, entrees of dried vegetables and other starches, protein entries (Eggs, fish), salted pastry preparations, delis/sausages;
- Protein dishes :
 - Main dish based on meat, fish, egg or offal
 - Salted bakery preparations served as main course (salty crêpes, pizzas, tarts, quiches, pies etc.)
 - charcuterie served in main course (traditional preparation based on Pork, black pudding, various sausages, crepits, etc.)

¹ http://www.economie.gouv.fr/files/files/directions_services/daj/marches_publics/oeap/gem/nutrition/fiche-nutrition-milieu-scolaire.pdf

- Side course
 - Vegetables, pulses, potatoes, cereal products
- Cheese or dairy products
 - Semi-skimmed milk, fermented milk or other fresh dairy product,
 - Cheese, milk
- Desserts : Whole raw fruit or in salad, cooked or syrup fruit, pastry, biscuit, sorbet, milk dessert, ice

Precise specifications on grammages are indicated in the GEM-RCN guide, according to the age of pupils.

Sources :

<http://www.education.gouv.fr/cid45/la-restauration-a-l-ecole.html>

<http://www.economie.gouv.fr/daj/recommandation-nutrition-gem-rcn-completee-et-mise-a-jour-10-octobre-2011>

1.5 Who takes charge of/responsibility for the school meal menus at the local level (quality, nutrition, choice...)?

Chefs / cooks usually design the menus for several weeks (5 weeks in general), and they consult the manager in charge of the catering service at school or municipality level. They together decide on quality specifications required for procurement. They sometimes make the menu validated by the school nurse, and some schools hire a private nutritionist in order to design the menus.

Section 2. Policies Relevant to School Meals

2.1 Which departments have relevant responsibility for school meals provision in your country (or region)?

- Municipalities are responsible for school meals provision for kindergarten and primary schools.
- County Councils (Conseil Départemental) are responsible for catering service to secondary schools (Collèges).
- Regional councils are responsible for catering service to highschoools (Lycées).

2.2 What are the key policies for school meal provision? Which aspects of school meals do they specify guidelines/standards for?

All food hygiene regulations fall under EU legislation. National law regulates nutritional quality requirements. New orientations have also been designed at national level to encourage local food procurement in public catering.

Main legal references :

- *Law of the 13 aout 2004 regarding local liberties and responsibilities (decentralization)*

The Law of the 13 August 2004 regarding local liberties and responsibilities (decentralization) has delegated to municipalities the responsibility of their primary schools restaurants. It's a facultative administrative service, in contrary to colleges and high schools catering service that is compulsory for Departments' and Regions' administrations.

- *The Health and Nutrition National Policy (Nutritional recommendations of the GEM-RCN) and the Decree n° 2011-1227 of the 30 September 2011 on « Quality Nutrition of meals served in school restaurants »*

In the framework of the Health and Nutrition National Policy (PNNS), the expert group GEM-RCN (Groupement d'Etude des Marchés en Restauration Collective et de Nutrition) has set up a guide including recommendations on nutritional good practices in the catering sector. The nutritional goals of these recommendations are the following :

- Increase fruits, vegetables and starch food consumption
- Reduce lipids and balance consumption of fatty acids
- Reduce consumption of added simple sugar
- Increase iron intakes
- Increase Calcium intakes.

A lot of public catering managers work together with a nutritionist in order to elaborate

their menus.

The GEM-RCN recommendations were made mandatory by the State (Décret n° 2011-1227 du 30 September 2011 on « Quality Nutrition of meals served in school restaurants »), with the key principles summarized as follows :

- 4 to 5 dishes are proposed at each meal, including a principal meal
- a dairy product offered per meal at least
- respect of minimum requirements in term of diversity of dishes
- adapted portions
- limit fat and sweet dishes (ex : not more than 4 fried dish every 20 meals)
- water and bread in free service, not salt and sauces
- use and highlight seasonal products.

- ***National Food Plan (Politique Nationale de l'Alimentation, PNA, Oct. 2014)***

Besides, in consistency with the Health and Nutrition National Policy, the National Food Plan aims at encouraging the supply every citizen with secure, diversified food in sufficient quantity, good nutritional and taste quality. It endorses 4 main priorities: social fairness, education on food for young people, food waste and loss reduction, local integration of food systems and enhancement of food heritage. This policy includes an objective of 40% of local products in state catering until 2017.

- ***Local Food Projects***

In addition to mandatory requirements, some communities develop other tools to get their catering system more sustainable. For instance, the Local Food Projects usually aim at connecting local food production with local demand, including school canteens. These projects are mentioned in the Agricultural National Law, and can be supported by diverse public and private financial programs.

- ***National Plan for sustainable public procurement*** (Plan national d'action pour les achats publics durables » - PNAAPD) is a general framework of actions in favor of the introduction of sustainable practices of procurement in administrations and local authorities.

Sources :

- <http://www.education.gouv.fr/cid45/la-restauration-a-l-ecole.html>
- <http://www.gouvernement.fr/action/une-nouvelle-politique-de-l-alimentation>
- Delphine Ducoeurjoly, 2016. Bio, Circuits courts, lutte contre le Gaspillage : Où en êtes-vous? Journée d'étude « Acteurs de la vie scolaire » in Montpellier.

Section 3. Current Regulations and Practices on School Meal Procurement

3.1 Based on your knowledge/reading of the above, please summarise the key features of the transposition of Directive 2014/24/EU to national law in your country/region, in particular highlighting those that relate to sustainability:

- *Large contracts are encouraged to be broken down into small lots (so facilitating SME participation)*

This provision was already present in the previous French Code of public markets of 2006. The transposition of the Directive 2014/24/EU consisted in making allotment the rule, and the non-allotment the exception that has to be justified.

In practice, municipalities are more and more encouraged to put this possibility into practice in order to open their market to SMEs and allow organic or local quality food providers to respond to their market. The guide for quality and local food procurement in the catering sector, edited by the ministry of agriculture, extensively refers to this opportunity of allotment.

- *Social issues can now be taken into account in the award of contracts (in addition to environmental issues which were allowed by the previous Directive), hence contracting authorities can require conformation to named social/environmental standards/certificates. Contracting authorities can also specify particular production processes, methods and quality schemes, as long as these are relevant to the subject matter of the contract.*

These provisions were fully integrated into the national law. The following articles particularly specify this approach :

Décret n°2016- 360 du 25 mars 2016 Article 6 : The technical specifications of a market may include environmental or social characteristics.

Décret n°2016- 360 du 25 mars 2016 Article 10 : The purchaser may, in the technical specifications, in the award criteria or in the conditions for performance of the public contract, require a particular label as a means of proving that the works, services or supplies meet the required characteristics.

Décret n°2016- 360 du 25 mars 2016 Article 62 Possible award criteria: conditions of production and marketing, guarantee of the equitable remuneration of producers, innovation, environmental protection performance, development of direct supplies of agricultural products, Integration of people in difficulty, biodiversity, animal welfare.

- *Award of certain contracts can be reserved for mutuals/social enterprises, and suppliers employing disadvantaged/disabled workers.*

This disposition already existed in the French Code of public markets, but was extended by the application of the Directive 2014/24 through the national Decret of 27 March 2016.

All enterprises in the Social and Solidarity Economy sector (ESS in France) can be the target

of reserved markets.

- *Contracting authorities can abandon 'cost only' award criterion, in favour of price/quality ratio or VFM approach (indeed, national law can entirely prohibit use of 'cost only' award criterion in public contracts - this has been transposed in Scotland)*

The “cost only” award criterion is still possible in France. It can be based on :

- the price, but only provided that the only purpose of the contract is the purchase of standardized services or supplies, which quality does not change from one supplier or service provider to another.
- the cost determined using an approach based on “global cost” or “life-cycle cost” approach (Article 63 of the Decree).

In practice it is extremely rare to meet tenders with cost only criteria, and nowadays tenders for food supply usually include at minimum 3 criteria: price, quality, and another criteria on sustainability. New criteria are possible (Article 62) :

- conditions of production and marketing/trade
- a guarantee on a fair retribution to producers
- biodiversity
- animal welfare.

Décret n°2016- 360 du 25 mars 2016 Article 63 : The "life-cycle cost" criterion also covers costs charged to environmental externalities, but their monetary value must be capable of being determined and verified.

- *Contracting authorities can require bidders to give details of any subcontractors they use (to encourage exclusion of subcontractors who operate unethically/exploitatively).*

Fully operationalized in the new Code of public markets : Décret n°2016- 360 du 25 mars 2016 Article 134)

Furthermore, to take preliminary contacts with potential suppliers (sourcing) before writing the tender is now clearly encouraged (Article 4).

Sources:

- Delphine Ducoeurjoly, 2016. Bio, Circuits courts, lutte contre le Gas pillage : Où en êtes-vous? Journée d'étude « Acteurs de la vie scolaire » in Montpellier.
- Expert interview with Delphine Ducoeurjoly
- <http://www.boamp.fr/Espace-entreprises/Comment-repondre-a-un-marche-public/Questions-de-reglementation/Apres-avoir-depose-sa-candidature/Choix-du-titulaire-d-un-marche-public>

3.2 Which procurement models for school meals (lowest cost, organic, local, local-organic) exist in your country/region? Which one(s) dominate?

Municipalities have the responsibility for tendering and awarding school meal contracts (see below question 5), as long as they respect 1/ the nutritional requirements of the Health and Nutrition National Policy and 2/ the French Code of Public Procurement contracts.

On this basis, models are multiple.

For many decades, price oriented strategies have dominated school catering procurement strategies, but alternative models, particularly encouraged by the Grenelle of Environment act in 2008, have emerged at territorial scale.

A lot of municipalities now decide to develop their local / organic / quality products supplies in collaboration with local farmers associations or local food supply chains. These initiatives have generally long term objectives as this process takes a long time either to change internal practices (buyers, cooks, consumers...) or make local food accessible in the frame of efficient supply chains.



Some schemes can be cited :

- the city of Rennes, that is very innovative in terms of public tender for public catering. For instance, they published markets with “Protection of water resources” as main object, and food supply for canteens as means to realize it.
- Réseau Villes Actives PNNS (PNNS active Cities) : network of municipalities that particularly integrate nutritional quality and education in their politics
- Label “Territoire Bio engagé” : label that awards local communities / municipalities that have reached the Grenelle objective of 20% of organic food in their catering / school restaurants
- Regional projects for organic local food in schools, colleges and high schools : “Manger Bio Local au Lycée” in region Hauts de France, “Mon lycée mange bio » in region Rhône Alpes <http://www.corabio.org/index.php/restaurants-collectifs/s-inspirer-des-projets-en-cours>

In some rare cases, involvement of municipalities in sustainable food procurement can even take very integrated models, including for example purchase of land by the local authorities and contracting with organic farmers to provide fruits and vegetables.

Exemple of Mouans Sarthoux : <http://positivr.fr/regie-municipale-agricole-mouans-sarthoux-cantines-bio-une/>

3.3 Which authorities/institutions have main responsibility for tendering and awarding school meal contracts in your country, and what types of contractual arrangement do they enter into?

Municipalities have the responsibility for tendering and awarding school meal contracts. In practice, different situation are running.

First case : direct management (“gestion directe”)

In Direct management systems, purchases have to comply with the Code of Public procurement, including the principles of transparency in procedures, equality in candidates treatment and free access to public order. The procedure and publicity requirements differ

according to the amount of purchase (“adapted” procedures, “formalized” procedures). Under 25 000€ of purchase, no call for tender or specific publicity is required. One market can be punctual, annual or pluriannual, and can be decomposed in lots (per products category or per product).

Some municipalities (especially in rural areas) choose to mutualize their procurement within a joint purchasing group. They sometimes demand support from experts/jurists, and prepare their menus with nutritionists.

For a long time, the Code of Public Procurement has been perceived as an obstacle to sustainable purchases (local, organic etc.), but new practices of market writing, flexibilities introduced progressively in the Code and offer/demand cooperation approaches have made it easier for the catering sector to develop more sustainable/local/quality purchases.

Second case : delegation to a private company (“gestion différée” or “gestion concédée”)

Depending on the municipality’s needs, different tasks can be delegated :

- elaboration of menus
- ingredients and products procurement (buying service)
- production of meals
- distribution of meals
- washing services
- waste management services

The municipality doesn’t have direct control on the choice of products and suppliers but it can design the call for tender to catering companies with all requirements on supply characteristics and quality of products they want, as long as it respects the French Code of Public Procurement contracts. For instance, they can:

- introduce requirements in the call of tender on expected quality of products, number of dishes, introduction of organic products, food miles, actions of communication/awareness raising etc.;

organize partnership approaches including the catering company, the municipality, schools and local suppliers representatives in order to favor development of local supply chains

3.4 Explain, in practical terms, the normal process by which an authority tenders, awards and monitors a school meals contract in your country/region. Please append an example of a typical tender specification for a school meals contract (if possible, insert link to original tender advertisement/document, append list of the key criteria for award).

Step 1: Tendering.

The authority prepares the tender, usually 6 month before date of notification. In practice, multiple exchanges occur along the year between chefs and managers occur. They receive offers and visits of suppliers, follow trainings etc. that all influence in fine the orientation of the tender and the criteria they will include.

Each tender includes the following documents :

- tender rules
- technical specifications
- administrative specifications
- act of commitment.

Step 2: Publication

Different requirements apply to tenders depending on the size of the market. For markets on services and supply : (in euros excl. tax)

Non mandatory advertisement	Free advertisement (no imposed media)	Mandatory advertisement in the Bulletin officiel (BOAMP) or in a journal that is authorized to publish legal announcements	Mandatory advertisement in the Bulletin officiel (BOAMP) and the European Union official journal
< 25,000 €	25,000 € to 89,999,99 €	90,000 € to 208,999,99 €	Higher than 209,000 €

Step 3: Selection

A Tenders Committee (usually including local representatives, school managers and chefs, sometimes with external experts) examines the offers. Notes are given to the different criteria and are weighted as defined in the documents of tender, to obtain a final note.

Step 4: Execution

One crucial issue here is the control and follow up of the execution and its compliance with the tender. Rare are the municipalities who can put significant effort on this, but it's getting better and better, with good practices examples in situations of delegation to a private company. (ex: City of Saint-Etienne)

Example of Tender on organic products for joint purchasing tender for highschoools in region Hauts de France (Groupement d'achat de Wingles) : **see below**

Sources :

- expert interview with Delphine Ducoeurjoly, consultant
- <https://www.economie.gouv.fr/>

3.5. Which firms normally win and operate school meal contracts in your country/region?

Main Food Wholesalers in the School Catering market

The main “full offer” wholesalers in the catering market are Pomona, Creno, Brake France, Transgourmet.

But SMEs can also be very active at local scale, by directly contracting with municipalities that choose direct management system, thanks to the 25k€ threshold or thanks to calls for tender that are decomposed in small lots.

DELEGATED school catering sector :

The market of delegated school catering is very concentrated, with national scale main multiservice companies representing 85% of the turn-over of the sector.

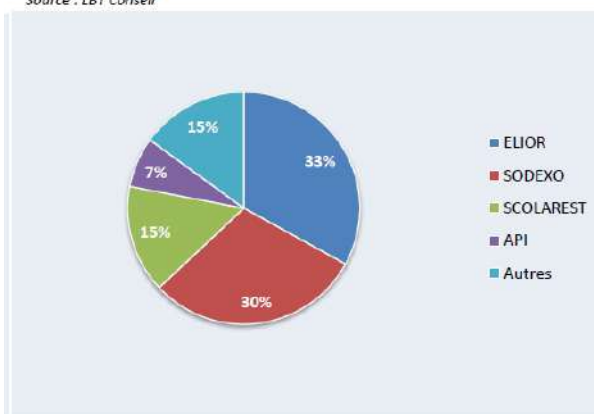
The 4 main companies are :

- API restauration
- Compass Group (Eurest - Medirest – Scolarest)
- Elior
- Sodexo

But there are also smaller players that operate at a more regional scale (cf. graph below).

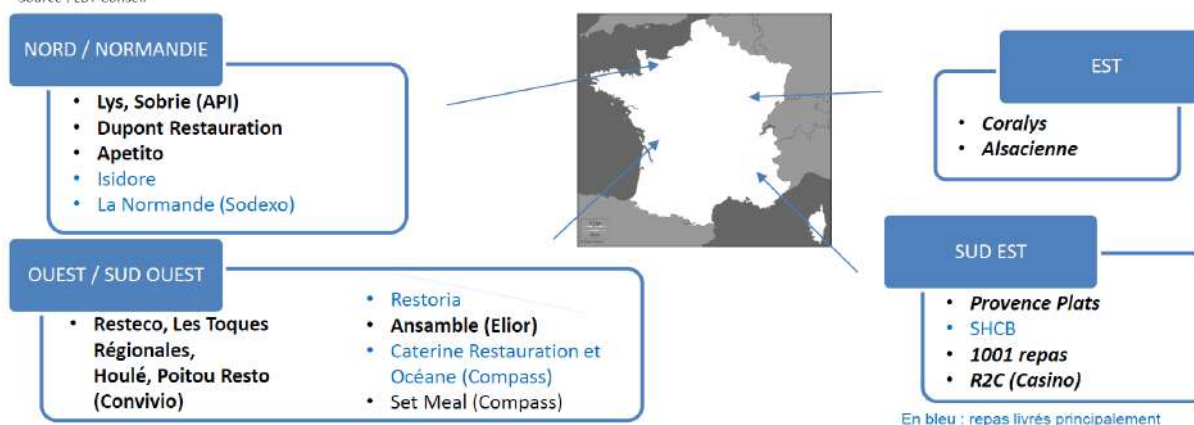
Part de marché estimée des principales sociétés de restauration dans le secteur scolaire

Source : LBT Conseil



Les principaux acteurs régionaux en France (de 20 à 200 millions d'euros de chiffre d'affaires – non exhaustif) / par ordre alphabétique

Source : LBT Conseil



Source : FNOGEC, 2014. Le Memento de la Restauration scolaire.
<http://www.fnogec.org/documents/fnogec-memento-restauration-scolaire-pdf-pdf>

3.6 Which institutions, bodies, etc. have or are playing a role in changing/improving school meal provision in your country?

- Local Communities including municipalities / metropolises / inter-municipalities / “project's territories” such as Regional Natural parks
- The State, by stating ambitious objectives of local and organic food for state canteens, and by supporting local initiatives. For instance, a guide was edited to enhance local and quality procurement in catering : <http://agriculture.gouv.fr/ministere/guide-favoriser-lapprovisionnement-local-et-de-qualite-en-restauration-collective>
- NGOs in rural development sector, Organic Sector : FRCIVAM's network (associations for rural development), the Organic professional network association FRAB/FNAB ; Interprofessional Organic associations, such as the one in Britain, that designed a Charter and a guide for Organic procurement in school catering www.bio-bretagne-ibb.fr/wp-content/uploads/LI-RC-DocsDeReference-Charte-Rentree2014.pdf
- For elementary schools : municipalities, metropolises
- For secondary schools : Departments and Regions

3.7 Are there any striking or remarkable features of school meal provision in your country? (in terms of policies, systems, culture in policymaking/government, attitudes of schools, parents, etc)

In France, the subject of *Food* has for a long time been neglected in public policies in favor of an intensive *agricultural production and cost-efficient supply chain* approach. The topic of Food in its various dimensions is now for 15 years reinvested by society and public strategies; a National Plan for Food has been designed and more and more local authorities develop their own initiatives. Public catering is, in this context, perceived by public actors as a very strong lever for action in favor of more sustainable food practices: access to healthy food for all, food education, sustainable supply chains, environmental friendly production etc. In practice, transformations in this sector take time (rebuild efficient local supply chains transform managers' practices, transform cooking practices etc.) and the results are not immediate. The organic sector was a pioneer in France in recreating links between canteens and farmers, and now the movement has more generally gained the agricultural sector, first through “short supply chains” schemes and now with more open local approaches.

Example of tender: organic fruits, vegetables, meat and processed products for the WRINGLES buyer group in region Hauts-de-France

In attached file, we provide you with an example of tender for organic fruits, vegetables, meat and processed products, that has been supported by Delphine Ducoeurjoly (consultant).

This tender has been made by the buyer group of 30 establishments (mainly highschools) in Wingles. The candidates to the public market have to write a “technical proposal”. As an example, for organic fruits and vegetable, they have to comply with the following criteria:

Criteria	Weigth
Price	35%
Technical value :	45%
<ul style="list-style-type: none"> • <i>Set up of an organization in order to guarantee quality, freshness and taste</i> 	20%
<ul style="list-style-type: none"> • <i>Expertise and advice to buyers</i> 	10%
<ul style="list-style-type: none"> • <i>Communication to consumers</i> 	10%
<ul style="list-style-type: none"> • <i>Diversity of the catalogue</i> 	5%
Performance in developing direct purchases of agricultural products (traceability, origin, supply chain knowledge and management)	20%

APPENDIX 4 COUNTRY REPORT FOR GERMANY

WP6.1 Evaluation of Contract Tender and Award Processes for Public Procurement of School Meals

Country Report: Germany – North-Rhine-Westphalia

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Report completed in partial fulfilment of D6.1

Section 1. Nature and Extent of School Meals Provision

1.1 How many state primary schools are there in this country or region (whichever is most applicable to this research)?

Total number of state primary schools: 2,845 (Zentraler Statistischer Auskunftsdienst 2016) + 55 private primary schools (MSW NRW 2015).

1.2 What proportion of schools provide meals for children? Of these how many schools prepare and cook meals on-site, and how many buy in meals prepared elsewhere?

Proportion of schools providing meals: 4,000 schools (“Ganztagsschulen”) out of 5,988

Meals cooked on-site: 9 % (of the schools have own kitchens)

Meals prepared elsewhere: > 80%

1.3 Who pays for school meals and how much do they pay? Approximately what proportion of school meals are taken by pupils?

The meals are paid for mostly by the parents. There are several methods through which the meals can be paid: The parents can pay in advance for the meals for a set period of time, for instance monthly or semi-annually which allows for better planning by the food provider. There is also a meal ticket system that works by students validating food stamps through which the lunch becomes automatically available. Parents can also pay a fixed amount in advance.

There is also a support system available for low-income families. A program, “No child without a meal” (“Kein Kind ohne Mahlzeit”) that was set up by the regional government contributed 19.3 million euros in 2010 to support those in need. A usual lunch costs 2.64–2.83 euros in primary schools, but of that cost, 1.00 euro is paid for by the state government and another 0.50 cents is paid for at the local municipality level, leaving the remaining amount to be paid by the parents at 1.00 euro (Institut für Soziale Arbeit 2016). Around 82,000 pupils in NRW benefit of this support system.

38% of primary school students in NRW take lunch at school, according to a 2014 study by the Bundesministerium für Ernährung und Landwirtschaft (Verbraucherzentrale, NRW 2015, page 2).

Packed lunches are not provided by schools in NRW, since a on-site canteen is required by law for all “Ganztagsschulen”.

1.4 What does a typical school meal consist of?

The DGE standards (German society for nutrition) also give concrete information for dish planning concerning the serving amounts and frequencies. The following frequencies over a period of four weeks (20 catering days) are recommended:

- drinks: 20 times (e.g. mineral water, tea, mixture of fruit juice and sparkling water)
- side dishes with carbohydrates:20 times (e. g. potatoes, rice, chips)
- vegetables / raw vegetarian food: 20 times
- fruit: 20 times
- meat: 8 times (e. g. Schnitzel, mince, goulash)
- sea fish:4 times
- vegetarian main courses: 8 times (e. g. milk rice, vegetarian lasagne)

These guidelines are valid for every offered menu line and valid for lunch. If more than one menu line is offered, a line must be generally vegetarian (without meat and fish) (Wehmöller, 2011).

1.5 Who takes charge of/responsibility for the school meal menus at the local level (quality, nutrition, choice...)?

In NRW, the cities and city councils are responsible for primary schools. They either run the kitchens on their own (16.2% of the schools) or they give to external caterers (57.2% of the schools). The other 26.2% of schools use a combination of both (Verbraucherzentrale Nordrhein-Westfalen 2015). In case that the school has delegated the “Ganztagsangebot” (lessons in the afternoon) to external societies (e.g. caritative organizations like Arbeiterwohlfahrt – AWO or physical education organizations), these societies also are responsible for providing the meals (we did not find any figures on the part of delegated Ganztagsangebote)

In all three cases:

It is recommended to establish a school catering committee that involves a variety of interests to begin the lunch catering. This committee should be run both before and after the introduction of the catering program to ensure long-term success. Regular participants in this committee include school management representatives, teacher representatives, parents, and school boards and occasionally experts such as kitchen planners, qualified nutritionists and food safety inspectors. The committee then focuses on an analysis of the current situation and formulates the goals and specifications (BMEL, "Ausschreibung" 2014).

Internal or external directors manage the schools’ catering. Internal, or in-house, directors usually oversee one or more school canteens themselves. This means that the school meals are prepared on the school premises, funded through the school boards, and prepared by the

director's own staff. They have the greatest control and maximum organization flexibility with respect to the meals. This form of management, however, is rarely practiced because of higher personnel costs and sometimes lack of expertise in catering operations (BMEL, "In fünf Schritten" 2014).

Most school canteens are run by external directors which means the catering is partly or completely run by an external company, sometimes with contractual agreements with a leaseholder or a catering company. There are also supply contracts with which ready-to-eat or reheatable meals are delivered to the school. Other operation models overseen by companies under private law can include parent, canteen or school support systems that have no contractual relationship with the school board but use the school kitchen under their own responsibility (BMEL, "In fünf Schritten" 2014).

Section 2. Policies Relevant to School Meals

2.1 Which departments have relevant responsibility for school meals provision in your country (or region)?

The „Vernetzungsstelle Schulverpflegung NRW“ aims to consult and discuss relevant issues with all stakeholders. It has the role to be contacted by actors who want to offer a well-balanced school catering and promote the integration of the food education in the lessons. It is settled within the “Verbraucherzentrale” (consumers association) North Rhine-Westphalia and is financed from Federal Funds within the national action plan "in FORM – Germany initiative for healthy food and more movement" as well as the regional “ministry of climate protection, environment, agriculture, nature conservation and consumer protection“ and the regional „ministry of school and education“ (Ministerium für Schule und Weiterbildung des Landes Nordrhein-Westfalen, Stichwort Schulverpflegung).

2.2 What are the key policies for school meal provision? Which aspects of school meals do they specify guidelines/standards for?

All food hygiene regulations fall under EU legislation while national laws that cover mass catering include the Food and Feed Act (2009) (“Lebensmittel-, Bedarfsgegenstände- und Futtermittelgesetzbuch”) and the Infection Protection Act (2001) (“Infektionsschutzgesetz”)

The school meals can be organized based off of the DGE Quality Standards for School Meals” (“DGE-Qualitätsstandards für die Schulverpflegung”) first published in 2007 by the German Society for Nutrition (Deutschen Gesellschaft für Ernährung) that provides a framework and recommendations for an optimal catering service for all German federal states (not only North Rhine Westphalia). The standards are part of the National Action Plan, “IN FORM – Germany’s national initiative to promote healthy diets and physical activity” (“Nationaler Aktionsplan „IN FORM – Deutschlands Initiative für gesunde Ernährung und

mehr Bewegung“) and include legal requirements, menu planning recommendations, sustainability topics, and certification information.

A certification of the School + Food =Top Marks (“Schule + Essen =Note 1”) can be awarded to those responsible for the school catering. With this certification, the caterers must follow the criteria within the DGE Quality Standards that include the quality of food, menu planning and preparation of meals, and basic conditions. The school is also subjected to audits to ensure proper long-term certification. On top of the basic certification, the school can also get a School+Food =Top Marks-PREMIUM-Certification (“Schule + Essen = Note 1-PREMIUM-Zertifizierung”) if they additionally follow the criteria in the sectors of nutrient optimization and optimal breakfast and snack foods.

The DGE-Quality standards list some recommendations for the beverages, foods and meal planning:

- The menu should be cycled at least every four weeks.
- Soft drinks, nectars, juices, ice teas, energy drinks, isotonic sport drinks and beverages with high-energy content and artificial flavors are not allowed in schools.
- For breakfasts and snacks, grain products, vegetables and salads, fruits, milk products and drinking and mineral water free of charge must be offered daily.
- Convenience products of varying levels can be used only according to the specific principles that take into account the nutritional, sensory, ecological and economic aspects.
- One ovo-lacto-vegetarian meal is offered daily.
- Cultural, regional and religious nutritional habits are taken into consideration.
- Special meals can be offered to those with food intolerances. All allergens must be labelled.
- The use of organic food is recommended (but no minimum levels)

Within a 20-day plan (four weeks), grain products and potatoes, vegetables and salads, and drinking /mineral water must be offered each day. Fruits and milk products must be offered at least eight times while meats, sausage, fish and eggs should be on the menu a maximum of eight times, of which at least four times saltwater fish should be offered.

Additionally, the required nutrient intake in the lunches is found with the D-A-CH Reference Values for Nutrient Intake (“D-A-CH Referenzwerte für die Nährstoffzufuhr”), which indicates that an optimal lunch should provide 25 percent of the daily-recommended amount of nutrients. For the primary school level, each lunch should provide 400 kcal with the energy intake ideally being made up of 20% protein, 30% fat and 50% carbohydrates (DGE 2014).

Section 3. Current Regulations and Practices on School Meal Procurement

3.1 Based on your knowledge/reading of the above, please summarise the key features of the transposition of Directive 2014/24/EU to national law in your country/region, in particular highlighting those that relate to sustainability:

The national transpositions by the member state Germany is written down in two relevant documents:

- Law of the modernisation of the contract award
- Order of the modernisation of the contract award

Extracts from the documents related to sustainability:

- With the contract award aspects of the quality and the innovation as well as social and environment-related aspects are considered.
- Medium-sized company interests are particularly to be considered with the contract award of public orders.
- Performance criteria are split in the amount (partial lot) and apart in kind or subject. Separate orders can be awarded.
- Public awarding authorities can reserve the right on participation in the procedure to institutions for people with disability and enterprises whose principal purpose is the social and professional integration of people with handicaps or from disadvantaged people.
- Accessibility criteria for people with disability are always to be described.
- Public principals can exclude an enterprise from the tender offer procedure if this has offended against environment, social- and labour legislation.
- The award of contract is given on the most economic offer: it determines itself after the best price-achievement relation. Qualitative, environment-related or social aspects can be pulled up beside the price or the costs also for his inquiry. They can also refer to the process or the production method of the achievement. The public principal can also give a weighting of the awarding criteria.
- The public principal can require the presentation of quality seals / norms of quality assurance and/or environmental management.

Annotation: the directives are available online: <http://eur-lex.europa.eu/legal-content/DE/TXT/?uri=celex%3A32014L0024>

3.2 Which procurement models for school meals (lowest cost, organic, local, local-organic) exist in your country/region? Which one(s) dominate?

According to a nationwide study in 2014 (BMEL, 2015), the first selection criteria for external caterers is “quality”, followed by “price”, But only 19% of the schools have set up a quality control system in order to verify if services provided match with the requirements. Anyway, most of the schools do not set up further quality requirements, than those already mentioned in the DGE-Standards.

3.3 Which authorities/institutions have main responsibility for tendering and awarding school meal contracts in your country, and what types of contractual arrangement do they enter into?

The individual “Kita” or school bearer are the public principals for the organization of Kita or school kitchens by a caterer or for the purchase of goods or services (public school bearers are in North Rhine-Westphalia basically the municipalities, §78 paragraph 1 SchulG North Rhine-Westphalia). If it is about the tender offer and awarding of public orders, the use of the public procurement law (Vergaberecht) is prescribed. This procedure ends as a rule with the granting of the award. Plans for the procedure of contract awards regarding catering achievements can be called away in dependence of the order value. The creation of a detailed achievement list is essential for the tender offer as well as for the evaluation of an adequate prize relation and achievement relation. Thus numbers of participants or quality expectations / -standards must be fixed in preparation of a tender offer among other things. These catering criteria arise ideally from a discussion process with all relevant actors and responsible school actors (Thoma, 2016; Verbraucherzentrale NRW, Ausschreibung und Vergabe, call 2017).

3.4 Explain, in practical terms, the normal process by which an authority tenders, awards and monitors a school meals contract in your country/region. Please append an example of a typical tender specification for a school meals contract (if possible, insert link to original tender advertisement/document, append list of the key criteria for award).

A public advertising to an open bidder's procedure occurs through announcement in newspapers, official publication sheets, technical periodicals and in particular online in Internet. The specifications must be described very explicitly and clearly so that all bidders can understand the description in the same sense and deliver comparable offers.

The following information is essential:

- spatial, organizational and technical basic conditions
- prospective number of the meals

- performance requirements to the catering system: order- and account system, food choice (food quality, food quantity, dish planning), production system, logistics (delivery times, rhythms of delivery, break regulations in school or Kita etc.), food bank system, dishes circulation and disposal system
- information to the personnel planning by the bidder
- to the service quality (e. g. parental information, complaint management)
- acceptance support and communication

The confirmation that the performance requirements are kept can be verified by the bidder through proofs and own statements. The surcharge is to be given on the most economic offer. The surcharge criteria exist basically from:

1. price
2. evaluation criteria (B criteria) for performance requirements (Thoma, 2016).

Example: B-criterion „share of organic products“

B-criterion „share of organic products“	points (scale 1-5)
≥ 10%	1
≥ 20%	2
≥ 30%	3
≥ 40%	4
≥ 50%	5

A link to an original tender document is available online: http://www.vernetzungsstelle-berlin.de/fileadmin/downloadDateien/Musterausreibung_Mittagessen_GS_Gesamt.pdf.

Title: Aufforderung zur Angebotsabgabe mit Bewerbungsbedingungen, Leistungsbeschreibung und Vertragsunterlagen zum Offenen Verfahren gemäß § 3 Abs. 1 VOL/A-EG "Schulmittagessen"

3.5. Which firms normally win and operate school meal contracts in your country/region?

According to a 2015 survey by BMEL, approximately 63.9% of the school meals in Germany (not including Saarland and Bavaria) are prepared by external management, while 11.4% are prepared by internal management and 24.8% is a combination of both (delivery by a supplier and served by the school) (BMEL 2015).

The school meals in NRW are usually prepared by external catering firms. There are numerous firms throughout the region that offer meals to multiple schools and sometimes additionally to other facilities such as hospitals and nursing homes. These include firms such as Rebonal, Stattküche Münster, kinder-cater, Vegetaria Catering, grünschnabel and Vitamin-Reich (Schulverpflegung NRW). Within our investigations, we did not find a listing of the most frequently contracted caterers.

3.6 Which institutions, bodies, etc. have or are playing a role in changing/improving school meal provision in your country?

- *Federal departments* – such as the Federal Ministry of Food and Agriculture (“Bundesministerium für Ernährung und Landwirtschaft”, BMEL) and the Federal Ministry of Health (“Bundesministerium für Gesundheit”, BMG). Both have supported and have assisted in carrying out projects for the initiative IN FORM. IN FORM is a national action plan that aims to promote better dietary and exercise habits of both adults and children in Germany by the year 2020. In order to do so, IN FORM allows for a dialogue between policy-makers, industry, the science community and society about attaining healthy lifestyles (BMEL “IN FORM”).
- *Independent support and advisory centers* – Networking Center for School Catering NRW („Vernetzungsstelle Schulverpflegung NRW“)
- *Research institutions* – such as Research Institute of Child Nutrition, Dortmund (“Forschungsinstitut für Kinderernährung Dortmund“ (FKE))

3.7 Are there any striking or remarkable features of school meal provision in your country? (in terms of policies, systems, culture in policymaking/government, attitudes of schools, parents, etc)

There are 4 different systems applied in school meal provision:

Frischkostsystem: the meals are freshly prepared on site.

Warmverpflegungssystem (Catering): meals are prepared elsewhere (e.g. in a central big kitchen) and are kept hot until it is served.

Cook and chill or Tiefkühlsystem: the prepared meals are frozen or cooled and then reheated at the place they are served.

Mischküchensystem: a mixture out of Frischkost and the other systems.

Around 49% of the canteens in NRW work with the Warmverpflegungssystem. Parents criticize the Warmverpflegungssystem, since this system bears more risks in terms of hygiene, smells not so good and often appears less attractive than meals prepared on site. According to the parents’ organizations, since schools are also responsible for offering meals, besides their main action field which is education, they often spend less attention to the quality and follow a low-cost-strategy.

According to parents and consumers organizations, education on how to cook meals is not a priority in most of the schools. Preparing meals is not a main topic any more and pupils do not learn how to prepare fresh meals, whereas theoretical topics are on the program (44.6% of the asked schools offer a weekly lesson on nutritional aspects; “Ernährungsbildung”, BMEL,

2015).

Recommendations of the Vernetzungsstelle Schulverpflegung and the German Ministry (BMEL, 2015):

- Make school meal quality to a “chief issue” (up to now, it is often not “Chefsache”).
- Making participate parents as well as pupils via „Mensa- oder Verpflegungsausschüssen“
- When making public tenders, introduce special quality criteria in order to assure a certain minimum of food quality
- ensure quality control (verifying if the required criteria are really met by service providers)
- offer training to school staff dealing in meal preparation and serving

Vernetzungsstelle is offering conferences as well as a video-competition (“Fit und Clever – Schulessen der Zukunft”).

References

- Wehmöller, D. (2011), Schule isst gesund – Schritt für Schritt zu einer optimalen Mittagsverpflegung, Verbraucherzentrale Nordrhein-Westfalen e.V. Vernetzungsstelle Schulverpflegung NRW (Hrsg.), Düsseldorf.
- Ministerium für Schule und Weiterbildung des Landes Nordrhein-Westfalen, Stichwort Schulverpflegung, online: <https://www.schulministerium.nrw.de/docs/Schulsystem/Ganztag/Schulverpflegung/index.html> (2017).
- Thoma Raimund (2016), Checkliste für die Vergabe von Verpflegungsleistungen für Schulen und Kitas, Ministerium für Inneres und Kommunales NRW, Verbraucherzentrale NRW e.V (Hrsg.), Düsseldorf.
- The EU Public Contracts Directive 2014/24/EU and the interpretation in the member states are available online: <http://eur-lex.europa.eu/legal-content/en/ALL/?uri=CELEX:32014L0024&qid=1494320651187>.
- Verbraucherzentrale NRW, Ausschreibung und Vergabe, online: <https://www.verbraucherzentrale.nrw/link1036771A> (call 2017).

APPENDIX 5 COUNTRY REPORT FOR GREECE

WP6.1 Evaluation of Contract Tender and Award Processes for Public Procurement of School Meals

Country Report: GREECE

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July 15th, 2017

Section 1. Nature and Extent of School Meals Provision

1.1 How many state primary schools are there in this country or region (whichever is most applicable to this research)?

In Greece there are 4331 public primary schools (main urban areas)

1.2 What proportion of schools provide meals for children? Of these how many schools prepare and cook meals on-site, and how many buy in meals prepared elsewhere?

For the school year 2016 - 2017, 38 primary schools in the regions of Kavala, Attiki, Trikkaion and Perama across Greece provided school meals to pupils while 181 schools across Greece provided break meals to students based on a set of criteria.

School meals are provided by NGOs and are funding from EU in collaboration with Greek Government devices. Break meals that are provided under a Charitable foundation overcame a million of meals to 13,661 pupils (181 schools). In most schools across Greece school canteens provide cold meals and snacks by students' expention.

State provides hot meals and fruit & vegetables for free while school canteens provide break meals such as sandwiches, pies and sweets at a price.

School break meals (sandwiches with chicken or vegetables and cheese; vegetable pies; milk or yogurt and fruits) provided by charitable foundation and school meals provided by State are prepared in procurers' facilities (central kitchens) across Greece and then are distributed to participated schools.

1.3 Who pays for school meals and how much do they pay? Approximately what proportion of school meals are taken by pupils?

The charity foundation SNF (Stavros Niarchos Foundation) run a very extensive programme of small (break) meals contractor's various provider in different cities. Break meals were free for all pupils. Also, there is a very low dependence from Greek Government in funding the school break meals.

Furthermore, in the school year 2016-2017, Greece initiated a pilot project of school meals in which 38 schools participated and approximately 2,379 pupils provided cooked school meals. According to the pilot project of "School Meals", all primary schools across Greece is planned to participate to the "School Meals" project next year.

1.4 What does a typical school meal consist of?

At the project “School Meals”, the Ministry of Education has issued a fixed four-week cycle menu consisted of Mediterranean cooked meals which is developed by the Agriculture University of Athens. For example, the main courses of a typical week include chicken with lettuce and tomato salad (Monday), spaghetti with beef mince and carrot salad (Tuesday), Pangasius fish fillet with beetroot salad (Wednesday), beef and barley with broccoli salad (Thursday) and peas with feta cheese and tomato or carrot salad (Friday). The main courses are accompanied with fruit or sweet and a slice of bread.

The break meals that are provided by the charitable foundation SNF provide break meals that in general consist of sandwiches with chicken or sandwiches with vegetables and cheese or vegetable pies (daily); milk or yogurt (three times per week) and fruits (daily) and generally, a great effort is putting towards healthy meals.

School canteens don’t offer full meals. They offer sandwiches, pies, sweets, etc. and pupils must pay for the purchase of them and they function under some regulation by the relative ministry.

1.5 Who takes charge of/responsibility for the school meal menus at the local level (quality, nutrition, choice...)?

Greek authorities, such as the Hellenic Food Authority (EFET), are responsible for the safety of the school meals. About nutrition, the school menus are given by the Ministry of Labor in collaboration with the Ministry of Education and are developed nutritionally by the Agricultural University of Athens. Lastly, the quality check is given by a group of trained teachers in every school.

Parents can contact the school teacher for any complaints and the meal provider is contacted in case it is needed.

Section 2. Policies Relevant to School Meals

2.1 Which departments have relevant responsibility for school meals provision in your country (or region)?

The Ministry of Education and the Ministry of Labour, Social Insurance & Social solidarity are responsible and supervise the implementation of the project “School Meals”. Subsequently, the Municipalities that participated schools belong to, prepare the proclamation according to the provisions of the national laws that corresponds to procurements and contracts tendering. In every region, directors of the departments of primary education have the responsibility for the execution of the project while Officers of health education and school activities (department of primary education) are the coordinators of the project in its region. School advisors of the department of primary education are responsible for briefing and raising awareness among the teachers. Officers of health education and school activities, as coordinators of the project in every region, define an employee of their department who has the responsibility of the implementation of daily tasks and the overall goal achievement.

In particular, the Officer of health education and school activities and the employee of his department:

- 1) Record the schools and the participated pupils
- 2) Monitor the daily flow of the program and record any problem or deviations
- 3) Update the participated pupils and the number of school meals
- 4) Coordinate the school managers

School managers are responsible for the execution of the program in their schools and inform the school community about the project and its objectives. Furthermore, they provide a list with pupils’ allergies, they collect the documents for the pupils’ participation at the programme and are briefing the teachers about the procedures on taking delivery of the school meals.

In respect to food safety, as it has been mentioned in Q1.5, the Hellenic Food Authority (EFET) has the responsibility on ensuring the safety of the school meals and the overall compliance with food safety regulations. Lastly, the Hellenic Labor Inspectorate (SEPE) is responsible on ensuring the compliance of the procurers with the labor’s laws and regulations.

It is worth noting the whole system of school meals is under reconstruction and we wait to see how it will be implemented in this coming year.

2.2 What are the key policies for school meal provision? Which aspects of school meals do they specify guidelines/standards for?

Tenders are provided with detailed guidelines concerning school meals standards. Moreover, the procurement contracts that corresponds with the proclamation's provisions provide essential details. These details comprise among others: the freshness of the products that are being used on school meals, the mandatory certifications of the suppliers (ISO 22000 – HACCP), the maximum time for the delivery of the products (after their preparation which is an hour and a half), and guidance for the suppliers' food-products selection. Within this context, tenders are committed to use products that comply with the proclamation provisions. For example, procurers are obliged to use fresh meat while deep frozen meat is forbidden, fresh-frozen fish whereas the use of every artificial supplements is forbidden.

Moreover, school meals is mandatory to be transferred in warm chompers whose materials are obliged to comply with food safety regulations. The procurers are required to keep the employees' documents about their healthiness. Furthermore, it is mandatory for the procurers to keep the necessary documents and invoices and to provide access to every inspection body (EFET, SEPE, Ministry Officers, etc.).

When it comes to school meals, the pilot project "School Meals" is the continuation of the State's provisions for providing meals to public schools. Thus, the provision of the pilot project "School Meals" is to provide healthy food according to the Mediterranean dietary to the primary schools of Greece. To achieve the objectives of the project and in order to provide healthy meals to pupils, the Ministry of Education in collaboration with the Ministry of Labour and the Agricultural University of Athens have developed a fixed four-week cycle menu.

Regarding school canteens, in the previous years, and in particular in August 2013, a decision was issued for the operation of school canteens (public and private), by the Ministry of Health. Based on this, there was a need to modernize the list of permitted products for sale, according to the latest scientific data on the prevention of childhood obesity and chronic diseases generally associated with children's diet. The Ministerial Decision redefined the operational requirements of school canteens, including their receipt, storage, servicing, display and reporting requirements for the suppliers, staff employed water supply, sanitation, etc.

The list of acceptable products includes fruits – vegetables, dairy, simple pastries, sandwiches, sweets, nuts and beverages under specific nutrition requirements in line with the Mediterranean nutrition pyramid. The decision does not permit the distribution of other products through the canteens and was obligatory from the school year 2013-2014.

The Food Aid & Promotion of Healthy Nutrition "Diatrofi" Program is an initiative undertaken by the SNF in collaboration with Prolepsis Institute. The program focuses on providing healthy school (break) meals to improve children's nutrition and promoting healthy eating habits (<http://diatrofi.prolepsis.gr/en/>). With regard to SNF and Prolepsis Institute provisions, school break meals are provided to schools in socioeconomically vulnerable areas throughout Greece.

Section 3. Current Regulations and Practices on School Meal Procurement

The EU Public Contracts Directive 2014/24/EU makes provisions for public procurement arrangements to be adopted in all EU member states (<http://eur-lex.europa.eu/legal-content/en/ALL/?uri=CELEX:32014L0024&qid=1494320651187>). Each member state transposed these provisions into national law before the deadline of April 2016 (link to national law docs here:

<http://eur-lex.europa.eu/legal-content/en/NIM/?uri=CELEX:32014L0024&qid=1494320651187>).

3.1 Based on your knowledge/reading of the above, please summarise the key features of the transposition of Directive 2014/24/EU to national law in your country/region, in particular highlighting those that relate to sustainability:

Greece transposed the provisions of the Directive 2014/24/EU into the national procurement Law. 4412/2016. The framework of the Law. 4412/2016 has established the principles of non-discrimination, equal treatment, transparency, mutual recognition and proportionality. Specifically, Greece encourage the participation of SMEs by enabling the breaking down of large contracts into small lots and with the adoption of more flexible procedures such as the “competitive procedures with negotiations” and the “competitive dialogue” with the tenders.

Furthermore, the provisions of L. 4412/2016 include the processes of awarding certain contracts that achieve the contract’s goals. However, the proclamations of the project “School Meals” haven’t included the awarding provisions. Social and environmental issues are being considered by promoting tenders that employ disadvantaged workers (at least 30% of total employees) and address environmental issues by providing certificates and/or specific proposals.

The provisions of Law 4412/2016 enable the participation of all companies while social cooperatives enterprises are being promoted by enabling authorities to award them directly. Moreover, the L. 4412/2016 adopt transparency provisions by excluding tenders that have economic, familial or personal interests with employees of the involved authorities, and by providing all the non-confidential documents in public by using the National system of electronic public procurements and the electronic platform of www.diaugeia.gr. Specific proclamations could award procurers by the electronic auction system with the use of the online National system of electronic public procurements” (<http://www.promitheus.gov.gr/>).

Contracting authorities require bidders to give details of any subcontractors they use in order to encourage exclusion of subcontractors who operate unethically/exploitatively and to promote transparency issues.

The basic criterion of tenders awarding the 'most economically advantageous tender' ('MEAT'). However, L. 4412/2016 adopt several criteria such as social, environmental and innovation combined with the cost-benefit approach.

3.2 Which procurement models for school meals (lowest cost, organic, local, local-organic) exist in your country/region? Which one(s) dominate?

School Meals project awards the most economically advantageous tender. Thus, the procurers with the lowest cost offer are being awarded. However, procurers of the school meals at the regions of Kavala and Trikkaion (Trikala) are local NGOs that combine the lowest cost and local aspects.

School canteens provide both local and low cost food (**mixed model**). Charity foundations (SNF) focus on healthy nutrition and local vegetables and fruits, and in cases where food is provided by public authorities the type of the meal is **low cost**.

3.3 Which authorities/institutions have main responsibility for tendering and awarding school meal contracts in your country, and what types of contractual arrangement do they enter into?

Contracting authorities of the pilot project of “School Meals” are the Municipalities that schools belong to while Municipalities arrange contracts on the basis of open bidding procedures.

For schools supplied by charitable foundation, normally, each school applies to the foundation and the foundation decides relatively. In these cases, the contract is signed between each school and the foundation and the ministry or local education authorities are not intervene.

3.4 Explain, in practical terms, the normal process by which an authority tenders, awards and monitors a school meals contract in your country/region. Please append an example of a typical tender specification for a school meals contract (if possible, insert link to original tender advertisement/document, append list of the key criteria for award).

For the school year 2016-2017 the procurers of the pilot project “School Meals” have been awarded directly. However, for the next school year, procurers shall be contracted under public tenders with the mentioned provisions of the National Law 4412/2016 and the Dir. (EU) 24/2014.

As an example, in the region of Kavala the school meals’ procurer was the social enterprise KOI.S.P.E. Kavalas in collaboration with the National Bank. (<https://goo.gl/49jh4c> , <https://goo.gl/J2xnP1>).

3.5. Which firms normally win and operate school meal contracts in your country/region?

School meals procurers in the regions of Kavala and Trikkaion are small local NGOs and social enterprise. As the project is pilot its risky to characterize the participated firms as normal.

3.6 Which institutions, bodies, etc. have or are playing a role in changing/improving school meal provision in your country?

The Ministry of Education in collaboration with the Ministry of Labour, Social Insurance & Social solidarity have the key role on changing and improving the school meals provisions. As it has been mentioned, the school meals program is a pilot project that runs under the supervision of the upper mentioned Ministries. The improvement of projects' terms and its implications is a step of vital importance in order to promote the objectives of the project under a sustainable framework.

3.7 Are there any striking or remarkable features of school meal provision in your country? (in terms of policies, systems, culture in policymaking/government, attitudes of schools, parents, etc)

The pilot project "School Meals" promote the Mediterranean dietary and healthy food. A remarkable provision of the pilot project is the use of healthy food products without artificial supplements and the use of Mediterranean dietary recipes that Agriculture University of Athens has developed.

APPENDIX 6 COUNTRY REPORT FOR ITALY

WP6.1 Evaluation of Contract Tender and Award Processes for Public Procurement of School Meals

Country Report: ITALY

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Section 1. Nature and Extent of School Meals Provision

1.1 How many state primary schools are there in this country or region (whichever is most applicable to this research)?

In Italy, there are 16,663 state primary schools (source: Ministry of Education at 31/8/2016) in 20 different regions. Each region has a different number of primary schools according to its population, in particular: Abruzzo (438); Basilicata (206); Calabria (874); Campania (1,700); Emilia-Romagna (996); Friuli Venezia Giulia (370); Lazio (1,163); Liguria (432); Lombardia (2,219); Marche (449); Molise (146); Piemonte (1,349); Puglia (834); Sardegna (525); Sicilia (1,562); Toscana (978); Trentino-Alto Adige (620); Umbria (317); Valle d'Aosta (87); Veneto (1,398).

Regione Emilia Romagna has 996 state primary schools divided into its 9 "province": Bologna (192), Ferrara (85), Forlì-Cesena (103), Modena (146), Parma (100), Piacenza (78), Ravenna (75), Reggio Emilia (130) and Rimini (87).

1.2 What proportion of schools provides meals for children? Of these how many schools prepare and cook meals on-site, and how many buy in meals prepared elsewhere?

In Italy, meals are not provided in all schools. Almost 40% of Italian schools doesn't have the canteen. There are big differences among Italian Regions, especially between North and South Italy. Meals are provided by more than the 70% of schools in Piemonte, Lombardia, and Liguria, by 60-70% of schools in Basilicata, Veneto, Sardegna, Toscana, Marche, Friuli Venezia Giulia, Abruzzo, Calabria, Molise, Umbria, Emilia Romagna, and Lazio, and by around the 50% of schools in Sicilia, Campania, and Puglia.

In Italy about 70 % of the meals provided by the schools are prepared by catering companies both on-site or in central cooking centre. Unfortunately, to the best of our knowledge, no national data are yet available.

1.3 Who pays for school meals and how much do they pay? Approximately what proportion of school meals are taken by pupils?

In Italy, school meals could be provided for free by local authorities for pupils from needy families, according to the family income. Local authorities define the level of maximum income to receive free meals for their children. In case of overcoming of the established cut-off for free meals, the family pays a different fee based on the income level. For instance, low income families can pay less than 50 % of the total cost, whereas families with a medium or higher income pay all the cost. The partial or total exemption from meal fee is accorded in case of social and/or economic hardship. However, the presence of school catering, the differences in terms of fees, the facilities and the share of expenditure paid by the families can vary among different municipalities.

In Parma, the fee of school meals provided in primary and junior high schools is paid by the

parents on the basis of the Equivalent Economic Situation Indicator (ISEE) as follows:

€2.30 per meal (ISEE in the range from € 0 to € 6,360.17)

€4.12 per meal (ISEE in the range from 6,360.18 to 11,764.89)

€6.18 per meal (ISEE above € 11,764.90)

The fee of school meals can be reduced in case of families with two or more children attending educational and school services, in presence of an ISEE lower than €20,000. The partial or total exemption from meal fee is accorded in case of social and/or economic hardship.

In Parma, the uptake of school meals in primary and junior high schools is approx. 47%: out of a total of 11,906 children, about 5,594 benefit from school meals.

A study by ISTAT shows that in Italy (in 2011) almost 52% of children in state primary school are used to have lunch at school. Data, according to a 2012 ISTAT analysis, shows many differences related to the geography of Italy. At the question “Are you used to have lunch at school?” the answers are:

	ITALY	North-West	North-East	Middle	South	Islands
Yes	52.30%	76.10%	65.10%	64.00%	29.30%	17.20%
Everyday	26.70%	48.00%	29.70%	33.80%	9.40%	6.00%
When it is allowed	25.60%	28.10%	35.40%	30.20%	19.90%	11.20%
No	47.70%	23.90%	35.00%	36.00%	70.70%	82.80%
It is not possible	24.42%	2.99%	12.39%	16.70%	47.02%	49.35%
Back home before lunch time	14.36%	9.11%	14.67%	13.79%	14.42%	24.76%
Prefer to eat with parents	5.63%	7.43%	4.59%	2.59%	5.94%	7.45%
Other	3.24%	4.35%	3.36%	2.95%	3.32%	1.24%

1.4 What does a typical school meal consist of?

During the school week, the usual school meals are provided once a day as follows:

Lunch

First course: Cereals (pasta, rice, barley, maize, etc.), prepared with different recipes, respecting local traditions and often associated with vegetables and legumes to allow a wide variety of flavours and a balanced diet. Legumes, if associated with cereals, and traditional plates, such as pizza or lasagne can be served as unique course.

Second course: white and red meat, salami, fish, eggs, or cheese.

Side dish: Vegetables (potatoes no more than once a week and associated with a poor meal of other carbohydrates).

Un-fattened bread with low salt content.

Seasonal fruits of at least three different types throughout the week, possibly ready for consumption.

Both raw and cooked extra virgin olive oil must be used as ordinary condiment, while butter can be used only for few recipes.. Salt must be used moderately and in any case always iodinated.

Snack: the menu generally includes the mid-morning snack with an energy content corresponding to 8% to 10% of the daily caloric needs, differentiated by age groups of the users, preferably consisting of simple fruit.

(Ministero della Salute 2010)

1.5 Who takes charge of/responsibility for the school meal menus at the local level (quality, nutrition, choice...)?

In Italy there are 4 areas involved in the choice of menus, in the procurement and in the quality control:

- 1) the composition of the menus and the nutritional balance are discussed by the responsible of the municipality and of the catering companies (normally these people are dieticians) with the supervision and the final approval of the health authorities;
- 2) the policy of procurement (what types of products are required – organic, typical, local and so on) is in charge of the municipality and it is defined in the call of tenders and in the contracts;
- 3) the control of the hygiene aspects and of the food safety is in charge of the health authorities;
- 4) the monitoring compliance with the contract (grams, quality of food, quality of the service) is in charge of the municipality and of the Commissione mensa (Canteen commission*), in which parents and teachers are involved (Nielsen et al. 2009).

In particular, Local Health Authority, specifically SIAN, is responsible for:

- monitoring the hygienic-nutritional characteristics of meals, including the evaluation of the dietary tables adopted;
- supervision and control activities in accordance with current regulations;
- audits based on risk grading criteria such as: characteristics of production reality, hygiene characteristics of the products and of the production processes, hygienic training of employees, hygiene and health own checks systems (formal completeness, degree of application and adequacy, historical data, non-conformities), etc.
- food education;

Municipality is responsible for:

- choice of the type of service;
- planning investments and resources;
- drafting the specifications for both direct and in-house management and in any case for any

type of management expected;

- overall control of the service, especially in the case of outsourcing to third parties;
- supervision of the good performance of catering, both in the case of direct management and indirect management, with controls aimed at:
 - commodity quality of the finished food and dish;
 - respect the portion size;
 - good organization and management of the service;
 - acceptance of the meal.

Contractor is responsible for:

- provide the service in compliance with current regulations and contractual obligations;
- product-meal offer in the logic of a quality system;
- constant training / updating of school staff;

Canteen commission* is responsible for:

- link between the users, municipality and the local health authority, reporting suggestions and complaints coming from the user itself;
- collaborative role in monitoring the acceptance of the meal and the ways of delivering the service also through evaluation cards, suitably prepared.

(* Canteen commissions is a participation body composed of representatives of parents and school staff and it supervises and proposes changes to the canteen service).

Section 2. Policies Relevant to School Meals

2.1 Which departments have relevant responsibility for school meals provision in your country (or region)?

In Italy, the regulatory framework (Ministero della Salute 2010) consists of a patchwork of general rules and principles at the national level, guidelines for school meals decided by the regions (Regione Emilia Romagna 2009), and implementation at the municipal level. The municipalities can interpret these guidelines and are relatively free to set up their own regulations and standards because non-compliance with national and regional guidelines is not sanctioned. The municipalities are responsible for public school meals. They control and manage the meal systems on their own, or outsource the task to private catering companies, in which case the municipality still maintains control of the meal system, but consults the company in connection with the practical work. Italy has also a few municipalities who have created public or public-private companies to manage the meal system. In all cases, municipalities have to cover all the costs for school catering services, and they decide how to distribute these costs. Thus, they manage financial terms and lay out rules concerning subsidies. Normally, families pay according to their income. In some cases low income families pay less than 50% of the total cost, whereas families with a medium or higher income pay all the cost. So, a part of the cost (10-30%) is paid directly by the municipality.

It is up to the municipalities to work out “school-meal” policies and, as mentioned, they are

recommended, but not obliged to follow national or regional indications (Nielsen et al. 2009).

2.2 What are the key policies for school meal provision? Which aspects of school meals do they specify guidelines/standards for?

Some National Guidelines for school catering are defined at national level (Ministero della Salute 2010). The Ministry of Health set out the mandatory standards that all local authorities and schools must meet in their meals. The standards specify the recommendations for all school lunches based on child age. For instance, in relation to primary schools they refer to:

- 1) Energy and nutrient contents
 - a) Energy equal to 35% of daily energy requirements, generally between 520–810 kcal;
 - b) Protein equal to 10-15% of the energy content of the meal, with an amount of 13–30 g;
 - c) Ratio between animal and vegetal proteins around 0.66;
 - d) Fat equal to 30% of the energy content of the meal, with an amount of 18-27 g, of which saturated fat are no more than 6–9 g;
 - e) Carbohydrates equal to 55-60% meal energy, corresponding to 75–120 g, of which sugar are 13–30 g;
 - f) Iron around 6 mg;
 - g) Calcium around 350 mg;
 - h) Dietary Fiber around 6 g.
- 2) Frequency of food consumption and food groups related to weekly lunch:
 - a) Fruits and vegetables (1 portion of each one every day);
 - b) Cereals (1 portion every day);
 - c) Bread (1 portion every day);
 - d) Legumes (1-2 times per week);
 - e) Potatoes (0-1 times per week);
 - f) Meat (1-2 times per week);
 - g) Fish (1-2 times per week);
 - h) Eggs (1 egg per week);
 - i) Cheese (once a week);
 - j) Cured meats (twice a month);
 - k) Pizza, Lasagne, ... (once a week).

At Regional Level, Emilia-Romagna Region has adopted the goals of National Plan related to surveillance and obesity prevention, identifying some priority actions, such as: the promotion of correct food choices at school, also through a higher attention to tenders and menus; the development of taste education; the increase of physical activity (Regione Emilia Romagna 2009).

Section 3. Current Regulations and Practices on School Meal Procurement

3.1 Based on your knowledge/reading of the above, please summarise the key features of the transposition of Directive 2014/24/EU to national law in your country/region, in particular highlighting those that relate to sustainability:

All requirements about public tender in Italy are in a public contract framework law. Many of the requirements are in Italian law since the public contract law of 2006. Anyway, all the regulation about public contract have been updated with Lex 50/2016.

All the criteria presented above are in Italian legislation since before the Directive 2014/24, in particular:

- *Large contracts are encouraged to be broken down into small lots (so facilitating SME participation)*

Lex 69/2013 (Art 26 bis)

- *Social issues can now be taken into account in the award of contracts (in addition to environmental issues which were allowed by the previous Directive), hence contracting authorities can require conformation to named social/environmental standards/certificates. Contracting authorities can also specify particular production processes, methods and quality schemes, as long as these are relevant to the subject matter of the contract:*

Lex 163/2006 (art. 43 and following)

- *Award of certain contracts can be reserved for mutuals/social enterprises, and suppliers employing disadvantaged/disabled workers*

Lex 163/2006 (art. 34)

- *Contracting authorities can require bidders to give details of any subcontractors they use (to encourage exclusion of subcontractors who operate unethically/exploitatively)*

Lex 163/2006 (art. 118)

- *Contracting authorities can abandon 'cost only' award criterion, in favour of price/quality ratio or VFM approach (indeed, national law can entirely prohibit use of 'cost only' award criterion in public contracts - this has been transposed in Scotland)*

Lex 163/2006 (art. 81 and following), in Italy is mandatory to use a price/quality ratio except for some regulated area defined in to the law.

3.2 Which procurement models for school meals (lowest cost, organic, local, local-organic) exist in your country/region? Which one(s) dominate?

In Italy, Ministry of Health identified some elements that Local Authorities and Regions should evaluate in defining public tender about school meals:

- ✓ Short distribution chain foods, use of products with few intermediaries between production and distribution line. To award these products you can score according to the geographical origin of products. We have to choose seasonal fruits and vegetables in defining school meal diet. Region and Local Authorities have to define public tender to award short distribution chain through Km0 and freshness and local products.
- ✓ Transport time to award the shortest times possible between production and

distribution;

- ✓ DOP, IGP, STG and other local recognition;
- ✓ Use of food products with low environment impact;
- ✓ Fair trading food products when no local products are not available.

Regional Lex n. 29/2002 indicates that food products utilized for meal preparation must come from organic agriculture, integrated production, typical and traditional products, in a proportion of at least 70% (the percentage of organic products in use is monthly declared through a stocktaking paper to attach to invoices produced). The catering of pre-schools and primary schools must use organic food if available on the market. The city of Parma (the costumer) requires the use of organic, typical and traditional products, as well as the products regulated by Community legislation (e.g. PDO, PGI), certified in accordance with relative reference Reg. CE n°834/2007, Reg. CEE n° 1804/1999, Reg. CEE n° 2081/92 as modified by Reg. CEE 535/97, Lex n° 526 (21.12.99) art. 10 comma 7, Reg CE n° 178/2002, Regional Lex n° 29 (04/11/2002) Emilia-Romagna

In the city of Parma (Regione Emilia Romagna) school food procurement must be executed on the basis of the following order of priority :

- local food products (only the products coming from the Province of Parma can be considered “local”);
- food products at Km=0 (food products defined as at “km=0” must come from a maximum distance of 100 km from the city centre, conventionally identified as the City Council building of Parma);
- food products from short food supply chains (the products defined as obtained from “short supply chain” are those coming from Emilia-Romagna Provinces of and from extra-regional Provinces, only if bordering the Province of Parma).

3.3 Which authorities/institutions have main responsibility for tendering and awarding school meal contracts in your country, and what types of contractual arrangement do they enter into?

In Italy, the contract of school meals provision is decentralised to local authorities. Public administrations and private institutions play a fundamental role in the predisposition of tender dossiers or contracts for school meal procurement: they identify quality requirements for the procurement of raw materials and correct indications for the formulation of balanced and varied menus. Moreover, they have full responsibility on school food supply, in case of direct award to sector companies, relatively to bar/cafe services or in case of installation of vending machines.

The catering service, generally managed by the municipality to which the school belongs, provides its own service management regulation. The city may directly manage the service with its own staff or can award school meal contract to catering companies. In this latter case, the administration of the catering service is conferred through a public procurement procedure.

At national level, D.lgs 163/2006 “Codice dei contratti pubblici”, which transposes Community law, states that the principle of economy on which is based the award of food tender can undergo to criteria inspired to social needs, health care and environment protection, as well as to the promotion of sustainable development. Among the parameters considered during the evaluation of the most economically advantageous tender, the following can be enumerated:

- quality;

- environmental features;
- reduction of energy consumption and environmental resources;
- safety of procurement.

In Parma, the tender is split into two lots and refers to the management of catering service for nursery, pre-school and primary school, as well as of the supervision of the canteen for the primary schools (including the maintenance of premises, equipment, facilities and supply of equipment, crockery). The city of Parma aims at a continuous improvement of the quality of food catering service, addressing sustainable consuming model and promotion of social commitment, recognised by the national and regional legislation related to public food procurement. The food procurement contract is extended for five years. In the city of Parma, the award criterion is based on the most economically advantageous tender.

3.4 Explain, in practical terms, the normal process by which an authority tenders, awards and monitors a school meals contract in your country/region. Please append an example of a typical tender specification for a school meals contract (if possible, insert link to original tender advertisement/document, append list of the key criteria for award).

The main stages of the procedure are:

1. decision to enter into a contract of sale;
2. the preparation and publication of the call for tenders or of the letter of invitation;
3. examination of applications for participation and comparison of the tenders submitted;
4. the award of the contract after a possible verification of the supply anomaly;
5. contract stipulation ;
6. control through the municipality educational office of quality level, activities verification, customer activities, complaints;
7. Checking the result through surprising and sample audit;
8. Monitoring and self-control through documentation on food with specific characteristics;
9. Examination of results through customer satisfaction and school canteen board

* [click here to download tender](#)

The tender is related to the Municipality of Parma, the award criteria were described in the box 3.2

3.5. Which firms normally win and operate school meal contracts in your country/region?

The 7 main firms of Italian catering, who manage almost 60% of Italian market, create Oricon – Osservatorio Ristorazione Collettiva e Nutrizione – in order to promote best practices, to underline criticism of market, to work together as unique player to both public and private stakeholders, to figure out solutions, increase social wellbeing through dissemination of alimentary education and correct food behaviors. ORICON defined some minimal quality standards that all partners have to reach to guarantee.

Firms part of ORICON are:

- 1) CAMST
- 2) CIR Food – Cooperativa Italiana di Ristorazione
- 3) Compass Group Italia
- 4) Elixor

- 5) Gemeaz Elios
- 6) Gruppo Pellegrini
- 7) Sodexo

In the city of Parma, school food catering is presently assigned to large international food service firms, such as Camst Group and Serenissima Ristorazione S.p.A, which won 5 years-meal contracts for the 1st cycle of Education and pre-schools in 2014, respectively:

- Camst Group, located in Villanova di Castenaso (Bologna, Emilia-Romagna), is a cooperative specialised in food and catering not only to public but also to retail sectors, mainly in North-Central Italian regions. Camst Group addresses food meal supply to schools, hospitals, senior housing, companies and clinics. The firm is composed by 10 Italian and 1 German societies and takes part of 20 different societies. Some of them have a public-private participation or offer integrated services to people, companies and public entities.
- Serenissima Ristorazione S.p.A, seated in Vicenza (Veneto), remarks almost the same features of Camst Group, operating in Italy and more recently in Spain and Poland.

3.6 Which institutions, bodies, etc. have or are playing a role in changing/improving school meal provision in your country?

The Ministry of Health and the Ministry of Education promote various national projects addressed to a continuous monitoring and improvement of school catering and meal supply, enhancing healthy food and healthy dietary habits not only of children but also of families. Among these projects, one of the most relevant is *Okkio alla salute* ([available here](#)), a monitoring system of overweight and obesity, which involves primary schools. This project consists of a continuous data collection in schools aimed to drive effective public health interventions. The project aims to suggest appropriate guidelines and actions based on evidence of efficacy to improve school dietary habits, monitoring the evolution of children dietary habits in relation to the school environment and promoting both a healthy diet and physical activity. These national initiatives need the cooperation of local entities (Regions and Municipalities), required to study delimited realities, as well as for to carry out national guidelines. In addition, Local Health Authorities play an important role in the periodic monitoring of food proposed and prepared in school canteens to ensure an adequate supply quality.

At national scale, other societies and private foundations deal with various aspects of nutrition and school supply. Among these, one of the most active is the *Società Italiana di Nutrizione Umana* (SINU – Italian Nutrition Society), a non-profit scientific society, which gathers scholars and experts in the field of nutrition. SINU takes part to national and international scientific societies and collaborates with research institutions. It has a multidisciplinary approach applied in the following main areas of interest:

- nutritional status and nutritional surveillance;
- dietary requirements in the various stages of life (e.g. pregnancy and breastfeeding)
- school catering and hospital catering
- promotion of healthy dietary habits and nutritional education

3.7 Are there any striking or remarkable features of school meal provision in your country? (in terms of policies, systems, culture in policymaking/government, attitudes of schools, parents, etc)

In the city of Parma, an important feature of school meal provision is the use of water from

the local public water supply system (tap water), as agreed in 2014 among the city of Parma, the local health authority, IREN S.p.A, University of Parma, *Centroacque* and *Atesir*. This protocol allows not only the reduction of waste amount and road transport, but also to the valorisation of local water resources. The protocol operates in a frame of full health protection addressed to children and citizens more in general. From the health point of view, the tap water provided in schools undergoes to more scrutiny than bottled water, because the controls are applied from the place where water is pumped throughout the entire distribution network.

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APPENDIX 7 COUNTRY REPORT FOR SCOTLAND

WP6.1 Evaluation of Contract Tender and Award Processes for Public Procurement of School Meals

Country Report: SCOTLAND

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Section 1. Nature and Extent of School Meals Provision

1.1 How many state primary schools are there in this country or region (whichever is most applicable to this research)?

In Scotland, there are 2056 primary schools in 32 local authority areas. The local authorities have administrative responsibility for schools, statutory responsibility for nutritional standards, and also provide their funding.

1.2 What proportion of schools provide meals for children? Of these how many schools prepare and cook meals on-site, and how many buy in meals prepared elsewhere?

Almost all Scottish schools provide meals - the ones that do not have very small pupil numbers (c10).

The proportion of schools that prepare and cook meals on site is 60%.

1.3 Who pays for school meals and how much do they pay? Approximately what proportion of school meals are taken by pupils?

In Scotland, since 2015, all school meals are provided free by the state for pupils for the first 3 years of primary education (5-8 year olds). For the remaining years, parents pay typically £1.70-£2.00 per meal. School meals remain free for children whose parents receive certain state benefits, and also for certain categories of pupils (e.g. fostered children). Uptake of school meals is approx. 35-45%, on average. Uptake tends to be higher in rural schools.

1.4 What does a typical school meal consist of?

In Scotland, the Menu Planning by Food Group as follow:

Group 1 (Bread, other Cereals and Potatoes)	Guidance for Primary and Secondary Schools	Rationale
Bread, other Cereals and Potatoes	Every school lunch should contain a portion or portions of food from this group.	Starchy foods are usually inexpensive and provide energy, fibre, vitamins and minerals. Children should be encouraged to fill up on these foods. Portions should be large enough to

		satisfy young appetites. See separate section on portion sizes (Annex D).
Bread	<p>A variety of extra bread, including brown and wholemeal, should be available daily as a meal accompaniment for all pupils, at no additional charge. Crusty bread, quarters of bread rolls and buns are popular and can be offered in baskets at the counter.</p> <p>Garlic bread should be served a maximum of twice a week. Bread can be provided in a variety of forms to replace fried products including naan, pitta and crusty bread.</p> <p>The maximum sodium content of bread will be specified in the product specifications.</p>	<p>Provides for the varying appetites and energy requirements within this wide age group.</p> <p>Limiting high fat options will help to reduce the total amount of fat in the menu.</p> <p>This is to provide variety and alternatives to fried potatoes.</p> <p>Bread contributes significant amounts of sodium to the diet. Setting this sodium restriction will contribute to UK-wide reduction of sodium in bread.</p>
Rice, Pasta and Noodles	Rice and pasta should each be offered a minimum of once a week . Noodles should be offered where appropriate , e.g. with stir-fry or sweet and sour dishes.	This is to provide variety and alternatives to fried potatoes.
Potatoes	<p>The following products should be served a maximum of twice a week in primary (and ideally in secondary) schools: roasts, chips, smiley faces and other shaped products, e.g. Alphabites, croquettes and waffles.</p> <p>Local Authority Purchasing Officers should be encouraged to buy chips with as low fat content as possible. The maximum fat content of potato products will be specified in the product specifications. If possible, all potato products should be oven baked rather than fried.</p> <p>Where a fried item is offered, a non-fried alternative should also be offered.</p>	<p>Limiting fried and high fat options helps to reduce the total amount of fat in the menu. While trying to influence choice, with the prevalence of the cash cafeteria system in many secondary schools, we recognise that limiting the availability of chips in some secondary schools to twice a week may be unrealistic at present.</p> <p>Children selecting fried options from the menu more than twice a week are likely to exceed the nutrient standard for total fat. Menu planners may therefore find fried food, including chips, can appear in the menu no more than twice per week.</p> <p>Providing alternatives to fried potatoes is the first step to achieving the nutrient standard for fat.</p>
Group 2 (Fruits and Vegetables)		
Fresh, Frozen, Canned and Dried Varieties and Fruit Juice	<p>Every school lunch whether hot, cold, or a packed lunch should contain two portions of food from this group.</p> <p>The menu as a whole should provide</p>	<p>Fruit, vegetables and salads provide vitamins, minerals and fibre and experts recommend five portions of fruit and vegetables a day.</p> <p>Habitually low consumption of fruit</p>

	a choice of at least two vegetables and two fruits in addition to fruit juice every day and throughout the lunch service. At least one of these vegetables should be served free of added fat including salad dressings.	and vegetables remains one of the most damaging features of the Scottish diet.
Vegetables	<p>Fruit and vegetable choices should be actively promoted and consideration given to providing vegetables inclusively in the price of every meal. They should also be served in an appealing and easy to eat way.</p> <p>Vegetable-based soup should contain a minimum of one portion of vegetables per serving and can then count as one portion. Maximum sodium content of soup will be specified in product specifications.</p> <p>Baked beans should be served as a vegetable a maximum of twice a week. Canned spaghetti and similar products should not be served in place of a vegetable.</p> <p>If beans or pulses form the protein part of a main course, a vegetable that is not beans or pulses should also be available.</p>	<p>A child may be put off choosing vegetables if they have to pay extra for them.</p> <p>Children often enjoy cold and raw vegetables best and salad and fruit bars are also popular.</p> <p>Soup is a good vehicle for vegetables, popular with many children. We found that some schools had prohibited the serving of soup because of concerns about scalding. We recommend that practical solutions to operational issues arising from health and safety concerns should be found so that children are not denied this route to increasing their vegetable intakes.</p> <p>Unlike most vegetables, baked beans do not contain Vitamin C. Processed tomato sauce should not be counted as a vegetable portion.</p> <p>This increases the variety for the vegetarian option.</p>
Fruit	<p>Where there is choice, a dessert which provides at least one portion of fruit should be offered every day. Where there is no choice, a fruit-based dessert such as fresh fruit, fruit tinned in juice, fruit salads, fruit crumble, fruit jelly or fruit pie should appear on the menu a minimum of three times a week.</p> <p>Pies, crumbles and other composite fruit dishes should contain a minimum of one portion of fruit per serving.</p>	This increases the fruit content of the lunch.
Group 3 (Milk and Milk Products)		
Milk and Milk Products, Yoghurts and Milk-based	Most school lunches should contain a portion or portions of food from this group.	Milk and milk products are an excellent source of several nutrients including protein, vitamins and calcium, important for good bone

Desserts		development.
Milk	Plain or flavoured drinking milk should be available as an option every day . Semi-skimmed and skimmed milks have the same amount of calcium as whole milk and should be provided for drinking as well as for cooking.	Milk is a good alternative to sugary fizzy drinks and semi-skimmed milk provides less fat. The use of semi-skimmed milk is in line with existing recommendations, e.g. the Scottish Diet Action Plan.
Cheese	<p>Cheese should be served as the main protein item instead of meat or fish a maximum of twice a week.</p> <p>Cheese to be served as cheese and biscuits, as part of a salad or as a filling for sandwiches and baked potatoes should have as low a fat and sodium content as possible. The maximum fat and sodium content of cheese will be specified in the product specifications.</p> <p>Vegetarian alternatives to cheese should be available a minimum of three times a week.</p> <p>Where there is no choice, cheese as a sandwich filler should be offered a maximum of three times a week.</p>	<p>Where a portion of cheese is served as the main protein item, it also counts as a portion of food from the meat, fish and alternative sources of protein food group, but can be higher in fat than other products in this group.</p> <p>Cheese is a high fat food and the product specification will help to reduce the total amount of fat in the menu</p> <p>This provides variety for vegetarians.</p> <p>This provides variety and reduces fat intake.</p>
Group 4 (Meat, Fish and Alternatives)		
Meat, Fish and Alternatives, e.g. Eggs, Peas, Beans and Lentils	Every school lunch should contain a portion or portions of food from this group. of protein.	Meat, fish and alternatives such as eggs, beans and pulses are a major source
Beef, Pork, Lamb and Poultry	<p>Red meat (beef, pork and lamb) based meals should be served a minimum of twice a week.</p> <p>Lean meat should be used in dishes containing meat and this will have a fat content of about 10%. Caterers should take steps to reduce the fat content of their meat dishes as much as possible.</p> <p>The maximum fat and sodium content of stews, casseroles, meatballs and curries will be specified in the product specifications.</p>	<p>Red meat is a good source of iron.</p> <p>This will help to improve the quality of meat used in recipes whilst reducing the overall fat intake.</p> <p>The product specifications will help meet nutritional standards.</p>
Processed Meat	Processed meat products, i.e. hot	Overall, meals should provide no

Products and Pies	<p>dogs, frankfurters, sausages, beefburgers, meatballs, haggis and shaped poultry products(e.g. nuggets), pastry topped pies and other pastry products (e.g. bridies, sausage rolls, Cornish pasties, Scotch Pies) should be served a maximum of once a week.</p> <p>The vegetable content of composite dishes such as pies should be increased where possible. Potato-topped pies will have a lower fat content and should be encouraged in preference to pastry-topped pies.</p>	<p>more than 35% total energy from fat therefore inclusion of high fat dishes should be limited.</p> <p>Processed meat products are likely to be high in fat. If manufacturers can produce a suitable range of lower fat products this recommendation may be reviewed as part of the ongoing process of establishing product specifications.</p>
Composite Dishes	<p>The maximum fat and sodium content of lasagne, moussaka, macaroni cheese, spaghetti bolognese, tuna pasta bake, ravioli and other composite dishes will be specified in the product specifications. Vegetable content should be increased where possible.</p>	<p>Product specifications will help meet nutritional standards.</p>
Fish	<p>Fish, in addition to tuna fish, should appear on the menu a minimum of once a week.</p> <p>Oil-rich fish (sild, sardines, kippers, salmon, mackerel and herring) should be served once a week. Mackerel salads and pâtés are often popular.</p>	<p>This will provide variety in the menu.</p> <p>Oil-rich fish contain valuable, protective fatty acids that are deficient in the Scottish diet and their use should be encouraged. Many children are unfamiliar with these foods and should be encouraged to try them through the use of tasters.</p>
Processed Fish Products	<p>The maximum fat and sodium content of fish portions, fish fingers and shaped fish products will be specified in the product specifications. Any fish products that do not meet these specifications should be served a maximum of once a week.</p>	<p>Overall, meals should provide no more than 35% total energy from fat therefore inclusion of high fat dishes should be limited. Fish should be presented in a form that children will eat.</p>
Pizza	<p>Maximum fat and sodium content for pizza will be specified in the product specifications and its frequency on the menu determined by its ultimate specification. Vegetable toppings should be encouraged and used wherever possible.</p>	<p>Pizza is often higher in fat than many other composite dishes.</p>
Vegetarian Products	<p>Vegetarian products resembling meat products, e.g. sausages and burgers made from textured vegetable protein (TVP) should have a similar protein content to meat products.</p>	<p>These products will be the main source of protein for vegetarians and it must therefore be available in a sufficient quantity in any meat replacements. Vegetarian products</p>

	Maximum fat and sodium content will be specified in the product specifications.	should meet the same specifications for fat as processed meat products.
Stir-in Sauce	Maximum fat and sodium content will be specified in the product specifications for stir-in sauces for bolognese, stews, curries and other ethnic dishes.	Limiting the fat and sodium content of these products will help in achieving the nutrient standards.
Group 5 (Foods containing Fat and Foods and Drinks containing Sugar		
Foods containing Fat and Foods containing Sugar	The use of foods from this group should be limited . There should be no active promotion or advertising of full fat crisps, confectionery or fizzy, sugary soft drinks within the dining room.	Foods from this category are consumed to excess by Scottish children, providing excess fat, sugar and salt in the diet.
Sweetened Soft Drinks	Fizzy, sugary soft drinks should not be served as part of school lunch in primary schools and should not be encouraged in secondary schools. Carbonated water, plain water, milk and fruit juices are considered appropriate drinks. Flavoured waters are popular with children and low sugar versions are acceptable. We note the desirability to gradually wean Scottish children away from a predilection for sweet flavours. There is a popular movement amongst children to drinking plain water and this should be encouraged.	To achieve the nutrient standard for sugar and for the protection of dental health, we consider that there is no place for sugary, carbonated (fizzy) drinks as part of school lunches.
Confectionery, e.g. Chocolate, Sweets	Where confectionery is still being sold, it should be set away from the food service points. A working distinction is made between manufactured confectionery and home baking.	This will discourage purchase as part of a meal and help to achieve the nutrient standard for sugar and for the protection of dental health.
Puddings, Cakes, Biscuits, Jam, Jelly and Ice Cream	Where there is no choice, all desserts on offer should be fruit and/or milk-based(including yoghurt). Caterers are, however, encouraged to review home-baking recipes to lower fats and sugars and include nutrient-rich, whole- food ingredients.	Desserts and puddings are a useful way of boosting the total energy in children's diets while providing important nutrients. They can also help to increase fruit intake. Specifications will help to lower fat intake.
Butter and Spreads	Only polyunsaturated and monounsaturated fats, spreads and oils and low fat spreads should be used.	This will contribute to a reduction in the fat intake in line with the Scottish Diet Action Plan targets. As part of a healthy diet, it is also important to reduce the amount of saturated fats

		eaten, by replacing them with unsaturated fats(with an emphasis on monounsaturates).
Cooking Fats and Oils	Only polyunsaturated and monounsaturated fats, spreads and oils should be used.	
Savoury Potato Snacks, Crisps and Corn Snacks	Crisps should be offered as part of a combination meal option/meal deal or packed lunch a maximum of twice a week . We believe that many pack sizes are too large and the fat content per 100g is excessive. The maximum pack size, fat and sodium content will be specified in the product specifications.	Crisps are commonly consumed throughout the day, e.g. at break times and eating multiple packets should not be encouraged.

Source: <http://www.gov.scot/Publications/2003/02/16273/17571#1>

1.5 Who takes charge of/responsibility for the school meal menus at the local level (quality, nutrition, choice...)?

The Scottish government puts the main nutrition standards as shown in question 2.2. However, “to meet individual tastes the nutrient standards [as mentioned in question 2.2] should be met by a choice of foods. Key points and menu-planning guidance is provided [by a government as shown in question 1.4]. The descriptions of foods and frequencies served are given as basic guidance for catering practice. What is essential is the achievement of the nutrient standards. A flexible approach building on catering wisdom and experience, skills and local tastes is important in allowing a wide range of food and menu options to be available. It is important that good practice in menu design and food provision which demonstrates the achievement of these standards is shared”.

Source: <http://www.gov.scot/Publications/2003/05/17090/21742>

Section 2. Policies Relevant to School Meals

2.1 Which departments have relevant responsibility for school meals provision in your country (or region)?

The Learning Directorate is the government department responsible, specifically the Health and Wellbeing Team.

2.2 What are the key policies for school meal provision? Which aspects of school meals do they specify guidelines/standards for?

In Scotland:

- (i) The Schools (Health Promotion and Nutrition) (Scotland) Act (2008) sets the core policy goals which local authorities and schools are mandated to pursue (though they have flexibility in how they do this). The goals emphasise importance of taking a whole curriculum approach to healthy eating/living, and parent/pupil participation in decision-making. The policy goals refer to nutritional standards and sustainability: <http://www.gov.scot/Publications/2008/05/08160456/0>.
- (ii) Nutritional Requirements for Food and Drink in Schools (Scotland) Regs 2008 sets out the mandatory standards all local authorities and schools must meet in their meals. A comprehensive guide is at: <http://www.gov.scot/Publications/2008/09/12090355/0>. The standards specify, for example, that all school lunches:
 - Over one week, must average 557 calories per meal, with minimum and maximum levels of certain nutrients (e.g. protein, carbs, fat, sodium, vitamins)
 - Must offer choice of 2 types of fruit and 2 types of veg each day
 - Freely available additional bread every day
 - Oily fish offered once every 3 weeks
 - Only use oils and spreads low in saturated fat and high in poly and mono fats
 - No more than 3 deep fried items per week
 - No additional salt or condiments to be offered
 - Complete ban on confectionary and savoury snacks (except plain oatcakes, breadsticks)
- (iii) The above regulations are the minimum standards for all Scottish state schools. However, the Scottish Government supports the Food For Life programme <http://www.foodforlife.org.uk/>, which encourages schools to go beyond these standards. The FFL programme runs an award scheme (bronze, silver and gold) for schools that meet specified criteria. For example:
 - **Bronze award:** 75% of meals freshly prepared from unprocessed ingredients, only use welfare-friendly meat and eggs, sustainable fish, no undesirable additives or GM, seasonal menus, menus that meet cultural and dietary needs, training and skills devt for kitchen staff, food is embedded in wider curriculum and community, and active participation of pupils in growing,

cooking food, and improving dining experience.

- **Silver award:** achievement of all bronze criteria, plus 5% of all meals must contain organic ingredients, in addition 150 'points' must be achieved from a combination of following categories: food must be derived from ethical, environmentally friendly sources, championing of local producers and healthy eating must be promoted.
- **Gold award:** 15% of all meals must contain organic ingredients, and 5% free range, in addition 150 'points' must be achieved from a combination of following categories: food must be derived from ethical, environmentally friendly sources, championing of local producers and healthy eating must be promoted.

Section 3. Current Regulations and Practices on School Meal Procurement

3.1 Based on your knowledge/reading of the above, please summarise the key features of the transposition of Directive 2014/24/EU to national law in your country/region, in particular highlighting those that relate to sustainability:

In Scotland, there is 184p report on Guidance on Procurement Reform Act 2014 Scotland. This says there is now a sustainable procurement duty and also mentions a Sustainable Public Procurement Prioritisation Tool which offers a structured approach to allow authorities to assess where their spend will bring most impact. Also mentions Sustainability Test and Life Cycle Mapping.

Transposition of 2014/24/EU in Scotland is very similar to transposition in England. One key difference is that Scottish Law explicitly states that CAs may not use price or cost-only criteria when awarding contracts. The Scottish Government website advertises details of school meals contracts and recent examples show authorities specifying a weighting across different criteria (e.g. cost, sustainability, community involvement..). A recent example of an award notice like this advertised on the Scottish Government website: http://www.publiccontractsscotland.gov.uk/search/show/search_view.aspx?ID=MAR239379&catID=

3.2 Which procurement models for school meals (lowest cost, organic, local, local-organic) exist in your country/region? Which one(s) dominate?

In Scotland:

- **Low Cost model.** By law, CAs should follow MEAT approach to tendering, taking into account environmental, social and other factors alongside cost. Hence, 'pure' low-cost models are discouraged. On the Scottish Government public procurement

website, tenders sometimes detail the weighting given to cost vs other criteria (including sustainability) in awarding contracts. Not all tenders contain this information however.

- Local/Organic models. The Food For Life programme requires sourcing of organic ingredients at the Silver and Gold award level, and they include sourcing of local ingredients as a possible additional criteria at these levels. Organic/local sourcing is not a requirement of Bronze award. Approx one third of all Scottish school meals now has Bronze award. A small number of local authorities have silver or gold awards.

3.3 Which authorities/institutions have main responsibility for tendering and awarding school meal contracts in your country, and what types of contractual arrangement do they enter into?

In Scotland, contracting of school food procurement is decentralised to local authorities, and various approaches are taken, giving rise to a complicated public sector food procurement situation. Historically, 23/32 local authorities have been organised into 6 buying consortiums, with the other 9 authorities opting to maintain individual buying status (e.g. Glasgow City Council has traditionally been a stand-alone local authority) (Smith et al., 2012). More recently, local authorities have been collaborating more extensively through Scotland Excel, a local authority funded (all 32 LA's) Centre of Procurement Expertise for the local government sector. Established in 2008, Scotland Excel is a non-profit shared service that supports, and manages, the majority of public sector tenders, frameworks and contracts including those related to school food procurement. Scotland Excel assists with drawing up tender specifications, providing legal procurement advice and managing the contract award and operation activities. Contracts, including those for school food procurement, generally vary in terms of value, duration, geographical focus, product categories, number of contracted suppliers, and key performance indicators (price stability; sustainability; community benefit) (See Appendix 1 for a tabular summary of the 4 key national framework agreement contracts for public food (which include school food procurement) administered by Scotland Excel

3.4 Explain, in practical terms, the normal process by which an authority tenders, awards and monitors a school meals contract in your country/region. Please append an example of a typical tender specification for a school meals contract (if possible, insert link to original tender advertisement/document, append list of the key criteria for award).

Scotland. As illustrated in Appendix 1, currently there are 4 national framework contracts in place for public sector food procurement for schools, nurseries, leisure centres, community centres, social work, council buildings and civic centres for participating local authorities. The current contracts have an estimated total value of £244 million, covering July 2013 –

April 2020 and varying in length from 3-4 years (including extension options). When developing, and/or renewing, a Scotland Excel managed framework contract (namely milk; meats (incl. Fresh fish), frozen foods; groceries), Scotland Excel first invites all 32 local authorities to confirm whether they would like to participate in the framework. Supported by a User Information Group of relevant stakeholders for each framework contract, Scotland Excel then drafts and approves the contract tender, confirming how each contract will (if required) be split up in terms of: value, lots, geography, expected number of suppliers, and key performance indicators (namely price stability guarantees and processes, and sustainability and community benefits). Scotland Excel will then advertise the tender and invite bids for associated supply and distribution of specific food categories (and lots) to all schools (and other local authority institutions) in defined geographic areas (can be regional or national depending on the local authorities, and type of food category involved). For example, in the case of the national framework contract for milk in Scotland, 6 suppliers have been contracted to the national framework with each supplier being allocated to a set number of local authorities based on geographical proximity (See appendix 1). Scotland Excel manages the tendering process and, with representatives from the associated User Information group, evaluates, selects, awards and manages the resulting contracts. In terms of sustainability specifically, Scotland Excel uses the questions (varies by contract) asked across any tender documents to evaluate the sustainable procurement attributes of bidders. The answers provided are used within the scoring matrix for each award and for the setting (where appropriate) of key sustainability performance indicators. Suppliers who are local to each authority are encouraged to compete for geographically lotted contracts (where appropriate and/or specifically required) and Scotland Excel argues that such initiatives encourage the economic development aspects and environmental aspects (i.e. reducing carbon emissions from delivery vehicles) of sustainability, whilst still complying with procurement legislation (Smith et al., 2012).

Local authorities (individual or small consortia) can also choose not to participate in a Scotland Excel managed national framework. Instead they can prepare, issue, and manage their own

tenders (and contracts). Usually, this is for specific food items/categories deemed to have special requirements, or for which a national framework may be considered inappropriate (Smith et al., 2012). In Scotland, fruit and vegetables, bakery products and eggs are often tendered for, and managed, through such individual or small consortia agreements usually for practical reasons related to freshness, logistics and product availability. For example, a consortia of 5 local authorities led by the Scottish Borders Council (Mid Lothian, East Lothian, City of Edinburgh, West Lothian and Scottish Borders Council) issued a tender in 2014, valued at £7,000,000 (excl. VAT), for the supply and distribution of fresh fruit and vegetables, bakery products and eggs to schools, and social work establishments (including day care centres and homes and staff restaurants) across the 5 participating local authority regions for a 4 year period (with 1 year extension option)(29/11/14-28/11/18). This tender was broken up into 3 lots: 1) Fruit and Vegetables (£4,800,000); 2) Bakery Products (£160,000); 3) Eggs (£437,000) (Public Contracts Scotland, 2014). More recently, on 20th July 2017 the Shetland Island Council issued individual tender for the supply and delivery of Groceries and Provisions to various catering kitchens, including Schools and Care Centres under the management of the Shetland Islands Council. This tender does not have any stated lots and is for a period of 12 months (with a 12 month extension option) (Public Contracts Scotland, 2017).

3.5. Which firms normally win and operate school meal contracts in your country/region?

In Scotland, a mixture of different types of firm supply school meals contracts.

- (iv) One type is the large multiservice corporation such as Cordia (currently supplies Glasgow City Council contract), Amey and Compass Group (supply schools in Edinburgh City Council area). These corporations offer 'complete service solutions' to public sector clients across range of functions including maintenance, social care, cleaning etc, as well as catering. In some cases therefore, these firms also supply computing or cleaning services as well as meals to schools they are contracted to.
- (v) A second type is large foodservice firms such as Brakes. These firms specialise in food and catering, but to hospitality, retail sectors as well as public sector.
- (vi) The third type, encouraged by authorities' approach of splitting their contracts into smaller lots, are local SMEs, specialising in particular types of product (e.g. bakeries, fruit and veg wholesalers, dairies). For example, Stirfresh, a farm-based wholesaler SME in the east of Scotland, has contract to supply all fruit and veg directly to schools in Aberdeenshire and Fife LA areas. SMEs may still feature in procurement arrangements operated by multiservice corps and foodservice firms, as these larger firms may source specific goods/produce from SMEs. However, information is lacking on how typical this is, and how the negotiation/supply process works in such arrangements (e.g. whether formal subcontracting takes place).

3.6 Which institutions, bodies, etc. have or are playing a role in changing/improving school meal provision in your country?

In Scotland:

- (iii) Scottish Government itself has played a strong role with launch of policy drives (above) and provision of extra funding to support implementation of recommendations. Relevant agencies have also contributed, e.g. Food Standards Agency provided expertise on setting of nutritional standards for the 2008 Regulations.
- (iv) Third sector organisations and charitable pressure groups are influential. On national scale, particularly significant amongst these is the Soil Association (the main UK organic certification body), which has developed the Food For Life programme. On regional/local scale, multitude of groups/bodies, e.g. parent councils, local growers' associations pushing for change/improvement.

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APPENDIX 8 COUNTRY REPORT FOR SERBIA

WP6.1 Evaluation of Contract Tender and Award Processes for Public Procurement of School Meals

Country Report: SERBIA

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Section 1. Nature and Extent of School Meals Provision

1.1 How many state primary schools are there in this country or region (whichever is most applicable to this research)?

According to data provided by Statistic Office of Republic of Serbia, there are 3365 regular state primary schools in Serbia (1132 state primary schools and 2233 satellite schools) <http://webrzs.stat.gov.rs/WebSite/repository/documents/00/02/44/28/dd10032017.pdf>

Primary education is mandatory in Republic of Serbia, lasting eight years and is executed through two educational-pedagogical cycles. The first cycle is first, second, third and fourth grade. Class-teaching is provided for students of the first cycle. The second cycle consists of fifth, sixth, seventh and eighth grade with subject-teaching.

1.2 What proportion of schools provide meals for children? Of these how many schools prepare and cook meals on-site, and how many buy in meals prepared elsewhere?

For the S2F project application, the Ministry of Education of Serbia conducted research concerning this topic in 2014. This research determined, based on a sample of 675 schools (almost half of the population, given the number of children that attend them) that 86 schools provided children with meals prepared in their premises, while 123 schools served lunches provided by outside caterers.

A second, more detailed, questionnaire was completed by 751 schools once the project started. These two questionnaires, together with meal procurement information, showed that ca. 80% of schools provide some sort of a meal to children on the premises. Of those 80% (825 schools), 51.9% of them (428 schools) use a caterer to provide all meals, 27.6% (228) of schools make all their own meals in their own kitchens, 5.1% of schools use a combination of their own kitchen staff and a caterer, and 3.3% of schools get their meals provided by a local kindergarten associated with the school. It is not known how the remaining schools make their meals.

A small number of schools providing their own meals have training in the HACCP standard (33 schools, from the second questionnaire), and a further 16 schools have training in HACCP regulations but use a caterer for their meals. The remaining schools making their own meals rely on suppliers to fulfil HACCP standards. A few other schools have included future HACCP training in their annual school plans.

Schools provide either only a snack (43.4% of schools) or only breakfast (8.5%) or only lunch (7.3%), or various combinations of those three meals (40.9%).

Those schools providing all-day teaching or all-day accommodation for children are required by law to provide lunch for years 1 and 2 (7-8-year-olds): around 46% of schools completing the second questionnaire provided either all-day teaching or all-day accommodation for some but not all years, though only around 26% schools do this for years 1 and 2 according to official Ministry statistics.

Many schools (30%) do not have the conditions for preparing and serving food for children,

because they no longer have their own kitchen. For the four regions in Serbia to be targeted (Arije, Belgrade, Novi Sad, Valjevo), of 51 schools making their own meals identified for further analysis, 55% provide all three meals to their children.

Based on this research, we can conclude that only around 33% of schools in Serbia prepare meals within their premises using their own kitchen staff, probably due to the lack of HACCP standards, which are needed, but probably too expensive for the schools to obtain. Schools using outside specialized caterers usually require the caterer to have HACCP certification. Other primary schools do not mention HACCP regulations.

Clear budgetary allocations for food do not exist, although the Law on Primary Education from 2013 recommends for all schools to organize the provision of meals.

1.3 Who pays for school meals and how much do they pay? Approximately what proportion of school meals are taken by pupils?

According to the Law on Primary Education the school in cooperation with the Parent Councils organizes meals for students on the school premises. Also, according to the same Law the school in concordance with the local government body and donors can provide free meals in whole or partially for all students. In the great majority of schools in Serbia (more than 95%), meals are funded by the parents, but there is a very small percentage of schools in which the local community or the school itself includes funding for (some) meals. That is mainly the case when children are in a difficult financial situation or come from socially vulnerable groups. Thus, on the decision of the school director, children from those most socially vulnerable families usually get meals provided either free or half-price. In some cities, local authority engages just to regulate the upper limit of amount which is to be spent on school meals on monthly or annual basis.

According to the questionnaire, in nearly every school parents are charged full-economic costs for meals, i.e. full-economic costs and prices charged to parents for each meal are nearly always the same, though they vary considerably amongst schools. Thus, meal prices charged to parents ranged 15-180 din (€0.12-1.45), average *ca.* 60 din (€0.48) for breakfast; 10-100 din (€0.08-0.81), average *ca.* 50 din (€0.40) for snack; and 40-250 din (€0.32-2.02), average *ca.* 143 din (€1.15) for lunch. Note that for some schools, a "snack" may be a full meal, and breakfast could vary from a snack to a full meal.

Despite the large variation in meal prices across individual schools, overall, prices for each meal type vary significantly across the regions of Serbia, with the cheapest meals overall occurring in the Autonomous Province of Vojvodina (see Table 1). This is not associated with overall levels of poverty or salary in each region. Vojvodina is able to provide some subsidy to schools to reduce the overall costs to parents of their children's meals,

Table 1. Average meal prices in RSD (€) charged to parents for breakfast, snack and lunch in three main regions of Serbia in relation to poverty level (2016)¹ and average monthly salaries in € (2016)². Regional variations in prices for all meals were highly significant ($P < 0.001$)

Region	Breakfast	Snack	Lunch	Poverty %	Salary (€)
Belgrade	76.3 (0.62)	54.8 (0.44)	170.9 (1.38)	10.9	52809 (426)
Vojvodina	44.3 (0.36)	46.2 (0.37)	128.5 (1.04)	28.2	40922 (330)
Rest of Serbia	60.8 (0.49)	52.2 (0.42)	129.6 (1.05)	33.8	37250 (300)

Overall	60.5 (0.49)	51.1 (0.41)	143.0 (1.15)	28.8	40747 (329)
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¹ Anon "Poverty Map of Serbia - Method and Key Findings", Belgrade 2016.
² Statistical Office of Republic of Serbia: <http://webrzs.stat.gov.rs/WebSite/Public/ReportView.aspx>

Proportions of children eating each meal type vary, according to the school, from 0% to 100% for every year of the school, with no obvious typical %. However, children of years 1-4 usually have more meals than those of years 5-8. As an example, the proportions of schools with 100% of children in years 1-2 having breakfast, snack and lunch are 21.5, 19.7, 6.4%, respectively.

Thus, the overall picture of school meal provision is one of complete diversity, with schools making their own decisions on the type of meals to provide, who provides them, the parental charges for those meals and the proportion of children eating those meals.

1.4 What does a typical school meal consist of?

As might be expected from the information in section 1.3, it is impossible to generalise on the number of courses and the type of foods in a typical meal. Nevertheless, from information available in school food procurement documents and in school menus, it is possible to provide two broad categories of food that make up each meal type: either some sort of bun, pie or pastry with either milk, yogurt or water, usually provided by a bakery (typical of schools without a kitchen); or a more traditional meal with meat/fish, vegetables and/or salad (especially for schools making their own meals).

Breakfast usually consists of ready meals, such as: bread, spread, eggs, yogurt, milk, buns, hotdogs, pies etc. The snack usually consists of: tea, sandwiches, pastry, pizzas, yogurt, fruits, etc. Lunch is usually the only cooked meal and typically includes soup, main meal and salad. Examples of a main meal are peas with beef, goulash with pasta, fish and beans, steak and potatoes, string beans, stew, chowder, beans with bacon, meat loaf and mashed potatoes, cabbage, cabbage rolls, etc. Lunch is normally provided with a dessert which is either some sort of sweet cake, pastry or a piece of fruit. From menus examined so far, fruit is provided less frequently than cakes and pastries.

Some sort of bread (slices of a typical white loaf, or a bread roll) normally comes with every meal, typically 50-120g per meal.

Those schools using an outside caterer sometimes specify the type of meal and its frequency per week (for example "every day fruit or dessert and soup with a main dish that is not runny and that corresponds to the norm in quantity"). Sometimes the type of meal is left entirely to the discretion of the caterer ("50 lunches per day", for example). When quantities are provided, a typical example for lunch is:

Soup or broth 100ml
 Main course 200-250g
 Bread 2 slices
 Seasonal salad 70g
 Dessert 40g or fruit around 150g

Meals usually change from day-to-day during the week, with a typical 2-week, 3-week or 4-week cycle before the menu sequence repeats. Care is taken to include lenten menus for

children who fast on certain days in month. Menus are very seasonal with salad vegetables given during the late spring/summer/early autumn and root vegetables predominating during the late autumn/winter/early spring.

There is no evidence that any school gives its children a choice of dish for any meal. All menus seen so far indicate a single choice. According to school chefs interviewed so far, children are not keen on greens and vegetables but enjoy baked beans and processed foods. School chef: "if the child can tell me what broccoli is I'll give him a sweet!"

From the questionnaire, in answer to the question "Does the school use any nutritional standards/guidelines for the main food categories?", for those schools using their own staff and kitchens, 67% answered Yes, 33% answered No. For the question "Does the school use any recommended recipes for preparing its meals?", 55% answered Yes, 45% answered No. For the question "Does the school use any recommended portion quantities for preparing its meals?", 79% answered Yes, 21% answered No.

Although there is no evidence from menus collected so far or tender procurement criteria for schools making their own meals that school kitchen staff adjust the quantities of dishes or meals according to the age of the child, at least one school using an outside caterer specified that for dessert "the cake must have nutritional value adjusted to the age of children from 7 to 14 years old".

1.5 Who takes charge of/responsibility for the school meal menus at the local level (quality, nutrition, choice...)?

Regarding the creation of schools menus in Serbia, there is no formal body/institution either at the national or local level which is in charge of this matter. There are no standardized rules nor guidelines which are practiced in all of the schools.

For schools providing their own meals, these are typically put together by the school chefs, if the school uses its own kitchen and staff, or by the school director with advice from either a nutritionist (often from a local kindergarten - primary schools do not have their own nutritionists) or the Parents council. The Parents council has the power to over-rule a director's or chef's suggestions if they disapprove of children being given a particular type of meal or if they think the cost of the meals will be too high. Children's parents decide whether a child will eat school meals, or is given money to buy lunch elsewhere (on or off the school premises) or is given a packed meal.

Although caterers are usually given complete freedom to choose the weekly menus, as illustrated in section 1.4, food procurement documents will sometimes specify quantities of different food types. Some schools rely on and value parents' (Parents Councils') opinions when creating menus, though significant differences in preferences exist from paying attention to food which is healthy for children to giving priority to food that children like to eat.

Comment on a visit to a rural primary school: "The Parents Council apparently voted to set aside hot meals and the school is not buying vegetables any more. This was the first time I heard that parents do not want hot meals for their children and there was no clear answer from the director why this is the case?!"

It is reassuring that headmasters of most of the schools, as well as the staff in charge of creating and preparing meals, are willing to adopt better and healthier menus for children. Some of them, on their own initiative, have eliminated some food which was considered

unhealthy, fatty or too calorific from the menus.

Section 2. Policies Relevant to School Meals

2.1 Which departments have relevant responsibility for school meals provision in your country (or region)?

Responsibility for school meals procurement in Serbia is regulated by several institutions, through numerous laws and ordinances. The biggest obstacle to ensuring meal quality is that there are no clear legislative regulations that directly pertain to this issue, but only general ordinances. Serbia has more broadly-defined laws that partially deal with this issue but also with numerous other issues which are less related to it. Thus a clear, standardized school meal procurement process cannot be established in Serbia, nor can one institution or department be regarded as responsible for these activities.

Certainly, the Ministry of Education, Science and Technological Development is an institution that regulates these issues through laws and ordinances such as the Rulebook on Accommodation and Nutrition of Pupils and Students, Rulebook on Pupil and Student Nutrition Quality Standards and others. However, these apply to children and adults from secondary education onwards who are staying in state-run dormitories and halls of residence. Also, by passing other laws such as General Food Law, Safety Law, Public Procurement Law other institutions/bodies (such as the Ministry of Health, Ministry of Youth and Sports, Public Procurement Office etc.) are also included in these issues.

The lack of clear codes and precise measures of liabilities on this issue leaves a lot of space for institutions in charge to transfer responsibility to other parties (parents, the schools themselves, suppliers etc.). Also, the absence of clear legal conditions/criteria for supplier categorization apart from the lowest price criterion brings into question issues of quality, safety and suppliers'/producers' licenses for delivering food to schools.

2.2 What are the key policies for school meal provision? Which aspects of school meals do they specify guidelines/standards for?

There are no specific policies dealing strictly with the issue of school meal provision, which can be connected with the general policies which widely regulate the area of public procurement and food safety (Law on food safety, Law on public procurement, Law on Public Health, Law on Health Care, and Law on Sanitary Surveillance). They mainly pertain to:

- the questions of sanitary regulation of food procurement and transportation,
- obtaining of the needed quality standards (for example, HACCP),
- the administrative procedure while applying for publically declared tenders, etc.

There are strategic documents which refer to this field, created and adopted by the Ministry of Health, Ministry of Youth and Sports and Ministry of Social Affairs. The related strategies are: The Strategy of Youth Health and Development, Poverty Reduction Strategy and Strategy on Health Care.

The scope of work of the Ministry of Health predominantly focuses on the provision of information on illnesses incurred by an incorrect diet, while they do not act in a preventive manner.

Specific programmes and policies: Regulation on the National programme on health care for women, children and youth; Rulebook of standards on school space, equipment and teaching aids for primary schools; Plan of action for the environment and health of children in the Republic of Serbia for the period 2009-2019; "Joint programme for the inclusion of Roma and marginalized children in education" (Serbian Red Cross); "Healthy growth" (Institute for Public Health Batut).

In Serbia, there is no general Food and Beverage Policy, which would allow for upgrade and improvement, not to mention innovative nutritional approaches to be piloted and implemented, which allow and support promotion and education within the education system and towards the local community on how to make healthy food choices and improve food culture and habits. As a consequence, at each level of education food and beverage provision is differently regulated and organized without horizontal cooperation, which prevents efficient use of human and financial resources, transfer of knowledge, cooperation, etc. Finally, this means that the provision of food and beverages for primary school children is diverse and can vary greatly in availability, quantity and quality.

Section 3. Current Regulations and Practices on School Meal Procurement

3.1 Based on your knowledge/reading of the above, please summarize the key features of the transposition of Directive 2014/24/EU to national law in your country/region, in particular highlighting those that relate to sustainability:

The European Union has, in February 2014, passed a new directive, to which member states must comply within a 24-month period (excluding electronic procurements to which a 30-month period applies). The directive in question is Directive 2014/24/EU of European Parliament on Public Procurement and repealing of Directive 2004/18/EC.

Some of the most important novelties which this Directive brings is a promotion of the most economically advantageous criterion for awarding contracts, greater flexibility in negotiation procedure, additional measures aimed at facilitating participation of small and medium-sized enterprises, promoting "greener" procurements and social aspect in public purchases, shortened deadlines for bid submissions, alleviation of administrative and legal requirements, implementing innovation partnership, procedural modification depending on the type of service and introducing mandatory electronic procurements.

Public procurement development strategy in the Republic of Serbia which was defined after implementing EU Directive, incorporates clear directions and action with the goal of more rapid and more efficient compliance with it. The process of gradual harmonization with legal heritage of the European Union is going to be conducted in two phases. The first phase, which is largely completed pertains mainly to analysis and defining the current state, with special consideration to Public Procurement Law (PPL). The second phase, which will be completed by the time of accession to the EU, would imply conveying harmonization to legal heritage of EU in its entirety, based on analysis carried out in the first phase.

The new EU directive provides gradual implementation of e-procurement, with e-

announcements, e-documentation and e-bidding being mandatory elements for all contracting authorities, while the Member states are free to decide whether to make an e-tender evaluation and e-contract award mandatory. PPL in the Republic of Serbia provides that public procurement advertisement, as well as tender documentation should be published on the Public Procurement Portal. Great improvement in use of the Public Procurement Portal has been achieved in practice. Namely, daily visits to the new Portal are around 5000, which is a great increase, more than 600% comparing with the old Portal, while the number of published tenders for public procurements on a daily basis is about 130, which is an increase of about 200% comparing to the previous PPL application period. However, with regard to electronic bidding, electronic auction and a dynamic procurement system, there has been a lack of practical experience in their use in the Republic of Serbia.

Although the Strategy lays down further directions of e-procurement development, which will enable greater efficiency as well as sustainability (e.g. setting up public contract registration, implementing of a unified bidder registration system under specific codes contained in the Common Procurement Vocabulary and automatic notifications on any supply they are interested in, training for Portal users etc.), all specificities of the national environment must be taken into account, especially the level of development of information and communication technologies, i.e. the level of e-government services in the Republic of Serbia. PPL amendments from 2015 brought certain novelties. Publishing on the Public Procurement Portal by contracting authorities is introduced as a means of communication in a public procurement process. The method of publishing of contracting authority's decisions is changed, so bidders are now informed about all decisions which conclude processes or stages of the process (decisions on qualification admissions, decision on excluding candidates from the candidate list, replies to additional information requests or clarifications) through post which contracting authorities will publish on the Public Procurement Portal or their websites (see specimen Tender Documentation attached). Publishing announcements on the Public Procurement Portal instead of submitting them to the bidders and calculating Protection Rights deadlines starting with the day the decision is published on the Portal expedites the process and eliminates problems related to the risk of rejecting a bidders' decision and deadline calculation.

The PPL identifies the principle of environmental protection and energy efficiency as core principles of public procurement. Thus, the PPL provides for the possibility of procuring goods, services and works with environmental and energy-saving specifications and indications. The contracting authority is obligated to contract goods, services and works which do not pollute the environment, i.e. have minimal effect on it and when that is justified, set out the elements of contract award criteria which relate to environmental benefits, environmental protection, energy efficiency and overall lifecycle costs of the supplies. The relevant Article (85) of current PPL states:

The criteria for evaluating bids are:

- 1) economically most advantageous bid, or
- 2) lowest price offered.

The criterion of economically most advantageous bid is based on various elements of the criterion, depending on the subject of public procurement, such as:

- 1) offered price;
- 2) discount to the pricelist of contracting authority;
- 3) date of delivery or performance of services or works within the minimum acceptable deadline that does not compromise the quality, and the maximum acceptable deadline;
- 4) current costs;
- 5) cost effectiveness;

- 6) quality;
- 7) technical and technological advantages;
- 8) environmental advantages and environment protection;
- 9) energy efficiency;
- 10) after-sale service and technical assistance;
- 11) warranty period and type of warranties;
- 12) obligations concerning spare parts;
- 13) post-warranty maintenance;
- 14) number and quality of engaged staff;
- 15) functional characteristics,
- 16) social criteria;
- 17) life cycle costs, etc.

Elements of the criterion of the most economically advantageous tender can be divided into sub-criteria.

Conditions for participation in Art. 75 and 76 of this Law cannot be defined as criteria elements. For each element of the criterion or sub-criterion, the contracting entity determines the relative weight in the Tender Documents, so the sum of the weightings is 100.

The contracting authority makes the selection between the submitted bids by applying the criterion of the most economically advantageous tender by ranking them based on the weightings determined for the criteria elements.

The PPL excludes bidders and their legal representatives convicted of environmental crimes from participating in public procurement procedures, which can be attributed to harmonization with the directive that states that all bidders with unethical conduct will be excluded from the analysis. PPL Amendments from 2015 introduced a novelty that a contracting authority can reject an offer based on negative reference but rejection is not mandatory, as was previously regulated. In accordance with this amendment the contracting authority is authorized, considering the circumstances of each individual procurement, to evaluate the appropriateness of negative reference as grounds for bid dismissal and has the possibility (but not an obligation) to allow a bidder to provide proof of reliability, regardless of reasons for negative reference, and that the bidder can conduct the contract which launched the public procurement procedure. As use of negative reference is optional, the Law does not provide for creating a negative references list by the Public Procurement Office. Negative reference proof must originate from three years prior to announcement of a bid submission. Although consideration of bidders' unethical conduct during the public procurement process is evident here, full compliance with EU directives still does not exist because bid dismissal is not mandatory; it is still optional for contracting authorities.

A certain extent of compliance can be seen in regards to green procurements through which the Contracting authority can launch a public procurement procedure which allows participation only to institutions, organizations, associations or economical operators which provide professional training, professional rehabilitation and employment to persons with disabilities, if said persons make up to 30% of employees, whereby all participants in a joint bid and all subcontractors must be from the given group.

Considering the participation of SMEs, nothing is yet incorporated in the Law, but changes are in progress to provide better access for SMEs by introducing an obligation for contracting authorities to divide supplies into lots in qualitative and quantitative terms whenever possible, by reducing administrative requirements, especially in small-value public procurement procedures etc.

In the current PPL, lowest price is still the most important criterion. The large majority (*ca.* 95%) of primary schools use the criterion "lowest price offered", while only *ca.* 5% use the

criterion "economically most advantageous bid". However, additional criteria for economically advantageous bids are typically price continuity, most free meals offered, quality of references, number of other schools supplied, and occasionally number of engaged staff, but never aspects of environmental or sustainability benefits.

3.2 Which procurement models for school meals (lowest cost, organic, local, local-organic) exist in your country/region? Which one(s) dominate?

Having in mind characteristics of possible models for school meals procurement and the current state in schools that have been surveyed we can conclude that a clear distinction between these different models cannot be drawn in case of Serbia. Thus, a local model created with the purpose of developing local procurement and cooperation with local suppliers and producers is very rare for schools using public procurement procedures, and organic food procurement models do not exist.

Food procurements are conducted on the basis of the general Law on Procurement ("Official Gazette, RS" no. 124/2012, 14/2015 and 68/2015) used for all types of procurements. The lowest cost appears to be the only school meal procurement model which exists in Serbian practice due to the fact that there is no specific procurement model for school meals. The typical wording in tender documentation says "The selection of the most favourable bid will be made using the criterion "Lowest price offered". Nevertheless, some schools include the following rejection criterion: "bids that do not correspond with all the technical requirements will be rejected". This allows otherwise lower bids to be rejected.

Only one school (in Novi Sad) specified any organic produce in its food procurement specifications: organic milk, though this was in addition to a large quantity of conventional milk. On the issue of organic production and delivery of that type of food to schools, we can conclude that this form of procurement is very expensive for Serbian schools, not just in rural areas but for the city schools as well.

No food procurement documentation has been found specifying that food should be sourced locally, though some procurements specify that foodstuffs should be of Serbian origin. A few schools have been identified that claim to buy their fruit and vegetables locally (from shops and markets): primary schools in Stave, Počuta, Pambukovica, Obrenovac [Note procurement documents for the Obrenovac school indicate otherwise!]. However, even local market traders sometimes buy in produce from elsewhere for sale at the market. No doubt many small schools purchase their food locally, but because annual quantities do not reach 500,000 din, they are not required to open public tenders for food purchases. At least one school providing 150 meals per day but known to buy food from the local shop does so irrespective of the requirement to use a public procurement for this: "We've had school inspectors round several times, and never had any problems"! The school in Počuta (Valjevo region) takes care of pupils' nutrition by buying food from local producers as much as it can (vegetables and some fruit). Nevertheless, although this school is small (around 70 pupils), with a meal price of 75 din (0.6 €) the total cost of meals for a year (945,000 din) is over the threshold for using PPL. However, no procurement documentation has been found for this school.

According to school officials, local procurement is much better because delivered groceries are fresher, delivery is faster and logistically less demanding and it is often the case that the offer is the most affordable. Before introduction of the Procurement Law, schools used to get

food from local shops and markets. A school commented "We had a good quality local butcher who was very helpful to the school and reliable, but we had to give him up once the Procurement Law was introduced." Current procurement law makes it impossible to purchase small quantities of foodstuffs locally on a day by day basis as needed, because a single procurement contract should cover a full year with quantities of individual foods calculated and specified for a 12-month period. Schools therefore have to predict how many children will have meals during the year, all the menus for meals during the year need to be worked out and all quantities of ingredients for those menus calculated at the start of the procurement procedure.

According to Public Procurement Law, there are 3 types of procurement that schools can apply: 1) below 500,000 RSD (4065 EUR) per year there is no need for public procurement; 2) from 500,000 to 5,000,000 RSD (4065-40650 EUR), "small-value supplies" the school needs a Public procurement of Low Value; 3) over 5,000,000 RSD (40650 EUR) per year, the school needs an Open public procurement. Although a lot of schools belong to the second and third categories for which a public procurement should be issued, some schools (around 6-10%) belong to the first category to which the PPL provision does not apply, leaving greater freedom to contracting authorities when choosing a supplier. This category mostly includes small schools in rural areas where the number of children and, consequently, the number of meals is small.

Although the legal framework is defined through focus on cost-effective element of procurement, some schools consider other criteria as well, primarily delivery reliability and quality of the food. One school terminated many-years collaboration with one supplier who had won contracts on the grounds of the lowest price criterion, with the explanation that the supplier failed to provide his services in a manner, quality and to deadlines which would be acceptable by the standards that the school defined.

Although most school food suppliers are within 30 km of their schools, it is unlikely that much food will be sourced locally because the usual contract winners are large distribution companies, that buy food in bulk from the cheapest sources, and for whom a food contract with a school represents, typically, only 1-3% of their annual turnover. One supplier of fresh fruit and vegetables to a Belgrade school was located 234 km from the school by road!

3.3 Which authorities/institutions have main responsibility for tendering and awarding school meal contracts in your country, and what types of contractual arrangement do they enter into?

Regarding the matter of conducting the tender process and awarding of contract to the most suitable bidder, a specific body or body for centralized procurement does not exist in Serbia at the state level though it may exist at the level of local authorities (for example, no procurement documents submitted by any of the many primary schools in Serbia's third largest city, Niš, have been found, yet these schools provide meals). Also, primary school associations which jointly call for bids or organize joint procurements do not exist, though this type of collective action is not impeded by the legal framework, i.e. PPL recognizes the term of joint procurement and bodies for centralized procurement.

Some schools in the large cities use an agency or company specialising in procurements to prepare all the procurement documentation. In some towns, where primary schools do not

tender directly for food procurements (no documentation on the official web portal) it is probable that the local kindergarten (which by Law has to provide meals for its children) also undertakes food procurement for its local primary schools. For example, the town of Šabac appears to do this - total value of the kindergarten food contract, at 37 million din (*ca.* 300,000 €), well over twice the accumulated value of all meals provided by the six primary schools in Šabac, all of whom use a caterer.

This type of arrangement will be the only opportunity for bulk purchasing, and the Šabac kindergarten gives very detailed quality specifications for all food items. Thus, schools using a local kindergarten to supply their meals probably get better quality food than primary schools procuring food themselves (less rigorous quality specifications).

The decision-making body with responsibility for tendering and awarding school meal contracts for primary schools using PSFP for their food is the school's Public Procurement Commission. However, the Commission will usually take account of the views of the school's Parents Council, which is formed for each primary school in Serbia and which may tell the Commission to choose a particular bidder. The schools to which this provision of PPL applies has the obligation to announce a public procurement call, and consequently inform all the interested companies to submit their offers. Some schools hire a professional nutritionist who keeps evidence about prices, quantities, certificates, and so on and who take part in choosing suppliers.

Schools typically conclude annual contracts which precisely define not only obligations on food supply, but also the manner, deadlines and delivery dynamics of food provision to the schools. On rare occasions some schools conclude longer-term contracts (e.g. 2-3 years), which can be, in the case of unsatisfactory procurement conditions, an aggravating circumstance when replacing a supplier.

Note, the existing Procurement Law is currently being redrafted to be aligned more completely with EU procurement law, and this new Procurement Law is expected at the end of 2017. This is expected to include provisions to encourage SMEs to be eligible to bid. Currently, the two most problematic procurements for schools to manage are procurements for food/meals and school excursions. In consequence, some schools have just given up providing meals or excursions for their children because of the unequal struggle of school secretaries coping with the labyrinthine requirements of the current Procurement Law.

3.4 Explain, in practical terms, the normal process by which an authority tenders, awards and monitors a school meals contract in your country/region. Please append an example of a typical tender specification for a school meals contract (if possible, insert link to original tender advertisement/document, append list of the key criteria for award).

A formal public procurement procedure for purchasing food or meals by schools is required if the total value of all lots in a single year is greater than 500,000 din (*ca.* €4000). On the basis of average meal prices, that equates to around only 25-50 meals per day. Every school doing food procurements according to PPL is obliged to announce a public procurement call, and consequently to inform all the interested companies to submit their offers. Procurement documentation should be published on the Public Procurement Portal (<http://portal.ujn.gov.rs>), and the school's website, though it seems that not all schools do this. An alternative website that usually provides information on public procurement tenders is

<http://www.ekapija.com>.

According to Article 53 of the PPL, the decision to start the process of public procurement must contain: the title and address of the contracting authority; the sequence number of public procurement for the current year; the subject of public procurement, the title and the code of the general dictionary for procurement; type of public procurement process; the estimated value of public procurement in total, and especially for each lot when it is possible; the general dates during which particular phases of the public procurement process shall be carried out. Most often the Decision to start the process of public procurement is initiated by the school director, in some cases the school secretary with the permission of the school director, while in some schools the entire process of food public procurement is delegated to an external entity (an agency). The tender specification is usually drawn up by the school director (or person appointed for this) and the school chef, with technical information provided by the school secretary (or someone familiar with Procurement Law).

The process usually starts 1-2 months before the procurement is announced on the official web portal. At least four types of document are usually published [a typical example of the timing of document publication is also shown]:

* Call for submitting bids [29 February, 2016]

* The tender documentation (e.g. for public procurement of goods - foods and beverages for a school kitchen) [29 February, 2016]

* Notice on the agreement concluded for public procurement (including the procedure used) [13 March, 2016]

* Decision on awarding of contracts [11 March, 2016]

Other documents published with a procurement may be orders postponing, cancelling or revising a tender document (nobody bids, bids were all too high, the school made a mistake), as well as answers to questions from bidders.

The main body with influence in deciding the winning bid is the Parents Council. Nevertheless, the final decision is made by the school's Public Procurement Commission which, by law must have at least three members:

"Article 54

The Commission has at least three members of which one is a public procurement officer or a person with education acquired at a Faculty of Law, at second level studies (Graduate academic studies - master, specialist academic studies, specialized vocational studies), that is, at basic studies of at least four-years duration.

In public procurement procedures whose estimated value is higher than [15,000,000 din], a public procurement officer is a member of the commission. Persons who have the appropriate vocational education from areas relevant to the subject of public procurement are appointed to be members of the commission."

An example of a typical Procurement Commission is:

1. Director (or Assistant director)
2. School secretary (usually with some form of legal training)
3. A third person (such as a senior member of teaching staff)

An alternative is as follows:

"The Commission proposes to the school director to inform the Parents Council of the above offer, which will decide and authorize the school director to conclude a contract with the aforementioned bidder for the procurement of goods - purchase of food, beverages and related products for the needs of pupils' lunches for the school year 2016-2017".

The Tender documentation usually contains General data on public procurement and data on

the subject of public procurement; the conditions to participate in the process of public procurement from Articles 75 and 76 of the PPL; instructions how to verify the conditions are fulfilled; instructions for bidders on how to create a bid and the conditions to take part in the process of public procurement. The bid should contain the following documents: The Bid form (data on the bidder in any group of bidders, data on any subcontractor); the form containing the costs of bid preparation; declarations of the bidder and any subcontractor on the fulfilment of mandatory conditions needed to take part in the process of public procurement; a declaration on giving security for good job fulfillment; a declaration on an independent bid; a declaration on fulfilling conditions from Article 75, para. 2 of the PPL; a Reference list of completed services.

Schools vary considerably in the detail of their wording of the tender documentation and range of eligibility criteria that bidders should meet. Some schools include all foods in a single lot, and other schools break down their foods into as many as 10 or more lots, which can be bid for by separate organisations. Sometimes schools specify no additional eligibility requirements. Usually, though, under additional requirements schools will list financial, technical and personnel capacity requirements for bidding organisations. Examples specified under these requirements include "Company accounts not to be blocked in the year preceding the month prior to Invitation to tender", "Lots 1 and 2 - to own at least 3 refrigerated food transport vehicles with minimal required temperature from +2 to +4 °Celsius, - to own at least three minimum 1000 m2 food storage warehouses in Belgrade", "Lot 1 - at least 15 full time employees, at least 3 of them C category licensed drivers".

An example of Tender documentation of one school in Serbia can be found on the following link (in Serbian):

<http://www.osjducic.edu.rs/Dokumenti/Javne%20nabavke/2016/JNMV%205%202016/Konkursna%20dokumentacija%20jd.%20kuhinja.pdf>.

An English translation of the opening sections of this document and the complete Tender Documentation for a school using an Open Procurement procedure in English are given as Annexes 1 and 2 at the end of this country report.

Although it would be logical for schools to publish their procurement documentation for food and meals during the summer, in time for contracts to begin at the beginning of the next school year, procurements for food and meals can be published at any time of the year, depending on the school. Based on data for 380 school procurements, around 29% of schools published their Tender documentation in 2016 during February or March (Figure 1)

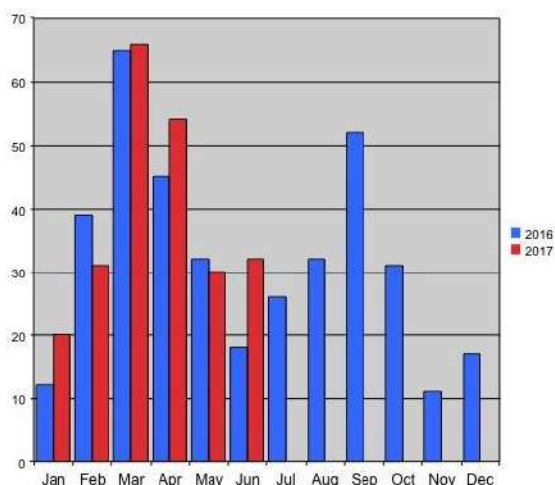


Figure 1. Frequency of primary schools completing their food procurement tenders, month by month during 2016 and 2017

The Commission analyzes which of the bidders has delivered suitable and acceptable bids,

and compares acceptable and adequate bids from the standpoint of the criteria of the selection of the best bid, usually the "the lowest offered price". After expert bid evaluation, the contracting authority forms a decision to award a contract, based on the Commission's report if they have obtained at least one adequate bid. In an analysis of bids for over 350 lots between 2014 and 2017, the most frequent number of bids was one (Figure 2):

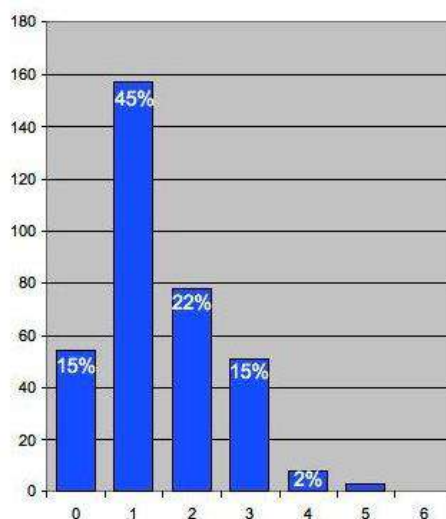


Figure 2. Frequency of number of bids for 351 lots in primary school food procurements sampled from 2014 to 2017.

It is clear that, once the process of application is over, the school's Parents council will often have a dominating role in reviewing the bids, advising the school's Procurement Commission of the most favourable one (preferred bidder). In less affluent areas of Serbia, the overriding consideration is to ensure the cost of meals is the lowest possible, irrespective of quality. A comment on a school visit:

"The director gave me one of those sandwiches to try and it was the worst (probably the cheapest) I've tasted with some sweet pasta inside in a wrapped bag. I asked where it is from and the director told me that it is bought from a bakery around 60km from the school, but produced in Grocka, Belgrade. He is aware it is very low quality."

Nevertheless, in some schools the decision is left entirely to the Procurement Commission.

During the contract period, it is mostly the schools' responsibility to oversee the bidder's compliance with contractual terms. Deliveries of food and the quality of food are usually monitored by the school chef on an *ad hoc* basis. If the quality of food is not according to the expected standards, or delivery dates are not being met, schools will cancel the previous contract and re-tender. Nevertheless, this is a disruptive process, and when it happens schools can find themselves without any food to make meals. For example, a Belgrade school went without any meals for its children for four weeks because nobody bid for the contract - noone was interested because of the complicated procedures (for bidders), making it not worth their while for such a small value contract (a lot of effort to satisfy criteria - apples all have to be the same size, ...). This school is on the verge of giving up school meal provision because of Ministry of Education regulations on kitchen staff employment. The canteen is not large enough to accommodate all children at once and the school can't afford to hire its kitchen staff for long enough to complete all the work because regulations stipulate 180 children having meals per full-time kitchen staff member employed (or equivalent).

The institution in charge of overseeing compliance of public procurement with its defined legal framework is the Public Procurement Office. The Public Procurement Office

participates in the drafting of regulations in the field of public procurement, passes secondary legislation and provides technical services in the field of public procurement, oversees the conduct of public procurement procedures, controls the application of specific procedures, manages the Public Procurement Portal, prepares reports on public procurements, proposes measures to improve the public procurement system, provides technical assistance to contracting authorities and bidders and facilitates cost-effective, efficient and transparent use of public funds in public procurement procedures.

3.5. Which firms normally win and operate school meal contracts in your country/region?

Firms winning school food contracts (as distinct from caterers providing ready-made meals) are generally of three types - bakeries, distributors of all types of food, suppliers specialising in a particular food category, such as fruit, vegetables, frozen foods, meat or dairy produce. Agricultural cooperatives sometimes, but rarely, bid for school food contracts. The same company may provide food to a number of schools in the area (perhaps 3-9 primary schools), though we are not aware of any cooperation amongst schools to improve the efficiency or reliability of food deliveries.

The schools in the Arilje region usually choose to purchase milk and dairy products from Moravica Dairy, Suvobor Koop, ILA Promet, which are also relatively close. For schools in Belgrade Frikom AD, Bigtrade, Palanaka Promet and others are the most common suppliers. The following suppliers are common in Novi Sad: Zoric doo, Komercservis-Product CO, Illi Group doo.

The type of supplier is usually dictated by the way the tender is prepared. If all foods are prepared as a single lot, that encourages the large distributors to bid, as they already have their sources for each food type. Where lots are broken down according to food category, smaller and specialist companies also bid. In a sample of 22 schools, 8 put all food items into a single lot. A sample of companies winning school food contracts showed that such contracts for an individual school represented from 0.4% to 4.0% of the company's public sector food contracts during a year. This explains why companies often don't bother to bid for a school contract.

Food suppliers are usually local to the school (within 30 km), but not always. There are no distinguishable firms on a national level in Serbia which normally win and operate school ready-made meal contracts. Thus, we can only name a few of the biggest school caterers in Belgrade. They are Zlatna Varoš, Lido (which prepares meals for more than 60 schools, see: <http://www.lidoketering.com/skole-i-vrtici/>), Šareni Mačak, BNB Katering (see: <http://www.bnbketeringbeograd.rs/srpski/je-lovnik-za-skole>).

Outside the main cities, ready-made meals are often provided by local restaurants, the local kindergartens (which have by law to provide meals for pre-school children and which have their own nutritionists), as well as by local suppliers of foodstuffs for those schools that make their own meals.

According to the schools questionnaire, for schools making their own meals in their own kitchens, with their own kitchen equipment and own kitchen staff (*ca* 100 schools), the number of municipalities with only a single school in that category is almost a quarter (41/168). Very few schools surveyed so far have had kitchen cold-store facilities, meaning

deliveries of perishable foodstuffs several times a week (some schools have daily meat deliveries). This will make deliveries to those schools relatively expensive, unit transport costs, food miles and carbon footprint very high. Thus, supplying foods to a single isolated primary school several times a week will be an unattractive proposition for most suppliers, large or small.

3.6 Which institutions, bodies, etc. have or are playing a role in changing/improving school meal provision in your country?

At the moment, no specific government or NGO institution or body has an active and direct role in changing/improving the school meal provision in Serbia. The ministries which should definitely take an active part are the Ministry of Education, Science and Technological development, Ministry of Agriculture, Ministry of Health, and Ministry of Finance (for the tendering procedure). In 2011, the Ministry of Education introduced the initiative that schools and local governments, at the level of municipalities, provide one free meal a day for the pupils in primary schools, to ensure that each child aged 7-14 has at least one meal a day. However, the municipalities allegedly due to the lack of finances, refused to participate in this programme. The same initiative was planned at the level of the capital city – Belgrade in 2013, but this has also not been launched.

The roles of the parties in the system are not clearly defined and no institution takes responsibilities for the resolution of issues or for problems that occur. For example, in 2014, Serbia had a serious food poisoning case in a school canteen and the blame was put on the restaurant chosen as the provider of school meals for several schools. No subsequent actions were taken by any Ministry to improve the system of food provision and quality control. Due to the lack of capacities at the national level, food standards or guidelines for primary schools are non-existent.

An encouraging fact is that in the majority of schools contacted so far the people in charge, as well as parents (Parent Councils) have demonstrated a willingness to implement and utilize new, clear criteria, procedures and standards for supplier selection, menu selection, food quality assurance, meal preparation control, etc. All of them see modification of legal regulation concerning this issue as a first step towards better and healthier children's diets, particularly in the refinement of procedures, processes, liabilities which solely concern this procurement segment.

3.7 Are there any striking or remarkable features of school meal provision in your country? (in terms of policies, systems, culture in policymaking/government, attitudes of schools, parents, etc)

The most remarkable feature concerning school meal provision in Serbia is the general lack of interest in this topic and lack of organization and monitoring of the provision process at the national level. There is also lack of awareness among policy makers that food policy is a part

of education policy. They assume it is rather a part of social or health policy. As mentioned earlier, a major responsibility for this process is in the hands of the Parents Council of the individual school, while other more important entities (such as specific ministries, as well as the NGO sector in general) are quite passive. Also, some very important specific policies (such as the Food and beverage policy) are missing. In this general state, it is clear that a lot has to be done to improve the entire process and bring the issue to the level of importance it is given within the EU.

Two other factors are relevant. The first is that not all schools provide a full lunch at midday (*ca* 40%) because of the way the timing of classes is scheduled. The majority (70%) of schools operate a multiple-shift system (usually two shifts), where the first shift of children goes home for lunch and the second shift of children go to school after lunch. However, an increasing number of schools are introducing “all day” teaching and care (called ‘boravak’), to look after children until their parents come home from work. These schools may start to provide full meals at lunch time. The second relevant factor is that many of those schools that did at one time provide full school meals do not now provide the service, essentially because of lack of funding from the State, local authorities and parents, resulting in many school kitchens being sold off or converted for other use. In consequence, around 23% of schools have no kitchen

The consequence of these two factors is that a large number of school children now buy food either on the way to school, at mid-day, or on the way home from schools, and fast-food stalls have mushroomed in recent years, many of these specifically to cater for school children. The nutritional content of this food can be very suspect.

Note that many primary school directors spoken with during S2F school visits are aware of the importance of good meal nutrition and want to provide the best food for their children, but are prevented from doing so by the policy of lowest offer for meal procurement and parental views, which determine the price affordable to parents - i.e. the tender document will specify the price to be paid for each meal (not greater than ... RSD).

Also, some schools in Serbia are under-equipped for meal preparation, specifically, they do not possess adequate conditions in terms of space, kitchen appliances and staff in charge of food preparation. Consequently, children do not have adequate meals in school and they are forced to buy food in nearby bakeries. In conversation with headmasters of some schools (this is especially the case in rural areas) we have discovered that the schools lack the necessary appliances to prepare meals. Conversely, some schools have their own cafeterias, yet they do not prepare meals in school, but order ready-meals and utilize the cafeteria space for serving children’s meals. One Belgrade school, to bring in some income, rents part of its kitchen space to a bakery that competes with the school’s own meal service!

As previously emphasized, the greatest obstacle to creating standardized, a more efficient and healthier procurement system for school meals is the fact that the most significant factor in supplier selection is the cheapest bid, i.e. the lowest price criterion is still the deciding factor. Some school headmasters, in attempts to improve and implement healthier and better diets for their children, have advised selecting other, a bit pricier suppliers, though this did not gain parental approval. This move would certainly reduce the number of pupils who pay for school meals. Some have attempted implementing menus with higher nutritive value which led to pupil discontent (they did not eat the food) and in many cases parents have cancelled prepayment for meals. In this respect, the biggest challenge will be to convince parents of the necessity of improving existing nutrition which would mean organizing educational and promotional activities on a healthy diet for children and parents. Also, one of the potential

issues is local supplier certification, lack of understanding of the tender dossier, lack of skills for designing prices and generally low level of awareness and information.

Although the lowest price criterion is important and provides cost-effectiveness, a different approach to the matter of school meals is necessary and priority should be given to aspects of the suppliers (food quality, nutritive value, long-term cooperation etc.).

For the food procurement system to function effectively, it is necessary that relevant institutions take a more decisive stand at the national level. Among the first steps, before introducing clear and precise legal provisions which would regulate this issue in favour of greater efficiency of the process, parents' awareness should be raised on the importance of meal structure, food quality, its nutritive value, method of preparation etc. In that case, it would be easier to prioritize other criteria for food procurement in schools, because in the instances where procurement value is less than half million dinars, PPL provisions are not mandatory, thus giving parents and schools a key role in defining criteria and selecting the supplier.

Some schools receive part of their resources from private funds and promoting this type of financing or co-financing in the future may lead to improvements in school meals quality. To acquire additional funding for school meals it is necessary to have experience and knowledge of applying for these funds (EU projects, donor projects, NGO etc.) which many school headmasters lack. To implement this potential type of funding, one of the solutions would be training headmasters and other relevant persons to write applications for additional funding, which would encourage them and facilitate resolving this issue. According to them, assistance with public procurement preparation, creating lists of available suppliers and other matters would be of great importance for improving the efficiency and effectiveness of the entire process.

Examples of good practices

It is striking that food companies are the most active promoters of a healthy children's diet in Serbia, compared with other stakeholders, including relevant ministries, schools, parents associations, etc. Some of the examples include: programmes of the retailer Delhaize Serbia: *SuperLunch*, *It's a hit to be satiated, but fit* (in Serbian: *Hit je biti sit, a fit*; available at: <https://sustainabilityreport.delhaizegroup.com/local-performance/serbia/serbia-healthy-lifestyles/>) and *Apple days in kindergartens*; water producer Aqua Viva – *Let's make our children active*; Nestle – *Grow up healthy* (within their Nestlé Healthy Kids Global Programme); food producer Podravka – *Be the Lino winner*, etc.

It is also relevant to mention the programme "October – Healthy eating month" organized by the Ministry of Health of the Republic of Serbia. This started in 2001, with the main aim to inform youth, their parents and teachers how to eat healthily, as well as to provide guidelines for healthier eating habits. They organize a number of competitions in drawing, writing of essays or poems, etc., where children express their attitudes towards healthy eating. Some of the actions have included: Food price – from crisis to stability, Correct diet and health, Food security worldwide – climate changes and energy from plants, etc. In addition, they encourage the introduction of the more physical exercises in schools.

Finally, a particularly prominent example of school activism in promoting healthy eating comes from the city of Subotica. Firstly, their analysis established that from the 2000 to 2006 the percentage of the obese children in Subotica increased from 4.4% to 6.4%. Therefore, starting from 2007, they introduced the programme "School promotes healthy diet" to all primary schools in the city. It is realized through interactive workshops and the programme

comprises: The food pyramid, Preparation of food in portions, Lectures on the importance of vitamins and minerals for our health, Lecture on nutritive ingredients, How to solve problems of bad diet and Introduction of healthy diet to schools and teachers' education. The programme is aimed at children, teachers and schools, while in the future they would like to involve also the parents.

Annex 1 An English translation of the opening sections of Tender Documentation for a school using a Procurement of small value procedure

Annex 2 The complete Tender Documentation for a school using an Open Procurement procedure in English

Annexes are provided as separate attachments.



The Strength2Food project in a nutshell

Strength2Food is a five-year, €6.9 million project to improve the effectiveness of EU food quality schemes (FQS), public sector food procurement (PSFP) and to stimulate Short Food Supply Chains (SFSC) through research, innovation and demonstration activities. The 30-partner consortium representing 11 EU and four non-EU countries combines academic, communication, SMEs and stakeholder organisations to ensure a multi-actor approach. It will undertake case study-based quantitative research to measure economic, environmental and social impacts of FQS, PSFP and SFSC. The impact of PSFP policies on nutrition in school meals will also be assessed. Primary research will be complemented by econometric analysis of existing datasets to determine impacts of FQS and SFSC participation on farm performance, as well as understand price transmission and trade patterns. Consumer knowledge, confidence in, valuation and use of FQS labels and products will be assessed via survey, ethnographic and virtual supermarket-based research. Lessons from the research will be applied and verified in 6 pilot initiatives which bring together academic and non-academic partners. Impact will be maximised through a knowledge exchange platform, hybrid forums, educational resources and a Massive Open Online Course.

