



EUROPEAN COMMISSION  
DIRECTORATE-GENERAL FOR HEALTH AND FOOD SAFETY

Food sustainability, international relations  
**Farm to fork strategy**

## SUMMARY REPORT

### 11<sup>TH</sup> MEETING OF THE EU PLATFORM ON FOOD LOSSES AND FOOD WASTE

#### DG HEALTH AND FOOD SAFETY (SANTE)

*Hybrid meeting on-site in Brussels/ on-line via Interactio*

*18 November 2021 – From 09:30 to 16:30*

**Chair:** Nathalie Chaze, Director, Food sustainability, international relations, DG SANTE

**Commission:** DG SANTE, DG EMPL, DG ENV, DG GROW, DG MARE, DG RTD, ESTAT, JRC, OIB

**Agencies:** EEA - European Environment Agency

#### **Member States represented (22)**

BE, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, NL, PT, RO, SE, SI, SK.

#### **Private sector organisations represented (41)<sup>1</sup>**

AECOC - Asociación Española de Codificación Comercial, AIBI - Association of Large Bakers, Consorzio Bestack, BEUC – The European Consumer Organisation, BOROUME, Copa Cogeca – European Farmers and Agri-Cooperatives, DUH - Deutsche Umwelthilfe e.V., ECSLA - European Cold Storage and Logistics Association, EDA - European Dairy Association, EFFPA - European Former Foodstuff Processors Association, EUCOFEL - European Fruit and Vegetables Trade Association, Euro Coop – European Community of Consumer Co-operatives, EuroCommerce - the retail, wholesale and international trade representation to the EU, Euromilk, Europatat - European Potato Trade Association, FEBA – European Food Banks Federation, FOODCLOUD, FOODDRINKEUROPE, FOODSERVICEEUROPE, FoodWIN (Food Waste Innovation Network), FUNDACIÓN AZTI – AZTI Foundation, FRESHFEL – European Fresh Produce Association, FRUTA FEIA CRL, Harokopio University, HFBA - Hungarian Food Bank Association, HOTREC – Hospitality Europe, Last Minute Market, INDEPENDENT RETAIL EUROPE, NORSUS, RABOBANK, REGAL NORMANDIE, RISE RESEARCH INSTITUTES OF SWEDEN AB, SLOW FOOD, Stop Wasting Food movement (Stop Spild Af Mad), THÜNEN-INSTITUT - Federal Research Institute for Rural Areas, Forestry and Fisheries, TOO GOOD TO GO, VENTURIS HORECA, WAGENINGEN UR – Wageningen University & Research, WRAP – Waste and Resource Action Programme, WWF EPO - World Wide Fund for Nature European Policy Office, Zero Waste Scotland.

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<sup>1</sup> New members of the re-established Platform have been invited to join the meeting.

**Public entities (4):** EESC – European Economic and Social Committee, FAO – Food and Agriculture Organisation, OECD – Organisation for Economic Cooperation and Development, CoR – Committee of Regions.

**Invited speakers (2):** Unilever, World Resources Institute.

**Observers:**

**EFTA:** Norway

The 11<sup>th</sup> Plenary meeting of the [EU Platform on Food Losses and Food Waste](#) (FLW) took place in a hybrid format: on-site in Brussels and on-line via Interactio on 18 November 2021 from 09:30 to 16:30. This last meeting of the Platform before its re-establishment with a new membership from 2022, provided the opportunity to take stock of the achievements in food loss and waste prevention at EU level in the Platform's five years of mandate (2016-2021) and discuss on-going and planned work.

**1. Introduction by the Chair**

The Chair welcomed both current and new Platform members, announcing that, following the public call for applications, the Commission had finalized the [selection of private sector organisations](#) in view of re-establishing the Platform's membership as of January 2022. The Chair thanked outgoing members for their contribution and for creating a strong legacy for food waste prevention in the EU.

**2. Opening statement by Commissioner Stella Kyriakides – Health and Food Safety**

In her opening speech, the European Commissioner for Health and Food Safety, Stella Kyriakides, reflected on past achievements and how the Platform has helped guide food loss and waste prevention work across the EU. The Commissioner also referred to new initiatives foreseen under the Farm to Fork Strategy to step up the EU's actions and contribution to global efforts to reduce food loss and waste, thereby contributing to a healthier planet.

**3. EU Platform on Food Losses and Food Waste: taking stock, looking forward, presentation by the Commission [[PDF](#)]**

The Commission took the floor to present the work and achievements of the Platform in its first mandate as well as areas for its further contribution as part of the Farm to Fork Strategy.

To take stock of the Platform's activity, the Commission has co-drafted a report together with Platform rapporteurs. This legacy document also maps food waste prevention actions taken by the different stages of the food supply chain, including the implementation of the [Platform's key recommendations](#). The Platform activity report would be shared with all members for their comments, at the end of the meeting.

The Commission referred to the main changes in terms of membership, operations and areas of focus for the new Platform, explaining how members' input on these topics has been taken into account.

**AIBI** asked whether applicants that were not successful in the selection of the new Platform members could be involved as observers in its work. The Chair explained that this will not be possible, specifying however that there will be ample opportunity for exchange during stakeholder consultations and ad-hoc participation in Platform meetings, in line with the topics discussed. The Chair encouraged all organisations to continue to engage with the Commission concerning food loss and waste prevention carried out in their sectors and invited all stakeholders to share best practices on the [EU Food Loss and Waste Prevention Hub](#).

**DUH** enquired whether the rapporteurs for each stage of the food supply chain will be re-established or whether they will stay the same as in the first mandate. **OVAM** raised a question about the membership of the sub-groups and whether this information is already available. **FAO** asked about the possibility to join the consumer food waste sub-group.

The **Commission** indicated that it will review all the expressions of interest to join the Platform's sub-groups received during the application process and will propose lists of members for each sub-group, including for the new sub-group on consumer food waste. The rapporteur roles will be reviewed and the Commission is happy to accept and consider organisations that are interested in taking this role as well as that of co-chairs for the Platform's sub-groups.

#### **4. Setting EU-level food waste reduction targets, presentation by the Commission [[PDF](#)]**

As part of Inception Impact Assessment for setting EU-level food waste reduction targets, the Commission has published a [survey on the Have your Say](#) portal to collect opinions from stakeholders and the general public. During the one-month feedback period, the Commission received 85 responses from 19 countries. In general, respondents expressed wide support for the establishment of the targets with the majority of the comments calling for ambitious action. Some respondents requested extending the scope of the exercise to food losses and others requested action on food waste prevention measures (beyond target setting). As regards policy options, the majority of stakeholders called for a systemic approach covering the whole food supply chain, with high ambition levels, aligned with SDG Target 12.3. Others, in particular Member States highlighted the need for targets to be realistic and focussed on specific food supply chain stages. The feedback does not call for major changes in the areas of identified impacts nor identified additional data sources.

As for the next steps, the Joint Research Centre (JRC) is preparing a survey to gather data on food waste prevention activities (costs and results) to support the Impact Assessment. The Commission will launch an open public consultation in Q1 2022 and the legislative proposal to set targets is currently planned for adoption in Q2 2023.

**Wageningen University & Research** enquired whether the views on options for targets presented in the analysis of feedback on the Inception Impact Assessment was representative, notably for Member States, given that there were limited responses from public authorities. They also asked whether the feedback presented took into account insights from dedicated meetings (e.g. the [Platform consultation](#) on 22 October). The Commission explained that the presentation provided an illustration of the input received through the public feedback process only, and not including, at this stage, that received from the Platform itself. All the comments received on the Inception Impact Assessment are publicly available on the "Have your say" portal. Regarding the definition of evidence-based policy options, these would be shaped following further consultations (including interviews, surveys, targeted and an open public consultation) and impact assessment. The Commission encouraged Member States in particular to have an active involvement in the early, preparatory stages of the legislative proposal.

**WRAP** asked how the Commission would take into account the outcomes of COP26 in setting the EU food waste prevention targets. The Commission explained that political commitments would be taken into account and any binding commitments following COP26 would be included in the baseline scenario for the Impact Assessment to establish the targets.

**Denmark** enquired about the link between food waste reduction targets and the future reduction targets for municipal waste and the manner in which Directorate General for Health and Food Safety (DG SANTE) collaborates on this issue with the Directorate-General for Environment (DG ENV). The Commission replied that the two DGs are working closely together and that the two targets will need to be reflected in each other's baselines.

**Too Good To Go** asked whether food losses at farm level could be integrated in the scope of the targets, arguing that a significant number of respondents called for such action. Several other members (BEUC, WWF, Rabobank) agreed that the inclusion of food losses into the scope of waste reduction targets would be key to improving the sustainability of our food system, in the light of recent evidence suggesting the percentage of food losses to be significantly higher than previously estimated. The Commission explained that losses at farm level were excluded from EU waste legislation since 1975. The inclusion of farm losses under the scope of food waste reduction targets would require changes to the architecture of the waste legislation and would entail availability of data concerning their extent. Gathering data on food losses is an action foreseen under the Farm to Fork Strategy and the Commission has published dedicated calls for proposals to address the quantification of farm losses in primary production under Horizon Europe ([one call is on-going](#)). As soon as data are available, the Commission will make an evidence-based decision on how to address food losses which would not necessarily involve changes to the EU waste legislation. The Chair agreed that actions must be taken based on scientific evidence and emphasised the collaboration with the Directorate-General for Agriculture and Rural Development on the topic of food losses.

**Portugal** raised a concern regarding choosing 2020 as baseline as it was not a typical year due to COVID-19. The Commission explained that the quality of data received will be carefully assessed by the EU's statistical office (ESTAT) and any risks associated with using 2020 as a baseline will be mitigated by considering also other data sources such as production, sales, turnover of food and comparing it to that from prior years. Furthermore, few countries have quality data available before 2020. Postponing the EU targets in order to gather further data poses the risk of missing the global SDG Target 12.3.

Following JRC's presentation of the survey to collect data on the costs and results of food waste prevention initiatives, **FAO** announced that they are running a similar survey for non-EU countries. JRC agreed to follow-up and explore synergies between the respective initiatives.

**WRAP** asked whether the benefits in terms of greenhouse gas savings will be considered. JRC explained that when developing the model to assess the impacts of different food waste reduction targets, they will take into account the quantities of food waste avoided, environmental/climate and social impacts.

**EFFPA** inquired whether the survey will take into account the food use hierarchy, prioritising the use of food no longer intended for human consumption for animal feed rather than for the production of energy. JRC clarified that the survey will take into account all food waste prevention actions, in line with the food waste hierarchy (including use of former foodstuffs for animal feed), but not actions related to the treatment of food waste (recycling, energy recovery etc.).

**Finland** pointed out that the survey is quite data demanding and inquired about Member States' level of involvement and timeline to gather information on food waste prevention actions. JRC expressed hope to receive as many answers as possible from both Member States and private sector organisations. Quantitative data are especially welcome and the survey would be open for approximately two months.

In closing this agenda item, the **Chair** highlighted the importance of this data collection exercise that will feed into the modelling for the Impact Assessment for setting EU level targets, and ultimately on the legislative proposal, and encouraged members to contribute to the survey.

#### **5. EU actions to reduce food loss and waste: update, presentation by the Commission [[PDF](#)]**

The Commission updated members on its on-going and planned food loss and waste prevention actions foreseen in the Farm to Fork Strategy. In the presentation, the Commission referred to ongoing work related to the revision of EU rules on date marking (proposal expected in 2022), the latest updates on amendments to food hygiene rules to facilitate food donation (including allowing freezing meat at retail for the purpose of food donation), the [European Consumer Food Waste Forum](#) project, research and other funding opportunities, planned grants to support MS and stakeholders in measuring food waste and taking action to reduce food loss and waste and the recently launched [EU Food Loss and Waste Prevention Hub](#).

**HOTREC** took the floor to ask whether the grants for Member States and stakeholders are part of the Recovery and Resilience facility and where these could be found. The Commission clarified that the grants are managed by the Health and Digital Executive Agency (HaDEA) and that they are part of DG SANTE's Food and Feed work programme, financed under the Single Market Programme. Members will be informed when the calls for proposals are published.

**Denmark** enquired about the possibility of incorporating into national legislation the freezing of products of animal origin at retail level for the purpose of food donation and asked whether the Commission has an overview of how many Member States have included this provision into national law. The Commission explained that following amendments to Regulation (EC) No 853/2004, national authorities no longer need to notify the Commission about related national rules. National authorities may however provide guidance to food business operators concerning the implementation of this new rule. The Commission does not have an overview of the number of Member States that have allowed freezing of animal products at retail level through national legislation. In the spirit of transparency and sharing relevant experience in this field, the Commission invited Member States to share information on rules implemented at national level to ensure safe redistribution of meat for the purpose of food donation.

#### **6. Global developments in food loss and waste prevention, presentation by Dr. Liz Goodwin, Senior Fellow and Director of Food Loss and Waste, World Resources Institute [[PDF](#)]**

Dr. Liz Goodwin took the floor to give an update on work carried out by Champions 12.3 as well as other global food waste prevention developments. In her presentation, she referred to the latest Champions 12.3 [annual progress report](#); World Bank-sponsored country diagnostics; impact of Covid-19 on food waste prevention in the food supply chain and in households; new global measurements of food loss and waste published in 2021 by the UN Environment Programme<sup>2</sup> and the World Wide Fund for Nature<sup>3</sup> as well as China's anti-food waste law. She also updated members about the implementation of the Champions 12.3 [10x20x30 initiative](#). Finally, Dr. Liz Goodwin presented the main take-aways from the UN Food Systems Summit (UNFSS), focussing on the [Food is Never Waste Coalition](#) and next steps in its implementation,

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<sup>2</sup> UNEP, Food Waste Index Report, 2021. <https://www.unep.org/resources/report/unep-food-waste-index-report-2021>

<sup>3</sup> WWF and Tesco, Driven to Waste: Global Food Loss on Farms, 2021. [https://wwf.panda.org/discover/our\\_focus/food\\_practice/food\\_loss\\_and\\_waste/driven\\_to\\_waste\\_global\\_food\\_loss\\_on\\_farms/](https://wwf.panda.org/discover/our_focus/food_practice/food_loss_and_waste/driven_to_waste_global_food_loss_on_farms/)

including the establishment of the [Champions 12.3 Assembly](#) (a new forum gathering active stakeholders on a global scale).

At the end of the presentation, Platform members were asked to vote on 2 polls:

*1. Would it be useful to have a 10x20x30 sub-group that was focused on businesses based in the EU (which would work closely with the overall group to ensure consistency)?*

Platform members replied as follows: (a) Yes – 55%; (b) Maybe (with right level of collaboration with overall group and in synergy with the EU Code of Conduct) – 40%; (c) No (too confusing) – 5%.

*2. How do you think Champions 12.3 can work best with the EU Platform on FLW from 2022?*

Platform members replied as follows: (a) We already have the right mechanisms in place – 7%; (b) Through regular slots at meetings – 27%; (c) Through the Champions 12.3 Assembly – 4%; (d) A combination of these – 62%.

**WRAP** highlighted that there is a possibility to have a day dedicated to discussing food-related issues in the next UN Climate Change Conference (COP 27). WRAP expressed support for establishing a 10x20x30 sub-group focused on EU businesses, noting this should take into account of efforts already carried out by organisations at national level. WRAP offered the example of organisations which have subscribed to voluntary agreements to prevent food waste in both Mexico and South Africa, explaining that their common measurement approach will allow for comparison of data between the two countries. A similar approach can be taken for food business operators who have operations in multiple EU Member States. Dr. Liz Goodwin agreed with these remarks.

**FoodCloud** commented on the multitude of networks and platforms for best practice sharing present at national and global levels and inquired whether the focus should move to taking action and scaling up solutions instead. Dr. Liz Goodwin agreed that further action is needed by both public authorities and private sector organisations, giving the example of the successful 10x20x30 initiative which requires concrete actions from food businesses (to measure their food waste, put in place prevention plans etc.).

The **Commission** informed that the EU was looking closely at all of the coalitions that emerged from the UNFSS in view of confirming its engagement. As regards the number of networks, there was more potential for synergies than duplication.

## **7. The EU Code of Conduct for Responsible Food Business and Marketing Practices, presentation by Dirk Jacobs, Director, FoodDrinkEurope [[PDF](#)]**

Dirk Jacobs presented the EU Code of Conduct for Responsible Food Business and Marketing Practices, a non-legislative action foreseen in the Farm to Fork Strategy, primarily aimed at the middle part of the food supply chain. The Code includes common aspirations and indicative actions for businesses towards sustainable food systems and creates a framework for ambitious commitments by companies, including on food loss and waste prevention and reduction. The Code was launched in July 2021 and currently has more than 90 signatories. Further information about the Code can be found on the [dedicated page](#).

The **Chair** suggested the need to reinforce the link between the commitments and indicative actions taken by companies and trade and business associations under the Code and the work of the EU Platform, in particular the recommendations for action in food waste prevention.

The **Commission** expressed interest in receiving information from Code signatories on the costs and results of their food waste prevention actions in order to inform the impact assessment for setting EU level targets. The Commission expressed interest in reinforcing cooperation and exchange of information with Code signatories concerning the monitoring of food waste prevention commitments, which could be organised on companies' initiative or as part of the food waste monitoring sub-group of the EU Platform on FLW.

**Finland** pointed out that ambitious targets in retail or processing can sometimes trigger a transfer of waste to the primary production stage. Dirk Jacobs explained that the Code encourages signatories to take a supply chain approach and to consider their commitments holistically, also in terms of trade-offs and impacts on other actions (e.g. removing packaging can reduce the shelf life of products, which could lead to food waste). **OECD** shared their [Guidance for Responsible Agricultural Supply Chains](#) developed in collaboration with FAO.

#### **8. Food loss and waste in Flanders, presentation by Anne Braekevelt, Project Leader, Public Waste Agency of Flanders (OVAM) [[PDF](#)]**

The Flemish government representative presented the [Action plan circular food loss and waste 2021-2025](#), adopted in 2021, which aims to further limit food loss and waste generation in Flanders and to create more sustainable (re)use options for biomass and biomass waste flows. The speaker focussed on the main objectives and actions of the plan, its targets, the monitoring of its implementation and impacts.

The **Commission** acknowledged that the action plan is comprehensive and asked whether the target to have 50% of companies implementing food waste action plans by 2025 is ambitious enough. **OVAM** explained that the 50% target refers to municipalities that should have a food strategy or climate programme in place by 2025; this does not apply to food businesses. Asked about the feasibility of extending this requirement to all municipalities, **OVAM** explained that the 50% target was considered to be more realistic, as municipalities often have competing priorities and limited resources.

**RÉGAL Normandie** asked how **OVAM** is financing the action plan. **OVAM** explained that there is no specific budget allocated for this action plan, however financing sources such as research funds are employed to implement the different actions.

#### **9. Implementing the Platform's recommendations for action in food waste prevention: actions taken throughout the food supply chain**

The Commission gave the floor to the six members that helped shape the Platform's key recommendations for action in food waste prevention (2019), to provide a state-of-play on the actions undertaken to prevent/reduce food loss and waste for their respective stages of the food supply chain. Rapporteurs were also asked to consider the role of the Platform recommendations in inspiring action and the degree to which the members have implemented these. Last, but not least, rapporteurs were asked to provide a future outlook on the needs and opportunities related to prevention/reduction of food loss and waste in their sectors, possible tools to achieve these objectives and how the Platform can further support such actions in its new mandate.

The following points were raised in the Q&A sessions with Platform members:

##### **9.1 Primary production, presentation by COPA COGECA [[PDF](#)]**

The **Chair** reiterated that the Commission is open to further consider food safety aspects, mentioning the latest amendments to food hygiene rules to facilitate food donation, as long as these do not pose a threat to human health (quoting the example of mycotoxins as a serious threat). **COPA COGECA** added a clarification concerning the higher food safety requirements mentioned in their presentation, explaining that these refer mainly to animal feed.

**RÉGAL Normandie** asked about any plans to monitor food losses at farm level. The Commission explained that there is a long-term research project on monitoring food losses under Horizon Europe. **WRAP** reiterated the importance of measuring food losses on the farm, pointing to [work](#) carried out in the UK to help farmers measure and exchange information on their activities, which led to a reduction in waste.

## 9.2 Manufacturing, presentation by FoodDrinkEurope [[PDF](#)]

The **Commission** reiterated FoodDrinkEurope's call to Member States to provide guidance for manufacturers on food waste measurement. The Commission also emphasised the importance of innovation and research, referring to the funding opportunities under EU programmes.

## 9.3 Retail and wholesale, presentation by EuroCommerce [[PDF](#)]

The **Chair** agreed to EuroCommerce's comment about the need to increase cooperation in the food supply chain in order to avoid transfer of food waste from one stage to another.

**EFFPA** emphasised that there is a lack of guidelines at local and national levels to support the redistribution of food not fit for human consumption to animal feed, and inquired whether further action will be taken in this regard. The Commission agreed that this is an important area of work and highlighted the [EU guidelines](#) for the feed use of food no longer intended for human consumption. **EuroCommerce** and **EUPPA** confirmed that in some cases national legislations impose limitations on the transformation of such former foodstuffs into animal feed. **EFFPA** suggested that the EU guidelines should be updated to include relevant EU legislative developments (e.g. the adoption of the Waste Framework Directive in 2018) and case studies to support their implementation.

**EUPPA** and **WRAP** pointed to the growing interest in insect production and the opportunity to allow food no longer fit for human consumption to be used as feed for insects. **WUR** shared information on [work](#) carried out under the EU-funded REFRESH project to map and quantify the potential of utilising surplus/unavoidable food waste as animal feed.

Pointing to developments and growing interest in sustainable sourcing of animal feed and the potential to increase feed use of food no longer destined for human consumption, the **Chair** concluded that this would be a topic for further discussion in the Platform.

## 9.4 Food services and hospitality, presentation by HOTREC [[PDF](#)]

HOTREC mentioned that food waste prevention is now part of the daily operations of companies in the sector and highlighted the importance of continuing awareness raising campaigns to stimulate further action at national level. In this regard, the relevance of public-private partnerships and inter-sectoral cooperation were highlighted.



As regards the practical difficulties faced by food business operators when monitoring food waste, the **Commission** encouraged members to gather information in this area in order to discuss possible solutions in the context of a Platform sub-group meeting.

The Commission also pointed to guidance provided by Member States to help food business operators carry out diagnostics and integrate measurement in their business operations. **WRAP** shared their [practical guidance](#) on how to measure food waste in hospitality and food service sector coupled with video case studies.

#### **9.5 Consumers, presentation by Zero Waste Scotland [[PDF](#)]**

**Zero Waste Scotland** highlighted, in particular, the importance of identifying and targeting key audiences effectively in order to design effective consumer food waste prevention interventions. Update of the recommendations could be considered in future in the light of new evidence and/or knowledge gained, such as through the work of the recently established European Consumer Food Waste Forum.

#### **9.6 Food redistribution, presentation by FEBA [[PDF](#)]**

In reporting on recent developments and achievements in food redistribution activities, **FEBA** reiterated that food donation can contribute to food waste reduction and highlighted that Member States who have promoted food redistribution through legislation and guidelines have achieved greater impacts. In this regard, **Norway** referred to its national voluntary agreement on food waste prevention, which includes commitments from signatories to redistribute surplus food for human consumption.

### **10. Conclusions and wrap-up by Chair**

In closing the meeting, the Chair thanked all members for their active participation and invited them to share information about their food waste prevention activities via the Hub. She explained that the new membership will be contacted soon with information on the organisation of the Platform's sub-groups (including the possibility to co-chair sub-group meetings) and announced that the first meeting of the new Platform will take place early 2022.