



more Food, less waste

STRATEGY

2017-2020



GOBIERNO  
DE ESPAÑA

MINISTERIO  
DE AGRICULTURA, PESCA  
Y ALIMENTACIÓN



more food, less waste  
STRATEGY  
2017-2020



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# 1

## INTRODUCTION

Since the Ministry launched the “**More Food, Less Waste**” Strategy, a programme aimed to reduce food loss and waste and maximise the value of discarded food, in 2013, the international situation in relation to food waste has evolved significantly. Those first commitments arising from the Global Food Losses and Food Waste study, presented by the Food and Agriculture Organization of the United Nations (FAO) in 2011<sup>1</sup>, have crystallized into numerous initiatives, policies and common goals around the world, and the fight against food waste is fast becoming a priority as we look to the future.

<sup>1</sup> FAO, *Food loss and food waste in the world*, this publication is based on studies carried out between august 2010 and January 2011 by the Swedish Institute for Food and Biotechnology (SIK) at the request of the FAO, as the basis for the international Save Food congress, held on 16 and 17 May 2011 during *Interpack 2011*, the International Packaging Industry Fair in Düsseldorf (Germany). The congress had the aim of raising awareness of food loss and food waste around the world and its impact on global poverty and hunger, climate change and the use of natural resources. <http://www.fao.org/docrep/014/mb060e/mb060e00.pdf>

Increasingly, more and more countries are taking this concept into consideration in their food policies. The reduction of food waste and food loss is included among the Sustainable Development Goals (SDGs) of the United Nations. Goal 12.3 aims to: “halve per capita global food waste at the retail and consumer level, and reduce food losses along production and supply chains by 2030”. The FAO has prepared several studies and reports in its assessment of the magnitude of the problem and the repercussions at environmental and economic level.



FAO	UE	MAPAMA	UE	SUSTAINABLE DEVELOPMENT GOALS	UE
2010-2011	2012	2013-2016	2015	2015	2016
Food Loss and Food Waste in the World	European Parliament Resolution	“More Food, Less Waste” Strategy	Action Plan for the Circular Economy	CHALLENGE: Halve food waste	Creation of European Union Platform



Close to **1/3** of global food production for human consumption is **lost or wasted** in the world

From these studies, some alarming figures were found; it has been estimated that around one third of global food production for human consumption is lost or wasted around the world, which is equivalent to 1.3 billion tonnes per year. This represents 30% of the planet’s agricultural surface (some 1.4 billion hectares) and 250 million cubic metres of water (almost 75 times Spain’s annual consumption) to produce food that ends up in the bin. Breaking it down, this is a carbon

footprint of 3.3 billion tonnes of CO<sub>2</sub>, which is exceeded only by the United States and China.

Economically, it also represents a significant cost, equivalent to losing 2.5 billion dollars per year which is equivalent to the GDP of France. Therefore, several working groups and discussion forms have been created at different levels, both international and in different countries, to determine what is wasted, how much is wasted,



how and why. And what can be done to prevent it.

In our immediate environment we must highlight the European Union's commitment to sustainability through the **Action Plan for the Circular Economy** which also includes a series of legislative review proposals on waste. This Plan represents a change from the linear economy, in which consumer products have a certain life cycle at the end of which they are disposed of, to a circular economy, in which products, materials and resources are maintained in the economy for the longest time possible and in which the generation of waste is reduced to the minimum. This approach also applies to food production, given that the establishment of sustainable food systems is essential to confront the growing challenges of food security. Several community institutions have shown their support to the Circular economy and the fight against food waste in particular.

In accordance with the provisions of said Action Plan, the **EU Platform for Food Losses and Food Waste** has been established with the aim of achieving SDG 12.3, taking full advantage of effective action of all stakeholders through sharing experiences and best practices based on evidence, results and learning.

All Member States are represented on the Platform along with the Commission and multiple stakeholders who have sought inclusion in the open competition process. Spain participates through the Ministry of Agriculture, Fisheries and Food (MAPA), contributing knowledge and experience acquired in the area. The Platform's early work focuses on key questions indicated in the Action Plan

for the Circular Economy:

1. Establish a common methodology to measure food waste
2. Facilitate the donation of excess food
3. Make use of the old food as animal feed.

The annex to this document includes a record of the major national and international events of recent years.

It can be seen, therefore, that food waste is on the agenda of many institutions and there is increasingly

more awareness of the problem posed by food that is ultimately wasted.

Faced with this situation, and after the first phase of the National Strategy which is now coming to an end, it is time to look back at the achievements made and prepare for the new period of activity for 2017-2020, taking into account the knowledge acquired, the advances made in the international sphere, the new priorities for improvement and specific objectives we want to reach in the near future.

## The fight against food waste is fast becoming a **political priority**





# 2

## THE FIRST PHASE OF THE “MORE FOOD, LESS WASTE” STRATEGY

In accordance with the mandate of the European Union and thus demonstrating Spain’s commitment to this problem, in April 2013 the Ministry launched the **“More Food, Less Waste” Strategy, Programme to reduce food loss and waste and maximise the value of discarded food**, with the aim of limiting food loss and waste in our country. An initiative aimed at fostering transparency, dialogue and coordination between stakeholders in the food chain and the Public Administration and developing coordinated actions that contribute to driving a change of attitude, work systems and management which allows us to limit waste and reduce pressure on the environment.



To achieve the ambitious objectives of the Strategy, **five main areas of action** are established:

- 1 Knowing how much, how, where and why food is lost and wasted
- 2 Sharing and promoting best practice and actions to raise awareness
- 3 Analysing and revising regulatory aspects
- 4 Collaborating with other stakeholders
- 5 Fostering design and development of new technologies

From the beginning, it was considered that the Strategy should operate through recommendations, voluntary agreements and self-regulation, as it was understood that the stakeholders in the food chain themselves had to show their own commitment by joining the Strategy, and be themselves convinced of the need to act to reduce this urgent problem.

It must be considered that waste is generated in all phases of the chain, from primary production to the consumer's table, which is why the development of the strategy requires effort and cooperation with the entire Spanish agri-food sector, with a multi-sector and multi-disciplinary approach.

To pool the efforts of all stakeholders, the Strategy includes a **Monitoring Committee**, which is made up of both the Administration and the main organizations and associations committed to the fight against food waste.

The principal function of the Committee is to assess the degree of compliance with the proposals within the framework of the Strategy, the difficulties encountered in its

implementation, the results achieved and proposing the corrective actions that must be implemented.

The actions carried out during these early years of the Strategy covered the five areas of actions it considered. Below is a brief summary of these actions, grouped according to the area to which they belong and including a brief description of the achievements made.

Waste is generated **in all phases of the chain**, from primary production to the consumer's table



area

1

## 2.1 Studies to establish how much, how, where and why food is lost and wasted

The first big challenge when it comes to fighting food waste is to know exactly what it consists of and the magnitude of the problem. For this reason, stakeholders in the food chain were involved in order to **carry out studies** that allow us to ascertain at what stage and process the losses and waste occur over the course of the supply chain, the quantity of it and its economic and social impact. The development of methods of quantification is essential in order to see the evolution of food waste and to see if progress is being made in the right direction.





## Almost 95% believe that **supermarkets should donate products** about to expire that they know they will not sell **to food banks**

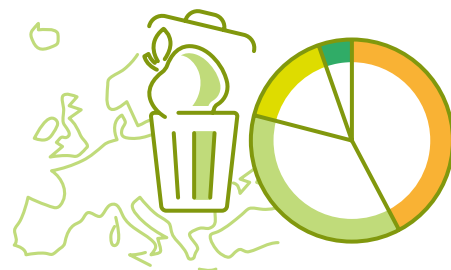
As an initial step to carrying out sectoral studies and attempting to measure the pulse of the food waste situation in our country, a *Monographic study on food waste was carried out in 2013 within the Barometer of the climate of trust in the agri-food sector*. It was observed that 78.8% of the distributors withdrew an average of 5.6% of their products due to the expiry of best before and use by dates, and that the majority of consumers said they did not know the difference between a use by date and a best before date, although there was margin for improvement.

This study was **repeated two years later**, and a reduction was recorded in the quantity of products that had to be withdrawn by operators due to not being able to sell them. However, it has been seen that in terms of the destination (disposal, recycling or donation), the proportions of the different links of the chain remained very similar to the 2013 data, with a majority opting to send unsold products to disposal, with the proportion

of those donated to food banks or other charitable entities remaining relatively low. Even still, the level of concern for food waste increased in all sectors.

In addition, since 2015, the Ministry has included food waste among the items polled through *the annual Mikroskopia Study*, through analysis of the social perception of food waste. A consensus in the fight against food waste is beginning to emerge, as the percentage of the population that says they throw food out is declining. Moreover, citizens believe that food waste should be addressed in companies as well; almost 95% believe that supermarkets should donate products about to expire that they know they will not sell to food banks.

Alongside these general studies, other studies of different links of the food chain have been carried out, seeking the particulars that affect each one in relation to food waste. Below is a brief summary of each of these:



### Food waste in the EU\*:

<b>Consumers</b>	<b>42%</b>
<b>Processing / manufacturing</b>	<b>39%</b>
<b>Hospitality</b>	<b>14%</b>
<b>Distribution</b>	<b>5%</b>

\* The European Commission and BIO Intelligence Service, Preparatory Study on Food Waste across EU-27. 2010. ([http://ec.europa.eu/environment/eussd/pdf/bio\\_foodwaste\\_report.pdf](http://ec.europa.eu/environment/eussd/pdf/bio_foodwaste_report.pdf))

## Primary production

An initial study carried out in 2014<sup>2</sup> showed that in the field the biggest problem is loss, particularly at harvest time and in the bringing to market of agricultural products. After this study, a **system for measuring waste of food for human consumption in the fields themselves was put in place**. Data corresponding to the campaigns carried out between September 2014 and March 2016 are now available, situating waste in the field at 4-8%, mainly due to quality parameters (aesthetic deformations, calibre, and damage) of the lack of profitability. The produce with the highest degree of waste was vegetables.

It must also be noted that, thanks to the measure adopted by FEAGA on the processing of juice, the waste figures in this area were reduced.



## Industry



The **Study on food loss and waste in the Spanish agri-food industry: current situation and future challenges** showed that the 3 main areas generating food waste were purchase management, production management and systems and stock management and sales. In any case, the concept of quality is very much internalized in the sector and the generation of waste/impairments/loss depends on the type of company.

As a continuation of this study a **Best practices guide to optimise the reduction of food waste and loss in the agri-food industry** and a **Protocol for a diagnosis of the situation regarding the generation of losses in the agri-food industry**. These tools try to promote the continued improvement of the company in relation to minimizing the generation of loss/waste.

<sup>2</sup> 2014, MAGRAMA, “Estudio de las pérdidas y el desperdicio de alimentos generado por la producción primaria de alimentos en España”  
[http://www.mapama.gob.es/es/alimentacion/temas/estrategia-mas-alimento-menos-desperdicio/Resumen\\_ejecutivo\\_produccion\\_agricola\\_FINAL\\_tcm7-339836.pdf](http://www.mapama.gob.es/es/alimentacion/temas/estrategia-mas-alimento-menos-desperdicio/Resumen_ejecutivo_produccion_agricola_FINAL_tcm7-339836.pdf)



## Distribution

The study “**Short Distribution Channels in the Agri-food Sector**” showed shortening supply chains can contribute to the reduction of food losses and the waste. In short chains, handling is kept to a minimum and conservation of the product once in the household is better.

In addition to the **Study of food loss and waste in food distribution, collective and organized catering** showed that during distribution, practically all waste originated at point of sale, with bread and pastry products and fruit and vegetables representing close to 60% of total waste.



## Hospitality



In addition the study mentioned previously showing notable differences between the quantity of waste generated between the collective and organised catering (the former being higher in particular in relation to “leftovers on the plate”), this information on the sector was extended by means of the **Pilot study to measure and reduce food waste in Public Administration canteens** and the **Pilot Study for measuring and reducing food waste in school dining halls**. In both studies, waste was estimated at close to 60 grams/person at these facilities and a self-assessment audit was included to help companies in the sector assess their level of waste and look to reduce it.

## Consumers

This link is where the greater efforts have been made, given that different studies indicate that more than 40% of the total waste generated in the food chain. That’s why, since 2014, the **Spanish Household Food Waste Panel** has been in place, a stable measurement system with long-term vision that measures waste of food as purchased and leftovers from dishes prepared and cooked in the home that ultimately end up in the bin. The measurement continues to allow us to monitor food waste at this level of the chain.

It is based on a sample of 4,000 households that declare through 8,000 online questionnaires with the collaboration of households required for two weeks in every data collection semester. According to the latest data available, there is a trend towards the progressive reduction of the quantity of food disposed of in the home.<sup>3</sup>



<sup>3</sup> The information of the results obtained by the Panel are elaborated upon in further detail in the section titled *What have we achieved*

area  
2

## 2.2 Best practice and awareness measures

This has been an area in which extensive efforts have been made, particularly in relation to raising the awareness of consumers, as they are considered the link that generates the most waste. Moreover, awareness is fundamental to continue to make firm commitments to combat food waste in all the links of the chain. The actions carried out have different aims but are always intended to make the problem more visible, raise awareness in society and foster a change of attitudes and behaviour.



## 2.2.1 Dissemination

The Strategy has been disseminated among the different Public Administrations and among various international bodies. There have been numerous forums and events related to food waste, explaining actions carried out within the framework of the Strategy and knowledge generated. Moreover, the Ministry has disseminated the main messages of the Strategy on social media.

## 2.2.2 Publication of best practice guides

The objective is to guide each sector in the fight against waste. The guides have been distributed across different stakeholders in the food chain and attempt to promote the adoption of corrective measures that facilitate the achievement of the Strategy's objectives.

In particular:

### a Practical guide for the consumer: how to reduce food waste "Buen aprovecho" (2014)

It seeks to address the current problem in an accessible and constructive way and offer the keys that every citizen can contribute to, from their home, to reducing food waste. It provides a tool for auditing management of waste in the home, with the aim of calculating the waste generated and taking note of the causes.

Moreover, it includes keys and guidelines for reducing waste based on the correct meal and shopping planning for foods or adjusting portions. It also provides information on the labelling and marketing of dates and the correct management of the waste that is ultimately generated. Finally, it includes a small collection of recipes to inspire consumers to reuse leftovers.



**b** Practical guide to reducing food waste at educational institutions (2014)



Raising awareness in schools can reach more people (children, teachers, staff and families), and the learning environment facilitates working with the children. The guide is intended to educate on the reduction of food waste in line with the work being done in schools in other areas of sustainability.

It includes instructions for working on the issue in the classroom from different points of view with many proposals on didactic activities and work dates along with ten golden rules on good use for children (“buen aprovechó”). It also provides an audit tool for calculating waste in school dining halls and includes material for working with parents and providing incentives for them to continue to raise awareness at home.

**c** Practical guide for reducing food waste in the retail sector (fruit and vegetables sector) (2015)



Even where retail professionals manage their business efficiently there is always room for improvement. The nature of these types of businesses, given their handling of perishable goods, can lead to the generation of food waste. On the other hand, the retail professional plays a key role when it comes to informing the client on the conservation of products, ensuring better use in the home.

It includes advice on the best way to handle fruit and vegetables, marketing regulations and how to optimise orders and manage excess (for example, through donation). It includes an audit model so that the trader can evaluate their level of waste and identify areas of improvement. Finally, it includes a section on information and advice destined to the consumer, which the trader can transmit to the customer at point of sale.

**d** Practical guide to reducing food waste in the hospitality sector (2016)



Most waste generated in the hospitality sector is considered avoidable. Taking into account that the costs of food and the labour force for preparing same account for almost 90% of total costs, in addition to contributing to sustainability, reducing waste represents a significant saving and improved profitability for the business.

The guide analyses the main points that generate food waste in the hospitality sector, both commercially and collectively and provides information and advice for leading the professional in the fight against food waste: menu design, purchase planning, food handling and management of excess among others. It also includes an audit tool as a system of self-control and measure of the waste in the restaurant and suggests a series of inspiring recipes of good use. Finally, it presents information and advice for the customer so that the restaurant can collaborate in raising their awareness.

## 2.2.3 Food waste reduction Weeks

These consist of a number of activities to raise the visibility and dissemination of the objectives for the purpose informing and raising the awareness of the Spanish population in relation to the importance of reducing food waste. During the first phase of the strategy, three “Food Waste Reduction Weeks” have been held, with different promotional activities aimed at the media, schools, hospitality professionals, distributors and final consumers, under the slogans:

“Make good use. Reduce food waste”

“Practice the magic of good use”

“I make good use of food. Do you?”

**PRACTICA la Magia del ¡Buen Aprovecho! en la cocina.**

**10 TRUCOS para reducir EL DESPERDICIO**

- 1 Planifica tu menú semanal y evita la improvisación.
- 2 Haz una compra responsable: revisa la despensa y el frigorífico. Haz una lista y compra sólo lo que necesites.
- 3 Ten en cuenta tu presupuesto y recuerda ¡tirar comida es tirar dinero!
- 4 Conserva adecuadamente los alimentos. Consulta la etiqueta y los soportes informativos, y no dudes en preguntar al profesional.
- 5 Intenta comprar productos de temporada y consume la comida por orden de entrada, la más antigua primero.
- 6 Ajusta las raciones e intenta cocinar sólo lo necesario.
- 7 Aprovecha las sobras con creatividad ¡Ábrevelte con nuevas recetas!
- 8 A la hora de tirar, deposita en la basura sólo lo que sea imposible aprovechar.
- 9 Si comes en la oficina lleva tu propio recipiente reutilizable. ¡Te ayudará a ahorrar dinero aprovechando los alimentos sobrantes!
- 10 Si comes en el restaurante, no dudes en pedir que te pongan las sobras en un envase para llevar.

Reduce el desperdicio de alimentos.

The activities include institutional ones such as promotions in businesses and restaurants, collaboration with people involved in the food sector, activities in schools, the distribution of informative material and acts in public spaces.

**Yo Aprovecho, ¿y tú?**

Reduce el desperdicio de alimentos

**¡Buen Aprovecho!**

más alimento menos desperdicio

**Decálogo del ¡Buen Aprovecho!**

Reduce el desperdicio de alimentos

- 1 La comida hay que probar para descubrir que muy rica puede estar.
- 2 Cuando vamos a la compra, una lista nos llevamos. De esta forma compramos sólo lo que necesitamos.
- 3 Si los alimentos no comemos y los tenemos que tirar, nos gastamos el dinero y el planeta sufre más.
- 4 Para conservar frescos los alimentos, la nevera es su lugar. No los dejes fuera mucho tiempo, o se estropearán.
- 5 Si quieres todo el día estudiar bien y jugar, el desayuno has de acabar, come algo a media mañana y no olvides merendar, ¡que 5 comidas al día has de tomar!
- 6 Cuando sirves la comida, hay que hacerlo con medida ¡poner la ración justa y repetir si tienes un hambre que asusta!
- 7 No tires la fruta madura a la basura, ni tampoco la verdural ¡Inventa con tus papás, ricos batidos que despierten los sentidos! Pasteles imaginativos y ensaladas divertidas.
- 8 A la hora de tirar, deposita en la basura sólo lo imposible de aprovechar.
- 9 Si fuera de casa vas a comer, un recipiente reutilizable contigo debes traer. Los alimentos aprovechados y más reutilizados.
- 10 Si te llevan a un restaurante pide con moderación y no dudes en pedir las sobras en un envase. La familia disfrutará con comida deliciosa lista para saborear!

## 2.2.4 #Anticipa2 theme days

The #Anticipa2 themes days of the Directorate General for the Food Industry and the Ministry are an opportunity to identify and anticipate trends within the agri-food sector. Three such days relating to food waste were held, with a special impact:

“Food waste: A global problem, practical focus”

“Innovation at the service of the fight against food waste: new packaging and conservation systems of perishable goods”

“The fight against food waste, challenges and opportunities”

These events saw presentations of practical cases by companies already acting against food waste. Several examples of how innovation can contribute to the reduction of food loss and waste were provided. That’s why these days have served the distribution platform for the dissemination of initiatives that contribute ending the problem of waste of food that is apt for human consumption.



## 2.2.5 Monthly strategy bulletin

MAPA publishes a **monthly strategy newsletter** that is sent to subscribers and is available on the website to be consulted at any time. The bulletin is a point of reference for this first period with the collection of the news and events of interest related to food waste, which allows us keep those interested in the fight against food waste up to date and to contribute to the visibility and raising awareness of the issue. Anyone can subscribe to the bulletin through the website [www.menosdesperdicio.es](http://www.menosdesperdicio.es), and subscribers currently number around 2,000.



## 2.2.6 Competitions

The **1st short story and poster competition for primary school pupils** attracted significant participation. The Ministry published a booklet featuring the winners and finalists of the competition.



## 2.2.7 Spanish pavilion at Expo Milan 2015

In collaboration with the Spanish pavilion at **Expo Milan 2015** “**the value of food**,” a call went out to companies, associations and Public Administrations to provide examples of best practice and successful experiences with the three challenges to be tackled by the agriculture and food sectors globally in the coming years. One of these challenges was: “How to reduce food waste?” and the winning initiatives were disseminated online and through online media.



area

3

## 2.3

# Regulatory aspects

At national level, work was done to **identify those regulations that might represent hurdles** in the reduction of food waste.

In this sense and in relation to the best before and expiry dates, one that stands out is Royal Decree 271/2014, of 11 April, approving the Quality Standard for yoghurt, in which the specifics required for the labelling of this product disappeared in terms of the indication of sell by date.







There was also participation in the different working groups of the European Commission and other institutions created with the aim of identifying the possibilities of prevention of food waste over the course of the production and consumption chain of food and common sharing of the experiences in different countries.

The relevance that this acquires in the fight against food loss and waste is reflected in the cross-cutting nature of the issue, as diverse but related policies are taken into account.

Thus, the **Code of Good Business Practices in Food Contracting**<sup>4</sup> includes a commitment to pay special attention to reducing the volume of waste in the different phases of the food chain, and advancing in the development of protocols and handling of food that allow for the control and reduction of food waste.

Similarly, the **State Programme on the Prevention of Waste** includes food waste as a priority area to be addressed, indicating that the Public Administrations must act to combat it and promote R&D&I in the area. In addition, it is proposed to support companies in prevention and to foster adherence to voluntary agreements with associations and social entities for good use of excess food. It also mentions the importance of educating and raising awareness among consumers.

On the other hand, in the framework of the **Programme for the comprehensive sustainability of the agri-food Industry**, the **eSIAB** tool was developed to allow for the self-evaluation of the agri-food industry, helping companies analyse their sustainability strategy, detecting key points for their improvement, controlling temporary evolution and making comparisons with the sector.

<sup>4</sup> Resolution of 10 December 2015, of the Directorate General for the Food Industry, publishing the Code of Best Practice in Food Procurement Contracting. Official State Gazette (BOE) 302, 18 December 2015 (<https://www.boe.es/boe/dias/2015/12/18/pdfs/BOE-A-2015-13856.pdf>)



CÓDIGO DE BUENAS PRÁCTICAS EN LA CONTRATACIÓN ALIMENTARIA

The **Code of Good Business Practices in Food Contracting** includes a commitment to pay special attention to reducing the volume of waste in the different phases of the food chain



Moreover, a document containing **Ten Golden Rules of comprehensive sustainability of the agri-food Industry** was prepared based on 10 principles directly related to the sustainability indicators proposed by the **eSIAB** tool. Specifically, point 9 consists of a commitment to the reduction of the quantity of waste generated, including food waste and the application of measures to evaluate same.



area  
4

## 2.4

# Collaboration with other stakeholders

From the very beginnings of the Strategy there has been an attempt to collaborate as much as possible to promote the fight against food waste. Various initiatives that coincide with the principles established by the Strategy have also received support.





When a company or initiative is aligned with the objectives of the Strategy, use of the "More Food, Less Waste" Strategy logo may be sought, which is regulated by the Regulations of use and an Image Manual. Thus, the commitment to the fight against food waste is made visible as an added value in the eyes of the consumer.

Among the initiatives supported are long-term agreements, stand-alone campaigns by companies and associations, collaboration with NGOs and food banks, participation at events and conferences and, in general, supporting and disseminating those activities aimed at informing, training and educating on responsible consumption habits aimed at preventing food waste.

The **Catalogue of national and international initiatives on food waste** is also of interest. It contains a series of national and international initiatives that fight against food waste, attempting to improve efficiency in the different phases of the supply chain. The catalogue is open to all contributions of interest, with the objective of offering examples and inspiration for the reduction of food waste.

Since it was first published in 2013, it has been undated periodically online and in hard copy.

The "More food, less waste" strategy is an initiative of the:



When a company or initiative is aligned with the objectives of the Strategy, **use of the "More Food, Less Waste" Strategy logo may be sought**, which is regulated by the Regulations of Use and an Image Manual



area

5

2.5

## New technologies

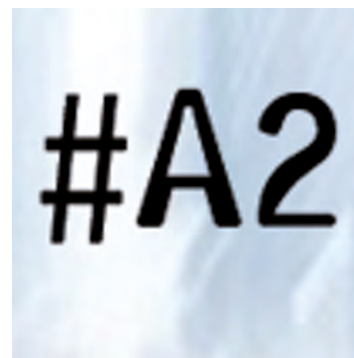
In this area, the “**Study on the life cycle of food**” stands out in particular. The results appear to indicate that, for the products analysed, there are no great differences between the dates indicated in the labelling and the analytical results. Similarly, the study shows how the type of packaging can affect the deterioration of food, which shows the potential importance of innovation in this area when it comes to preventing or reducing food waste.





Moreover, the Strategy has been presented across several forums related to food innovation and technology, disseminating its objectives and fostering the fight against food waste when it comes to improving the agri-food system.

Together with this, during the **#Anticipa2** day dedicated to **"innovation at the service of the fight against food waste: new systems of packaging and conservation of perishable products,"** looked at different examples of how the innovation of packaging contributes to reducing food loss and waste, as new materials can fulfil key functions like increasing the life cycle of food once on the market, improving the transport and logistics or facilitating quick preparation of foods by the consumer.



The type of packaging used affects the deterioration of food, which shows the great importance of **innovation** in this area





# 3

## WHAT HAVE WE ACHIEVED?

During the term of this first phase of development of the “More Food, Less Waste” Strategy we have performed a number of actions on the **five areas of activity** identified as priorities. We have achieved many objectives that were set out in the initial document and the studies carried out that have given us a clearer vision of the food waste situation in Spain.



We have **met many of the objectives** set out in the initial document

## Area 1 / Generation of knowledge

The Spanish Household Food Waste Panel has become consolidated as a reliable measurement method and one that provides periodic, comparable data, which allows us to ascertain the evolution of food waste in this particular link of the chain, which is the one that has the most impact according to the FAO. Similarly, pilot studies carried out in primary production have demonstrated the viability of establishing a periodic measuring system in this sector, starting with the existing infrastructure (the combined agricultural insurance system) and optimising costs.



The **Household Food Waste Panel** has demonstrated the viability of a system to periodically measure waste in homes

## Area 2 / Dissemination and promotion of best practice

Numerous dissemination activities aimed at raising awareness, such as the “food waste reduction weeks” have allowed for the promotion of the Strategy and its values among the public and different national and international forums related to food waste. We have raised awareness and are present in the most important international forums of debated, contributing the experience and knowledge acquired thanks to the strategy.

Moreover, we have created practical guides, audit tools and codes of best practice to help companies in the chain approach the fight against waste.



We have **revealed the Strategy and its values to the public** at different national and international forums related to food waste



## Area 3 / Analysis and review of regulatory aspects

We are working on reviewing the standards that affect waste in our country, especially those quality standards related to the possibility of donating excess food to food banks or directly to disadvantaged people.

Spain is present in international forms of debate that cover matters relating to waste such as the EU Platform on Food Losses and Food Waste, and is working with FAO on achieving the Sustainable Development Goals. Through the Ministry, Spain contributes the experience and knowledge acquired thanks to the Strategy especially with regard to measurement and collaborating with Food Banks.



We are working on the review of regulations related to the possibility of **donation of surplus food**

## Area 4 / Collaboration with other stakeholders

We have supported numerous private initiatives through the presence and collaboration of the Ministry at various events related to waste and have collaborated closely with food banks and NGOs to promote the redistribution of excess food in order to prevent waste.

Through the website [www.menosdesperdicio.es](http://www.menosdesperdicio.es), the monthly bulletin distributes news and documents like the Catalogue of national and international initiatives on food waste. We try to maintain the continued interest and commitment of society, providing information on the latest news and inspiring examples for the fight against food losses and food waste.



We have supported **numerous private initiatives** in various events organised in relation to waste

## Area 5 / Fostering design and development of new technologies

The life cycle study provided valuable information that indicates that the date markings currently established by the industry are very tight and do correspond to the effective life of the product, which can serve as the basis for activities in this area, it has been demonstrated that the confusion in understanding the meaning of the concepts "expiry date" and "best before date" are one of the causes of food waste on the part of consumers.

The life cycle study indicated that **date markings established** by the industry are currently **very accurate**



In addition to complying with the initial objectives of the Strategy, it can be seen that efforts of all the stakeholders involved are bearing fruit. There is still some way to go towards achieving **SDG 12.3**. But there are encouraging signs.

As we have seen, according to the first studies carried out by the EU, it was estimated that homes were directly responsible for 42% of total food waste.

For that reason, a great deal of our efforts has focussed on this area, as action on this level could lead to significant change. Moreover, the consumer is the final destination of the food chain, and is in a position of strength in terms of their purchasing decisions leading the market.

In addition to complying with the initial objectives of the Strategy, **it can be seen that efforts** of all the stakeholders involved **are bearing fruit**



Representation on the Panel of **different types of homes**, together with the large number of panellists provides **statistical quality**



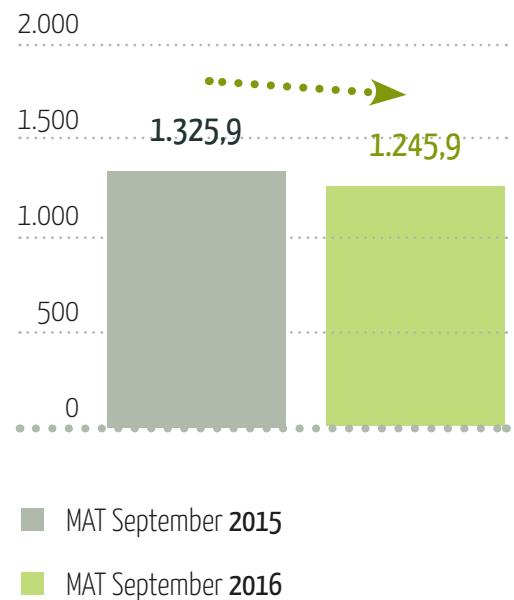
One can observe a **gradual reduction** in the rate of waste in Spanish **homes**

Through the **Spanish Household Food Waste Panel**, we have begun to measure food waste at this level in our country through a system that allows us to maintain continuous and stable monitoring.

As it is made up of homes experiences in collaborating on panels, and through surveys optimised to facilitate the collection of data and adapted to the reality of the homes, the data obtained are real and reliable. Representation on the Panel of different types of homes, together with the large number of panellists provides statistical quality.

We have data available from October 2014, whereby we can purchase two complete mobile years (from October 2014 to September 2016) obtaining revealing results:

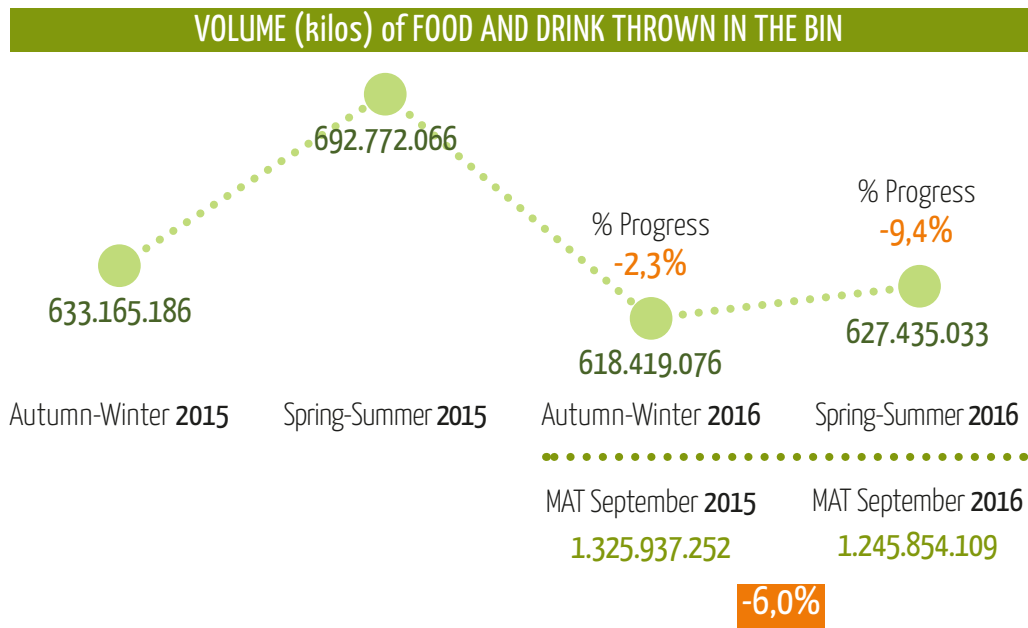
**TOTAL WASTE** (Millions of kilos)



We can see that over the course of the development of this first phase of the Strategy "More food, less waste," the message has begun to take root with consumers.

The trend in the last period analysed confirms the awareness of families in the fight against food waste. Thus, Spanish homes threw 1,245.9 million kilos/litres of food in the bin up to September 2016<sup>5</sup>, which represents a reduction of food waste in homes of 6% with respect to MAT September 2015, that is to say, 80.1 million tonnes fewer were thrown in the bin.

This trend in the reduction of food waste in homes was detected in Autumn-Winter 2016 (-2.3%) and becomes more acute in the period summer-winter 2016 (-9.4%).



Weekly, homes wasted 24 million kilos/litres of food for the MAT September 2016, which was 1.5 million tonnes below the weekly figure for MAT September 2015.

Of the 1,245.9 million kilos/litres of food thrown in the bin, a total of 1,066 million (85.6% of the total) corresponded to products never prepared, disposed of as they were purchased, and 179.8 million (14.4%) were dishes cooked in the home and wasted directly as leftovers or after a time kept in the fridge. Both categories saw a reduction of waste of 6% in respect of MAT September 2015.

The rate of waste was 4.3%, which represents the total volume of waste purchased for domestic consumption during the period MAT September 2016, 4.3% was wasted, which was a reduction of 0.2 percentage points on the same period in the previous year.



<sup>5</sup> MAT September 2016 (moving annual total to September 2016): full period from October 2015 to September 2016. ([http://www.mapama.gob.es/imagenes/es/informe\\_del\\_consumo\\_de\\_alimentos\\_en\\_espana\\_2016\\_webvf\\_tcm7-422016.pdf](http://www.mapama.gob.es/imagenes/es/informe_del_consumo_de_alimentos_en_espana_2016_webvf_tcm7-422016.pdf))



4

# THE NEW PHASE OF THE STRATEGY: 2017-2020

For planning the new period of the Strategy, we will take into account the achievements made and the knowledge acquired, placing emphasis on those areas that need greater development, working on the entire chain, from the primary sector to the final consumer in a coordinated, holistic way, running more activities and directing greater effort to the links in the chain that generate the highest percentages of waste.



The initial phase of the “More Food, Less Waste” Strategy” has been completed. Numerous efforts are made to publicise the problem of food waste, taking those first but firm steps towards raising the awareness of society on the need for its reduction. The work allowed us to take note of the current dimension of the problem in our country, and consider the areas in which it was necessary to take action.

In the new phase of the Strategy for 2017-2020 we want to focus on those aspects that showed weaker levels of development in the previous period, as well as those actions that produced the greater impact and made the difference in the fight against food waste.

We have seen that over the course of the first phase, the international panorama has evolved, and Spain, through the Ministry, has stayed up to date on new conclusions and objectives relating to food waste that have been established by different international forums debating this issue. That is why, in this new period of the Strategy, we will remain very much in touch with the **international situation**, demonstrating the existing connection between food losses and waste and its social, economic and environmental impact.

**Working on consumers** can bring about important changes, given that, as we have already seen, the highest percentage of waste is generated in homes. If we add consumption in the hospitality sector, we can observe that 56% of waste is directly related to the actions of the consumer. That's why we continue to work on this area, with actions in schools with the “Fight food waste weeks” and information and awareness campaigns.

But reaching consumers is not an easy task, as has been demonstrated over



If we add food waste produced in homes and in the hospitality sector, we conclude that **56% of waste is directly related to the actions of the consumer**



the course of the awareness campaigns carried out to date. There are many types of homes and many types of consumers who have different interests, concerns and habits. Awareness campaigns cannot reach everyone (for example, if they target a specific public, if they are held regionally or even due to time or date). And, being limited in terms of time, once they are over the message may be forgotten. That's why, in addition

to traditional awareness campaigns; we're going to add activities with a new focus, with a **constant commitment with distribution and hospitality**, as these are the sectors that can do the most to raise the awareness of consumers because they are in direct and continuous interaction with them.

In the case of **distribution**, this is responsible for around 5% of total food

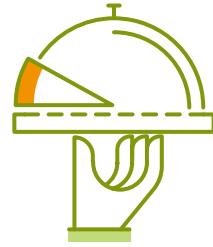
waste. Both large supermarkets and local business have a fundamental position in the food chain as the direct link between producers and industry and consumers, which is why their role in the fight against food waste will be key in raising the awareness of consumers.

And on the other hand, distributors and their providers can strengthen collaboration in the fight against food waste by starting a reaction in the chain that drastically reduces the quantity of food that ends up in the bin.

Along with the above, it will be fundamental to take into account the important role that logistics plays in the prevention of food waste.

On the other hand, studies indicate that **hospitality** generates 14% of food waste and we must take into account that, in our country, this sector is very significant, both in terms of domestic consumption and tourism. A great proportion of the waste is due to leftovers of consumer's dishes (up to 30%), therefore awareness of consumers when they eat out can have a considerable impact on food waste.

In terms of generating knowledge, it remains necessary to gain detailed knowledge of the problem of waste and we will continue working on the **Spanish Household Food Waste Panel**, given how it provides real and reliable statistics thanks to the fact that the participating homes have extensive experience of collaborating on panels. In addition, the surveys are designed to allow them to be completed quickly the potential responses are adapted to the reality of the home, consisting of products that these same homes have purchased and the recipes that these same homes have decided to prepare. It also allows panellists to measure the



## Hospitality accounts for 14% of food waste

waste in different units of measurement based on the products selected by the panellist.

However, there is still a lot to know about the area of food waste, particularly in terms of measuring it. Detailed knowledge of the problem is required

to tackle the consequences and ensure that the actions being carried out are having an impact. That's why we'll continue to carry out **studies** in other sectors of the food chain, exploring the causes of waste and how to measure and manage it. This will allow us to fulfil our commitments at international level.

Moreover, the fight against food waste presents a broad margin in which **innovation** can make the difference. Innovation is a necessity, and we will try to foster research and innovation in this area. We will also encourage research centres, universities, business incubators and other innovative environments to develop initiatives aimed at improving use of the products and raising awareness of, and reducing the problem of, food waste.



The **fight against food waste** presents a broad margin in which **innovation** can make the difference

6\_ MAPAMA, "Las pérdidas y el desperdicio alimentario en la distribución alimentaria, la restauración colectiva y organizada", 2013



To give greater visibility to this Strategy and its objectives, we will create a **website** for the Strategy with a more friendly and intuitive environment

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We will study the **relationship between food waste and the environment and climate change**, both in relation to the impact that the consumption of these resources has and that arising from the management of waste once disposed of. There are more data that are not available to us and understanding and evaluating this environmental impact better might help when it comes to public policies, and to raise more awareness in society around the need to reduce food losses and waste.

In coordination with the work being carried out by the EU Platform on Food Losses and Food waste, and in collaboration with the sectors involved, we will drive the preparation of a **National Guide to facilitate the donation of food** as the best possible use of excess food. It seems obvious the best use of food that does not reach the intended destination is redistribution to disadvantaged people.

However, the quantity of excess food redistributed through food banks and other charitable organisations is still limited, partly due to uncertainty when it comes to interpreting legislation and also due to operating limitations.

Through the guide, we will try to identify and clarify these barriers, like the role and responsibility of the stakeholders involved to give security to those operators who want to opt for donation as a means of managing unsold food.

Similarly, we will also try to make progress on aspects relating to the taxation applied to the donation of food, which could encourage its redistribution.

To give greater visibility to this Strategy and its objectives, we will create a **website for the Strategy**, with a more friendly and intuitive environment where all the documents, information, events and news relating to food waste will be

available, including information on the international situation and a private space for collaboration between members of the Strategy's Monitoring Committee. We will increase our presence on **social media** and various **competitions** involving different sectors of the population in the fight against waste.

We will continue to encourage use of the "More Food, Less Waste" Strategy **logo** on the part of companies engaged in initiatives to give greater visibility and recognition to their commitment to the fight against food waste.

We believe that the initial focus given to the Strategy remains valid.

But new needs and priorities make it necessary to revisit the five initial areas of action in which the different activities are framed. For this new period 2017-2020 which is beginning now, we will reorganise and extend the priority action area to better meet our challenges.

When it comes to prioritising actions and solutions, the hierarchy of waste established in the Waste Framework Directive will be taken as a base. It indicates that the main objective would be prevention and when that is not possible, priority should be given to human use of excess food.

**Therefore, the approach of the new phase will be the following:**

1 Generation of knowledge

2 Training and awareness

3 Fostering of best practice

4 Collaboration with other stakeholders

5 Sector-specific agreements

6 Regulatory aspects

7 Research and innovation

8 Food waste and environment and climate change

area

1

## 4.1 Generation of knowledge



### Actions:

- Further explore the information provided by the “Spanish Household Food Waste Panel” to extend aspects that allows us to ascertain the quantities, value and causes of food waste.
- Launch operating systems to determine food waste in other phases of the food chain, allowing for objective monitoring of progress made.
- Design and launch a global system for measuring food waste generated across the entire supply chain.

area

2

## 4.2 Training and awareness



### Actions:

- Design of specific training and information activities for buyers.
- Design of activities and development of specific information and awareness campaigns for children and teenagers.
- Develop national information and awareness campaigns.
- Implement a National Fight Food Waste Week to ensure the problem of food losses and waste and its impact are known throughout society and to promote a change of habits and attitudes.
- Disseminate and increase the presence of the Strategy on the internet and in social media.
- Publication of monthly bulletin on food waste.

area  
3

## 4.3 Fostering of best practice



### Actions:

- Catalogue of national and international initiatives on food waste.
- Organise a competition on initiatives and creation of a national prize for initiatives for reducing waste.

area  
4

## 4.4 Collaboration with other stakeholders



### Actions:

- Establish stable frameworks for collaboration with NGOs, food banks, consumers' associations and other charitable organisations.
- Establish frameworks for sponsorship of initiatives promoted by companies and associations.

area  
5

## 4.5 Sector-specific agreements



### Actions:

- Promote, along with the corresponding associations, of the drawing up of framework agreements for collaboration for companies committed to reducing food waste in the sectors of:
  - Distribution.
  - Hospitality.
  - Cooking schools.

area  
6

## 4.6 Regulatory aspects



### Actions:

- Promote the preparation of a National Guide to facilitate donation and redistribution.
- Identify the regulatory barriers that might affect food waste.
- Develop regulatory measures that might affect the reduction on food waste.

area  
7

## 4.7 Research and innovation



### Actions:

- Foster enterprise and innovation of business projects aimed at reducing food waste.
- Promote agreements and collaboration with technological institutes to foster the design and development of new technologies that contribute to a reduction of food waste.
- Establish agreements with university departments and universities working to reduce food waste.

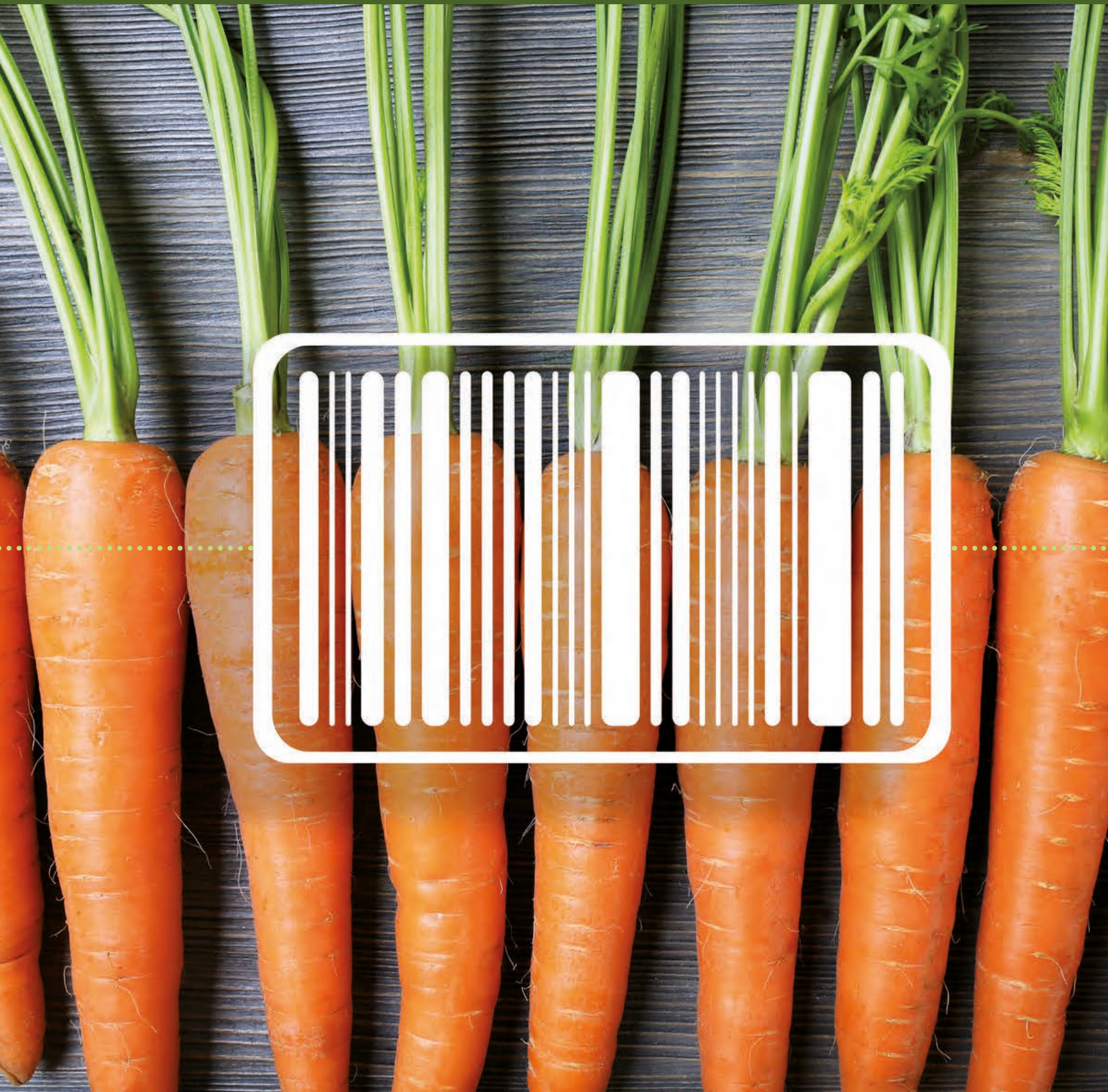
area  
8

## 4.8 Food waste, environment and climate change



### Actions:

- Incorporate aspects pertaining to food waste in sustainability policies driven by the Ministry.
- Encourage measures to reuse and recycle food not apt for human consumption.
- Develop studies to determine the impact of food waste on the carbon footprint and other greenhouse gasses, and on the water footprint of the food system.
- Carry out studies on the possibilities to take advantage of food waste such as compost to balance out carbon emissions.



## 5

# IMPLEMENTATION AND MONITORING

To monitor and check the efficiency of actions carried out within the framework of the Strategy, we will maintain the **Monitoring Committee**, adjusting its make-up to include the principal stakeholders of society involved in the fight against food waste. Ultimately, all of the stakeholders of the food chain (primary production, food industry, distribution, restaurants and hospitality), consumers' organisations and NGOs and charitable organisations, along with the General State Administration and regional and local authorities will be represented.

Coordination of the "More Food, Less Waste" Strategy will be managed from the Directorate General for the Food Industry (MAPA).

The Committee will be responsible for monitoring the development of actions provided for in the Strategy such as the degree of implementation, difficulties encountered, results achieved and the corrective actions that might be necessary.

It will establish its working plan on an annual basis, wherein it will define the development of actions to be carried out in each of the areas.

The Commission will also meet periodically to carry out a continuous evaluation of the Strategy and prepare an annual report including the actions that have been carried out and the advances made that year.







## ANNEX

# Major international achievements related to food waste

This annex includes the main achievements relating to food waste that have been made across the international panorama of this issue. The many events and resolutions reaching different levels demonstrate the importance of the fight against food waste as one of the biggest priorities to take into account as we look to the future.



## Beginnings of the fight against food waste

At the FAO's High-Level Expert Forum held in Rome in 2009, the document "How to Feed the World in 2050"<sup>7</sup> was approved, which established the growth prediction for the world population for this date and the need to increase food production to tackle demand. The question of whether or not there would be sufficient natural resources to increase production by the 70% which would be necessary to feed the planet's 9 billion inhabitants was posed.

Before this situation, food losses and waste represent, from a global perspective, a **missed opportunity** to feed a growing world population, combat hunger and improve the level of nutrition of the most disadvantaged populations. It also represents an **environmental problem**, as finite natural resources are used in the production of this wasted food and, on the other hand, the disposal of this biodegradable waste produces greenhouse gasses that contribute to climate change.

Thus, in 2010 the European Commission prepared the "Preparatory Study on Food Waste Across EU-27"<sup>8</sup>, as an initial approach to the real situation of food losses and food waste in our environment. The FAO in turn published its study "Global Food Losses and Food Waste"<sup>9</sup> to get a picture of the global situation and to assess possible solutions. These studies uncovered some alarming figures. It was estimated that around one third of global food



The FAO in turn published its study "Global Food Losses and Food Waste". The equivalent of **30% of the planet's agricultural surface** ends up in the trash



production for human consumption is lost or wasted around the world, which is equivalent to 1.3 billion tonnes per year. This represents 30% of the planet's agricultural surface (some 1.4 billion hectares) and 250 million cubic metres of water (almost 75 times Spain's annual consumption) to produce food that ends up in the bin. Breaking it down, this is a carbon footprint of 3.3 billion tonnes of CO<sub>2</sub>, which is exceeded only by the United States and China. Economically, it also represents a significant cost, equivalent to losing 2.5 billion dollars per year which is equivalent to the GDP of France.

In the case of the European Union it was estimated that between 30% and 50% of food is lost or wasted before reaching the consumer, a total of 89 million tonnes (almost 179 tonnes per capita per year). It was calculated that 42% of waste is produced in consumers' homes, 39% during manufacturing, 14% in the hospitality sector and 5% in distribution. Spain remained is the sixth country that wastes the most with 7.7 million tonnes per year.

In this situation and predicting that if measures are not taken, waste would grow considerably; in 2012 the European Parliament signed a Resolution<sup>10</sup> urging the Commission to adopt urgent measures to reduce food waste by half for 2025 and requesting each Member State to prepare an action plan for 2013. This Resolution already covered key issues: the conviction that reducing food

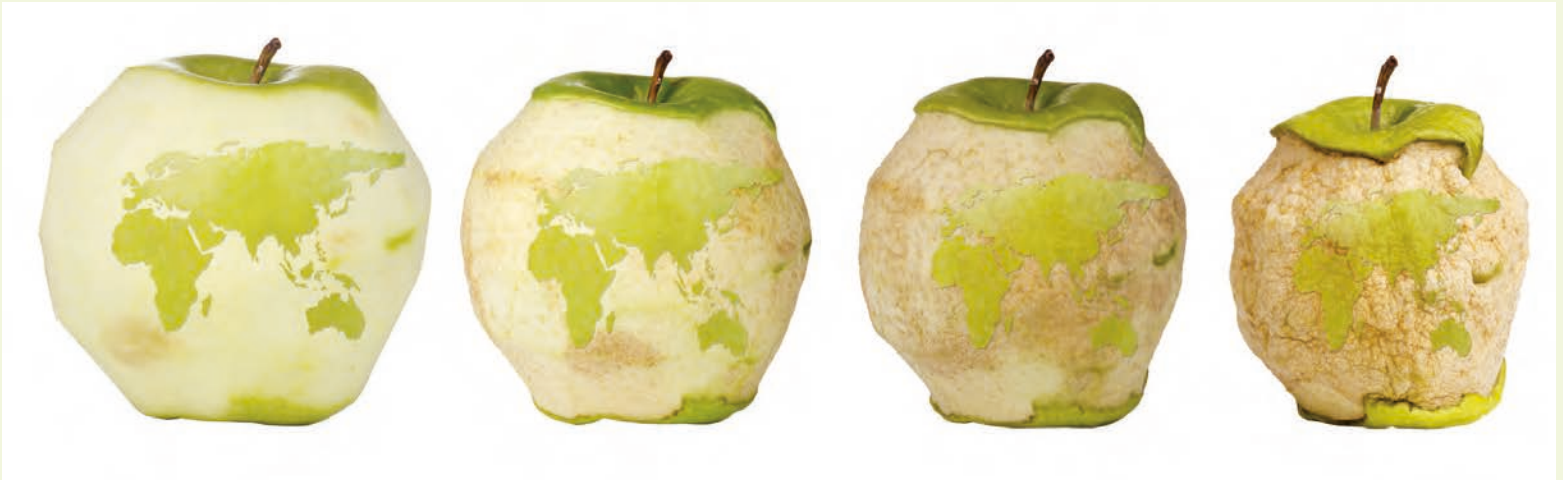
7\_ FAO, *How to Feed the World in 2050*, document prepared at the High-Level Expert Forum, Rome, 12-13 October 2009.

8\_ The European Commission and BIO Intelligence Service, *Preparatory Study on Food Waste Across EU-27*, 2010.

9\_ FAO, *Food Losses and Food Waste in the World*, study presented at the international congress SAVE FOOD! at Interpak 2011 in Dusseldorf, 2012.

10\_ European Parliament resolution of 19 January 2012 on how to avoid food wastage: strategies for a more efficient food chain in the EU (2011/2175(INI)).

In the case of the **European Union** it was estimated that **between 30% and 50%** of food is lost or wasted before reaching the consumer



waste must involve all the stakeholders of the food chain, the fundamental importance of availing of a harmonised definition, the notion that quality requirements can increase waste, the need to facilitate redistribution of food or sale at reduced price when the end of the life cycle is approaching, the possibility of modifying the system of dates used so that the consumer is better informed, or the importance of the raising the awareness of consumers in relation to the real value of foods.

In accordance with the mandate of the European Union and thus demonstration Spain's commitment to this problem, in April the Ministry launched the "More Food, Less Waste" Strategy. The Programme for the reduction of food



**Spain** remained is the **seventh country** that wastes the most with 7.7 million tonnes per year

losses and food waste and the valuing of wasted food<sup>11</sup> is comprised of a set of measures grouped into five large areas defined along with the sector, focussed on the areas of knowledge of the problem and establishing best practice, its dissemination and promotion, regulatory aspects that can influence waste generation, the collaboration of other stakeholders and the fostering and development of new technologies that help to minimise the problem.

At the beginning, the Strategy was intended to last three years, after which there would be a review of the achievements made to date and a new phase would be considered, taking into account the advantage and potential priorities.

11\_ The text of the Strategy and all the documents generated in the framework of same can be found on the website [www.menosdesperdicio.es](http://www.menosdesperdicio.es)

## Evolution of the recent international panorama

After his first phase of the Strategy, there have been numerous international landmarks relation to food waste that must be taken into account. Spain, through the Ministry, has been up to date with new conclusions and new objectives that have been established in different international forums where this problem has been debated.

It can be pointed out that in 2014, in its “State of Food Insecurity in the World”<sup>12</sup> report, the FAO established that there remained 805 million people underfed in the world. This is the ethically incompatible with the existence of food losses and, above all, food waste given that it calculated that the food wasted is sufficient to feed all those who suffer hunger.

In 2015, when the United Nations adopted the new **Sustainable Development Goals for 2030**, this issue was specifically included in SDG 12.3: “**halve per capita global food waste at the retail and consumer level, and reduce food losses along production and supply chains by 2030**”. Moreover, this goal is linked to others such as SDG 2 “Zero hunger,” SDG 11 “Cities and sustainable communities” or SDG 13 “Climate action”. Thus the concept of the fight against food waste is consolidated as a cross-cutting issue that affects multiple fields and different stakeholders.

That same year, the **Ministers of**



There remained  
**805 million people** underfed  
in the world

**Agriculture of the G20** met in Istanbul to look at the growing challenges in the area of food safety, expressing “great concern for the notable scope of food losses and food waste in all the food value chains, which they described as a growing problem of enormous global economic, environmental and social importance. In light of the expectations that the world’s population will reach and exceed nine billion by 2050, the Ministers debated the great challenge that this means for feeding this population and they committed to take action to tackle the challenge. They were in agreement that establishing sustainable food systems was essential to take on the growing challenge of food safety and highlighted the importance of reducing

food losses and waste.

They announced the G20 Action Plan on Food Security and Sustainable Food Systems which was presented at the G20 Leaders’ Summit, and they invited the FAO, the IFPRI and other international organisations to establish a platform for measuring and reducing food waste. The Technical Platform of the FAO<sup>14</sup> was launched in December 2015 as a network for the exchange of information and coordination in which diverse stakeholders are involved along with international organisation, development banks, NGOs and the private sector.

Within the framework of the G20 meetings, the 4th **Meeting**

<sup>12</sup>\_FAO, The State of Food Insecurity in the World – Strengthening the enabling environment for food security and nutrition, 2014.

<sup>13</sup>\_FAO <http://www.fao.org/platform-food-loss-waste/es/>

of **Agricultural Chief Scientists (MACS-G20)** took place in Esmirna (Turkey) where food loss and waste was an important part of the agenda, supporting the work developed within the Conference of Ministers of Agriculture. The 5th meeting, held in Xi'an (China) again underlined the importance of reducing food waste, and assumed the incoming president (Germany) was assigned responsibility to include the material in the Action Plan for 2017. At the 6th meeting of MACS held in November 2017, conclusions of the technical days held in June of the same year were presented, which focussed on food losses and waste with the aim of guiding and supporting the debate among the experts. Among the work being carried out by the German presidency<sup>14</sup> to bring researchers into contact with projects related to food waste in such a way that they can find synergies and avoid duplication of efforts, taking full advantage of the available talent and resources.

For its part, in 2015 the EU launched its **Action Plan for the Circular Economy** which includes a series of revised legislative proposals on waste. It represents a change from the linear economy, in which consumption products have a certain life cycle at the end of which they are disposed of, to a circular economy, in which products, materials and resources are maintained in the economy for the longest time possible and in which the minimum are reduced in the generation of waste. Section 5.2 is dedicated specifically to food waste and establishes five priorities geared towards the work of the commission: establishing a common



In June 2016  
the Conclusions of the  
Council on  
“Closing the loop: an EU  
Action Plan for the Circular  
Economy”

EU methodology for measuring food waste; supporting the raising of awareness on a national, regional and local scale and the spread of best practice in preventing food waste; **creating a Platform dedicated to food waste** that brings together all Member States and all stakeholders of the food chain; reviewing the EU legislation in the area of donation of food and the use of unsold food as animal feed; and finally, review of date markings and in particular the best before date top encourage better use and understanding on the part of consumers. On the other hand, one of the principal elements of the proposals for amendment of EU legislation on waste is the inclusion of

new measures to promote prevention, including the prevention of food waste and reuse.

In accordance with the provisions of said Action Plan, the **EU Platform for Food Loss and Food Waste**<sup>15</sup> has been established with the aim of achieving Sustainable Development Goal 12.3, taking full advantage of effective action of all stakeholders through sharing experiences and best practices based on evidence, results and learning. All Member States are represented on the Platform along with the Commission and multiple stakeholders who have sought inclusion in the open competition process. Spain participates through MAPA.

The Platform's early work focuses on key questions indicated in the Action Plan for the Circular Economy. Three subgroups have been created in which Spain plays an active, collaborative role in the work being developed, and contributing its experience and the results obtained thanks to the “More Food, Less Waste” Strategy. Specifically, work is being carried out on drawing up **European guidelines to facilitate the donation of food**, which would allow for the relevant provisions in EU legislation and would help eliminate obstacles to the redistribution of foods in the current regulatory framework of the EU, the development of a **common EU methodology for measuring food waste and the definition of the relevant indicators** and the **exchange of experiences and best practice**, based on evidence, results and learning.

Similarly, within the framework of the aforementioned Platform, work is being done on the a document of **Guidelines**

<sup>14</sup> <https://www.global-flw-research.org/>

<sup>15</sup> Link to European Platform on Food Losses and Food Waste. - [https://ec.europa.eu/food/safety/food\\_waste/eu\\_actions/eu-platform\\_en](https://ec.europa.eu/food/safety/food_waste/eu_actions/eu-platform_en)

on former food to feed use which will allow us to identify those points to improve labelling and marketing legislation for feed and to ensure that it is in line with all the work carried out on national level in this area.

In 2017 the European Commission presented its Report on the Implementation of the Action Plan for the Circular Economy.<sup>16</sup> The report presents the main achievements made within the framework of the Action Plan to date. In the specific case of food waste, these include the creation of the EU Platform on Food Losses and Food Waste and the work carried out therein.

In addition, in June 2016 the Conclusions of the Council on “Closing the loop: an EU Action Plan for the Circular Economy”<sup>17</sup> were adopted with the aim of supporting the objective establish in the Plan and to demonstrate the commitment to this transition towards a more sustainable model through the reduction in the use of resources, increased recycling and better management of waste, and the Conclusions of the Council of food losses and food waste<sup>18</sup>, containing a series of initiatives geared toward reducing food losses in the future. Among the measures are requests to the Member States and the Commission to improve controls and gather data in order to understand the problem better, emphasising prevention of food losses and food waste; strengthening the use of biomass in future EU legislation and facilitating the donation of unsold produce to charitable organisations.

On the other hand, in November 2016 the European Commission published



Work is being carried out on drawing up European guidelines to facilitate the donation of food, which would allow for the relevant provisions in EU legislation

<sup>16</sup> Report from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on the implementation of the Circular Economy Action Plan (COM(2017) 33 final), of 26 January 2017.

<sup>17</sup> Conclusions of the Council on «Closing the loop: an EU Action Plan for the Circular Economy», ST 10518 2016 INIT, of 21 June 2016.

<sup>18</sup> Conclusions of the Council on Food Losses and Food Waste, ST 10730 2016 INIT, of 28 June 2016.

its “Communication on the next steps for a sustainable European future. European action for sustainability”<sup>19</sup> which covers the economic, social and environmental dimensions of sustainable development along with governance both within the EU and at global level. Sustainable development is a shared responsibility of the European Union, the Member States and all interested parties.

The communication includes the SDGs of the 2030 Agenda within the European political framework and the priorities of the European Commission, assessing where we are, identifying the most relevant sustainability concerns and guaranteeing that all our policy actions and initiatives within the EU and at world level, lead to the achievement of the SDGs.

Moreover, in 2016, the *Opinion of the European Economic and Social Committee on ‘More sustainable food systems’*<sup>20</sup> in which the European Commission and Member States are urged to develop a clear EU policy and an implementation plan to put in place a sustainable, resilient, healthy and fair food system that respects climate and fosters cooperation and mutual understanding between stakeholders throughout the food chain. It recognises that the prevention and reduction of waste is a shared responsibility of all stakeholders, and it supports the activities carried out within the framework of the Plan for the Circular Economy and the EU Platform for Food Losses and Food Waste.

It points out that the hierarchy in the use of food must be a guiding principle in the management of food resources,



In 2017, the European Commission presented its **Report on the Implementation of the Action Plan for the Circular Economy**, which includes the creation of the European Platform on food losses and waste

which may include economic incentives, to prevent the current situation whereby it is sometimes cheaper to dispose of excess food than it is to prepare it and deliver it to food banks. It also considers donating food on the part of the hospitality sector, the use of food not apt for human consumption as animal feed and raising consumer awareness to be priority areas.

Taking stock, the European Court of Auditors has published Special Report No 34/2016 “**Combating Food Waste: an opportunity for the EU to improve the resource-efficiency of the food supply chain.**”<sup>21</sup> In this report it states that the EU can, and must, be more

efficient in combating food waste; how despite that fact the various policies have been developed to tackle this problem, their potential has not been fully exploited. It remarks upon how advances to date have been hampered by the absence of a common definition and a lack of an agreed starting point from which to approach reduction. It urges the Commission to improve coordination and intensify its efforts to reach the objectives to which the EU has committed.

In relation to this special report, the **Conclusions of the Council** were adopted in which the report is welcomed; the Council’s desire to combat the problem of food waste is underlined, placing special emphasis on the Conclusions adopted last year in relation to the EU Action Plan on the Circular Economy and with respect to food losses and food waste; and the request is made of the Commission, Member States and stakeholder to duly consider monitoring of the recommendations of the ECA.

For its part, in January 2017, the **European Committee of the Regions published its Opinion on Food Waste**<sup>22</sup>, in which it remarks on the importance of combating food waste and asks the European Commission to act to establish a common terminology and uniform definitions for the sector on a European scale and encourages it to participate in and influence international dialogue, integrating perceptions and recommendation as part of the activities of the EU. It considers the EU’s own policies and the common policies with Member States to have many possibilities in terms of tackling the problem and

19\_ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: Next steps for a sustainable European future – European action for sustainability, COM(2016) 739 final, of 22 November 2016.

20\_ Opinion of the Economic and Social Committee on ‘More sustainable food systems’ (2016/C 303/08), Official Journal of the European Union, 19 August 2016.

21\_ Special Report No 34/2016: Combating Food Waste: an opportunity for the EU to improve the resource-efficiency of the food supply chain, (presented in accordance with Article 287, section 4, paragraph 2 of the TFEU).

22\_ Opinion of the European Committee of the Regions — Food Waste (2017/C 017/06), Official Journal of the European Union of 18 January 2017.

puts forward considerations for the waste policy, the common agricultural policy, the common agricultural policy, commercial and consumer policy, consumer protection and public health, development policy and assistance to disadvantaged citizens and public procurement.

Finally, in May 2017, the European Parliament unanimously approved a [Resolution on the “initiative on resource efficiency: reducing food waste, improving food safety”](#)<sup>23</sup>. This resolution, based on the report published by the Committee on the Environment, Public Health and Food Safety, again insists on the magnitude of the problem of food waste, presenting updated data for the situation globally and within the EU. It underscores the multiple consequences of waste for the environment, society and the economy, justifying the need to take the necessary urgent, effective and coordinated measures to reduce it. It suggests establishing specific reduction objectives and urges the European Commission and Member States to take specific political and practical measures to reduce food waste through production and sale and the consumption chain, maintaining the high levels of food safety the characterise the European agri-food system.

The many measures proposed, it asks the Commission to establish a definition, a common measuring methodology and a hierarchy of uses for wasted food, and includes the incidence of waste in the impact assessments ahead of new legislative proposals. It highlights education as key to reducing the quantity of food waste and asks the European Commission, Member States, local government and other stakeholders to implement educational campaigns to inform the public on the



Food waste is also being taken into account in the review of the European criteria for **green public procurement of food and catering services**

<sup>23</sup> Resolution on the initiative on resource efficiency: reducing food waste, improving food safety (2016/2223 (INI)), of 16 May 2017.



value of food. It puts forward a number of economic measures that can help us reduce waste (assistance, subsidies, tax breaks) and places the emphasis on how fundamental prevention is, although later it also seeks the best possible outcome for excesses or waste in the case it is produced.

This year, food waste is also being taken into account in the review of the European criteria for **green public procurement of food and catering services**.<sup>24</sup> Public entities are major consumers and can use their public procurement capacities to foster sustainable products and services that are respectful of the environment.

Green public procurement is voluntary but it can play an important role when it comes to transforming the economy and making better use of resources. The EU has prepared several guides to facilitate the selection of providers with sustainable criteria, with one of them dedicated to the contracting of food and catering providers. The current guide does not specifically include food waste as a concept to be taken into account as part of procurement (although it does include the general reduction of waste) but several studies and consultations with stakeholders have demonstrated how the reduction of food waste is an important factor to be taken into account when it comes to procurement based on sustainability criteria. In the works carried out to prepare the revised guide, the prevention of food waste and the redistribution of excesses generated are established as criteria for providers. Among the testing points it would include those that can help prevent food waste, such as staff training, menu planning,



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monitoring of waste generate and process management. And in the case of inevitable food waste, selective collection and sustainable management of waste must be prioritised.

At the same time, the **REFRESH project** (Resource Efficient Food and dRink for

the Entire Supply cHain) has been up and running since June 2015. 26 members from 12 European countries and China work together to contribute to the objective of reducing food waste, reducing the costs of waste management and maximising the value of inevitable food waste and packaging material. The project attempts to support greater decision making on the part of industry and individual consumers and provide orientation to the legislators and politicians responsible for supporting an efficient government that tackles the issue of food waste.

For their part, in 2016 FoodDrinkEurope and EuroCommerce, in collaboration with the European Federation of Food Banks (FEBA), prepared a **Guide for the donation of food**,<sup>25</sup> supported by the Standing Committee on Plants, Animals, Food and Feed of the European Commission. It is a practical document aimed at providing and facilitating donation on the part of Industry and food distributors, as currently only 10% of excess food is distributed through food banks.

24\_ [http://susproc.jrc.ec.europa.eu/Food\\_Catering/index.html](http://susproc.jrc.ec.europa.eu/Food_Catering/index.html)

25\_ FoodDrinkEurope, EuroCommerce and FEBA, “Every Meal Matters – Food Donation Guidelines”, 2016



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