



## SUMMARY REPORT

### EU PLATFORM ON FOOD LOSSES AND FOOD WASTE: SUB-GROUP ON ACTION AND IMPLEMENTATION

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

#### 2<sup>nd</sup> meeting

*Brussels, 36 Rue Froissart (Albert Borschette building), Room AB-0A*

*19 March 2018 – From 10:00 to 13:00*

**Chair:** Anne-Laure Gassin, *Policy officer, Food information and composition, food waste, DG SANTE*

**Commission: DG SANTE:** Dora Szentpaly-Kleis, Bartosz Zambrzycki, Manuela Marcolini;  
**JRC:** Carla Patinha Caldeira.

#### **Member States represented:**

ES, HR, HU, IE, IT, NL and PT

#### **Public entities:**

Committee of the Regions

#### **Private sector organisations:**

BEUC; BOROUME; COGECA; EUROCOMMERCE; European Federation of Food Banks (FEBA); FOODDRINKEUROPE (FDE); FoodWIN; HOTREC; STOP WASTING FOOD MOVEMENT DENMARK; WAGENINGEN UR; WRAP.

### 1. WELCOME AND ADOPTION OF THE AGENDA

The Chair welcomed the members and presented the agenda, adding a new point related to the political agreement reached in December 2017 by the European Parliament and Council on the revision of the Waste Framework Directive which introduces new obligations for Member States in relation to food waste prevention.

The Commission recalled the main decisions which were taken in the last sub-group meeting of 25 October 2017 in relation to the establishment of recommendations for action and the preparation of a template for reporting on food waste prevention initiatives. It was recalled that, as suggested by members, a roadmap would be prepared outlining the key milestones for the sub-group's work as well as key deliverables.

FoodWIN and ES asked to intervene under the agenda point 5.

## **2. FOOD WASTE RELATED PROVISIONS IN THE AMENDED WASTE FRAMEWORK DIRECTIVE – PRESENTATION BY THE COMMISSION**

The Commission explained that the European Parliament and Council had reached political consensus on the revision of the Waste Framework Directive and were expected to adopt the legal text around June 2018. Next, the Commission presented the points agreed by the co-legislators in relation to food waste prevention: the definition of food waste; Member States' obligations to adopt specific food waste prevention programmes as part of national waste prevention policies; the adoption of legislation laying down methodology for food waste measurement by end-March 2019; the regular monitoring and reporting of food waste levels based on common methodology and reporting format and the potential setting of an EU-wide food waste reduction target by end-2023.

HR inquired whether Member States would be obliged to draft national food waste prevention programmes as part of waste prevention ones, as the two files were often led by different national authorities. The Commission explained that such information could not be clarified before the formal adoption of the Waste Framework Directive and further explanation by the Directorate General for Environment. In the meantime, the Commission recommended Member States to ensure a good coordination of efforts between relevant government departments at national level.

## **3. ROADMAP 'ACTION AND IMPLEMENTATION' SUBGROUP: KEY MILESTONES AND DELIVERABLES – PRESENTATION BY THE COMMISSION**

The presentation outlined the purpose of the roadmap, which is to lay down: the main deliverables for the activities of the sub-groups and the indicative timetable for their implementation. It was recalled that the sub-group decided in its first meeting to determine key recommendations for actions in the area of food waste prevention for the different sectors (e.g. government, industry, consumers), which shall be based on analysis carried out regarding the effectiveness of food waste prevention initiatives. In order to collect relevant information for this exercise a reporting template for food waste prevention initiatives shall be developed. The roadmap shall frame the process in order to achieve the abovementioned recommendations by May 2019.

The Commission explained that the Joint Research Centre (JRC) will support DG SANTE and the sub-group in establishing a methodology for assessment of the effectiveness of food waste prevention initiatives and in laying down relevant criteria for this. In addition, sub-group members shall actively participate in the drafting of recommendations for action, coordinated by rapporteurs. This should ensure the full use of expertise of the members of the sub-group. The target audience of the collecting exercise will be at the first stage the members of the Platform, with the possibility to extend this at a later stage to other stakeholders. It was highlighted that the entire exercise shall be considered as a pilot and the collection of food waste prevention initiatives shall also be pursued beyond May 2019. The recommendations for action could be updated over time as necessary.

The Chair opened the floor for discussion and questions.

- FoodWIN asked about the level of governance of the initiatives covered under the reporting template. The Commission clarified that all levels would be considered

(local, regional, national) taking into account the multi-faceted nature of food waste prevention initiatives and given that one of the objectives of the exercise was to identify and promote intersectoral cooperation between concerned actors.

- In terms of evaluation criteria, STOP WASTING FOOD highlighted the need to introduce a quality control check for all the initiatives collected, while also distinguishing between their type: prevention, reduction, awareness raising etc. The Chair explained that the effectiveness of food waste prevention initiatives would be assessed on the base of indicators developed by JRC, with a focus on economic, environmental and social impacts, and where relevant, the target audience impact(s). Other criteria (e.g. innovation, multi-sectorial aspect etc.) would be developed in collaboration with subgroup members during the first workshop to take place around October 2018.
- WRAP inquired whether the future food waste measurement methodology would help inform the indicators utilised to report on food waste prevention initiatives. The Commission explained that the food waste measurement methodology will provide guidance to Member States as to how food waste quantification should be carried out for the purpose of monitoring food waste levels at national level whilst the assessment of food waste prevention initiatives should focus on more specific, granular data linked to those initiatives, taking into account factors such as types of food wasted etc. The Chair added that the JRC would also assist the Commission in developing the EU food waste measurement methodology, further ensuring coherence of efforts.
- HR and BEUC suggested that recommendations for action should target stages of the food supply chain (primary production, processing and manufacturing, retail and distribution, food services and hospitality sector, consumers), rather than actors (NGO, government, industry, consumers). This proposal was supported by other sub-group members given that food waste prevention often involves multiple actors and the Commission confirmed that the approach would be integrated in the exercise, and thereby requiring the designation of five rapporteurs to cover each of the five stages. The Chair also pointed out that overarching recommendations could be considered for initiatives spanning across various stages of the food supply chain.

The Commission explained that the members of the sub-group can send written comments on the draft roadmap by 16 April 2018 and reiterated the call for volunteers for the 5 rapporteurs who would prepare draft recommendations for action in collaboration with sub-group members.

#### **4. COLLECTION AND ASSESSMENT OF FOOD WASTE PREVENTION INITIATIVES – PRESENTATION BY JRC**

The presentation provided an overview of the support provided by the JRC to the action and implementation subgroup in developing a reporting template on food waste prevention initiatives and an evaluation methodology to assess these and identify best practices. Further on, the Commission outlined the main sections of the draft reporting template and indicated aspects to be considered in developing relevant indicators.

Main points raised on the Introduction (1) and General information (2) sections of the draft reporting template were as follows:

- STOP WASTING FOOD proposed to include the 'conference/event' category under Type of action (2.2). The JRC explained that such initiatives were included under 'awareness/educational campaigns'.
- Several members (HU, IE, Committee of the Regions) supported Wageningen University and Research's proposal to allow multiple selections for points 2.2, 2.5 and 2.6, as some initiatives span across various areas of action and include a multitude of stakeholders. JRC explained multiple choices were already allowed under points 2.5 and 2.6 and it can be considered for 2.2., too. In this context, JRC added that extra information can always be shared through the open text boxes under each question.
- The Chair proposed changing the name of section 2.5 to 'actor(s) involved in the implementation'.
- To BEUC's question on the timing of food waste prevention initiatives considered, the Commission confirmed both completed and on-going actions may be taken into account.
- COGECA indicated that their members might find the reporting template to be too complex and requested the Commission to increase the exercise's outreach by making the template available in several languages. It also explained that due to the high number of initiatives of their members, it will be needed to streamline the selection exercise. In this context it asked for guidance from the Commission to support the members of the sub-group in pre-selecting food waste initiatives submitted for the purpose of analysis. PT and BEUC also referred to the need to develop pre-screening criteria in order to better define/clarify the type of initiatives which could be reported on for the purpose of best practice.

The Chair agreed that more precise framing of this data collection exercise could be useful; while the Commission would further reflect on this, members were also asked to provide their views regarding the type/scope of initiatives to be considered as well as to provide input on relevant selection criteria.

- In terms of timing, PT highlighted that Member States would not be able to employ the assessment tool developed by the subgroup for the first reporting exercise on food waste levels in 2020 due to the short timeframe. The Commission explained that there was no direct link between the compulsory monitoring of food waste levels at national level and the monitoring of food waste prevention initiatives as such.
- STOP WASTING FOOD and ES recommended distinguishing between prevention and reduction initiatives under type of actions (2.2) in order to further refine assessment of impacts. ES also suggested establishing criteria which would assign a higher value to initiatives which prevent food surplus and which recover food for human consumption (vs other uses). The Chair explained that information related to waste treatment (*ie* waste treatment costs avoided through food waste prevention) was needed to calculate the impacts of the action regardless of its nature. Additional criteria such as a link to the food use hierarchy (*eg* higher value assigned to the valorisation of food for human consumption) could be introduced in the overall assessment of best practices to inform recommendations for action.
- The Committee of the Regions referred to a similar exercise carried out by their institution in 2017 and highlighted the importance of motivating stakeholders to fill in the reporting template by organising an award event or by offering other type of visibility for their action(s). The Chair explained that such aspects would be considered, however the Commission hoped that the opportunity of having initiatives assessed for their effectiveness by the JRC and their possible designation as "best practice" by the Platform could provide sufficient incentive for Platform members

during this pilot phase. Further visibility would be given in the context of the selection of best practices and formulation of recommendations for action.

- EuroCommerce inquired whether Member States would be given flexibility in choosing their preferred measurement unit to quantify food waste. Giving the example of the Food Loss and Waste Protocol which also employs units of mass to quantify food waste, the Commission explained that a common unit was needed to ensure comparability of data across sectors and countries.

Main points raised on the Implementation and results (3) section of the draft reporting template were as follows:

- JRC requested members to provide information on more recent data to assess the value of food and cost of waste treatment for use as proxies in calculating the impact of food waste prevention initiatives. It explained that in the absence of more recent data and/or if an initiative is not able to provide information on the value of food and cost of waste treatment, the proxies from the WRAP study used in the Commission's 2014 impact assessment related to the revision of the Waste Framework Directive<sup>1</sup>, will be applied.
- HU emphasized the difficulty of assessing the amount and value of food waste prevented (3.3.1) for on-going actions and actions with a more long-term/delayed effect (*e.g.* educational programmes). JRC explained that the indicators would also refer to the duration of actions and proposed integrating a flowchart so that the value of food prevented from going to waste would only be calculated for food waste prevention initiatives.
- BOROUME highlighted that some initiatives used other units of measurement than mass (*e.g.* calories which were later on converted into portions of food saved). The Commission proposed the issue be discussed within the Platform's subgroup on food waste measurement and requested members to share technical information on unit conversions where available. Boroume also pointed out that the Saving Food project had designed a methodology to measure audience impact.
- COGECA mentioned the difficulties regarding the life cycle assessment of the initiatives and asked if stakeholders would need to calculate the environmental impacts (3.4) on their own. The JRC explained this would be done through the template's calculator based on the data provided under point 3.3. Other environmental indicators and methodologies described under 3.4 would also be taken into account and compared with the Commission's approach.  
In answer to COGECA's further query regarding the additional criteria suggested for the selection of best practices, the JRC clarified that these have been utilised in health and environmental policy areas; these criteria were presented as “food for thought”, but not all would be relevant for evaluating food waste prevention initiatives as such.
- STOP WASTING FOOD stressed the uncertainties inherent in the measurement of environmental impacts and referred to the calculator developed by the Saving Food Project. Aware of the limitations of the Life Cycle Approach, the JRC explained that such uncertainties would be minimised by adopting a consistent methodology and by taking into account additional data provided under point 3.4.

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<sup>1</sup> Commission Staff Working Document Impact Assessment on measures addressing food waste to complete SWD (2014) 207 regarding the review of EU waste management targets, SWD(2014) 289 final, (<http://ec.europa.eu/environment/eussd/pdf/IA.PDF>)

STOP WASTING FOOD also proposed to include in the reporting template the following social indicators (3.5): number of new products on the market, percentage of growth for commercial businesses, number of citizens' health improved due to food donations, number of citizens joining NGOs working with food donations.

- Several organisations (BEUC, FoodDrinkEurope, COGECA, HOTREC) highlighted the difficulty of retrieving quantitative data from their members regarding impact of food waste prevention initiatives. The Chair explained that depending on the nature of their activity, it is optional for the stakeholders to provide the amount of food waste avoided depending on the availability of these data.
- WRAP proposed setting criteria to distinguish between complex, multi-faceted programmes and smaller initiatives and adapting the reporting template accordingly. The Chair confirmed that members' input was sought for shaping the template further and indicated the need to ensure it could be utilised to report on different types of initiatives (*e.g.* companies implementing food waste prevention initiatives, school programmes, national food waste prevention programmes etc.)
- To ES' question on the compulsory nature of the template's information fields, the Chair explained that stakeholders would not be required to fill out information that they do not have. However, the Commission expressed hope that the data collection exercise would constitute an opportunity for stakeholders' to reflect on the objectives and impacts of their initiatives.

ES proposed to include food waste awareness as an indicator, to which the Chair replied that such information could be reported under point 3.6 (*ie* "outreach and target audience impact").

- HR indicated that stakeholders might not be aware of the amount of food waste prevented (3.2) nor the waste treatment chosen (3.3.1C). The Commission explained that stakeholders' were generally aware of the destination of their waste and clarified that the template sought general information on the matter.

The Chair wrapped up the discussion by asking members to provide their written input on the format of the reporting template by 16 April 2018, together with their suggestions on selection criteria for initiatives to report on.

#### **4. INFORMATION SHARING ON FOOD WASTE PREVENTION INITIATIVES IN MEMBER STATES/BY SECTORIAL ORGANISATIONS**

##### **4.1 PORTUGUESE NATIONAL STRATEGY IN PREVENTING FOOD WASTE – PRESENTATION BY THE MINISTRY FOR AGRICULTURE, FORESTRY, RURAL DEVELOPMENT AND MINISTRY OF MARITIME AFFAIRS**

The presentation offered an overview of PT's National Strategy and Action Plan to Combat Food Waste, referring to the work of the National Commission for Combating Food Waste, the main measures envisioned in the Action Plan, its level of governance and partners involved.

In the discussions PT responded to a query from WRAP regarding private sector engagement, that business sectors were consulted through a specific committee.

#### **4.2 NO FOOD TO WASTE INITIATIVE – PRESENTATION BY KURT NEYRYNCK, HORECA VLAANDEREN**

The presentation focused on the No Food to Waste campaign carried out by HORECA Vlaanderen, member of HOTREC, offering information on the private-public coalition established to prevent food waste in the hospitality sector and the main deliverables of the project (guidelines, website, free training courses etc.). The presenter, Mr. Kurt Neyrynck, stressed that food waste prevention in the hospitality sector is first and foremost a business opportunity and that associated economic benefits are a key driver for action.

To HU's request for an English report on the initiative, HORECA explained that a brochure was available on the REFRESH website.

#### **4.3 WASTELESS: THE HUNGARIAN PROGRAMME AGAINST FOOD WASTE IN HOUSEHOLDS – PRESENTATION BY THE NATIONAL FOOD SAFETY OFFICE**

The presentation highlighted the programme's main activities with a focus on identifying and developing best practices in food waste prevention, cooperating with relevant stakeholders and public authorities, main deliverables (education materials, presentations etc.) and the public awareness campaign.

#### **4.4 EU CONSUMER ORGANISATIONS' ACTIONS TO FIGHT FOOD WASTE – PRESENTATION BY BEUC**

The presentation focused on EU consumers organisations' initiatives to fight food waste, which aim to raise awareness and facilitate behaviour changes, but also to help consumers make sense of date marking.

The Chair confirmed that a subgroup on date marking would be established soon.

The Chair thanked members for sharing their experiences in food waste prevention and indicated that presentations would be made available on the Commission's website and the Platform's Digital Network.

#### **5. A.O.B.**

- FoodWIN gave more information on the Food Waste Awards – the second edition of an event which aimed to offer visibility to innovation in food waste prevention in Belgium. Platform members were invited to join the awards ceremony taking place on 20 March 2018, where candidates would be rewarded with prizes after an online public vote with more than 5000 participants. The European Commissioner for Health and Food Safety Vytenis Andriukaitis would deliver the opening speech of the ceremony. The event would be preceded by a food waste market where organisations will present their activities and products.
- ES announced the publishing of a new edition of the national Spanish strategy against food waste, which was available in English on the Ministry's website, with a few hard copies available for interested subgroup colleagues.

- Wageningen University and Research announced the launch of the ‘United against food waste’ national strategy on 20 March 2018, carried out by the Dutch Task Force Circular Economy in Food.
- The Commission informed members about the intention to organise the next subgroup meeting (to be held towards the end of September/early October 2018) at the ThreeSixty Innovation Centre in Veghel, the Netherlands. In addition to the technical meeting of the sub-group, members would have the opportunity to meet social innovators and enterprises working in food waste prevention and reduction.

Before closing the meeting, the Chair thanked all subgroup members for their active participation and asked them to provide further feedback on the roadmap, the reporting template and selection criteria for food waste prevention initiatives by 16 April. The input would then be integrated and a revised version of the template would be made available to subgroup members before sending this out for the purpose of collecting information amongst the entire Platform. The Chair also reminded the subgroup of the call for volunteers to act as rapporteurs and prepare draft recommendations for action in food waste prevention for consideration of the sub-group: a rapporteur would be sought to identify recommendations for each stage of the food supply chain (primary production, processing and manufacturing, retail and distribution, food services and hospitality sector, consumers).