

# Inception Impact Assessment on food waste reductions targets

Advisory Group on the Food Chain  
and Animal and Plant Health  
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## Context, Problem definition and Subsidiarity Check

- 20% of all food produced in the EU ending up as food waste
- 88m tonnes of food waste are generated annually in the EU
- Despite political commitments (e.g. SDG Target 12.3) and legal guidance (aforementioned 2018 revision of Directive 2008/98/EC), **Member States' response to food waste has been uneven and is not sufficient** to address the risk of prolonged environmental damage, and the consequent negative economic impacts for consumers, enterprises and society as a whole.



## Objective and expected response from MS

- The objective of the legally binding target would be **to ensure that Member States take ambitious action** to reduce food waste in their respective territories
- The proposal will define the level of reduction of food waste and **each Member State** will need to choose the most **effective measures taking into account its specific national situation**. For example:
  - Improving knowledge/raising awareness on food waste levels and impacts
  - influencing attitudes and behaviours of food business operators and consumers
  - encouraging change in the food value chain toward less wasteful practices.



# Development of policy action

- 2015 – **Circular Economy package** - set of actions and new legislative proposal on waste (Waste Framework Directive)
- 2018 – **Waste Framework Directive adopted**, including provisions on food waste (definition, obligation for monitoring, **possible targets**)
- 2020 – **Farm to Fork** strategy promises **legally binding targets** on food waste prevention
- 2023 – proposal for targets adopted by the Commission



# Potential future targets on food waste reduction in the Waste Framework Directive

## *Art 9(6)*

*By 31 December 2023, the Commission shall examine data on food waste provided by Member States in accordance with Article 37(2) with a view to considering the feasibility of setting up a Union-wide food waste reduction target to be met by 2030 on the basis of the data reported by the Member States in accordance with the common methodology established pursuant to paragraph 4a of this Article. To this end, **a report from the Commission, accompanied by a proposal, if appropriate, shall be sent to the European Parliament and the Council.***

**Hence, the targets will most likely be introduced as part of 2023 revision of Waste Framework Directive, alongside targets on other waste streams.**



## Policy options - approach

Two issues needs **to be decided: (1) scope** and **form** of the **target** and **(2) the level** of the **target**

**Hence, 2 phase approach is proposed.**

- **Step 1** - select a combination of scope and form that is most feasible and efficacious (to be decided by the Commission, with the input from stakeholders - Feedback)
- **Step 2** – for the selected combination, find optimal level of the target (by assessment of technical feasibility and comparing costs and benefits). Initially, we propose to analyse impacts from 3 targets levels (+ baseline)



## Policy options – **scope** – S1 vs S2

- **Option S1** – target covering whole food supply chain, from farm gate to final consumer  
**Challenges:** data coverage, waste vs by-products, food trade
- **Option S2** – target covering only selected stages of the food supply chain (for example SDG Target 12.3 sets targets at retail and consumer levels)  
**Challenge:** target limited to retail and consumption phase only



# Policy options - **expression** – E1 vs E2

## Expression

- **Option E1** - target expressed as % of food waste reduction from the baseline (e.g. 2020) to target year (2030)  
**Example:** Reduction by 30% in comparison to baseline (of 2020 or earlier)
- **Option E2** - targets expressed as absolute amounts, i.e. in kilograms per capita per year, to be achieved by 2030  
**Example:** reduction of food waste from households to 60 kg per capita (by 30% of reference level from FUSIONS project, actual reference level is to be established on the basis of data reported by the MS)





# Policy options – target setting – T1 vs T2 vs T3

## The way the targets are set for Member States

- **Option T1** – the same target level for all Member States – default option

- **Option T2** – target level differentiated by Member States

Does any country need more time? or lower target because of low baseline?

- **Option T3** – collective target on EU level – based on MS contributions

Solution inspired to some extent by climate rules – more advanced countries go further ahead, less advanced at a slower pace – collective target is to be reached at EU level by 2030



# Policy options – step 2

**Step 2** – for the selected combination, find optimal level of the target (by assessment of technical feasibility and comparing costs and benefits). Initially, we propose to analyse impacts from 3 targets levels (+ baseline)

- Option 1 (basic): to reduce food waste in the EU by **15-25%**
- Option 2: (medium): to reduce food waste in the EU by **25-35%**
- Option 3: (advanced): to reduce food waste in the EU by **40-50%**

**Reminder:** These levels refer to reduction of **total food waste**. There is **no direct reference to SDG 12.3**, which was designed to reduce “edible” fraction of food waste.

**Analysis of the impacts is planned to be conducted by using JRC MAGNET model.**



# Expected impacts

## **Economic impacts:**

- Positive for the society as a whole
- Impacts on specific stakeholders may vary
- Strongly dependent on the implementation measures by MS

## **Social impacts:**

- Positive but limited
- Possible reduced convenience for consumers

## **Environmental impacts:**

- Highly positive

## **Administrative burden:**

- additional burden is expected to be limited (but strongly depends on MS actions)



# Evidence Base, data collection, consultations

## **Evidence base:**

- FP7 (FUSIONS) and H2020 (REFRESH) projects
- 2014 Impact Assessment - SWD(2014) 289 final
- Data from new reporting obligations by MS - 2020 data are to be reported to ESTAT by 30 Jun 2022.
- Other data and information from EU Platform on Food Losses and Food Waste

## **Consultations:**

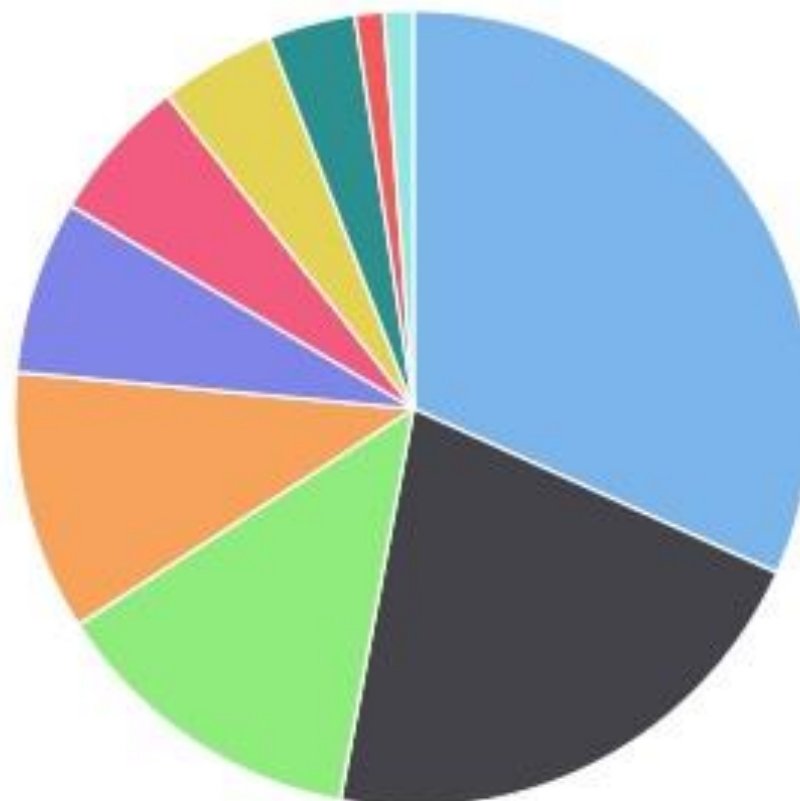
- Targeted (in particular via the Platform)
- Open public consultation (12 weeks) – will be run after inception IA (Dec 2021 or 1Q 2022)

## **General support:**

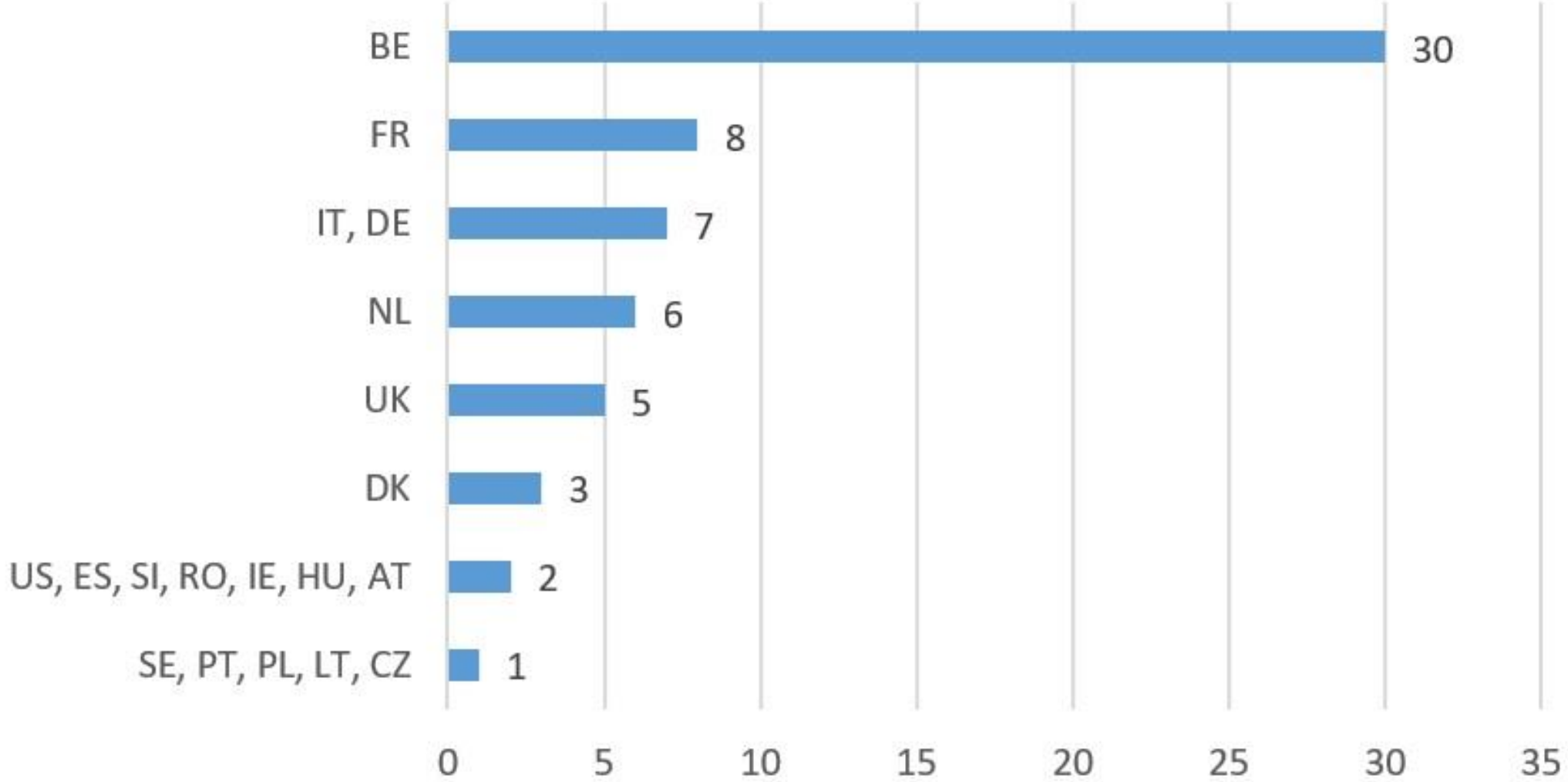
- The preparation of this initiative and IA will be supported by a dedicated analytical study being carried out by JRC.



## Feedback – 85 responses



# Responses from 17 EU Member States + UK + US



# Summary of the feedback

## A. Context, Problem definition and Subsidiarity Check

- General support to the targets and (usually) calls for ambitious targets
- Several comments call for extending the scope of the exercise e.g. to include food losses (on farm)

## B. Objectives and Policy options

- Higher preference to set targets across whole food supply chain
- No clear preferences on the way the targets should be expressed
- Support for high reduction targets from NGOs, but MS suggested more cautious approach



# Summary of the feedback - continued

## C. Preliminary Assessment of Expected Impacts

- **no additional** major environmental, social or economic **impacts identified**

## D. Evidence Base, Data collection and Better Regulation Instruments

- No new sources of data/expertise provided





## Next steps:

- **Data collection exercise to be run by JRC** – mostly numerical data based on stakeholders (in particular MS) experiences so far - **Dec 2021**
- Open public consultations (1Q 2022)
- Data reporting from Member States to Eurostat (**deadline 30 June 2022**)
- Proposal from Commission is currently planned for **2Q 2023**



# Thank you



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