



Sowing the seeds for short and long term improved EU policies for food waste

Policy Workshop, Brussels, November 8, 2017

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REFRESH is funded by the Horizon 2020 Framework Programme of the European Union under Grant Agreement no. 641933. The contents of this document are the sole responsibility of REFRESH and can in no way be taken to reflect the views of the European Union



Objective of the project

REFRESH's main objective is to contribute towards SDG 12.3

To achieve this, the project's main goals are to:

- Develop **strategic agreements to reduce food waste** with governments, business and local stakeholders in 4 pilot countries (Spain, Germany, Hungary, Netherlands).
- Formulate **EU policy recommendations** / support national implementation
- Design and **develop technological innovations to improve valorization** of food waste and ICT-based platforms and tools to support new and existing solutions to reduce food waste
 - 👉 26 Partners from 12 European countries and China
 - 👉 Duration: July 2015 – June 2019





Website

www.eu-refresh.org



Refresh
Community of Experts



Knowledge and Best Practice on Food Waste Prevention

refreshcoe.eu





REFRESH FOOD WASTE 2017 CONFERENCE



REFRESH Food Waste 2017 Conference Video

Vytenis Andriukaitis European Commissioner for Health and Food Safety





Agenda

- **Presentation and discussion of the REFRESH EU policy analysis “EU policy review for food waste prevention and valorization”**
Lunch
- **Working session on short-, medium-, and long-term policy options to improve food waste reductions**
Coffee break
- **Roundtables on action and responsibilities for identified priority policy areas**
- **Reflection and closing words**
16.30 Reception

Objectives:

Present results from EU policy screening

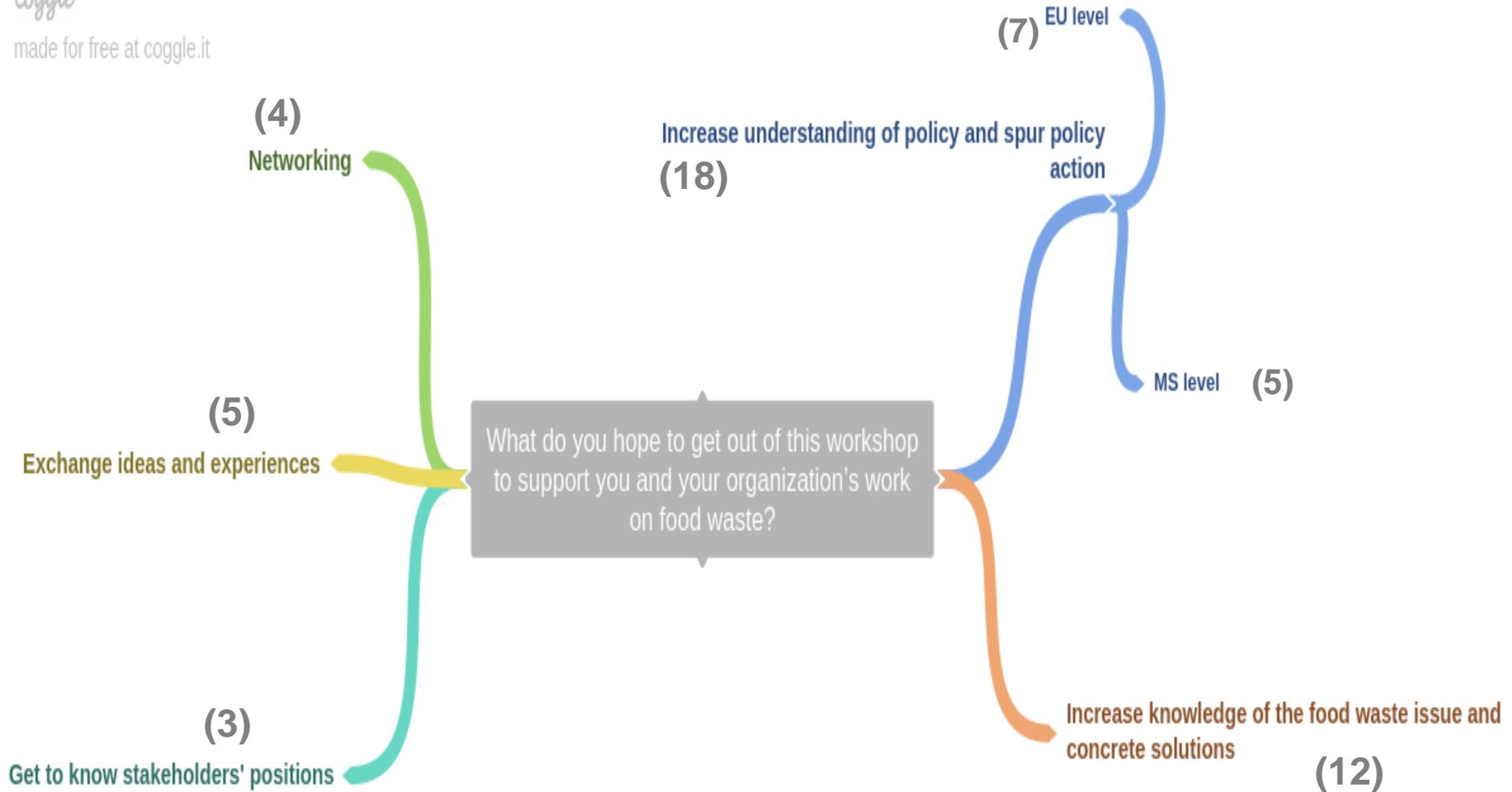
discuss relevance and feedback on opportunities for improvement



Participant responses – expectations

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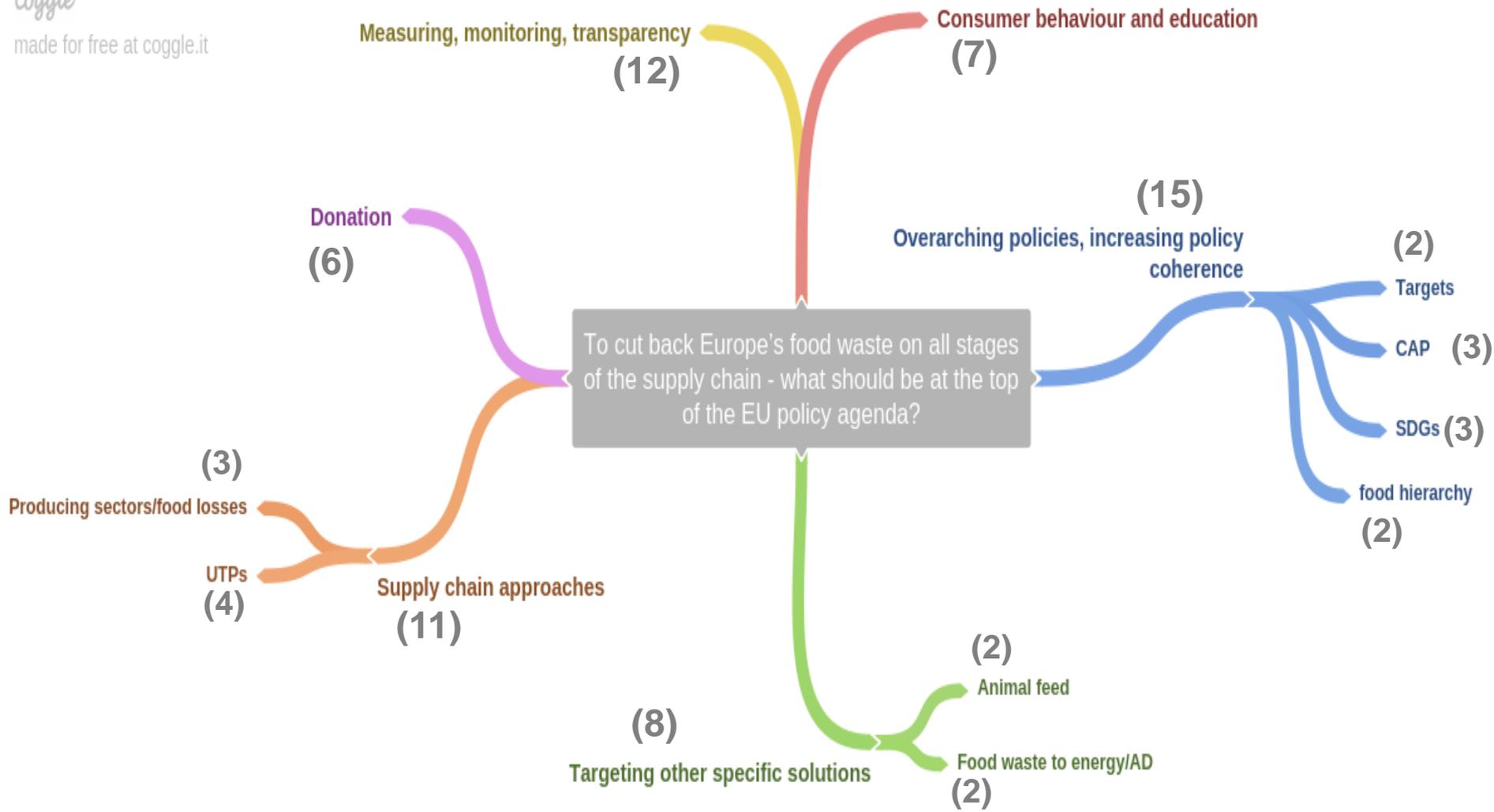
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Participant responses – policy needs

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Scope: policy areas analysed

1. Waste and resource policy
2. Food safety and hygiene
3. Special case: use of former food for animal feed
4. Agriculture & rural development
5. Fisheries policy
6. Unfair trading practices
7. Bioenergy
8. Product info & date labelling
9. Changing consumer behaviour
10. Voluntary cooperation



NOT analysed due to ongoing processes

- a. Donation and VAT issues
- b. Common Methodology, & Measuring approaches
- c. How to (better) include food waste measures in MS programs

Need for EU Food policy?



Ground rules

- 🥦 **Chatham House Rule:** the content of the meeting will be recorded, but specific content is not to be attributed to individuals/organisations
- 🥦 All participants are invited to **listen to new perspectives, remain open-minded, and engage in constructive discussion**
- 🥦 You have the **license to speak to strangers:** make use of the unique opportunity to exchange with a diverse group of participants!



Sowing the seeds for short and long term improved EU policies for food waste
Presentation of the draft report “EU policy review for food waste prevention and valorisation”



Scope: policy areas analysed (preliminary results)

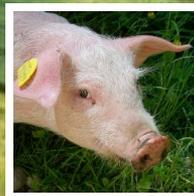
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2. Food safety and hygiene
3. Special case: use of former food for animal feed
4. Agriculture & rural development
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8. Product info & date labelling
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NOT analysed due to ongoing processes

- a. Donation and VAT issues
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Need for EU Food policy?





1. Waste & resource policy - Relevance



- 2015 **Circular Economy Package**/Action Plan is “Closing the loop” includes no food waste targets, but backs **SDG target 12.3**
- Currently trialogue negotiations to revise WFD
- May 2017: **EP Resolution** “Resource efficiency: reducing food waste, improving food safety”
- Jan 2017: European Court of Auditors asking for more ambition
- Ongoing **EU Platform**: guidelines for donation, measurement methodologies, Guidelines on the use of former foodstuffs as feed , better use of date marking

Issues: Waste targets and food waste targets, (food) waste hierarchy, methodology, requirements for collection/use, food waste focus in national waste programs ,



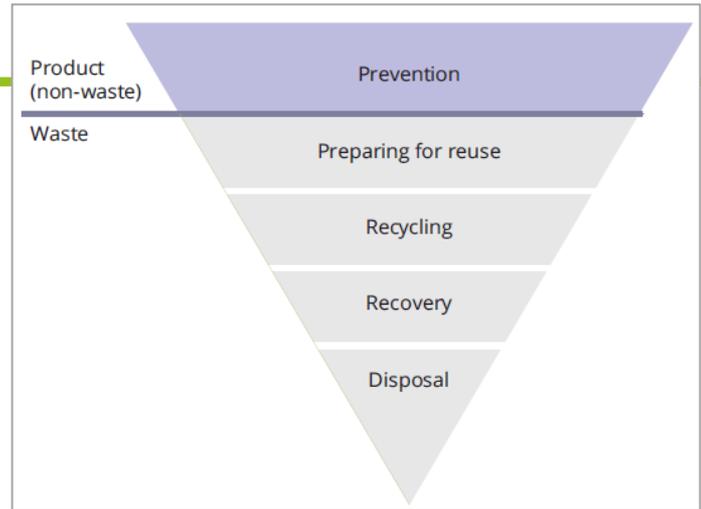
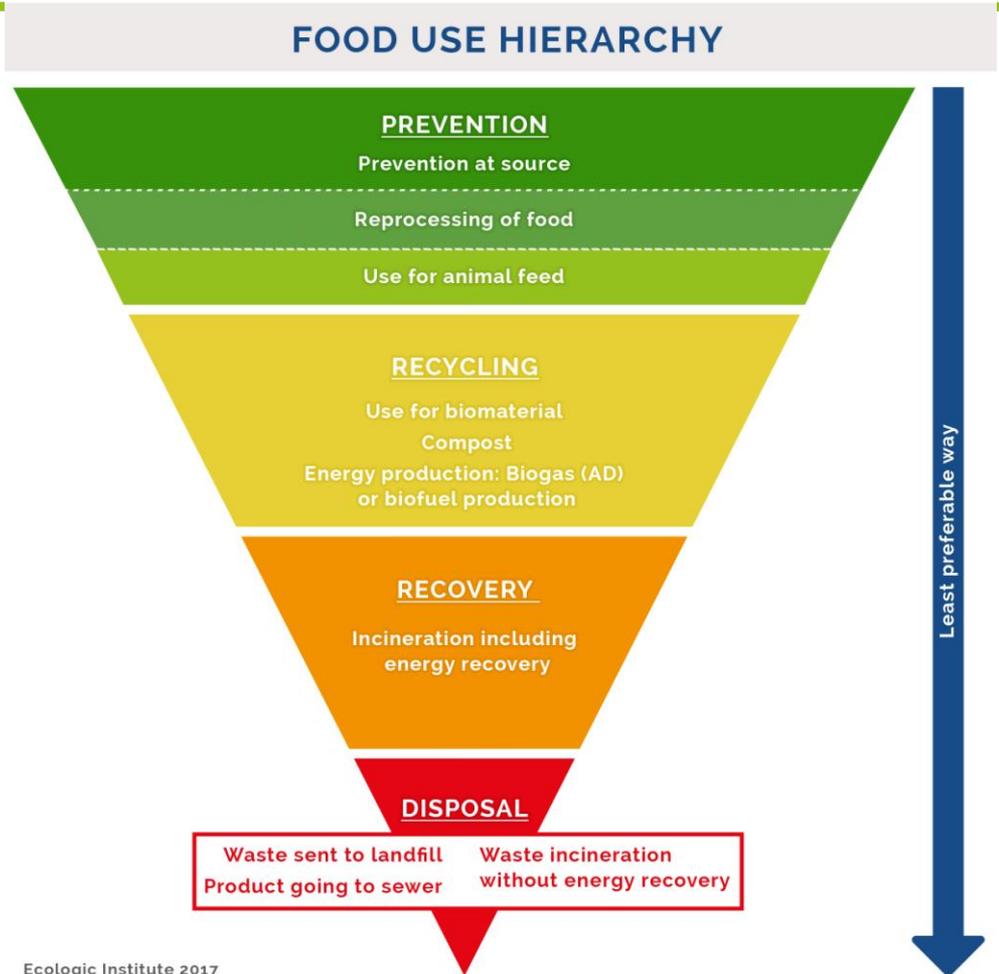
1. Waste policy – Opportunities for improvement



- **Adopting a (binding) target to avoid food waste**
- setting a clear food waste **definition** and develop a **common methodology** for measuring food waste (by 2018 so it can be transposed into national legislation, work in EU platform can build WRI „food loss and waste protocol“ and FUSIONS, scope matters: include agric. Waste, SDG 12.3 ambiguous)
- **Introducing a “food utilisation hierarchy”** into WFD
- focus on food waste in MS waste prevention **programmes**
- **separate collection of food waste** as part of bio-waste
- making **landfilling rules stricter** as regards biodegradable waste, coupled with the introduction of **Pay-as-you-throw schemes** that reward less FW



Waste and Resource Policy

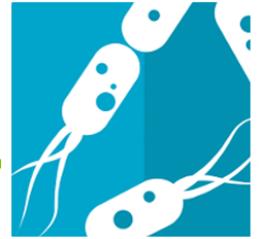


Current waste hierarchy (EEA 2015)



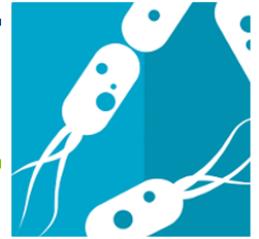


2. Food safety and hygiene policy - Relevance



- Reasons for legislation:
 - protect humanity against food that has gone bad,
 - protecting us from getting ill but also
 - ensuring that the food we eat is of high quality
- Safety set with a margin:
 - Legislation
 - Interpretation

2. Food safety and hygiene policy - Opportunities for improvement



- Take food waste in to consideration to a greater extent
 - Eggs in the Nordics
- Work with the interpretation of the legislation
 - Allow food to be donated after best before date
 - Cooling
 - Date labelling higher in the value chain

3. Use of former foodstuffs in animal feed

- Streamline review of hygiene / food security with simplification of logistics and admin burdens for using former foodstuffs
- New EU Guidelines for use of former foodstuff as feed
- Other options:
 - micro-margins,
 - more support for retailers,
 - simplified guidelines for food businesses with no ABPs





3. Changing legislation for non-ruminant feed



Japan and South Korea: 39% of all food waste recycled into feed

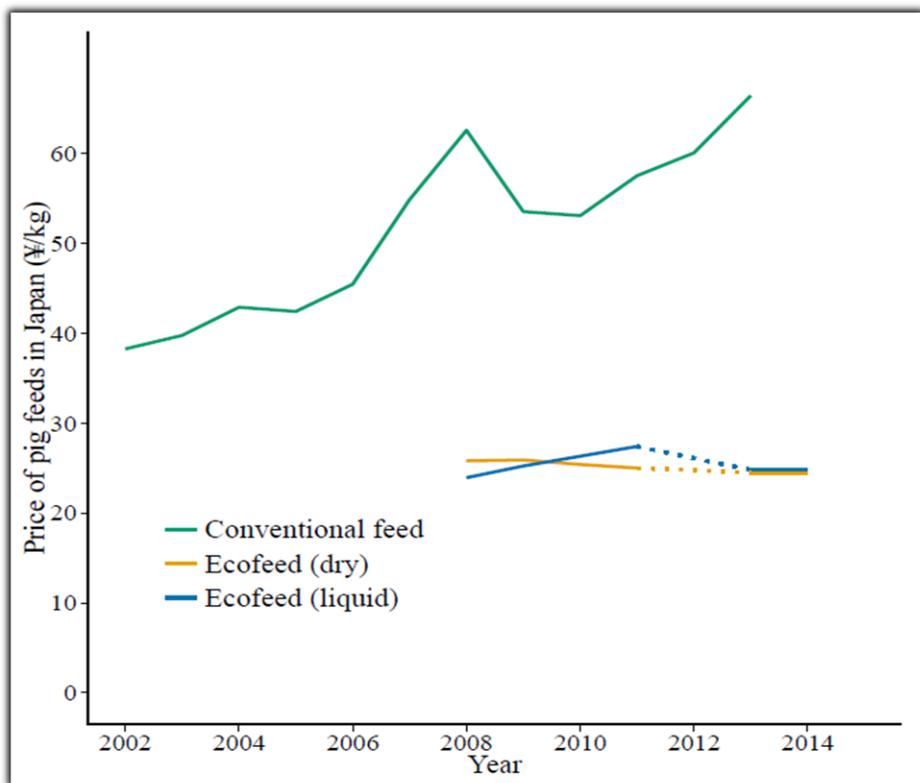
21.5% land use reduction for EU pork

With former foodstuffs we can achieve 1.2% of land use reduction



If feeding of left-over food were legalised following the Japanese and South-Korean models, and **half the current European food waste** was recycled to animal feed the land requirement of EU pork production has the potential to shrink by **1.8 million ha**

3. Changing legislation for non-ruminant feed



- The cost of feed is 56-70% of total production cost of European pork
- Japanese ecofeed made from heat-treated food surplus costs about half of conventional feed

Source: zu Ermgassen, et al., 2016. Reducing the land use of EU pork production: where there's swill, there's a way. *Food Policy*, 58, pp.35-48.

3. Changing legislation for non-ruminant feed: safety and risk management



- Wageningen University microbiologists / UK government study (DEFRA):
 - Heat treatment is effective to inactivate dangerous pathogens
 - Risk management to avoid cross-contamination with raw surplus food
- Japanese legislation on the prevention of TSE and the use of food waste in non-ruminant feed



4. Agriculture and Rural Development



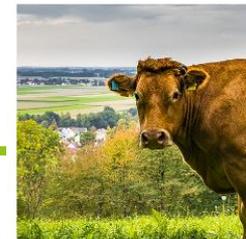
- CAP major policy, currently under review for 2020, food waste hardly an issue

Issues:

- **Rural development measures**
- **Marketing standards** (conditions for shape, weight and aesthetic quality of products)
- **Market interventions** (support the removal of (future) supplies that are surplus to demand – green/non harvest, storage or disposal)
- **Coupled payments** (supports the production of a specific product, majority not coupled, some are (beef, milk))
- **Scope and definition** (WFD) play a role: will SDG 12.3 also apply to farm level? Differentiation between food waste and food losses?



4. Agriculture and Rural Development Opportunities for improvement



- Room for opportunities depend on the scope of **CAP reforms**
Current instruments hardly used to prevent FW
Larger changes doable?
- opportunities in **RD measures**
(e.g. Infrastructure investment, farm advisory services, knowledge transfer, community led Social Innovation projects, animal welfare measures, risk management etc.)
- changing **marketing standards**
- Change reuse of products bought under public **market intervention**
(make available for redistribution).



5. Fisheries policy - Relevance



- The **Common Fisheries Policy** governs fisheries in the EU
- **Bycatch and discards** are the main food waste issue in fisheries
- Estimations of bycatch rates for global fisheries vary from **8-40% of total catches**.
- **Landing obligation:** prohibits discards of regulated fish and requires that the entire catch of regulated fish be brought to land and counted towards the operation's quota



5. Fisheries policy - Opportunities for improvement



- The introduction of the Landing Obligation in the Common Fisheries Policy (CFP) is an **important first step** towards improving the food waste impact of fisheries policy.
- There is room for improvement through **more consistent implementation** of the existing policy:
 - improvement of monitoring of catches and waste in fisheries
 - improving enforcement and controls of the CFP
 - reducing exemptions to the LO and temporarily raised quotas
 - incentivizing use of discards for non-human consumption (e.g. in the bait and fishmeal industry)
 - improving the use of existing EMFF funds for investments in discard-reducing technologies and increased capacity to handle landed discards.



6. Unfair Trading Practices – Relevance



- A range of food waste drivers linked to underlying issue of UTPs within grocery supply chain
- Addressing UTPs likely to result in more effective food waste reduction policies than addressing issues singly
- Requires policy to look beyond legislation directly linked to food waste and to explore aspects of competition and commercial law

“It’s evident that supermarkets reject food when they have undersold a product - this is well-known behaviour within the sector and at times of year, when they need the stock, they will be less scrupulous and reject less. This is totally inconsistent and, as we know from inspections, not related to the quality of the product itself. We know it is to do with supply and demand.”

6. Unfair Trading Practices Market Concentration



Stage in the value chain

Number of actors

Consumers	160 million
Customers	89 million
Retail outlets	170,000
Supermarket formats	600
Buying desks	110
Manufacturers	8,600
Semi-manufacturers	80,000
Suppliers	180,000
Farmers/producers	3,200,000

A 'one-to-many' relationship between retail and producers

Market concentration in grocery sector varies across EU-28 and has generally increased.

Structural changes bring different levels of bargaining power / economic imbalances within food supply chain {EC: COM/2014/0472}

“The imbalance of bargaining power between price setters and price takers is stark, leading to a situation where there is a real ‘fear factor’ for farmers of commercial retaliation, late payment and other headaches.”

[Commissioner Hogan, October 2017]



6. Unfair Trading Practice Opportunities for Improvement



- Response to UTPs highly varied at MS level, ranging from regulatory, self-regulatory or no specific action taken.
- Weaker party often fears initiating litigation 'fear factor'.
- EU voluntary framework launched 2013: (Supply Chain Initiative), but potential to strengthen measures against UTPs



6. Unfair Trading Practices Opportunities for Improvement



- Most developed regulatory approach is the UK's Grocery Code Adjudicator: possible template for other MS or at EU level?
- Regulatory approach developed after voluntary measures in UK failed.
- Challenges include difficulty in gathering evidence- 'climate of fear'.
- Only direct suppliers covered: could be extended?
- Limited resources and small team, but ability to levy significant fines for breaches of code.



7. Bioenergy - Relevance



- Possible **energetic valorisation routes** for food waste:
 - Energy recovery from co-incineration
 - Anaerobic digestion (AD)
 - Liquid biofuels production

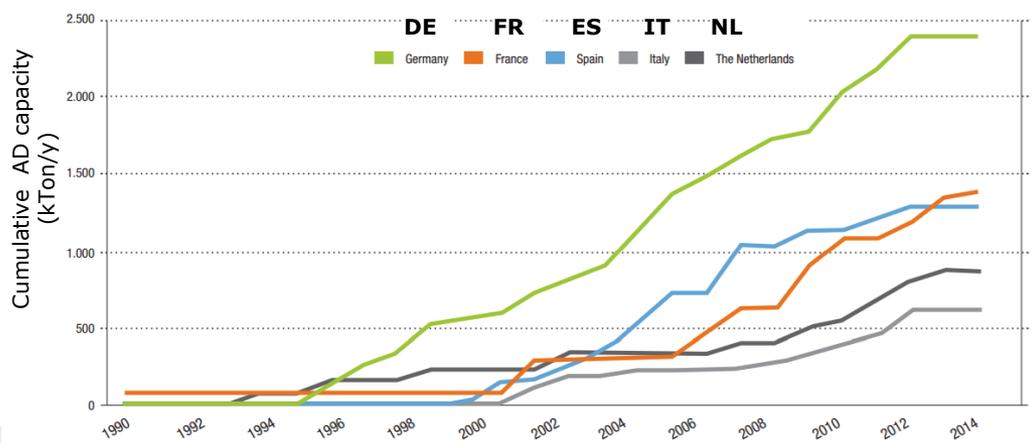
- At the crossroad of several **EU policies**:
 - Waste Framework Directive (WFD)
 - Renewable Energy Directive (RED)
 - Circular Economy Package
 - Animal by-product Regulation



7. Bioenergy - Relevance

- Biomass and thus food waste is considered as a **renewable resource**.
- It as a valuable input to **fulfil the renewable energy targets**:
 - 20% for the share of energy from renewable sources in overall Community energy consumption by 2020
 - 10 % minimum target for energy from renewable source in transport
- Many national support schemes incentivise renewable energy, especially through AD

Evolution of AD capacity in selected European countries

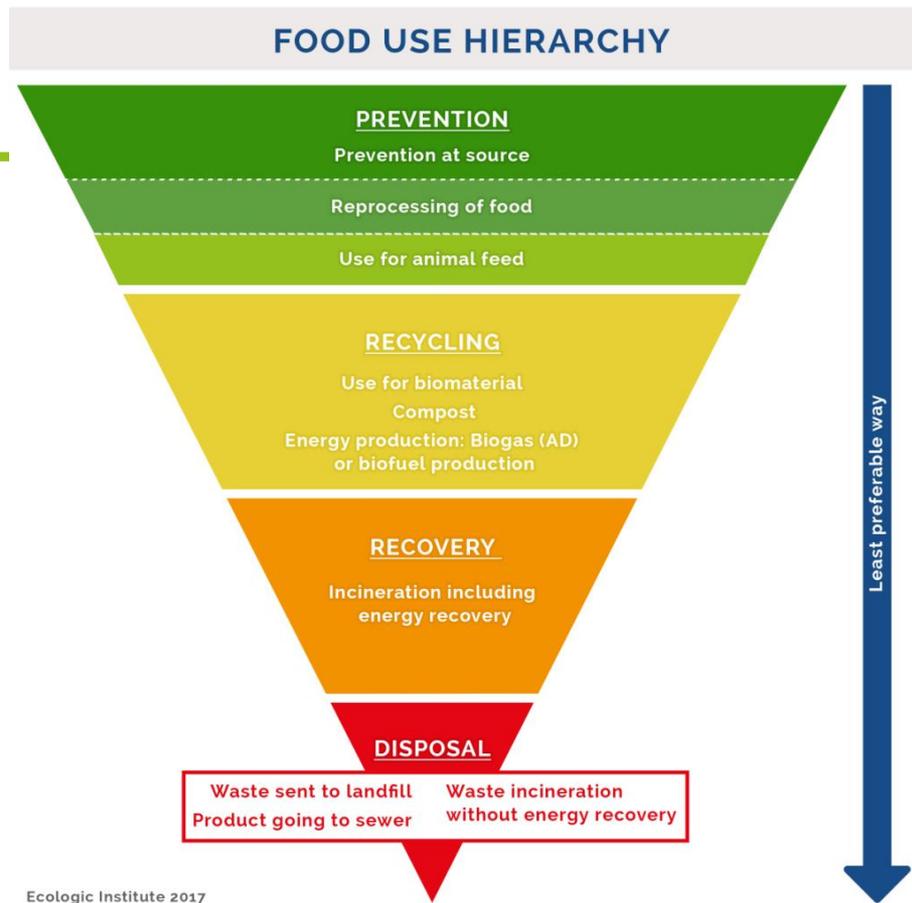


Source: European Bioplastics, 2015



7. Bioenergy - Impacts

- The use of food waste for renewable energy **competes with more sustainable food valorisation routes** situated further up on the food utilization hierarchy (such as food donation and animal feed)



How to **respect the renewable energy ambitions** while **promoting sustainable food valorisation routes**?



7. Bioenergy - Opportunities for improvement



- **Limit the incentives for AD** to cases where it has been proven that it does not supersede a more preferable option (i.e. limit incentives for AD to only non-edible food waste that is otherwise destined for landfill)
- Promote an approach based on **prevention** and not on waste overrating
- Provide strong guidelines for generation of energy/biofuels from waste **based on the food utilization hierarchy**



8. Product info & date labelling Relevance

- Confusion over date marks/ labelling cited as a consumer FW driver
- Date life also an issue within food chain (minimum life on receipt criteria)
- More relevant for some products than others (dairy, fresh meat, fruit juice)
- European Food Information for Consumers Regulation 2014
 - Specific wording for 'UB' and 'BB' dates/ MS
 - Appropriate durability indication;
 - Special storage conditions or conditions of use



8. Product info & date labelling opportunities for improvement



USE BY:
DATE

- More consistent use of BB & UB across EU
- Reduction in use of UB on products where BB would be more appropriate
- Simplification of date mark regimes + further consumer awareness raising
- Improved legibility of date marks/ labels
- FBOs better guidance for on-pack storage advice, home freezing, open life instructions



8. Product info & date labelling opportunities for improvement



- Development of UB/ BB / open life 'logos' for easier identification by consumers.
- Independent assessment of products where allocation of date life has not kept pace with improvements in food technology and product quality.
- Supply chain opportunities: product life extension & more appropriate MLoR.

9. Changing consumer behavior – Relevance



- High amount of food waste at consumer level
- Consumers express anxiety and concern, but feel that they cannot change behavior
- Competing goals



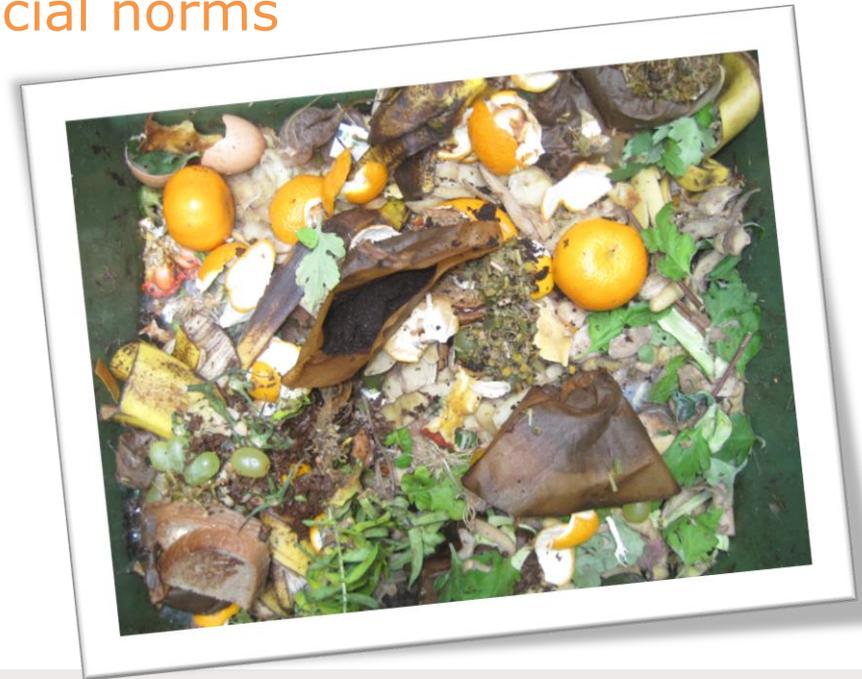
"It hurts, it physically hurts, I swear."

*"Wasting is not acceptable to me at all.
But if it happens from time to time
then it happens."*

9. Changing consumer behavior – Opportunities for improvement



- Public campaigns & contextual settings
- Increasing motivation
 - Awareness, guilt arousal, social norms



9. Changing consumer behavior – Opportunities for improvement



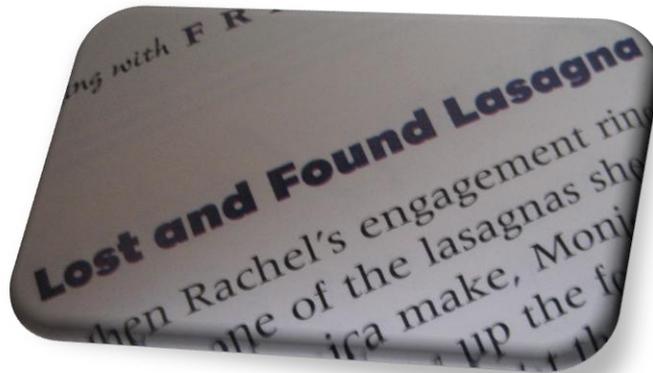
- 🥦 Public campaigns & contextual settings
- 🥦 Increasing motivation
 - 🥜 Awareness, guilt arousal, **social norms**



9. Changing consumer behavior – Opportunities for improvement



- 🥦 Public campaigns & contextual settings
- 🥦 Increasing motivation
 - 🥕 Awareness, guilt arousal, social norms
- 🥦 Ability: skills and knowledge
 - 🥕 Education, ICT





9. Changing consumer behavior – Opportunities for improvement



- 🥦 Public campaigns & contextual settings
- 🥦 Increasing motivation
 - 🥜 Awareness, guilt arousal, social norms
- 🥦 Ability: skills and knowledge
 - 🥜 Education, ICT
- 🥦 Opportunities
 - 🥜 Infrastructure, materials, life-style



10. Voluntary cooperation – Relevance



- A useful complement to regulation
- Can be a response to policy, or independent of it
- Government backing can be a big success factor – e.g. financial support, or threat of regulation
- EU policies and action can help
- Case studies: Courtauld, Supply Chain Initiative
- REFRESH looking to pilot in HU, DE, ES & NL
- EU Policy support: WFD Art 29, EU CEP s5.2
- Barriers: Gen. Food Law, competition law, VAT Dir.

10. Voluntary cooperation – Opportunities for improvement



- REFRESH WP2 – what can we learn from the 4 pilots?
- Leveraging National Waste Prevention Programmes:
 - EEA reviews: 7% of MS policy instruments are VC
 - 2019 review: opportunity to improve this?
- EU Platform on Food Losses and Food Waste:
 - Could address 3 barriers on previous slide
 - Could turn REFRESH WP2 learnings into policy?

Need for an EU Food Policy?



- **generation of food waste is not the only problem in the current food system**
→ impacts on ecosystems, health and rural livelihoods
 - **Food touches on a multitude of policies**
 - **Food Waste symptom of a dysfunctional supply chain**
 - **Currently no explicit EU “food policy” coherent objectives or a set of publically agreed priorities**
 - **Rather, the EU food system is shaped by policy variety/makes food policy “byproduct”**
- **Needs coherent policy, to deal with target conflicts**
- **Growing momentum:** EP resolution, IPES, EEA, JRCs “Global Food Security 2030” assessment, European Economic and Social Committee



REFRESH EU policy analysis “EU policy review for food waste prevention and valorization”

Discussion questions

- Did we identify the most relevant EU policies to reduce food waste (considering that 3 important areas were outside of the REFRESH scope)
- Do you have feedback on the identified opportunities for improvement and about their short-, medium and long term feasibility?
- How can MS policy better contribute to EU policy efforts to reduce food waste?



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“Helicopter” working session

on short-, medium-, and long-term policy options to improve food waste reductions

Start: **Groups of 4-5,**
Appoint a “pilot” that will report back to the full group



1. What is **most important that needs to happen** (in and beyond policy) to radically cut food waste? (**write as radio voice signal on long cards**, max. 3)
2. What are the short, medium, and long term **options to make this happen?** (write on paper to keep all good thoughts)
 - When you come across **barriers/** issues that are a severe threat of achieving the change --> write on our **“flash” sticker**



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Prioritize

You have two dots available for each question:

- What is the most *relevant* policy area that needs action on EU level?
- Which area would you *like to discuss today*?



Round tables on action and responsibilities for identified priority policy areas

At your tables, please discuss (each max 6 people)

- What specifically needs to be done in this policy area?
- What are the short, medium, and long term options? (*write on paper*)
- Who is responsible?
- What can your institution contribute





Thanks for your participation!

Write a postcard to yourself 😊
What do YOU want to contribute to
reduce food waste?

WHAT IS WASTE?



WASTE IS A LACK OF IMAGINATION