Pilot project: Food redistribution in the EU

Analysis of existing frameworks and dissemination opportunities
EU Platform on Food Losses and Food Waste (FLW)
6 December 2018
The Consortium

Ecorys & Wageningen University and

- Research (WUR)
- Food redistribution advisors team and subcontractor
- Country Experts (covering all MS)
Objectives of the project

- Provide comprehensive information and analysis on existing regulatory and policy frameworks relevant for food redistribution in the EU Member States;
- Provide comprehensive information and analysis on existing operational frameworks relevant for food redistribution;
- Support the dissemination of the EU guidelines on food donation to be adopted by the Commission while fostering stakeholders' dialogue;
- Analyse the added-value and effectiveness of the EU guidelines on food donation based on stakeholder feedback.

Task 1
Task 2
Task 3
Task 4
Overview of the project

- T1 Report
- T2 Report
- Examples of practices in MS
- Final report

<table>
<thead>
<tr>
<th>Year</th>
<th>T1</th>
<th>T2</th>
<th>T3</th>
<th>T4</th>
</tr>
</thead>
<tbody>
<tr>
<td>2018</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2019</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2020</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Task 1

Map and analyse existing regulatory and policy measures impacting food redistribution from all EU Member States
**T1 Objective:**
Provide comprehensive information and analysis of existing regulatory and policy frameworks relevant for food redistribution in each EU MS

**T1 Deliverables:**
- Task 1 report – (included in the Final Report)
- Redistributio of surplus food: Examples of practices in the EU MS

**Sub-Tasks:**
- **Sub-Task 1.1.** Literature review and scoping interviews
- **Sub-Task 1.2.** Mapping regulatory and policy measures
- **Sub-Task 1.3.** Comparative analysis among MS
- **Sub-Task 1.4.** Reporting of the results
Literature review

- Inventory of the information obtained through the previous studies (incl. FUSIONS, REFRESH, EESC study, EC Resources Library)
- Input gathered from the members of the EU Platform on Food Losses and Food (and Subgroup food donation) and DG SANTE

Scoping Interviews (Country experts)

- Update available information and collect original information on missing MS
- Common questionnaire comprising key questions related to policy and legislation impacting food redistribution
- 1-3 interviews per MS (when necessary) with governmental bodies and policy makers at the national level, and redistributing and charity organizations (including food banks)
- Interviews with MS national authority representatives from the Food Donation Sub-Group of the EU Platform on FLW

“Redistribution of surplus food: examples of practices in the Member States”
### Analytical framework

- Classification of policy measures in 6 categories to analyse selected policy measures and regulations per Members State

<table>
<thead>
<tr>
<th>Type of policy measure (per MS)</th>
<th>Objective of the measure</th>
<th>Geographical coverage</th>
<th>Institutional ownership</th>
<th>Actors involved</th>
<th>Links with other policies</th>
<th>Impact on redistribution</th>
</tr>
</thead>
<tbody>
<tr>
<td>National strategies on food donation and redistribution activities</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fiscal tools encouraging food donation/redistribution</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Regulation and regulatory instruments</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Voluntary agreements</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Communication campaigns</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other projects &amp; initiatives</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
- Overview of MS level regulations and policy measures
- Identification of strengths / weaknesses, including key existing barriers and best practices across EU Member States
- Definition of maturity levels

<table>
<thead>
<tr>
<th>Maturity Level</th>
<th>National strategies on food donation and redistribution activities (*)</th>
<th>Fiscal tools encouraging food donation/redistribution</th>
<th>Regulation and regulatory instruments</th>
<th>Voluntary agreements</th>
<th>Communication and campaigns</th>
<th>Projects and other initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mature</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Developing</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Start-up</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

(*) Presence of a national food waste strategy including food redistribution measures, Adoption of SDG 12.3 or more ambitious goal; Measures on food donation awareness raising; Call to develop & strengthen relationships between food redistribution actors
## Comparative analysis of Member States

### Working definitions of ‘Maturity Levels’

<table>
<thead>
<tr>
<th></th>
<th>Mature</th>
<th>Developing</th>
<th>Start-up</th>
</tr>
</thead>
<tbody>
<tr>
<td>Integration of food use hierarchy in national policy</td>
<td>Full integration</td>
<td>Acknowledged importance</td>
<td>Aware / No priority</td>
</tr>
<tr>
<td>Inter-departmental collaboration</td>
<td>Broad (&gt;2 dept.)</td>
<td>Limited (max. 2 dept.)</td>
<td>Not yet initiated</td>
</tr>
<tr>
<td>Linked efforts on national - regional - local level</td>
<td>Fully linked</td>
<td>Initiated</td>
<td>Not linked</td>
</tr>
<tr>
<td>Dialogue with redistributing actors</td>
<td>Established</td>
<td>Initiated</td>
<td>Not yet initiated</td>
</tr>
</tbody>
</table>
Analysis results on implementation of legislative/regulatory measures at MS level
(November 2018)

**Green:** Presence of measure(s) and implemented

**Orange:** Measure(s) under development and not yet implemented

**Red:** Measure(s) not yet implemented

**Grey:** Unknown, lack of information
Analysis results on implementation of legislative/regulatory measures at MS level
(November 2018)

Green: Presence of measure(s) and implemented
Orange: Measure(s) under development and not yet implemented
Red: Measure(s) not yet implemented
Grey: Unknown, lack of information
Analysis results on implementation of legislative/regulatory measures at MS level
(November 2018)

Green: Presence of measure(s) and implemented
Orange: Measure(s) under development and not yet implemented
Red: Measure(s) not yet implemented
Grey: Unknown, lack of information
Opportunities

Positive “Bandwagon” effect on Member States
- Successful/promising policies on food redistribution in some countries inspired others to enact similar measures (e.g. CZ, LT, RO by FR, or EE by NL)

Presence of guidelines and laws specific to food surplus redistribution
- The availability of specific guidelines simplifies the identification of relevant measures and/or information. Food redistribution actors no longer need to analyse general legislation to decipher what measures are applicable to their activities

Voluntary Agreements
- National Voluntary Agreements are seen to generate a positive influence on food redistribution actions; they supported collaboration between food supply chain actors (E.g. UK and NL)

VAT regime
- Member States that adopted a zero-rate VAT measure (“exemption”), indicated a positive effect on the potential (increase) of redistributed amounts of food surplus
Barriers

Non-application or stricter interpretation re. inclusion of after “best-before-date” products

- Redistribution of products after the “best before date” is not universally applied
- Sometimes a stricter interpretation of EU law by MS, placing restrictive measures on food redistribution after the “best before” date

Perceived conflicting interest with Anaerobic Digestion (AD) as alternative for surplus food

- Incentives for AD can pose barriers towards using surplus food for redistribution, as recovering via AD can be/is perceived as more economically advantageous
- There may be a higher return on investment to use existing AD infrastructure (e.g. BE, NL, SE, and UK)

Absence and/or large variety of fiscal regimes

- Observed need to (further) develop guidelines on the national/regional level in order to clarify to food redistribution actors how to interpret VAT and/or benefits from deductions.
Task 2

Mapping existing operational frameworks from all EU Member States
Aim

Provide comprehensive information and analysis on existing operational frameworks relevant for food redistribution;

• Listing of actors
• Mapping of redistribution models
• Assessing strength & weaknesses
• Analyse relation with legislation / guidelines
Methodological approach – key elements:

1. Literature review
2. Desk / online research
3. Collection of networking contacts via Excel template

Contact & Inventory Database

1488 entries
- RO: 419
- CO: 527
- FO: 88
- DO: 155
- GO: 158
- Mixed: 55
- Other: 49
<table>
<thead>
<tr>
<th></th>
<th>Capacity &amp; food products</th>
<th>Infrastructure</th>
<th>Sourcing sectors &amp; recipients</th>
<th>Logistics</th>
<th>Organisational capacity</th>
<th>Network relations</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Member State</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>North western EU</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Southern EU</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Central / Eastern EU</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Nordic Countries</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Mature</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Developing</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Start-up</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Task 3

Dissemination and stakeholder dialogue on the EU guidelines on food donation
KEY MESSAGES

Base on:
- Core topics of the guidelines (T1)
- Key operational issues in redistribution models (T2)

Communication products:
→ Infographics, video & social media kit on:
  1. Guidelines in general
  2. Food Hygiene
  3. Food Information
  4. Financial aspects

STAKEHOLDER MAPPING

1. Manage
2. Inform
3. Satisfy
4. Monitor

Level of interest
Low
High

Level of influence
Low
High

Dissemination strategy
Dissemination activities 2019

1. Food Surplus Challenger
2. Interactive stakeholder dialogue
3. External event presentation
4. Social media information campaign

I PLEDGE TO WASTE LESS FOOD

Source: eu-refresh.org

Source: foodtank.com

Source: eu-refresh.org

Impact evaluation

Source: eu-refresh.org

ECORYS
Task 4

Analysis of the added value and effectiveness of the EU guidelines on food donation based on stakeholders feedback
T4 Objective:
To provide an analysis of the added value and effectiveness of the EU Guidelines on Food Donation.
T4.1 - Definition of indicators

- Added value: Usefulness (relevance, completeness, and user-friendliness) and take-up of the Guidelines by the targeted stakeholders (e.g. Extent to which the Guidelines add value to national Guidelines)

- Effectiveness: Extent to which the Guidelines are reaching their objectives (e.g. Overall extent to which the Guidelines are helping clarify relevant provisions in EU legislation and impact on practices at national level)
T4.2 - Design and implementation of a survey and interviews

- Online questionnaire (EU survey)
- 3rd/4th Quarter of 2019
- Target groups: MS most relevant, but also other stakeholders
- Integration with Task 2 results for stakeholders identification
T4.3 - Validation, analysis, recommendations, and description of best practices

- Analysis of the results (per type of stakeholder, country, etc.)
- Validation → results will be presented in a workshop to be held during platform/subgroup meeting
- Best practices can be obtained through T2, questionnaire and interviews with key stakeholders (including EC, FLW platform, partners of the pilot project) and information collected during events
- Recommendations will be developed based on all tasks results
Main Contact Details

Carlo.dellalibera@ecorys.com
Hilke.Bos-Brouwers@wur.nl
Lusine.Aramyan@wur.nl