



POLICY REPORT ON FOOD DONATIONS



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1. Introduction to food waste in the EU: the urgency of recovering wasted food

In 2011, FAO estimated that approximately **a third of all food produced** for human consumption is lost or wasted worldwide ([FAO, 2011](#)). FAO has developed the Food Loss Index (FLI), and estimates that globally, around **14 percent of all food produced** is lost from the post-harvest stage up to, but excluding, the retail stage ([FAO, 2019](#)).

According to the United Nations Environment Programme (UNEP) [UNEP Food Waste Index 2021](#), around **931 million tonnes** of food waste were generated in 2019. Concerning distribution within the food chain, including the final consumer, it is estimated that 61% of food waste came from households, 26% from food services and 13% from the retail sector. This means that **17% of global food production may be wasted** at these stages of the food supply chain.

There are several ways to calculate the amount of wasted food. This is shown in the two following examples:

- FUSIONS estimate
- Eurostat estimate

FUSIONS¹ estimate

FUSIONS worked on providing a Definitional Framework to harmonise the current definition of food waste within the EU27. According to FUSIONS, ***“Food waste is any food, and inedible parts of food, removed from the food supply chain to be recovered or disposed (including composted, crops ploughed in/not harvested, anaerobic digestion, bio-energy production, co-generation, incineration, disposal to sewer, landfill or discarded to sea)”***.

Therefore, drink and liquid waste, fish discarded to the sea, and waste of any materials ready for harvest, but which are not harvested, are included in FUSIONS’ definition of food waste, giving a broader definition of the matter compared to other existing ones. FUSIONS also considers inedible parts of food as food waste.

According to this approach, in 2020 FUSIONS estimated that **20% of the total food produced is lost or wasted**, while it reaches almost one third in the whole EU. This means that around 88 million tonnes of food are wasted every year, worth 143 billion euros. Of this quantity, 11 million tonnes (12%) come from food service and 5 million tonnes (5%) come from wholesale and retail.

Eurostat estimate

The Eurostat estimation differs from Fusions’ estimation, as it does not include pre-harvested food in its calculation.

According to the last Eurostat estimation ([Eurostat, 2022](#)), in the EU, nearly **57 million tonnes** of food waste (127 kg/inhabitant) are generated annually, with an associated market value estimated at **130 billion euros**.

The data show that households generate more than half of the total food waste (55%) in the EU with 71% of food waste arising in households, food services and retail². Wasting food is not only an ethical and economic

¹ FUSIONS (Food Use for Social Innovation by Optimising Waste Prevention Strategies) is a project about working towards a more resource efficient Europe by significantly reducing food waste. The project ran for 4 years, from August 2012 to July 2016. It was funded by the European Commission Framework Programme 7.

² ([Eurostat, 2022](#))

issue, but also depletes the environment of limited natural resources. This means that around **10% of food made available to EU consumers (in retail, food services and households)** may be wasted. Concurrently, **36.2 million people** cannot afford a quality meal every second day³ in 2019.

The need to prevent food produced ending up in landfills, when faced with such a high number of people living in poverty is a moral duty, and no longer just an environmental one.

2. Food donation regulatory framework

2.1 EU framework

Over the last few years, the EU has mobilised to tackle food waste through a set of regulations and policies, which mainly aim at **preventing food waste** in the food supply chain.

The European Commission published official guidelines on food donation in 2017⁴. According to the **General Food Law Regulation**, operations related to food supplies are considered to be a "placing on the market" of food. This is to ensure a high level of food safety, hygiene, traceability, and liability.

In addition, **EC Directive 2018/851**⁵ stresses the need to reduce EU food waste by 50% before the year 2030. To achieve this, it suggests that the Member States "encourage food donation and other redistribution for human consumption, prioritising human use over animal feed and the reprocessing into non-food products." The European Commission provided general guidelines on how to deal with food donation procedures. Moreover, a few Member States allocated funds and developed sensitisation actions with the purpose of enhancing food donation activities.

Finally, the **Farm to Fork Strategy (F2F)** included food donation, proposing binding targets by 2023 to halve EU consumer and retail food waste by 2030. Nevertheless, it mainly focuses on reducing food waste and preventing it, through the revision of the date marking legislation within the EU (European Commission, 2020).

EU Platforms

The European Commission established the **Platform on Food Losses and Food Waste (FLW)**, with the view of meeting the Sustainable Development Goals (SDG) Target 12.3⁶. It aims to clarify EU legislation related to waste, food and feed. In addition, it examines ways to improve the use of date marking by actors in the food chain and its understanding by consumers, while facilitating food donations and the use of food no longer intended for human consumption.

The platform is used to share best practices and evaluates progress made over time. In December 2019, the platform published recommendations on the topic of food donation, stressing the promotion of surplus food donation, and innovating food redistribution through incentives (EU Platform on Food Losses and Food Waste, 2019).

³ (Eurostat, 2020)

⁴ [https://eur-lex.europa.eu/legal-content/IT/TXT/PDF/?uri=CELEX:52017XC1025\(01\)&from=IT](https://eur-lex.europa.eu/legal-content/IT/TXT/PDF/?uri=CELEX:52017XC1025(01)&from=IT)

⁵ EC Directive 2018/851 of the European Parliament and of the Council of 30 May 2018 amending Directive 2008/98/EC on waste.

⁶ <https://champions123.org/target-123>

2.2 Member States framework

Annex 1 of this report lists all the measures that Member States have developed in recent years to encourage food donation.

Most Member States have decided not to enact any special laws for food donation (in contrast to Italy and France, which are the most active states in this regard). Except for Romania, Sweden, Hungary, Greece and Cyprus, all Member States have acted within the rules of European food legislation, publishing guidelines or internal administrative acts (the case of Belgium for example) dealing with hygienic and sanitary practices to handle donated food.

However, these practices for handling food hazards are not harmonised in the EU, creating certain problems for the organisations receiving the food donated. Given that small food distribution organisations are those working in closest proximity with disadvantaged populations, it should be considered that they cannot operate with high management costs, unlike bigger organisations. This would make it impossible for them to conduct their activity.

Another problem that arises relates to the management of VAT. The payment of VAT to the government is under the responsibility of each actor in the food chain. Normally VAT is paid by the last actor which, in this case, is a charity that has no way of paying it to the government (like the consumer). The donated food therefore carries an unsustainable cost for charitable organisations, especially those that are smaller. EU VAT legislation has not yet been amended to solve this problem. Some Member States have tried accounting for loopholes, but without a common legislative framework.

2.2.1 Food donation liability

EU policies, as well as the FLW platform, seek to break food donation barriers and fight food waste. The F2F strategy tries to avoid confusion on date marking, and the EC directive tries to clarify the approach to waste management, even though this is not perfectly harmonised on the EU territory.

However, the issue of liability remains the most difficult to overcome. For example, in France, food donors and food charities tend to sign a partnership agreement and subscribe to liability insurance covering those damages occurring within its sector of activity during distribution and storage!

In other countries, the issue of liability is not addressed by any national legislation, making food redistribution practices risky and unattractive for most food donors.

One Member State that acted to address the issue of food donation is Italy, introducing the so-called Good Samaritan Law in 2003. According to the **Law**, non-profit and social utility organisations conducting charity activities have an equal status to that of final consumers, to meet the required standards of preservation, transport, storage and use of food.

This legislation recognises food donors as “final consumers” rather than “food business operators”. In this way, charities and social organisations are exempted from the principle of liability arising from food safety and hygiene rules.

In 2016, Italy enacted the **Gadda law**, with the purpose of facilitating food donation. This law launched new

initiatives concerning topics related to food donation, namely:

- The simplification of food recovery procedures
- The donation of food surpluses
- The distribution of doggy bags in restaurants
- The reduction of taxation on waste for those who donate food
- The introduction in schools of teaching programs on food education and the fight against waste
- Communication campaigns on food education and waste reduction to encourage companies to donate surplus and raise consumer awareness
- Funding for those developing research projects in the sector
- The use of recovered food to feed animals if they can no longer be used for direct human consumption (Gazzetta Ufficiale, 2016).

3. Food redistribution in 2022 in Europe during Covid - 19 and the Ukraine war crisis

To tackle food waste, food redistribution activities have increased significantly in recent years. Food redistribution consists of redirecting food surplus for human consumption through donations to food banks, food charities or redistribution organisations. The most important redistribution organisation is the European Food Bank Federation FEBA, which is a European non-profit organisation that works in collaboration with 24 full members and 6 associate members in 30 European Member States.

In 2021, the 341 Food Banks belonging to FEBA redistributed 907.280 tonnes of food to 45.810 charitable organisations, providing food assistance to 11 million of the most disadvantaged people thanks to the professionalism of 39.781 co-workers (83% of them being volunteers).

In addition to surplus food from the food supply chain, FEBA members also redistribute food from the Fund for European Aid to the Most Deprived (FEAD) and the EU Fruits and Vegetables withdrawal scheme, as well as from individual and corporate food collections.

According to the latest data provided by FEBA,⁷ since the beginning of 2022, the quantity of food redistributed food by FEBA members has been deeply affected by the Ukraine war. There has been an increase in donations in Eastern Europe because of exceptional contributions in response to the war in Ukraine, to support refugees. Moreover, at the same time, quantities of redistributed food have decreased in Western Europe.

In addition to the war in Ukraine, the data referring to the first half of 2022 showed that citizens were also deeply affected by the Covid-19 pandemic and certain radical climatic and environmental changes, which have had a major impact on some agricultural products and have increasingly affected food systems.

Regarding end-beneficiaries, two out of three FEBA Members have experienced an increase in the amount of food requested by charities. More than 80% of respondents identified the largest group of final beneficiaries as families with children and single parents, followed by elderly people, and refugees from Ukraine.

The most important food donation system is based on volunteers (83%). This is certainly an element of strength because it reduces the costs of carrying out a complex activity. At the same time, it is a weak element because in a period of strong economic crisis, as we witness the decrease in the volume of donations, we may witness a decrease in volunteers who themselves become in need of sustenance.

⁷ <https://www.eurofoodbank.org/publications/data-collection-year-2-final-report/>

4. National case studies

4.1 Best practices on food donations - Italy

According to recent data, shared by the largest Italian food recovery and support organisation for the neediest, there is a **20% increase in surplus recovery** from large-scale distribution from September 2016 to the end of the year 2017, thanks to an increase in volumes of donations and a growth of points of sale.

Thanks to the Gadda Law, Banco Alimentare has also started a new agreement with cruise company “Costa Crociere”, allowing for the withdrawal of food from the kitchens of large ships.

The Banco Alimentare reached other agreements, including an agreement with the Italian Zoo Prophylactic Institute to pursue the recovery of healthy and intact food portions, that are kept in their laboratories after analyses are run on them, and for the same purpose with the Fish Districts for the donation of fish confiscated from charitable associations.

4.2 Food donation case - Greece

During the workshop “Food donation Barriers” on 21st November 2022, organised for the ESF+ project Food4Inclusion, the Union of Working Consumers of Greece (EEKE) provided data on food donation and the national structure operating in their country.

The percentage of the Greek population living at poverty levels has increased from 2010 to 2017, with a small decrease in the last three years. Its peak was reached in 2014 (36%), but in 2020 about 30% of the Greek population is still living in poverty (fig. 1)

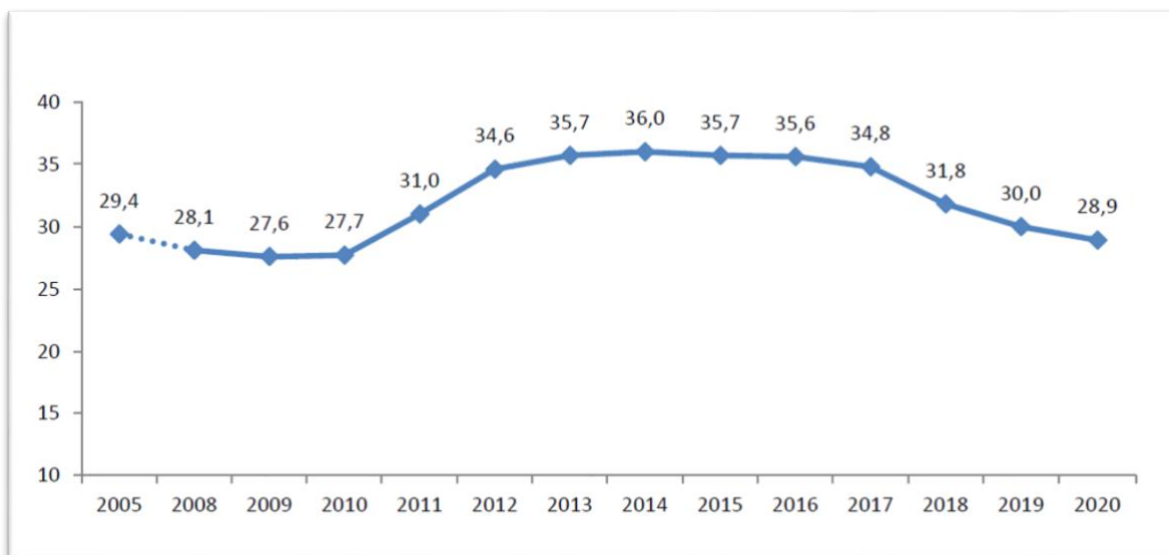


Fig 1 Source: Hellenic Statistical Authority (2021) Newsletter (23/09/2021) PRESS RELEASE RISK OF POVERTY Household Income and Living Conditions Survey: Year 2020 (Income Reference Period: Year 2019)

In 2020, the percentage of the population at risk of poverty or social exclusion by nationality was dramatically influenced by the continuous arrival of refugees from the Mediterranean Sea route. This situation is shown in Fig.2.

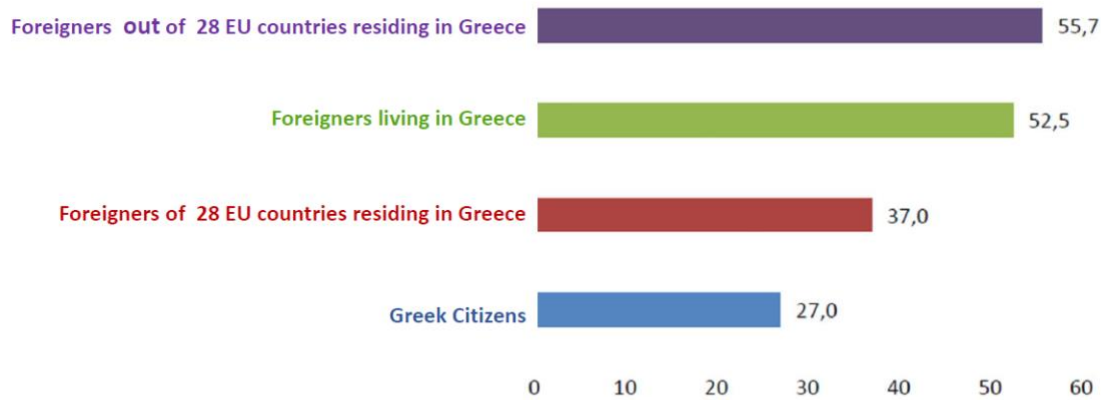


Fig 2 Source: Hellenic Statistical Authority (2021) Newsletter (23/09/2021) PRESS RELEASE RISK OF POVERTY Household Income and Living Conditions Survey: Year 2020 (Income Reference Period: Year 2019)

The most relevant data is shown in Fig 3. The total percentage of the Greek population at risk of poverty is 17%. The distribution throughout various regions of the country is linked to the latter's disadvantaged areas.

Percentage of population at risk of poverty by Region: 2020 (%)

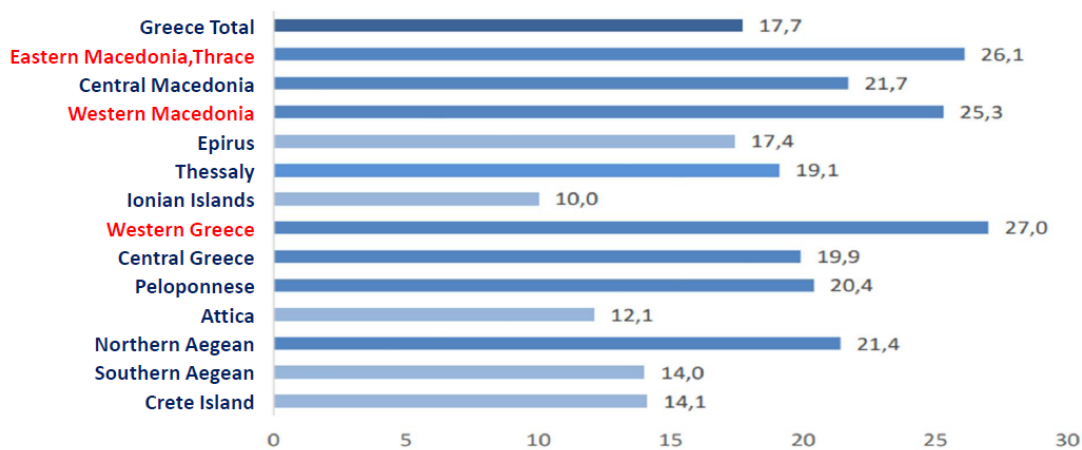


Fig 3 Source: Hellenic Statistical Authority (2021) Newsletter (23/09/2021) PRESS RELEASE RISK OF POVERTY Household Income and Living Conditions Survey: Year 2020 (Income Reference Period: Year 2019)

Despite this context of severe crisis, the Greek government and civil society have contributed to food donation, alleviating the miserable condition of so many people.

There are 7 types of organisations operating in Greece: three public (Hellenic government or local government) and four private.

1. Hellenic Republic Ministry of Labour and Social Affairs
 - a. Social Structures for Immediate Poverty Eradication
 - b. School Meals: Implemented since 2017
2. The Greek Fund for European Aid to the Most Deprived
 - a. FEAD/TEBA
3. Municipal and Prefectural Organisations
4. Church Organisations

5. Food Banks
6. NGOs
7. Unstructured Local Solidarity Networks

The Hellenic Republic Ministry of Labour and Social Affairs

➤ *Social Structures for Immediate Poverty Eradication*

A network of social structures which operates at local level and was developed to respond to the needs of vulnerable population groups, such as:

- The Homeless
- People living at or below the poverty line

“Social Structures for Immediate Poverty Eradication” include among other structures: soup kitchens, social groceries. Social services, community centres and access to social structures are provided by **municipalities all over Greece**.

➤ *School Meals:* (Implemented since 2017)

The Hellenic government enacted the [Law 4455/2017](#) (G.G. A' 22) which plans, coordinates, and supervises the program entitled “School Meals”.

Handled by: The Organization of Welfare Benefits and Social Solidarity (OPEKA) ([Ministerial Decision Δ14/οικ.21446/488/11.04.2018 G.G. B' 1299](#))

The aim of this program is the socialization of pupils, preventing school dropouts, building a sense of community during lunchtime, to develop a spirit of cooperation and solidarity within the school community, as well as the development of healthy eating habits based on the Mediterranean diet. The number of schools/beneficiaries were 1.353, primary schools throughout Greece/185.311 pupils.

The Greek Fund for European Aid to the Most Deprived

➤ *FEAD/TEBA*

The program supports the distribution of food and basic material to approximately 279.000 beneficiaries, in accordance with the support of accompanying measures that contribute to the social integration of the beneficiaries and are implemented across the country. TEBA/FEAD is implemented through the 'Food and/or Basic Material Assistance' programme in Greece.

The Operational Program is implemented through Social Partnerships and the beneficiaries are selected according to financial criteria such as income and assets.

Municipal and Prefectural Organisations

Municipalities and Prefectural Organisations throughout Greece provide a wide variety of services or food products to disadvantaged citizens and immigrants.

- Social Groceries
- Food Kitchens
- Urban fields

Municipalities receive individual and corporate donations in kind. These donations are distributed free of charge. Beneficiaries are local citizens, families and municipal solidarity structures such as: immigrants' shelters, homeless shelters, orphanages, structures for disabled people, etc.

Church Organizations

The Hellenic Orthodox Church, the Catholic Church and other religious denominations throughout Greece provide a wide variety of services or food products to disadvantaged citizens and immigrants.

- Church Groceries
- Food Kitchens

The Church receives individual and corporate donations in kind and is supported by a network of volunteers. These donations are distributed free of charge.

Beneficiaries are individuals, families at a local level, and other relevant people in need.

Food Bank of Greece

It is an equal member of the European Federation of Food Banks (FEBA), introducing in Greece the model and structure of the rest of the European Food Banks.

The Food Bank accepts and receives individual and corporate donations in kind and is supported by a network of volunteers. These donations are distributed free of charge to selected beneficiaries and establishments throughout the Attica region.

Beneficiaries are nursing homes, orphanages, addiction treatment centres, immigrant support centres, disabled people's organizations, shelter meals and churches that are partnering with the Food Bank daily.

NGOs

Numerous NGOs and Social Economy Organisations throughout Greece provide a wide variety of services or food products to disadvantaged citizens and immigrants:

- Social Groceries
- Food Kitchens
- Urban fields

NGOs receive individual and corporate donations in kind and are supported by a network of volunteers. These donations are distributed free of charge.

Beneficiaries are individuals, families at a local level, and other relevant solidarity organisations, groups, and collectives.

Unstructured Local Solidarity Networks

- Numerous Local Solidarity individuals throughout Greece provide a wide variety of services or food products to disadvantaged citizens and immigrants
- "Clan" based solidarity networks provide food support services
- Food exchanges
- Food in general

Individuals or "clan" members support individuals or families.

Beneficiaries are families and individuals at a **local level**.

5. Best practices from the private sector

5.1 Sodexo

Sodexo has launched a region-wide partnership (Stop Hunger)⁸ with the European Food Banks Federation (FEBA). Building upon existing collaboration between the organisations at European and local level, the parties have signed an agreement in line with their mutual goal of preventing food waste while encouraging food surplus donation across Europe.

With this agreement, Sodexo recognises FEBA as a partner for the donation of surplus food from meal production in the countries where FEBA has members.

Cooperation with local food banks already exists in several countries and thanks to this new region-wide partnership with FEBA, Sodexo and Stop Hunger could extend their actions to reach **more than 18 countries**.

As stated in the EU food donation guidelines, the recovery of food surplus from the hospitality, catering and food service sectors is possible. While rules may differ in Member States, most national authorities allow the redistribution of certain foods made available to customers. Some Member States, together with sectorial organisations, have established specific guidelines related to food donation from these sectors.

With this new partnership, Sodexo will assist as much as possible its food production teams to better understand and apply the guidelines, while FEBA will support overcoming barriers to donation.

5.2 FEBA - Platform on food donation

In accordance with the mandate of the sub-group established under the EU Platform on Food Losses and Food Waste, to support EU activities to facilitate food donation FEBA has implemented the project “Quantifying the impact of European Food Banks –From Farm to Fork” that pursues the following objectives:

- Sharing a standardised and consistent methodology for data collection across FEBA Members
- Assessing the impact of FEBA Members, taking into consideration the economic, environmental, nutritional and social impacts
- Defining how to make sense of the information for the purpose of impact management and measurement
- Encouraging digital transformation within FEBA membership

The goals achieved by this project are the following:

- Finalisation of the list of 89 reviewed indicators divided into 11 categories
- Finalisation of the definition of 3 indicators
- Identification of 10 KPIs > Total number of food banks, number of charitable organisations, number of end beneficiaries, number of end beneficiaries under 18, number of end beneficiaries over 18, food in, food out, total number of co-workers, regular volunteers, number of partner companies
- Release of a new version of the online platform

Consistency in the data collection was one of the most important parts of this project that can be used for

⁸ <https://uk.sodexo.com/social-impact/stop-hunger.html>

other projects. The Commission should take this into consideration for two reasons. Firstly, the data collection has been done into operational realities that work daily in the recovery and redistribution of excess food. Secondly, the data categories used are directly related to the needs of the system’s operators. A further step would be necessary, by linking this platform with the IT tools that primary production uses daily.

5.3 Vegetables and fruit recovery in Italy

An interesting study⁹ was shared by the Italian National Observatory on Food Waste, during the workshop “Food donation Barriers” held on 21st November 2022, organised for the ESF+ project Food4Inclusion.

According to the Italian National Statistical Institute (ISTAT) about 3% of fruits and vegetables were not harvested in **2017** and losses were greater in the area of vegetables cultivation (4%) than for fruit (2,6%) (Fig. 4).

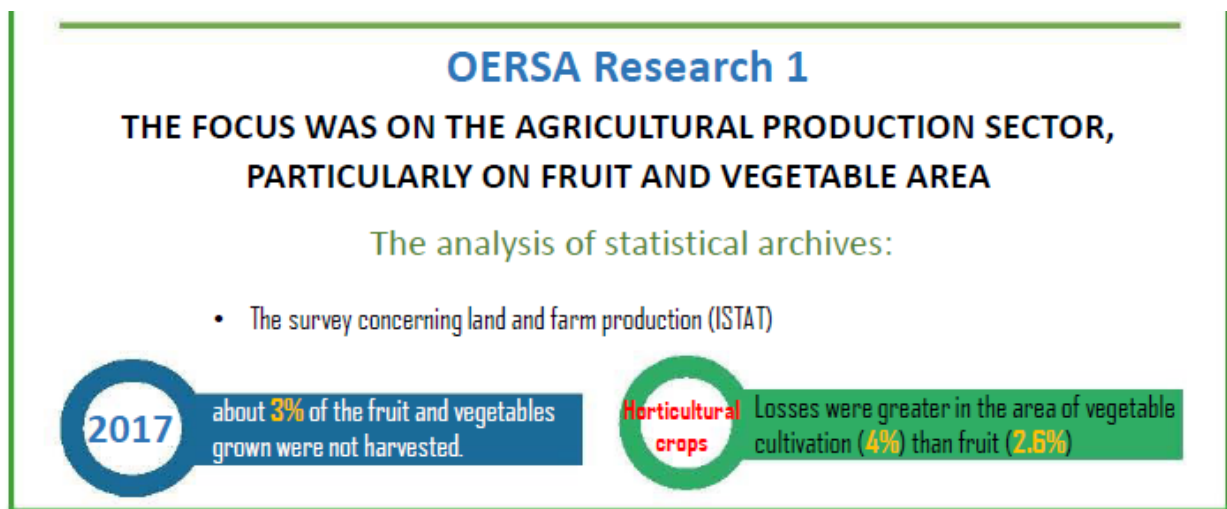


Fig. 4

In the same year, the Farmer Producer Organizations (FPO) declared that more than 32 tonnes of unsold fruit and vegetables were collected and recovered. The majority was fruit (84%) distributed for human consumption (82%).

The data shows the relevance of the aggregation of farming companies and cooperatives into POs, particularly to create competitive advantages, in preventing issues generated by food surpluses and therefore food waste.

Nevertheless, only 27% of POs take advantage of this system that results in positive economic outcomes and the optimisation of the recycling of surplus production (Fig. 5).

⁹ <https://www.crea.gov.it/documents/59764/0/OERSA+2020+March21.pdf/5cd8c7df-9944-15c0-abf7-6e070e102e96?t=1658310623734>

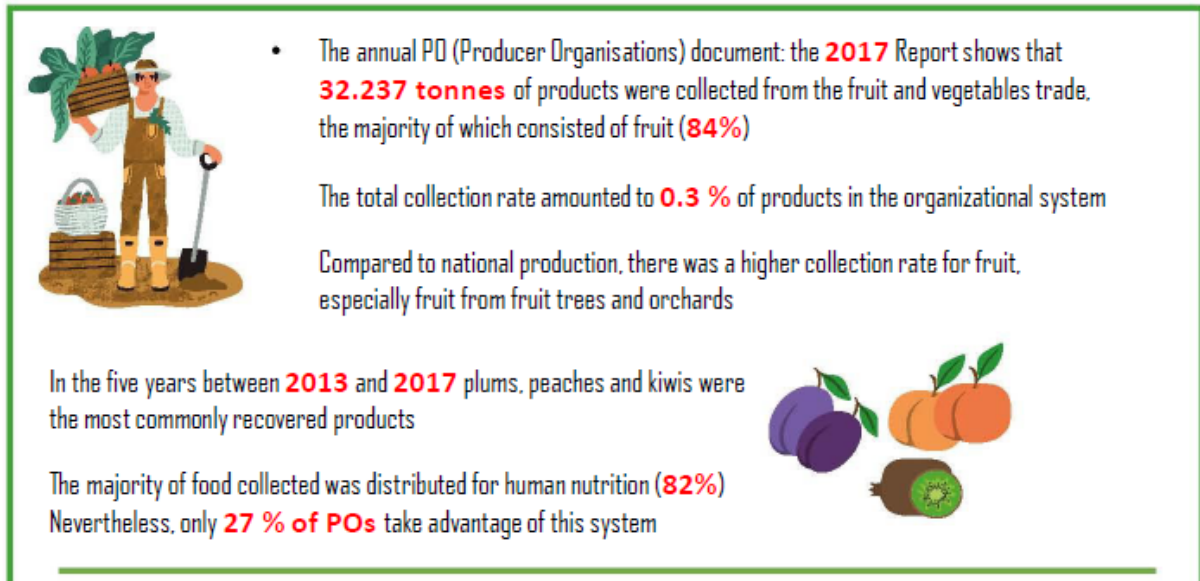


Fig. 5

An exploratory survey was carried out between November 2019 and March 2020. The Farmer Producer Organizations that participated managed 25% of the total Italian fruit farmed land and 30% of the total Italian commercialised fruit production. The average surplus rate of 23 crops (plum, peach, and apple) which produced excess food was 3%, while there was no surplus for another 9 crops (60% of which were kiwi).

The causes of surpluses were:

- The difficulty of finding space in the market
- Product appearance and shape
- Changing customer orders
- Weather conditions and market contingencies

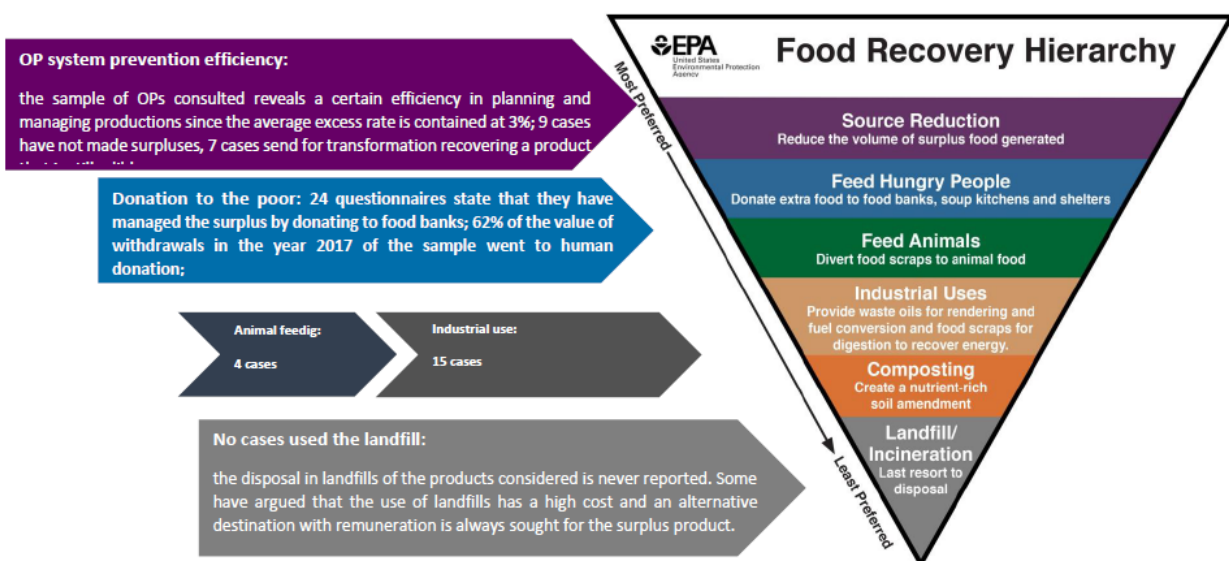


Fig. 6

The OP sample shows great attention to the recovery hierarchy (Fig. 6): the average surplus is very limited (3%) and it is also contained with the use of processing to produce edible foods (fifth range, juices, extracts, purees, ingredients for desserts, etc.); landfills are never used. On intermediate destinations, a strong propensity to donate to the poor has emerged (62%).

This can be explained by the logistical capacity that an OP has, that allows it to interact with the same logistical capacity as food banks. Indeed, small producer organisations find it difficult to interact with both these large entities and smaller local ones.

The Italian OP model should be useful to reduce surplus, but it works better with bigger OP. This should be considered by the Commission to improve its farmer aggregation policy.

6. Food donation barriers

However, food donation actions face many challenges, as both food donors and intermediary food recipients (mainly food banks and charity organizations) face several barriers and constraints during the donation process. These barriers are summarised below.

Liability of donors for food safety

As donated food is still required to meet compulsory standards and requirements (food safety, hygiene, and labelling), this could drive donors to discard surplus food to avoid risks associated with liability for donated food. For instance, donors could fear that if the final consumer of the donated food becomes ill, the donors may face prosecution and compensation claims. The risks of criminal and civil liabilities may cause prospective donors to discard the edible food, instead of starting a food donation procedure according to national law.

Confusion over date labelling on food products

Food manufacturers or distributors are required to put date marks on food products to meet food labelling regulations and standards, but these marks could cause confusion to food donors. For example, the "use by" date refers to food safety and health risks, while the "best before" date refers to food quality. A poor understanding of the use of these date marks may discourage food donation.

The "*lack of funds for the organisation of logistics*" is considered to be "*one of the most limiting factors in food redistribution*" (European Economic and Social Committee, 2014). Firstly, donors need to spare resources to store the food before delivery. Storage can be costly, especially for highly perishable food. Secondly, the transportation of donated food can encounter issues related to costs, human resources and general logistics. Often, organisations may not have the financial and human capacity to overcome the logistic challenges in transportation, that further worsens in cases of large quantities. Thirdly, when the donated food is close to the expiry date of the 'best before' date, the donor hands it over to the charity, which then has a very tight time frame in which to use it. In practice, the donor thus eliminates a problem and a cost by charging it to the charity.

Lack of tax incentives for donations

Because of the high operating cost and potential liabilities, food businesses have little incentive to donate surplus food. Offering fiscal incentives, for instance as tax concessions, could enhance the success of donations related to other options available, as shown in the hierarchy of food waste management. However, not many places across European countries offer such tax incentives to food donors (Research office Legislative Council Secretariat, 2017).

7. Conclusions

The EU is certainly working on the redistribution of food, which is one of the sustainable activities intended to make our world more liveable in the coming years. However, recent crises (such as Covid-19 and the war in Ukraine) have increased the number of people living in poverty or semi-poverty, and as a result, there has also been an increase in disadvantaged areas.

Companies, national governments, local communities, and citizens themselves have organised themselves to help those who are most unfortunate, albeit with difficulty. Where large national initiatives have failed to reach the individual, local communities and citizens have taken over. Some large farms have understood how to reuse surplus produce and prevent it from being sent to landfills. This was due to their great logistical capacity, that allowed them to interact with other logistical platforms for recovering surplus food such as Food Banks.

However, the EU lacks adequate legislation on food donation that establishes harmonised rules for Member States. Most Member States have approached the problem differently. A few, such as Italy and France, have enacted specific national laws for food donation, while others have only established guidelines for the management of food donations (e.g., Germany, Romania, Spain). Still others have only adopted administrative texts. This is not clear (e.g., Belgium).

There are problems not only related to food security, but also to financial management.

For example, the management of VAT for organisations receiving food donations, due to the European legislative vacuum, has seen Member States apply their own loopholes.

Lastly, during the workshop "*Food donation Barriers*" on 21st November 2022, organised by SAFE Food Advocacy Europe for the **ESF project Food4Inclusion**, it emerged that donation is often used by retailers as a method of managing food waste. Indeed, it is common practice to send food in the immediate vicinity of its expiry or preferred consumption date. The organisation receiving it thus has little time to use the product and risks being fined by the competent health authority if the product is found in the refrigerator. This problem is even greater for small charities that work mainly with volunteers.

SAFE Food Advocacy Europe, considering the findings of this report, suggests the following recommendations:

- ✓ Harmonise food safety regulations in Europe and make them easier to manage for smaller charities, which work more closely with the population
- ✓ Regulate food donation so that it is not used as an alternative means to avoid throwing food away, thus dumping it on the next link in the food chain
- ✓ Encourage aggregation in farming, processing, and of sales companies to improve the logistics of donated food
- ✓ Harmonise the rules on food donation in the EU to favour this practice throughout its territory,

- building on the specific legislation of some Member States
- ✓ Provide established economic incentives for small local food surplus distribution entities to reach populations living in disadvantaged areas
 - ✓ Reduce liability problems by introducing legal differences between food donors and the average food business operator

Annex 1

Food Donation Guidelines Mapping

N.B: Empty box for country means that there are either no national food donation guidelines, or that there are guidelines that concern food hygiene and redistribution but are not specific to food donations.

Country	Document link	Notes	Sources in addition to Commission website
AUSTRIA	National Action Programme (2012) https://www.bmk.gv.at/themen/klima_umwelt/abfall/abfallvermeidung/lebensmittel/initiative.html	<u>Only in Austrian</u>	European Food Loss and Waste Prevention Hub (europa.eu)
BELGIUM	Dispositions applicables aux banques alimentaires et associations caritatives Link		
BULGARIA	National plan on waste management (2021-2028): https://www.moew.government.bg/static/media/ups/tiny/%D0%A3%D0%9E%D0%9E%D0%9F/%D0%9D%D0%9F%D0%A3%D0%9E-2021-2028/NPUO_2021-2028.pdf	<u>Only in Bulgarian</u>	European Food Loss and Waste Prevention Hub (europa.eu)
CROATIA	National guidelines (2019) Sectorial guidelines (2021) : · Retail sector · Hospitality and institutional kitchens · Primary production · The food processing sector	Only Croatian	
CYPRUS			https://cyprus-mail.com/2022/11/08/workshop-on-tackling-food-waste/

CZECHIA	<ul style="list-style-type: none"> · Legal obligation for food stores bigger than 400 m2 to donate safe food that cannot be sold to charity organisations. It applies only to foods that do not meet certain legislative requirements (e.g. foodstuffs that are mislabelled or deformed). · Donated food must be safe and not harmful : http://eagri.cz/public/web/mze/potravinyl/legislativa/zakon-opotravinach/100047562.html · 'Principles of Compulsory food donation', joint initiative of the Czech Confederation of Commerce and Tourism and the Czech Food Bank Federation (CS) 	Only Czech	http://www.reducefoodwaste.eu/situation-on-food-waste-in-czech-republic.html
DENMARK	<ul style="list-style-type: none"> · Food waste donation visual guide, in Danish 		
ESTONIA	<ul style="list-style-type: none"> · Food waste donation guidelines website · Food safety when donating guideline document 	Only Estonian	
FINLAND	<ul style="list-style-type: none"> · Guide on foodstuffs donated to food aid 	Guide inaccessible as currently being updated	
FRANCE	<ul style="list-style-type: none"> · Guide on food donations · Guide on hygiene practices for food donations for charitable organisations (2011) · Other food guidelines for donations from the catering sector and the food industry from the Region of Rhone-Alpes exist : https://draaf.auvergne-rhone-alpes.agriculture.gouv.fr/reutiliser-ses-excedents-et-ou-les-donner-a-une-association-d-aide-alimentaire-a123.html 	Only in French	
GERMANY	<ul style="list-style-type: none"> · Guidebook on donating food to social welfare organizations - Legal aspects, June 2018, published by the Federal Ministry for Food and Agriculture. 	Copy not found	Food recovery and redistribution guide.pdf (fao.org)
GREECE			
HUNGARY			
IRELAND	<ul style="list-style-type: none"> · Food donation guidelines for: <ul style="list-style-type: none"> - Businesses - Charities receiving donated food 		Food Donation Food Safety Authority of Ireland (fsai.ie)

	<ul style="list-style-type: none"> - Food banks/distribution centres - Compiling food into food parcels for redistribution - On-street provision of food to the homeless 		
ITALY	<p>Food donation guidelines for all the food chain and charities https://www.salute.gov.it/imgs/C_17_pagineAree_1187_listaFile_itemName_1_file.pdf</p>		
LATVIA	<ul style="list-style-type: none"> · Cabinet Regulation No 514 of 11 August 2020 : includes indicative timeframes for specific food categories past their minimum durability dates, which may be donated to charities, persons registered in the Register of Social Services, municipal social services or directly to the final consumer · Cabinet Regulation No 145 of 17 March 2020 : additional rules were adopted to facilitate the donation of poultry eggs and food of animal origin, allowing more flexibility for retailers who wish to donate such products. 	Only Latvian	
LITHUANIA	<ul style="list-style-type: none"> · Zero waste org fact sheet on food donation legislation · Ministry of Agriculture's leaflet for primary producers on how to donate to charities · The national food bank created an informative booklet for food business operators who wish to donate food. 	<ul style="list-style-type: none"> · English Factsheet · Other docs in Lithuanian 	
LUXEMBOURG	<ul style="list-style-type: none"> · Guidelines for food donations · The new national waste legislation includes a specific paragraph on food waste and the food use hierarchy, prioritising food donation over other destinations for surplus food. 	· Only French	· Redistribution et dons alimentaires - Antigasp
MALTA			
NETHERLANDS	· Food redistribution information sheet (2015)	· In English	
POLAND	· Act of 19 July 2019 on food waste prevention lays down the rules for handling food and the obligation for food business operators to prevent food waste. In line with the act, food business operators with a sales area above 250 m ² are required to establish an agreement with a non-governmental organisation in order to redistribute food not intended for sale, in particular, due to its appearance or its packaging.	· In Polish	
PORTUGAL	· Guidelines for restaurants, catering services, events (2015)	· In English	

	· Guidelines for food donated by large establishments		
ROMANIA	· No national guidelines		
SLOVAKIA	· The Ministry of Agriculture issued a guideline document for Commercial Organisations with instructions for redistributing food that has passed Best Before date.	· Unable to find copy of guideline document	Food recovery and redistribution guide.pdf (fao.org)
SLOVENIA	· The Guidelines for good hygiene practice (prepared by the Veterinary Faculty): - Define requirements regarding donation and redistribution of food, risk assessment, handling of food, temperature regimes, etc. · A risk assessment helps to determine whether food items are eligible for donation	· Unable to find copy of guideline document	Food recovery and redistribution guide.pdf (fao.org)
SPAIN	· Guidelines on food donation of surplus food · Four sector specific guides developed for retailers, education centres, consumers and the hospitality sector, to help actors in outlining best practices and tools for food waste prevention. They also include information on how food surplus can be a viable means for food redistribution.	Only Spanish	Food recovery and redistribution guide.pdf (fao.org)
SWEDEN	· /		