



2023/0234(COD)

31.10.2023

DRAFT OPINION

of the Committee on Agriculture and Rural Development

for the Committee on Environment, Public Health and Food Safety

on the proposal for a directive of the European Parliament and of the Council
amending Directive 2008/98/EC on waste
(COM(2023)420 – C9-0233/2023 – 2023/0234(COD))

Rapporteur for opinion: Clara Aguilera

PA_Legam

SHORT JUSTIFICATION

The Rapporteur welcomes the revision of the Waste Framework Directive proposed by the Commission to reduce the environmental and climate impact of food systems associated with the generation of food waste as well as the setting of legally binding food waste reduction targets for Member States by 2030.

Food waste constitutes an ‘inefficiency’ in the food chain, which has economic, social and environmental consequences, as it is a waste of the work done by farmers in the production of food and a misuse of the natural resources consumed in this process. According to the two available estimates (dating from 2012 and 2022), food waste in the EU amounts to between 88 and 153.5 million tonnes per year. The associated costs total EUR 143 billion per year. This amount of food waste accounts for around 227 million tonnes of CO₂, or around 6 % of total EU emissions.

The European Parliament has consistently supported the reduction of food waste. Reducing food loss and waste is an integral part of the EU Farm to Fork Strategy 2020 for a fair, healthy and environmentally friendly food system.

The setting of specific targets is expected to lead each Member State to take ambitious measures tailored to its specific national situation, thereby reinforcing efforts and expanding effective strategies, leaving Member States full flexibility in the selection of measures in the review of their food waste prevention programmes with a view to achieving the reduction targets.

The rapporteur for the opinion of the Committee on Agriculture and Rural Development strongly welcomes the fact that the proposal excludes the primary sector from the reduction targets and calls for Member States to be encouraged to put greater emphasis on training to prevent food waste.

Considering that 2020 is the first year in which food waste measurement data is available from Member States, as there was no obligation to quantify food waste before, the rapporteur agrees with the reference year, 2020, as set out in the proposal.

The rapporteur considers the proposed objectives to be reasonable. However, the rapporteur proposes that the 30 % target be applied separately to each of the stages in the food supply chain referred to in Article 9a(4)(b) so as to ensure a fair distribution of the burden of responsibility and a fair breakdown of the progress achieved at each stage.

AMENDMENTS

The Committee on Agriculture and Rural Development calls on the Committee on Environment, Public Health and Food Safety, as the committee responsible, to take the following into account:

Amendment 1

Proposal for a directive

Recital 3

Text proposed by the Commission

(3) Having regard to the negative effects of food waste, Member States committed themselves to taking measures to promote the prevention and reduction of food waste in line with the 2030 Agenda for Sustainable Development, adopted by the United Nations (UN) General Assembly on 25 September 2015, and in particular its target of halving per capita global food waste at the retail and consumer levels and reduce food losses along production and supply chains, including post-harvest losses, by 2030. Those measures aimed to prevent and reduce food waste in primary production, in processing and manufacturing, in retail and other distribution of food, in restaurants and food services as well as in households.

Amendment

(3) Having regard to the negative effects of food waste on ***society, the economy and the environment***, Member States committed themselves to taking measures to promote the prevention and reduction of food waste in line with the 2030 Agenda for Sustainable Development, adopted by the United Nations (UN) General Assembly on 25 September 2015, and in particular its target of halving per capita global food waste at the retail and consumer levels and reduce food losses along production and supply chains, including post-harvest losses, by 2030. Those measures aimed to prevent and reduce food waste in primary production, in processing and manufacturing, in retail and other distribution of food, in restaurants and food services as well as in households.

Or. es

Amendment 2

Proposal for a directive

Recital 7

Text proposed by the Commission

(7) Member States have, ***to a certain extent***, developed materials and carried out campaigns targeting food waste prevention for consumers and food business operators; however, these mainly focus on raising awareness rather than eliciting behavioural change. In order to reach the full potential for reducing food waste and ensure progress over time, behavioural change interventions have to be developed, tailored to the specific situations and needs in Member States, and fully integrated in

Amendment

(7) Member States have developed materials and carried out campaigns targeting food waste prevention for consumers and food business operators; however, these mainly focus on raising awareness rather than eliciting behavioural change. In order to reach the full potential for reducing food waste and ensure progress over time, ***school-led*** behavioural change interventions have to be developed, tailored to the specific situations and needs in Member States, and fully integrated in

national food waste prevention programmes. Importance should also be given to regional circular solutions, including public-private partnerships and citizen engagement as well adaptation to specific regional needs such as outermost regions or islands.

national food waste prevention programmes. Importance should also be given to regional, ***provincial and local*** circular solutions, including public-private partnerships and citizen engagement as well ***as*** adaptation to specific regional needs such as outermost regions or islands.

Or. es

Amendment 3

Proposal for a directive Recital 11

Text proposed by the Commission

(11) Reducing food waste at the production and consumption stages requires different approaches and measures and involves different stakeholder groups. Therefore, one target should be proposed for the processing and manufacturing stage and another one for the retail and other distribution of food, restaurants and food services and households.

Amendment

(11) Reducing food waste at the production and consumption stages requires different approaches and measures and involves different stakeholder groups. Therefore, one target should be proposed for the processing and manufacturing stage and another one, ***to be applied individually to each stage***, for the retail and other distribution of food, restaurants and food services and households.

Or. es

Amendment 4

Proposal for a directive Recital 12

Text proposed by the Commission

(12) **Bearing in mind** the interdependence between the distribution and consumption stages in the food supply chain, in particular the influence of retail practices on consumer behaviour and the relation between food consumption in- and out-of-home, it is advisable ***to set up one joint target for*** these stages of the food supply chain. Setting separate targets for each ***of these stages would add unnecessary complexity and would limit Member States' flexibility in focusing on***

Amendment

(12) ***Regardless of*** the interdependence between the distribution and consumption stages in the food supply chain, in particular the influence of retail practices on consumer behaviour and the relation between food consumption in- and out-of-home, it is advisable ***that the reduction target be applied individually to each of*** these stages of the food supply chain. Setting separate targets for each stage ***will ensure a fair and realistic distribution of responsibility and accountability***

their specific areas of concern. In order to avoid that a joint target results in excessive burden on certain operators, Member States will be advised to consider the principle of proportionality in setting up measures to reach the joint target.

applicable at each stage.

Or. es

Amendment 5

Proposal for a directive Recital 13

Text proposed by the Commission

(13) Demographic changes have a significant impact on the amount of food consumed and food waste generated. Therefore, **a joint** food waste reduction **target**, applying to retail and other distribution of food, restaurants and food services and households, should be expressed as a percentage change in food waste levels per capita in order to take into account population changes.

Amendment

(13) Demographic changes have a significant impact on the amount of food consumed and food waste generated. Therefore, **individual** food waste reduction **targets**, applying **respectively** to retail and other distribution of food, restaurants and food services and households, should be expressed as a percentage change in food waste levels per capita in order to take into account population changes.

Or. es

Amendment 6

Proposal for a directive Recital 33

Text proposed by the Commission

(33) In order for Member States to achieve the targets set out in this Directive, Member States should revise their food waste prevention programmes to include new measures, involving multiple partners from the public and private sectors, with coordinated actions tailored to address specific hotspots as well as attitudes and behaviours that lead to food waste. In the preparation of these programmes, Member States could draw inspiration from the recommendations produced by the

Amendment

(33) In order for Member States to achieve the targets set out in this Directive, Member States should revise their food waste prevention programmes to include new measures, involving multiple partners from the public and private sectors, with coordinated actions tailored to address specific hotspots as well as attitudes and behaviours that lead to food waste. In the preparation of these programmes, Member States could draw inspiration from the recommendations produced by the Citizens' Panel on Food Waste **and**

Citizens' Panel on Food Waste.

highlight the key role that consumer organisations can play with their awareness and information campaigns against food waste.

Or. es

Amendment 7

Proposal for a directive

Article 1 – paragraph 1 – point 4

Directive 2008/98/EC

Article 9 a – point d a (new)

Text proposed by the Commission

Amendment

(da) supporting innovation in the field of food packaging, taking into account the key role that packaging plays in preventing waste in the food value chain and the safety of the food itself;

Or. es

Justification

The text should encourage Member States to adopt measures to support innovation in packaging, thereby recognising the important role played by packaging in preventing food waste, in food safety and safe transport, and in extending the shelf life of food.

Amendment 8

Proposal for a directive

Article 1 – paragraph 1 – point 4

Directive 2008/98/EC

Article 9 a – point d b (new)

Text proposed by the Commission

Amendment

(db) fostering cooperation between all actors along the food supply chain to identify tools to achieve a better balance between production and demand.

Or. es

Justification

Exploring ways to maximise the balance between food produced and food demand throughout

the food supply chain would help minimise the risk of generating food waste. The development of tools for this purpose could be explored through cooperation (i.e. projects, research) among the various actors in the chain.

Amendment 9

Proposal for a directive

Article 1 – paragraph 1 – point 4

Directive 2008/98/EC

Article 9 a – paragraph 1 – subparagraph 2 a (new)

Text proposed by the Commission

Amendment

Member States shall ensure the involvement of stakeholders, the private sector and consumer organisations in order to develop tailor-made programmes based on food waste prevention needs. Particular attention should also be paid to the development and implementation of effective consumer education programmes, with a particular focus on raising awareness among young people through training modules in primary and secondary education.

Or. es

Amendment 10

Proposal for a directive

Article 1 – paragraph 1 – point 4

Directive 2008/98/EC

Article 9 a – paragraph 3 a (new)

Text proposed by the Commission

Amendment

3a. The Commission shall facilitate the harmonised measurement of food waste by issuing relevant guidelines to assist actors in the supply chain, as well as Member State authorities, in the systematic interpretation of food waste data and of reporting requirements.

Or. es

Justification

Commission guidelines are needed to help harmonise and improve the quality of the reporting of food waste in the Member States.

Amendment 11

Proposal for a directive

Article 1 – paragraph 1 – point 4

Directive 2008/98/EC

Article 9 a – paragraph 4 – point b

Text proposed by the Commission

(b) reduce the generation of food waste per capita, ***jointly*** in retail and other distribution of food, in restaurants and food services and in households, by 30 % in comparison to the amount generated in 2020.

Amendment

(b) reduce the generation of food waste per capita ***by 30 % in comparison to the amount generated in 2020 applying this percentage in each of the following stages of the food supply chain:*** in retail and other distribution of food, in restaurants and food services, and in households.

Or. es

Justification

More than half of the food waste is generated by households. Setting a single target for three different stages does not guarantee a fair distribution of responsibility among the stages nor of the work to be done in each of them to make progress in reducing food waste.

Amendment 12

Proposal for a directive

Article 1 – paragraph 1 – point 4

Directive 2008/98/EC

Article 9 a – paragraph 5

Text proposed by the Commission

5. Where a Member State can provide data for a reference year prior to 2020, which have been collected using methods comparable to the methodology and minimum quality requirements for the uniform measurement of levels of food waste as set out in the Commission Delegated Decision (EU) 2019/1597, an

Amendment

5. Where a Member State can provide data for a reference year prior to 2020, which have been collected using methods comparable to the methodology and minimum quality requirements for the uniform measurement of levels of food waste as set out in the Commission Delegated Decision (EU) 2019/1597, an

earlier reference year may be used. The Member State shall notify the Commission and the other Member States of its intention to use an earlier reference year within **18** months of the entry into force of this Directive and shall provide the Commission with the data and measurement methods used to collect them.

earlier reference year may be used. The Member State shall notify the Commission and the other Member States of its intention to use an earlier reference year within **12** months of the entry into force of this Directive and shall provide the Commission with the data and measurement methods used to collect them.

Or. es

Amendment 13

Proposal for a directive

Article 1 – paragraph 1 – point 4

Directive 2008/98/EC

Article 9 a – paragraph 7

Text proposed by the Commission

7. By 31 December 2027, the Commission shall review the targets to be reached by 2030, laid down in paragraph 4, with a view, if appropriate, to modify and/or extend them to other stages of the food supply chain, and to consider setting new targets beyond 2030. To that end, the Commission shall submit a report to the European Parliament and to the Council, ***accompanied, if appropriate, by a legislative proposal.***

Amendment

7. By 31 December 2027, the Commission shall review the targets to be reached by 2030, laid down in paragraph 4, with a view, if appropriate, to modify and/or extend them to other stages of the food supply chain, and to consider setting new targets beyond 2030. To that end, the Commission shall submit a report to the European Parliament and to the Council.

Or. es