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## **Review of current EU Member States legislation and policies addressing food waste**

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# France

## A) National strategy on food waste prevention

France has a National plan on food waste prevention called "**National Pact Against Food Waste**" launched in June 14th 2013 by the French Ministry of Agriculture.

The National Pact against Food Waste aims at reducing food waste - by half - by 2025.

The Pact lays down the tools which will be used to reach this target:

1. A rallying sign to make visible the motivation to combat waste.
2. A national day against food waste; an "anti-waste" prize to reward smart food practices.
3. Education about food waste in agricultural high schools and hotel industry training colleges.
4. Terms and conditions for reduced waste in contracts for the public procurement of institutional catering.
5. Improved knowledge of the legislative and regulatory framework relating to ownership and liability in the area of food donations.
6. Measures against food waste in waste prevention programs.
7. Inclusion of food waste measurement as part of Corporate Social Responsibility.
8. The systematic replacement of the existing "expiration date" on the label (French abbreviation "DLUO") with "to be consumed preferably by \_\_\_".
9. An advertising campaign against waste.
10. A new version of the website: [www.gaspillagealimentaire.fr](http://www.gaspillagealimentaire.fr).
11. A year-long experimental citizens' food donation program based around a digital platform.

The national [alimentation.gouv.fr](http://alimentation.gouv.fr) website now includes "anti gaspi" (anti gaspillage/against waste) marketing materials, as well as information and advice on reducing the amount of food thrown away and explanations of best-by dates.

*Types of implications:* food waste reduction, optimisation of food use.

*The food supply segments involved/addressed:* are processing, wholesale, logistic, retail and marketing, food preparation and consumption.

## Specific targets for food waste are also set in the **French National Waste Prevention Programme**

Issued in 2014 - and valid until 2020 - it is promoted by the Ministry of Ecology, Sustainable Development and Energy. This waste prevention programme was recently adopted in accordance with the requirements set by the Waste Framework Directive for each Member State of the European Union. The programme is in line with the National Pact against Food Waste, and it intends to address the same elements included in the National Pact with a focus on food waste prevention. The programme sets specific targets for the reduction of food waste in France. The objective is a 50% reduction of food waste by 2025. It also aims to reinforce the fight against food waste in catering and canteens by introducing special provisions with regards to supply, preparation of meals, portion sizes and the option for clients to purchase adapted portions, food waste awareness activities for staff and clients. A platform dedicated to sharing best practices has also been created.

The French National Waste Prevention Programme also aims to contribute to food waste prevention by adapting the food quantities to the consumers' needs. This could also reduce the amount of packaging and therefore improve waste management.

Furthermore the food services actors aim to develop guidelines for the use of "doggy bags" in restaurants. The Rhone-Alpes Region has conducted a survey in the food service sector to enquire about the possibility of using doggy bags. According to the survey, 90% of the consumers support the "doggy bag" in the food service sector and 75% of the interrogated actors of the food service sector are ready to introduce one in their restaurants.

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*Types of implications:* optimization of food use, food waste reduction, food waste management.

*Food supply segments involved/addressed:* wholesale, logistic, retail and marketing and food preparation and consumption

### **The Regional Waste Reduction Plan in Ile-de-France**

Issued in 2010 by the Regional authority Ile-de-France. Duration until 2014.

The Regional authorities together with the Environmental and Energy Agency (ADEME) agreed to a waste reduction plan to last for year (2010-2014) in the Ile-de-France Region This plan focuses on the prevention of all waste generated across the region, regardless of the type of producer (households, businesses, public services, etc...), and the type of waste (inert, non-hazardous, dangerous).

The Plans for Waste Reduction aims to change practices and mobilise stakeholders and regional partners. In the framework of this Plan, initiatives aiming to reduce food waste are organised like Green Plate (adaptation of portions to reduce thewaste), guidelines to reduce food waste for associations and local authorities, France Nature Environment (NGO) presented during a workshop forum in June 2010 its fight against food waste.

*Types of implications:* optimization of food use, food waste reduction, food waste management.

*Food supply segments involved/addressed:* wholesale, logistic, retail and marketing and food preparation and consumption.

### **The Local Waste Reduction Plan**

Issued in 2009 by the French Agency of Environment and Energy. Duration until 2014. It is promoted and implemented by 80% of the French departments.

These plans have the objective to support a 7% decrease of household waste by 2016 and are a tool to implement any regional food waste prevention programmes (as the one in Ile-de-France mentioned above for example). The types of food waste related actions are specific to each region and local authorities.

*Types of implications:* optimization of food use, food waste reduction.








*Food supply segments involved/addressed:* food preparation and consumption.

## **B) Market-based instruments**

There are two main market-based instruments in force in France. The Law n°98-1266 of the 30th of December 1998 on finances for 1999 that introduces the polluter pays principle via a general tax on polluting activities (TGAP) and the Article 238 bis of the General Tax Code according to which bodies of general interest having a philanthropic, educational, scientific, social, humanitarian, sports, family or cultural objective qualify for a tax reduction equal to 60% of the amount of the donation, in the limit of 5 per thousand of sales, made by companies subject to corporate income tax.

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Table 1. France's market-based instruments and related implications on food waste along the food chain

Law	Description	Types of implications	Main FSCS involved
<b>Law n°98-1266 of the 30th of December 1998 on finances for 1999</b> Loi n° 98-1266 du 30 décembre 1998 de finances pour 1999	This finance law introduces the polluter pays principle via a general tax on polluting activities (TGAP). The Landfill tax is part of the TGAP and is made up of two elements: 1. A tax on the operation of the landfill site 2. A tax depending on the quantity of waste received and the environmental impacts of the site	FWM	A1  A2  A3  A4  A5 
<b>Article 238 bis of the General Tax Code</b> Article 238 bis of the Code Général des Impôts	Bodies of general interest having an educational, scientific, social, family and other objective qualify for a tax reduction equal to 60% of the amount of the donation, in the limit of 5 per thousand of sales, made by companies subject to corporate income tax".	OFU	A4  A5 






### C) Regulations and regulatory instruments



The main policy framing waste management and transposing the European Waste Framework Directive is the Grenelle Environnement 2. This law has a real impact on food waste management by imposing targets with regards to the quantity of bio-waste to be separated at the source and treated organically through anaerobic digestion.

The most recent law is however the Energy Transition Law (La transition énergétique pour la croissance verte) that imposes on local authorities to implement before September 2016 a strategy to fight food waste in the food service sector and is in line with the national food waste policy framework (the National Pact against food waste) adopted in 2013, launched by the Ministry of Agriculture.

Although not addressed directly to food waste, the other pieces of legislation have a real impact on food waste prevention and optimisation. The general tax on polluting activities (TGAP) provides incentives to food business operators to optimise food use and to send low quantities of food waste to landfill or incinerator. Article 238 bis of the General Tax Code introduces a 60% tax credit on the net book value of the donated food and on its transportation and storage incentivising thus food business operators to donate rather than send food surplus to landfill or incinerator.

Table 2. France's regulations and related implications on food waste along the food chain

Law	Description	Types of implications	Main FSCS involved
<b>Law 2010-798 of the 12th of July 2010 regarding the national engagement for the environment (Grenelle 2)</b> LOI 2010-788 du 12 juillet 2010 portant engagement national pour l'environnement (Grenelle 2)	The legislation sets objectives for the upcoming years regarding the quantity of bio-waste to be separated at the source and treated organically through anaerobic digestion	FWR	A1  A2  A3  A4  A5 
<b>The Energy Transition law towards a Green Growth</b>	This law aims to encourage, facilitate, lead, concrete actions towards achieving	FWG	

Law	Description	Types of implications	Main FSCS involved
	green growth. Article 22 imposes on local authorities to implement before September 2016 a strategy to fight food waste in the food service sector.		A5 
<b>The Ministerial Decree of 21 December 2009 and the amended note EB / SDSSA / N2011-8117 service May 23, 2011</b> LOI n° 2010-788 du 12 juillet 2010 portant engagement national pour l'environnement (Grenelle 2)	The legislation sets temperature and hygiene requirements for food donated in restaurants.	FWG	A5 

## D) Voluntary agreements

### Food waste actors club

This Club is prosed in the framework of the National Waste Prevention Programme and it aims to create a network of all actors participating in the food chain in order to exchange results and experiences on their food waste prevention initiatives. Its main purpose is to provide a forum for constructive dialogue taking into account the diversity of interests of stakeholders and a forum on the realities and practices of each type of stakeholder in the food chain in order to propose changes.

The Ministry of Agriculture organises regular committees with these actors in order to discuss: food waste quantification indicators, awareness raising campaigns, legislative barriers to food donation etc.

*Types of implications:* food waste reduction, food waste management.

*Food supply segments involved/addressed:* all.

## E) Technical reports and main scientific articles

### Ministry of Ecology, Sustainable Development and Energy (2012), Food waste reduction: overview and action plans (Réduction du gaspillage alimentaire: État des lieux et pistes d'action), Paris [In French]

This study was commissioned by the "Waste prevention" Working Group of National Council of French waste, in order to deepen the knowledge in the field and support the development of the National Waste Prevention Programme.

The study identifies the most common issues related to food waste and estimates the quantity of food waste in France throughout the food chain. The study also gives recommendations to food chain actors on how to reduce food waste in France.

The report proposes better management of food loses in the production sector, guidelines for the processing and manufacturing sector regarding the best before and use by dates, better management of surplus food, adaptation of consumer needs in the food service sector, awareness raising about food waste at the consumer level: cooking lessons, understanding of expiry dates etc.

These propositions were included in the National Waste Prevention Programme.

*Types of implications:* optimization of food use, food waste reduction, food management.

*Food supply segments involved/addressed:* all.

### ADEME - Environment and Energy Management Agency (2013), Study contributing to the National Waste Prevention Programme (Etude de Préfiguration du Plan National de Prévention des déchets en France), Paris [In French]

This report was issued in July 2013 and it aimed at supporting the development of the National Waste Prevention Programme. The report contains a review of all national waste prevention actions which took place between 2004 and 2012 and it gives recommendations on how to improve them.

*Types of implications:* optimization of food use, food waste reduction.  
*Food supply segments involved/addressed:* all.

**ADEME - Environment and Energy Management Agency (2014), Estimating the impact of food waste in the household sector (Opération foyers témoins pour estimer les impacts du gaspillage alimentaire des ménages), Paris [In French]**

This report was published in October 2014 and it aims to estimate the quantity of household food waste.

The purpose of this study was to evaluate, over a given period, the quantity of the food wasted by 30 households in three communities. The study includes two phases: an overview "point 0" measuring for three weeks the household food waste and the implementation of food waste reduction actions in each household for 2 weeks with measurement results.

The study concluded that French households waste on average 45 kg/inhabitant: specifically 18kg/inhabitant is food waste (leftovers, expired food), 18kg/inhabitant is non-avoidable food waste (bones, fat, scallop), 9kg/inhabitant is potentially avoidable food waste (peelings from fruits and vegetables).

*Types of implications:* food waste reduction.  
*Food supply segments involved/addressed:* food preparation and consumption.

**PIPAME - Inter-ministerial Centre for Forecasting and Anticipating Economic Change (in press – 2015), Technological innovations and waste reduction drivers in the food sector (Les innovations technologiques, leviers de réduction du gaspillage dans le secteur agroalimentaire), Paris [In French]**

The report focuses on food losses and waste and on operating margins in retail and catering services.

*Types of implications:* food waste reduction.  
*Food supply segments involved/addressed:* retail and food preparation and consumption.

## F) Communication and campaigns

### **Eating is great, throwing away is terrible! (Manger c'est bien, jeter ça craint!)**



Issued in 2013 - running until 2014- and promoted by the Ministry of Agriculture.

The first part of the campaign focuses on food waste in general. A digital campaign with online communities that features fun poster with catchy messages was launched.

The second part of the awareness campaign called the consumers' attention to the fact that half the food they buy ends up in the trash: fruits or vegetables that have a default, a wonky appearance or are slightly damaged are mainly the food categories thrown away. However, an apple or a tomato that has a flaw exterior remains excellent and good to eat: "I look better on the inside" is the slogan.

The third part of the campaign focuses on expiry dates. The message spread is "Use by date and best before date: do you really know the difference?"

*Types of implications:* optimisation of food use and food waste reduction.  
*Food supply segments involved/addressed:* wholesale, logistic, retail and marketing, food preparation and consumption.

## Inglorious Fruits and Vegetables



French supermarket Intermarché launched in July 2014 a food waste reduction campaign encouraging consumers to buy ugly fruits and vegetables. Intermarché purchased from its growers produce usually discarded due to imperfections and put the food on display with its own label at a 30% discount. To raise awareness about food waste and prove that “ugly” produce is just as delicious as traditional-looking produce, Intermarché offered free fruit juices and soups in-store, as well as developing engaging videos to sensitize consumers. Two other initiatives were launched since: “Quoi ma gueule?” (“So what about my look?”) label, also selling “imperfect” produce at a 20 to 30%

discount and the commercialisation of “soup kits” of ugly vegetables, with the right quantities and recipes for soup at le Leclerc supermarket. There is still scope to expand on this concept via juices and smoothie bars.

*Types of implications:* optimisation of food use, food waste reduction.

*Food supply segments involved/addressed:* wholesale, logistic, retail and marketing, food preparation and consumption.

## G) Other measures and projects

### Gifts exchange (Bourse aux dons)

Launched by the Ministry of Agriculture, it is an exchange internet platform managed by the ministry to connect suppliers and food aid associations.

*Types of implications:* optimisation of food use and food waste reduction.

*Food supply segments involved/addressed:* wholesale, logistic, retail and marketing, food preparation and consumption.

## H) Food waste policy mix: highlights

Waste management legislation in France is decentralised. The Grenelle Law, the national legislation for waste management (transposing the EU Waste Framework Directive) is applied at the regional and local level through waste prevention and reduction plans. It imposes targets with regards to the quantity of bio-waste to be separated at the source and treated organically thorough anaerobic digestion.

France has a National Pact Against Food Waste with the aim of reducing food waste - by half - by 2025 and the French National Waste Prevention Programme which - in line with the National Pact against Food Waste- focuses on food waste prevention. It also aims to reinforce the fight against food waste in restoration and canteens by introducing special provisions with regards to supply.

France has also a number of local reduction plans among which the Regional Waste Reduction Plan in Ile-de-France that focuses on the prevention of all waste generated across the region, regardless of the type of producer (households, businesses, public services, etc...), and the type of waste (inert, non-hazardous, dangerous) and the Local Waste Reduction Plan whose the objective is the 7% decrease of household waste by 2016.

The country is implementing laws impacting on food donations; specifically the Ministerial Decree of 21 December 2009 sets temperature and hygiene requirements for food donated in restaurants. The majority of warm meals cannot be redistributed and it is not allowed to reheat them in order to donate. Warm meals need to be maintained at a temperature higher than 63 degrees C in order to be donated.

France has launched the digital campaign Manger c'est bien, jeter ça craint! (Eating is great, throwing away is terrible!) that features fun posters with catchy messages, raise awareness on expiry dates and the aesthetics of food.



Supermarkets are also active in France. Intermarchè has launched The Inglorious Fruits and Vegetables food waste reduction campaign encouraging consumers to buy ugly fruits and vegetables.

The overarching goal of the French food waste policy-mix is to reduce the amount of food waste produced on a whole. Priority is given to the management of resources.

Figure 1. France's policy mix at December 2014



Behavioural changes are central to reducing the environmental, social and economic consequences arising from unnecessary food waste. Among the eleven measures have been outlined in the National Pact to foster civic awareness and encourage responsible habits, education about food waste in agricultural high schools and hotel industry training colleges has a primary role.

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The Local Waste Reduction Plan (in French)

Available from: <http://ile-de-france.ademe.fr/-Les-Programmes-Locaux-de-.html>

### **B) MARKET-BASED INSTRUMENTS**

Law n°98-1266 of the 30th of December 1998 on finances for 1999

Available from: <http://legifrance.gouv.fr/affichTexte.do?cidTexte=JORFTEXT000000209044>

Article 238 bis of the General Tax Code

Available from:

<http://www.legifrance.gouv.fr/affichCodeArticle.do?idArticle=LEGIARTI000021658127&cidTexte=LEGITEX T000006069577>

### **C) REGULATORY INSTRUMENT OR REGULATIONS TRADING SCHEME**

Law n°2010-798 of the 12th of July 2010 regarding the national engagement for the environment (Grenelle 2)

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Food waste actors club (in French)

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#### **F) COMMUNICATION AND CAMPAIGNS**

Manger c'est bien, jeter ça craint! (Eating is great, throwing away is terrible!) (in French)

Available from: <http://alimentation.gouv.fr/manger-c-est-bien-jeter-ca-craint>

Inglorious Fruits and Vegetables (in French)

Available from:

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<http://www.lesgueulescassees.org/>

#### **G) PROJECTS AND OTHER MEASURES**

Among the eleven measures have been outlined in the National Pact to foster civic awareness and encourage responsible habits, education about food waste in agricultural high schools and hotel industry training colleges has a primary role.

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All links cited in the references have been accessed for the last time on October 27, 2015.

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