



Food Loss in Catalonia

Policies

Table 1: Highlights and gaps in the national/regional policy framework of Catalonia

Highlights	- Holistic treatment of Food Loss and Food Waste along the Food Supply Chain
Gaps	- No quantitative reduction targets for Food Loss to date

Table 2: Policy analysis in Catalonia

1. Territory	Catalonia		
2. Level	NUTS-2		
3. Is a specific law / regulation for food loss in place?			
☒ Laws and regulations on food loss		☒ Under development	
Law 3/2020 Proposed Catalan Decree (Development of the Catalan Law 3/2020)			
☐ Other laws / regulations containing provisions on food loss		☐ Under development	
☒ Soft law policies on food loss			
Implementation of a food loss and waste prevention and reduction plan in agri-food companies: principles and guidelines. Guidelines for safe cleaning.			
4. Governance			
Law formulation and adoption	Department of Agriculture, Livestock, Fisheries and Food		
Law implementation and enforcement	Department of Agriculture, Livestock, Fisheries and Food Waste Agency of Catalonia (Ministry responsible for waste)		
Monitoring of compliance	Department of Agriculture, Livestock, Fisheries and Food Waste Agency of Catalonia (Ministry responsible for waste) – responsible to collect, process and analyse the information submitted through the DAPRMA (Annual Food Loss and Waste Declaration)		
5. Definitions (tick if available)			
☒ Food loss		☐ Under development	
☒ Food waste		☐ Under development	
☐ Food loss and food waste jointly		☐ Under development	
6. Objectives, targets and obligations for food loss prevention and reduction in laws / regulations and governmental soft law policies			
☐ Quantitative objectives			
	Ambition		
	Timeline	☐ Under development	
☒ Qualitative objectives			
Law 3/2020	Ambition	Establishment of prevention actions to reduce losses and waste food and promotion actions to increase the utilization and valorization of food throughout the food chain.	
	Timeline	None	☐ Under development
Reporting and verification		Yes	No
Are reporting obligations on the progress towards reaching the objectives in place?		☐	☐
Have indicators to evaluate progress towards reaching the objectives been specified?		☐	☒
7. Measures and actions on food loss prevention and reduction in governmental policies			
Type of measures		Yes	No
Measuring and reporting obligations		☐	☐
			☒



Obligations to create food loss prevention and reduction plans			
By companies (PP businesses, food processing companies, etc.)	☒	☐	☐
By public actors (municipalities, provinces, regions, etc.)	☒	☐	☐
Fiscal incentives for food loss prevention and reduction	☒	☐	☐
Grants for food loss prevention and reduction	☒	☐	☐
Grants for improved food loss measuring (precision farming, earth observation, digitalisation, etc.)	☒	☐	☐
Non-financial incentives for food loss prevention and reduction	☐	☒	☐
8. Steps in the value chain targeted by objectives and measures for food loss prevention and reduction			
☒ Primary production, pre-harvest			
☒ Primary production, post-harvest (including on-farm storage)			
☐ Food processing			
☐ Wholesale and retail			
☒ Household consumption			
Are any of the following primary production sectors targeted by specific objectives/measures for food loss prevention and reduction?			
☐ Grains and pulses	☐ Fruit and vegetables	☐ Roots and tubers	
☐ Meat and dairy	☐ Fish	☒ No objectives/measures by specific commodities, but for all of them in general.	
9. Measurement and reporting of food loss in legislation and governmental soft law policies			
☐ Measurement and reporting system for food loss in place		☒ Under development	
☐ With specified quantification methods		☐ Without specified quantification methods	
☒ Measuring food loss in primary production, pre-harvest		☒ Measuring food loss in primary production, post-harvest (including on-farm storage)	
☐ No measurement and reporting system for food loss			
Are there any specific measurement/reporting obligations or quantification methods for any of the following primary production sectors?			
☐ Grains and pulses	☐ Fruit and vegetables	☐ Roots and tubers	
☐ Meat and dairy	☐ Fish	☒ No objectives/measures by specific commodities, but for all of them in general.	
10. Budget for food loss prevention and reduction			
☒ Dedicated budget for food loss prevention and reduction defined		☐ Under development	
☐ No dedicated budget for food loss prevention and reduction			
☐ Do not know			
Comments			

Table 3: Public objectives related to food loss

Overall objective / target	Source
The object of this Act is to establish preventive actions for reducing food loss and wastage and promotional actions for increasing food utilization and reuse throughout the food chain.	Catalan Law 3/2020
Sub-objective / target	
Description	Source



The Catalan Law has no quantitative objectives, but establish in Art.12 that the Government must implement the Strategic Prevention Plan, which has to specify, among others, concrete objectives.		Catalan Law 3/2020	
Timeline to reach sub-objective / target	The Government is required to approve the Strategic Food Loss and Wastage Prevention Plan referred to in Article 12, within one year of this Act's entry into force. (Final Provision 3, of the Catalan Law 3/2020)		
Obligations			
Catalan Law 3/2020, Art. 5.1. Food companies, social entities and other non-profit organisations that are dedicated to food distribution have the following obligations: 1. a) To have a food loss and wastage prevention plan and to implement it. Own plan or a collective plan. b) To reduce, measure and annually report the quantity of food loss and wastage. c) To account for the food products that are intended for free distribution. d) To adopt the appropriate measures for applying the Article 11 hierarchy of priorities to food loss and wastage, in accordance with the provisions established by the regulations. e) To avoid actions geared to leaving food in conditions that are unsuitable for consumption or reuse. Exception: Micro-enterprises are excluded from the obligations referred to in letters a, b and c. * Definition of "Micro-enterprise (based on the Catalan Law 3/2020): Micro-enterprises means enterprises that employ fewer than ten people and which have an annual business turnover or annual balance sheet of no more than two million euros. 4. Additional obligations: a) Train workers so they can play an active role in reducing food wastage and to involve them in such action. b) Implement measures for providing incentives to sell products that are close to their best-before or expiry dates, in accordance with the hierarchy of priorities established under Article 11. c) Promote prevention through actions for reducing food wastage and to inform consumers of more responsible consumption habits. d) Promote the sale of products with imperfections or flaws.	Actors – compliance	Food companies, social entities and other non-profit organisations that are dedicated to food distribution	
	Actors – enforcement		
		Department of Climate Action, Food and Rural Agenda. Government of Catalonia	



e) Promote the consumption of seasonal, local, ecological and environmentally sustainable products. f) Include or improve information on utilising food and bio-waste. g) Improve the separation of organic waste. h) Promote bulk food sales.	
Catalan Law 3/2020, Art 6. Obligations that may also influence indirectly in food loss and are the next ones: 1. Restaurant, hotel and catering companies have additional obligations, besides the ones referred to in Article 5, and are specifically required to: a) Promote the consumption of seasonal and local products. b) Make it easy for consumers to take away, at no extra cost, any food they have not consumed, and to clearly and visibly inform them of this possibility within the establishment itself, preferably on the set menu or à la carte menu. c) Use containers, which are suitable for food use and are reusable, compostable or easily recyclable, for taking away unconsumed food, and allow consumers to bring their own containers. 2. Companies or entities managing school meal services or canteens, in collaboration with schools, must establish educational programmes on food wastage reduction. 3. Food wastage reduction programmes must be established at hospitals and geriatric residences offering meal or canteen services, which comply with the hierarchy of priorities set out in Article 11, in accordance with the provisions established by the regulations	Actors – compliance Restaurant, hotel and catering companies Actors – enforcement Department of Climate Action, Food and Rural Agenda. Government of Catalonia
Catalan Law 3/2020, Art. 7. Obligations for the Public Administration: a) Incorporate clauses into food-related public contracts and service management agreements to prevent food loss and wastage. b) Create an information system for collecting and analysing data. (from the obligation of “To reduce, measure and annually report the quantity of food loss and wastage”). c) Facilitate the creation of spaces and systems for distributing surplus food. d) Provide financial resources for projects that include food wastage reduction and which create jobs for underprivileged groups. e) Draw up a reference directory with information on the food loss and wastage of enterprises and entities, broken down by area,	Actors – compliance Public administration Actors – enforcement Department of Climate Action, Food and Rural Agenda. Government of Catalonia



which provides food chain stakeholders with the allocation of food for various uses in accordance with the hierarchy of priorities f) Ensure that institutional advertising, especially when it is aimed at minors, promotes responsible food consumption. g) Draft the Strategic Food Loss and Wastage Prevention Plan, which has to be rolled out under the regulations. h) Provide guidelines for drafting their own or collective food loss and wastage prevention plans: Guideline_Prevention_Plan FLW i) Include educational measures in food programs in school to prevent food loss and wastage. j) Control and inspect the activities subject to this Act. Catalan Law 3/2020, Final Provision. The Catalan Government must regulate gleaning, with one year as of this Act's entry into force, as a complementary, non-profit activity for preventing food losses. Guideline Safe Gleaning	
Catalan Law 3/2020, Art. 9. Additional obligations of social entities and other non-profit organizations that are dedicated to food distribution. a. Maintain proper hygiene practices in conserving and processing the food they have at their disposal. b. Keep their premises and facilities properly cleaned and maintained. c. Have the necessary features and infrastructures for conserving, processing and distributing food, fresh produce in particular, under optimal conditions. d. Promote projects that create jobs and social integration through work, by adopting a solidarity and social cohesion perspective.	<i>Actors – compliance</i>
	Social entities and other non-profit organizations dedicated to food distribution
	<i>Actors – enforcement</i>
	Department of Climate Action, Food and Rural Agenda. Government of Catalonia
Catalan Law 3/2020, Article 11. Stakeholders' hierarchy of priorities. Food chain stakeholders must adapt their actions to the following hierarchy of priorities: a) Food loss and wastage prevention. b) Use for human consumption. c) Use for animal consumption. d) Material reuse by recovering elements and substances contained in food waste for industrial uses. e) Material reuse by obtaining quality compost. f) Reuse for energy by obtaining biogas. g) Other types of reuse for energy.	<i>Actors – compliance</i>
	Food chain stakeholders
	<i>Actors – enforcement</i>



h) Elimination.	
Measures	
To facilitate compliance of the obligations the Department of Climate Action, Food and Rural Agenda proposes the Guide for the implementation of a plan for the prevention and reduction of food losses and waste in agri-food companies and in the other sectoral guides (Guideline_Prevention_Plan_FLW) Catalan Law 3/2020, Article 12. Catalan Government has to draw up a FL and FW Strategic Food Loss and Wastage Prevention Plan.	Actors – provision
	Department of Climate Action, Food and Rural Agenda. Government of Catalonia
	Actors – use
	Food Chain Stakeholders
Catalan Law 3/2020, Article 13. Measures to support and promote the prevention of food loss and wastage: 1. For the purposes of food loss and wastage prevention, the public authorities and food companies are required to carry out the following actions: a) Promote knowledge of food loss and wastage. b) Promote information and awareness-raising campaigns for the purposes of preventing not just food loss and wastage but also the impact they have on financial, social and environmental sustainability, and of raising awareness of the need for encouraging responsible consumption. c) Advocate best-before dates be set responsibly. d) Provide incentives for utilising food past its best-before dates. e) Foster good commercial practices throughout the food chain in order to prevent food loss and wastage. f) Provide incentives for adopting collaboration agreements between food chain stakeholders and social entities. g) Encourage civic, community and volunteering projects, and projects involving the public, whose purpose is to raise awareness of and promote practices to prevent food loss and wastage, preferably projects for social integration through work or for assisting vulnerable groups. 2. Besides the actions included in Paragraph 1, the public authorities are required to carry out the following: a) Educate, train and raise the awareness of all food chain stakeholders on the need to prevent food loss and wastage, recover the value of food and promote its utilization, and, in particular, the difference between best-before and expiry dates. b) Include aspects of awareness-raising, information and education on food loss and wastage in educational plans. c) Promote research and innovation to explore new channels for preventing food loss and wastage and utilizing food, by providing ince	Actors – provision
	Department of Climate Action, Food and Rural Agenda. Government of Catalonia
	Actors – use
	Food Chain Stakeholders



ntives for work carried out by universities and food technology research institutes. d) Promote measures for supporting artisans and agricultural and livestock producers that are self-employed or micro-enterprises. e) Promote economic and financial tools, as well as including food loss and wastage prevention and food utilization as criteria for assessing actions to foster business activity, within the framework of developing the circular and bio economies and mitigating climate change. f) Include food loss and wastage prevention among the requirements for environmental quality labels, environmental management systems and other equivalent tools.	
Means of verification	Actors
Catalan Law 3/202, Additional provisions One. Functions of the Catalan Ministry of Agriculture, Livestock, Fisheries and Food (Nowadays, the ministry is called Department of Climate Action, Food and Rural Agenda). As the ministry with jurisdiction over food and the food chain regulator, has the function of promoting the prevention of food loss and wastage and the utilization of food throughout the food chain, and of controlling and inspecting this within the scope of its powers. According to the Article 14 of the proposed Catalan Decree, the ministry responsible for waste centralises the collection, processing and analysis of the information submitted through the DAPRMA (Annual Food Loss and Waste Declaration).	Department of Climate Action, Food and Rural Agenda. Government of Catalonia
Other aspects	Actors
Catalan Law 3/2020, Article 10. Consumer Rights, Article 8. Rights of food chain companies, social entities and other non-profit organisations that are dedicated to food distribution. Enterprises, social entities and other non-profit organisations that are dedicated to food distribution have the following rights: a) To receive food originating from donations and gleaning for the purposes of being able to carry out both their work for attending to underprivileged groups and their inclusive social projects. b) To receive advice and information from public authorities, third-sector social organisations or private food-sector companies. c) To receive financial support from the public authorities, provided they ensure the right to healthy food and create jobs, for the purposes of purchasing basic foods, preferably in compliance with product quality and social-impact criteria rather than economic criteria.	All stakeholders from the food supply chain



Catalan Law 3/2020, Article 14. Offences: Buying food products through commercial practices which are defined by this Act's implementation regulations as unfair or which are contrary to competition rules and cause or encourage food waste among providers.	
--	--

Table 4: Budget and financing of activities on food loss in Catalonia

Budget allocated to the implementation of the law / regulation			
Amount	Timing	Provided by	Purpose / description
781,356 €	Annual	Regional budget (DACC)	• Diagnosis on the quantification of FLW along the FSC chain. (Three sectors: pork, milk and hake (fish)). • Promotion of the profit of the FL and the recuperation of fresh food (direct subvention). • Sheets on the opportunities of taking advantage of food (different opportunities to commercialize or valorize food). (poultry and oil sector) • Awareness and promotion of good practices and the prevention of FLW (Thematic diners on food recuperation – Gastrorecups; Workshops, Activites...) • Tools to prevent food loss and food waste along the food chain. (Guides on FLW prevention in for free distribution and retail meat sector and other technical projects). And the subsidy line for the prevention of FLW.
140,000 €	Annual	Regional budget (ARC)	• Strategic Plan on FL and FW of Catalonia (in Catalan PEPMA) • Technician in charge of the tasks derived from the Strategic Plan
230,000 €	Annual	Regional budget (ARC)	• Campaign “Som Gent de Profit” • Subsidy for the Prevention and Preparation for the reuse of Municipal Waste projects. • Subsidy for projects promoting the circular economy. • Total cost for the hiring of technical staff dedicated to the control and inspection of the obligations derived from Law 3/2020 and the draft decree per year in terms of wages and company costs. • Technical cost for personal for the Information System Control. • In addition, the hiring of this technical staff will entail an additional cost for the Generalitat administration.
270,000 €	Annual (2024-2025)	Regional Budget (CTTI , Department of Presidency)	• Development of Information System on FLW data (SIPRMA in Catalan)



Financial incentives	
Type of incentive	Subsidy line for the prevention of food losses and food waste (DACC)
Purpose / description	Subsidies for all the actors of the FSC. Is based on two lines: -Design and implementation of prevention plans, quantification systems and formation activities -Development of activities for the awareness of FLW
Beneficiaries	Small and Medium Enterprises (SMEs), social entities and NGOs. The beneficiaries must have in their status the purpose of improving sustainability and/or promotion of a healthy and sustainable diet.
Eligibility criteria	-General Equality Criteria -Generational Relief Criteria -Enterprises that implement measures to promote circular economy
Amount - total	632,986.43 € (2023)
Timing - total	Annual
Amount per beneficiary	- Enterprises and Cooperatives: Up to 3000 € - Enterprises with more than 50 workers: Up to 5000 € - Groups or associations of companies: Up to 15000 € - Entities or NGOs: Up to 50000 €
Timing - beneficiary	Annual
Comments	