

Recommendations to the Danish Government 2020

ONE THIRD

Think Tank on Prevention
of Food Loss and Food Waste

Indhold

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1. Introduction

Every year, approx. 1.3 billion tonnes of food are wasted – equivalent to approx. 1/3 of all food in the world. The challenges with food waste have not diminished during the COVID-19 pandemic. The UN's Food and Agriculture Organization, FAO, estimates that the extent of the waste has increased globally, among other things due to movement and transportation restrictions as a consequence of COVID-19.

The COVID-19 pandemic also threatens the food security for an additional up to 132 million people, on top of the increase over the last five years in the number of people who are starving and cannot afford a healthy diet. At the same time, we are still in the midst of a global climate, environmental and biodiversity crisis.

Food loss and waste contributes to the climate, environmental and biodiversity crisis we are facing. The waste does not only include the food itself. It also includes the consumption of water, energy, fertilisers, pesticides, animal feed, medicines, etc., which are used to produce the food. And the areas where the food is produced, whether it is the production of fruit and vegetables, animal feed or animals, could have been used as natural lands or for energy production, etc.

Worldwide, food loss and waste comprises approx. one third of all food produced for human consumption, which corresponds to approx. 8% of the world's CO₂ emissions, or almost as much as emissions from the transportation sector. In Denmark, food waste is to blame for the emission of 2 million tonnes of CO₂, corresponding to approx. 3.8% of the total Danish CO₂ emissions.

Therefore, there is still a very good reason why food waste is part of the solutions in the green transition and restoration after the COVID-19 pandemic – both here in Denmark, in the EU and globally.

During 2020, the Danish Government has launched new initiatives in the area of food waste, including a national food waste day, 'the Food Waste Hunters' 2.0 (Madspildsjægerne) (*Source 1*) and the development of an international standard. A number of the recommendations that the Think Tank presented last year have not yet been followed. But in the Think Tank, we note that the then Minister for Food, Mogens Jensen, has announced that the Government will launch an overall strategy for food waste.

The Think Tank's recommendations are based on current knowledge about the extent of food waste and food loss, and the Think Tank will therefore consider supplementing the recommendations when new data is available (*Source 2*).

Think Tank on Prevention of Food Waste and Food Loss – ONE\THIRD

Think Tank on Prevention of Food Waste and Food Loss – ONE\THIRD – is a self-governing institution under the Ministry of Food, Agriculture and Fisheries, which was established in 2019. The Think Tank consists of an independent board of seven members and a large number of members from the entire food value chain: companies, organisations, universities and authorities.

The focal point of the Think Tank is UN Global Goal 12.3, which is about halving the amount of food waste (including food losses, ed.) at the retail level and among consumers as well as reducing food losses in both the production and primary production no later than 2030.

The Think Tank is based on a solid Danish tradition, where solutions are developed in collaboration between players from the private sector, the public sector and science. The philosophy is that the most effective and most sustainable solutions to society's major challenges are developed jointly among society's leading players.

The Think Tank is financed by the Danish Government and has an annual budget of DKK 2.3 million which covers the cost of, among other things, the operation of the voluntary agreement 'Denmark against Food Waste' (Danmark mod madspild), new studies and start-up of smaller projects as well as communication.

Read more about the Think Tank at www.onethird.dk.

1) The Food Waste Hunters 2.0 is help for the retail sector to reduce food waste.

2) The Ministry of Food, Agriculture and Fisheries estimates that approx. 700,000 tons of food are wasted, divided on primary production, food industry, the service sector as well as retail & wholesale and households. The estimate is based on various data sources from the period 2011-2017. According to the Ministry of Environment, new data for food waste and food loss will be available in 2021.

Recommendations to the Danish Government

The task of the Think Tank is to submit recommendations to the Danish Government in the area of food waste once a year. In December 2019, the Think Tank presented a number of recommendations to the Danish Government.

Since then, a number of other players have also made recommendations on food waste. In the spring of 2020, three of the Government's climate partnerships published recommendations on food waste: The Climate Partnership for Food Production and Agriculture, the Climate Partnership for Trade and the Climate Partnership for Service, IT and Consultancy. This testifies to the fact that prevention and reduction of food waste and food loss is high on the agenda of the Danish business community. Shortly before the turn of the year 2019/2020, the EU Platform on Food Losses and Food Waste (the EU Platform) also presented recommendations for measures targeted at food waste.

The Think Tank will continue to work on a number of the recommendations that the climate partnerships and the EU Platform have presented, together with the Think Tank members. The work is described in more detail in the Think Tank's work programme for 2021.

The Think Tank's recommendations in 2020 are based on recommendations from 2019, i.e., recommendations which the Government has not yet followed have been further developed. The recommendations are formulated with inspiration from the Think Tank members, who have submitted proposals to the board. In the Think Tank, we will also initiate a number of studies, etc., that support the recommendations to the Government, so that private players have an opportunity to contribute to the fulfilment of the Danish goal of contributing to the fulfilment of UN Global Goal 12.3.

2. Summary of the Think Tank's Most Important Recommendations

Reduction and prevention of food waste must be included in the climate action plans

- The Think Tank recommends including measures for reduction and prevention of food waste and food loss in the climate action plans. There is a need for a holistic approach to food waste initiatives, and an important step in recognising the climate impact of food waste is the inclusion of this agenda in the central climate action plans.

Ambitious, binding EU Reduction Targets

- The Think Tank recommends establishing a collaboration with other like-minded countries in a joint effort to create ambitious and binding EU reduction targets by 2023. Work is being done to ensure that the indicative EU targets for food waste, including food loss, of 30% by 2025 and 50% by 2030 become binding (*Source 3*).

A new national food waste strategy

- The Think Tank recommends that a future food waste strategy contains a road map/action plan, which includes targets, baseline and impact assessment of the Government's current and future initiatives as well as major voluntary initiatives, such as 'Denmark against Food Waste'. The strategy will thus be based on the 'target, measure and act' model, which is widely recognised in international circles and recommended by the EU Platform.

A major sustainable consumer campaign

- The Think Tank recommends launching a major sustainable campaign to implement behavioural changes among Danish consumers. The campaign should be based on the latest knowledge about behavioural design and focus on the value of food rather than the negative waste. The coupling to the positive climate effects should be the focal point. It would be an advantage to combine this campaign with a campaign on sustainable and climate-friendly dietary habits, so that the coupling between food waste, food value and climate is clear. Food waste should, however, have a particular behavioural focus and should also link to proper understanding of date labelling. This is also recommended by the EU Platform.

Focus on UN's Global Goal 12.3 in the forthcoming development policy strategy

- The Think Tank recommends that the development policy strategy focuses on prevention and reduction of food waste and food loss, which are core elements in promoting sustainable business models and innovation in the agricultural and food sector as well as robust and resilient food systems. The strategy should have special focus on value chains that include small producers and that, through research and innovation, increase the returns at all levels of the value chain, including the informal sector.

3) Directive 2018/851 of the European Parliament and of the Council of 30 May 2018 amending Directive 2008/98 / EC on waste, <https://eurlex.europa.eu/legal-content/en/TXT/PDF/?uri=CELEX:32018L0851&from=EN>

3. Recommendations for National Measures

#1 Include food waste and food loss in the Government's climate action plan

The Danish Government's goal of reducing greenhouse gas emissions by 70% by 2030 compared to the level in 1990 means that there is a need for a wide range of initiatives and measures.

In 2019, the Think Tank recommended that the Government includes measures to prevent and reduce food waste in a forthcoming climate action plan. At the time of writing, the Government has not yet completed its work on the climate action plans which will describe the basis for meeting the 2030 climate goal.

In May 2020, the European Commission presented their 'Farm to Fork' strategy for transitioning to sustainable food systems and meeting the UN's Global Goals. The Farm to Fork strategy points out that in order to achieve a sustainable food system, it is absolutely crucial that food waste (including food left-overs) and food loss are handled better. The Commission will propose legally binding EU targets by 2023 at the latest based on the Member States' reporting of national mappings (available no later than 2022). The starting point is the UN's Global Goals which include a target of halving food waste, including food loss per capita at the retail and consumer level prior to the end of 2030.

In September 2020, the European Commission proposed an upgrade of the overall reduction target for greenhouse gases from 50% to 55% reduction by 2030 compared to 1990. According to the Commission, this should enable a climate-neutral EU by 2050.

Reduction and prevention of food waste, including food loss, is one of the focus areas and is estimated as capable of reducing the climate impact of the European food system by at least 10%.

According to current knowledge, food waste in Denmark is to blame for the emission of 2 million tonnes of CO₂, corresponding to approx. 3.8% of the total CO₂ emissions from Denmark. If Denmark is to be a green leading nation, reduction and prevention of food waste and food loss must be part of the climate action plan.

- *Therefore, the Think Tank still recommends that the Government includes measures to reduce and prevent food waste and food loss in the climate action plans. There is a need for a holistic approach to food waste initiatives, and an important step in recognising the climate impact of food waste is the inclusion of this agenda in the central climate action plans.*

- *The Think Tank also recommends that the Government establishes a collaboration with other like-minded countries in a joint effort to create ambitious and binding EU reduction targets by 2023 at the latest, and that work shall be done to ensure that the indicative EU targets for food waste, including food loss, of 30% in 2025 and 50% by 2030 will be binding (Source 4).*

A number of the Government's climate partnerships have made recommendations on food waste to the Government.

- *The Think Tank recommends that the Government prepares a status report on the Government's implementation of recommendations from the Government's climate partnerships, the Think Tank ONE THIRD and the EU Platform.*

#2 Involve more ministries in a dialogue on better framework conditions

Challenges and the latitude related to reduction and prevention of food waste and food loss exist across several different ministries, including the Ministry of Environment, the Ministry of Food, Agriculture and Fisheries, the Ministry of Taxation, the Ministry of Industry, Business and Financial Affairs, the Ministry of Climate and Energy, the Ministry of Foreign Affairs, the Ministry of Social Affairs, the Ministry of Education and the Ministry of Higher Education and Science.

The solutions often lie with private and civil society players, for whom the room for manoeuvring is often limited by regulations and legislation. There is a need to establish a better framework for the many players so that they will experience facilitating framework conditions to a greater extent, rather than regulatory uncertainties and obstacles. Thus, it is crucial to create a binding relationship between the private and civil society players on the one hand and the ministries on the other.

- *The Think Tank therefore recommends that a dialogue is established between the relevant ministers/ministries and the Think Tank with the aim of identifying barriers to initiatives against reduction and prevention of food waste and food loss and possible solutions.*
- *The Ministry of Food, Agriculture and Fisheries should have a secretariat-like function, at the same time establishing a close dialogue between the ministries. Suggestions from the dialogue will be covered by the 'Follow or Explain' principle. This means that the ministries and/or the Government are obliged to either implement the initiatives that are proposed or explain why the initiatives are not implemented.*

4) Directive 2018/851 of the European Parliament and of the Council of 30 May 2018 amending Directive 2008/5/EC on waste, <https://eurlex.europa.eu/legal-content/en/TXT/PDF/?uri=CELEX:32018L0851&from=EN>

Examples of themes within food waste that go across fields of responsibility include donating surplus food to charity and consumers, which goes across the Ministry of Social Affairs, the Ministry of Taxation and the Ministry of Food, Agriculture and Fisheries, and challenges in distributing existing teaching and information materials on food waste to educational institutions, which goes across the Ministry of Food, Agriculture and Fisheries, the Ministry of Education and the Ministry of Higher Education and Science.

A third area deals with innovation across the value chain, conditions for SMEs and research and knowledge building, in which the Ministry of Industry, Business and Financial Affairs and the Ministry of Higher Education and Science play a role. The Ministry of Foreign Affairs is a relevant party in relation to the export of Danish solutions and initiatives related to capacity building with focus on the prevention of food loss in developing countries. Finally, the Ministry of Climate and Energy plays a role in pursuing cross-ministerial cooperation on the Government's climate goals.

#3 Set 2030 reduction targets for each industry link in the food value chain

Reduction targets are a necessary framework for the development of a market that supports the green transition and the development of the industry with new knowledge and technology in order to achieve comprehensive reductions in food waste and food loss. Therefore, in 2019, the Think Tank recommended that the Government enters into a dialogue with the industry on setting a reduction target for each industry link in the food value chain.

The Think Tank runs the voluntary agreement 'Denmark against Food Waste', which has a collective goal of reducing food waste by 50% by 2030 at the latest. On 29 September 2020, the agreement was signed by 25+ companies, the Confederation of Danish Industry, the Danish Chamber of Commerce, the Danish Agriculture & Food Council, Horesta (trade association for the restaurant, hotel and tourism industry), DRC (Danish Restaurants and Cafes), SDK (the Federation of Retail Grocers) and KL (Kommunernes Landsforening). It is an important contribution to the Danish fight against food waste, and in the Think Tank we will work to expand the agreement with even more members. The Government, represented by then Minister of Food Mogens Jensen supports the agreement and has recognised the initiative as a serious step toward achieving necessary reductions.

The members of 'Denmark against Food Waste' undertake to calculate their food waste according to a uniform method and report their data to a neutral third party. Insight into where food waste occurs and the extent hereof is absolutely crucial for the individual companies and organisations to be able to streamline the reduction efforts. The Think Tank provides help in the form of written guidelines and dialogue about calculations so as to ensure a uniform data collection. Within the Think Tank's current budget, however, only limited membership accession is possible.

In the Think Tank, we estimate that there is great potential for expanding the current agreement with far more members within the food industry, and that there is also a potential for expanding the agreement to include municipalities, regions and the state. According to the current estimate, food waste in the food chain from primary producers, the food industry, retail and wholesale, the service sector and commercial kitchens amounts to approx. 2/3 of the total food waste in Denmark.

- *The Think Tank recommends that the Government has an ambition that companies etc. from the primary production, food industry, retail and wholesale as well as the service sector and commercial kitchens agree to a target of halving food waste by 2030. This can be done either through the company's CSR strategy, participation in a voluntary agreement such as 'Denmark against Food Waste' or similar initiatives.*
- *The Think Tank recommends that the Government increases the state subsidy and allocates more resources to the Think Tank, so that the Think Tank has a possibility to activate the Danish players in larger and longer-term projects, including 'Denmark Saves Food' (Source 5) and 'Denmark against Food Waste'. There is a need for a larger subsidy to be able to handle a larger influx of members in 'Denmark against Food Waste' in the form of food companies, municipalities, regions and state institutions and ensure a greater spread of best practice in the individual sectors etc.*
- *The Think Tank recommends that the Government carries out a campaign on sorting of organic waste for companies, so that companies become more aware of the need for prevention.*
- *The Think Tank recommends that the Government works for more flexibility in public procurement agreements, e.g., differentiated requirements for residual shelf-life (such as requirements that 50% of delivered cheese has a 20-day shelf-life, and 50% has a 10-day shelf-life).*

The Government, represented by then Minister of Food, Mogens Jensen, has announced that the Government will launch an overall strategy for food waste. In relation to this, the Think Tank recommends the following:

- *That the strategy contains a road map/action plan, which includes targets, baseline and impact assessment of the Government's current and future initiatives as well as major voluntary initiatives, such as 'Denmark against Food Waste'. The strategy will thus be based on the 'target, measure and act' model, which is widely recognised in international circles and recommended by the EU Platform.*

5) Denmark Saves Food is a campaign launched by the Think Tank ONE\THIRD in connection with the National Food Waste Day on 29 September 2020.

- *That the strategy includes an allocation of funds to initiate larger and longer-term initiatives in the area of prevention and reduction of food waste and food loss, e.g., efforts to support knowledge building and new technology, cf. the recommendation below, and donation of surplus food.*
- *That the strategy prioritises the best value utilisation of the food and thus follows the waste hierarchy's prioritisation of prevention and reduction rather than recycling and recovery and disposal (Source 6).*
- *That a consolidation of the forthcoming food waste strategy and the Government's strategy in the area of ingredients from May 2019 is ensured.*
- *That the strategy includes a review of food and tax legislation with a view to uncovering and barriers as well as options for removing these (Source 7).*
- *That the strategy includes measures that support both the industry's opportunities for prevention and reduction of food waste and food loss and the consumers' reduction of food waste.*
- *That the Government's reporting on the status of the Government's implementation of recommendations from the Think Tank, the Government's climate partnerships and the EU Platform is included in the strategy's road map/action plan.*

The Think Tank will support the Government's work with a new strategy and road map by preparing a best practice and case catalogue of initiatives and effects for inspiration in the food value chain.

#4 Set 2030 reduction targets for households

According to the current estimate, food waste in Danish households amounts to approx. 1/3 of the total food waste in Denmark, corresponding to almost 250,000 tonnes annually.

The Think Tank also recommended that the starting point should be UN Global Goal 12.3, but that the final decision about reduction targets and any sub targets should be based on professional assessments of reduction potentials and effects, hereunder with inspiration from comparable countries.

6) The EU Platform also recommends that initiatives are based on the waste hierarchy's prioritisation of value utilisation.

7) The Climate Partnership for Trade made a number of recommendations on service checks of rules and regulatory practices, including risk-based withdrawal, EU trade standards, labelling rules and residual shelf-life for eggs. These elements may, for example, be included in the proposed review.

The Government has not set a reduction target for households.

- *Therefore, the Think Tank still recommends that a separate reduction target is set for households. The reduction target is a necessary framework for the state and municipal measures that can support consumers' commitment to the green transition of our society.*
- *The Think Tank also recommends that the reduction target for households is written into the forthcoming food waste strategy together with a description of the baseline and possible public and private measures which combined can ensure fulfilment of the goal. The strategy should relate to current knowledge about consumers' ability to reduce their food waste.*

#5 Strengthen consumer engagement in the fight against food waste

A sustainable transition of the food system requires that the Danes' consumption of food changes, and not least that the Danes' food waste is reduced. Civil society plays a central role in the fight against food waste and the green transition of the Danes' food consumption.

In 2019, the Think Tank recommended a number of initiatives to the Government to support a change in the Danes' consumption habits, including the arrangement of an official 'national food waste day' as a gathering point in the fight against food waste, launching a nationwide campaign, cooperation with schools and educational institutions to add focus to food waste and to put special focus on children and young people – the consumers of the future.

The Government has launched and held the first 'National Food Waste Day' on 29 September 2020, and it is the plan that the food waste day shall be an annually recurring event. The Government has not yet launched a consumer-oriented campaign or otherwise launched initiatives targeted at children and young people.

- *The Think Tank still recommends that the Government launches a major sustained campaign to implement behavioural changes among Danish consumers. The campaign shall build on the latest knowledge about behavioural design and focus on the value of food rather than the negative waste. The coupling to the positive climate effects should be the focal point.*

It would be an advantage to combine this campaign with a campaign on sustainable and climate-friendly dietary habits so that the coupling between food waste, food value and climate is clear. Food waste should, however, receive particular behavioural focus and should also link to proper understanding of date labelling. This is also recommended by the EU Platform.

- The Think Tank also recommends that the Minister of Food at next year's 'National Food Waste Day' establishes a joint project with the Minister of Education and the Minister of Climate with the aim of engaging children and young people in the fight against food waste, e.g., as a 'youth summit'.
- The Think Tank further recommends that the Government works to establish the project 'Young People Stop Food Waste' (Unge stopper madspild) to the entire country. In the project, students are taught where, how and why food waste occurs and investigate this in their local community and local environment. Next, students shall develop their own suggestions on how food waste can be reduced along with teachers, local politicians and experts.

#6 Support knowledge building and new technology

The EU's Farm to Fork strategy sets out policy goals for the reduction of food loss and waste at the retail level and among consumers, at the same time emphasising the importance of promoting innovation and the development of new technologies in the production stage, including bio-based agri-food solutions. The European Commission also proposes to 'mainstream' sustainability and integrate food waste and waste prevention into other EU policies.

In the prevention of food waste, it is thus essential to take a holistic earth to table approach to the food chain and to combine existing and future innovative measures in food production with solutions at the retail level and among consumers. Denmark already has a strong ingredients and biotech cluster that should be written directly into the Farm to Fork Strategy as facilitating industries.

New technology and innovation require a flexible approach that is not sufficiently present in the current food legislation and the administration thereof. Innovative companies, 'first movers', experience that they face regulatory uncertainties and obstacles rather than facilitating framework conditions. Examples are new technologies, such as new processing technologies (CRISPR), or new adaptations, including the use of fermentation technology to extend the shelf-life of foods, but also alternative protein sources, e.g., from animal by-products or insects.

More recently, the Commission has adopted the principle of innovation as a supplement to EU's focus on prudence to ensure that EU legislation is designed to 'encourage innovation to provide social, environmental and economic benefits and to protect Europeans' (*Source 8*).

Now it is time to take the next step and ensure that the principle of innovation is fully implemented in EU food legislation in order to make the EU food system robust, safe, resilient and future-proof.

8) Cf. EU Commission fact sheet from December 2019 on the innovation principle. See online on the Commission's website: Factsheet innovation principle 2019.

In step with the development of new technologies and innovative applications, there is also a widespread need for knowledge and resources to combine food safety and technology assessments (comprehensive assessments), providing a balanced and appropriate assessment of both opportunities and risks in processes and products. Such assessments will be a significant contribution to the work of continuously adapting the framework conditions.

- *The Think Tank recommends that the Danish Government works purposefully to ensure more flexibility in the food legislation, partly by early representation of interests in relation to the forthcoming EU regulation, and partly by exploring all possibilities of ensuring more flexibility within the current EU rules, hereunder by ensuring full implementation of the principles of innovation and sustainability through the adoption of new EU legislation and the administration of existing EU legislation.*
- *The Think Tank recommends that the Danish Government works actively to break down existing administrative barriers that prevent innovation and new technology that would be capable of reducing and preventing food waste and food loss, e.g., in the EU additives legislation.*
- *The Think Tank recommends that the Danish Government works in a targeted manner to ensure that existing Danish positions of strength, hereunder in the area of ingredients, are included in the Farm to Fork strategy as industries that can facilitate a reduction in food waste.*
- *The Think Tank recommends that the Danish Government allocates resources to developing the necessary knowledge to be able to make an overall evaluation and administer new technology and innovative solutions.*

It is an important part of the food waste agenda that we focus on producing our food wisely so that the shelf-life of the foods the consumer buys is extended. Here, the ingredients sector plays a significant role. There is a need for mapping how the ingredients industry can contribute to the food waste agenda by producing ingredients that food producers can use to extend the shelf-life of products. It may be in relation to ingredients we already know today, but which we may use in new ways, e.g., use of known food cultures as shelf-life extenders in 'ready to eat' products. It may also be brand new, potential preservation methods.

- *The Think Tank recommends that the Government prepares a mapping of both known and potential solutions for extending the shelf-life of food.*

Innovation and development of technological solutions are a prerequisite for meeting the ambitious climate goals in Denmark and the EU. If Denmark is to be a green leading nation, there must be a more strategic approach to the research contribution to innovation and development of technological solutions in the food sector, preventing and reducing food waste and food loss.

In 2019, the Think Tank therefore recommended that the Government prioritises research funding in order to give Danish research environments a competence and capacity boost in the area of food waste with focus on, among other things, digitisation and development of technological solutions in the food sector.

In September 2020, the Government launched 'Strategy for investments in green research, technology and innovation' which maps research needs and potentials within seven themes, hereunder 'Environment and circular economy' and 'Sustainable behaviour and societal impacts', where food waste may be included. The prioritised funds for green research in Innovation Fund Denmark and the Independent Research Fund Denmark must be given priority in continuation of the green research strategy.

- *The Think Tank recommends that the Ministry of Food, Agriculture and Fisheries prepares a strategy for research into the prevention and reduction of food waste and food loss in Denmark as part of the Ministry's research strategy for the coming years, in order for the Government to support building of competencies within these strategic areas. The priorities should e.g. include 1) development of methods for better storage, e.g. intelligent packaging, 2) longer shelf-life, e.g. by better preservation and management of shelf-life and food safety, 3) behaviour in relation to food waste, e.g. in relation to food service, second-class food, handling of leftovers and off-the-shelf products with short shelf-life in the retail trade, etc., 4) upcycling and conversion of leftover products and side streams (Source 9), 5) better prediction of food needs across the food chain and players, and 6) labelling schemes in the field of food service (distribution, content, recognised effects, potentials). The members of the Think Tank can contribute with knowledge about the new research that is needed.*
- *The Think Tank recommends that the Ministry of Food, Agriculture and Fisheries prioritises consultancy within prevention and reduction of food loss in the food production, hereunder how to promote increased use of side streams with an equally high or higher food safety. The Ministry will be able to use this knowledge to influence European regulation in a greener direction.*
- *The Think Tank also recommends that support is provided for projects to prevent and reduce food waste and food loss through Government funds such as the Green Development and Demonstration Programme (GUDP), the Environmental Technology Development and Demonstration Programme (MUDP) and Innovation Fund Denmark. Part of the funds that the Innovation Fund has been allocated for the food and agricultural area should go to projects on prevention and reduction of food waste and food loss.*

In general, small and medium-sized enterprises have challenges in starting up joint efforts to prevent food waste. Resources for initiating calculations of food waste internally in production and management processes are crucial in order to be able to target specific prevention efforts.

In 2019, the Think Tank therefore recommended that the Government provides financial support to initiate calculations of food waste and the mapping of possible efforts, e.g., with inspiration from the project 'the Food Waste Hunters', where retail companies can receive assistance to reduce their food waste. The Government announced in January 2020 that the Government is allocating funds to implementing 'the Food Waste Hunters' project.

- *The Think Tank recommends that the concept from 'the Food Waste Hunters' is extended to other industries.*

#7 Strengthen information on the opportunities for donation of surplus food for charity

Donating surplus food is a key effort in the fight to reduce food waste, and such efforts furthermore serve a recommendable social purpose. The COVID-19 pandemic has escalated the need for help for the socially vulnerable and not least the efforts to donate surplus food.

In the Think Tank's subgroup on donation, work has been initiated to prepare a guide on donation from supermarkets. In 2021, the Think Tank will expand this work so that the guide will cover several industries and will also allocate funds for the dissemination of the guidance material.

However, these are complicated rules with requirements for, e.g., traceability for reasons of food security, accounts for reasons of VAT and taxes, etc. There is therefore a need for a sustained focus on the part of the Government on continued simplification of the rules for food donation and on ensuring good guidance on the handling.

- *The Think Tank recommends that the Government's forthcoming strategy for food waste supports the possibilities for food donation rather than using the food for animal feed and biogas, hereunder by ensuring that food donation is more cost-effective for food companies, supermarkets, etc. than disposal.*
- *The Think Tank recommends that the Government sets up a website where guidance material on food donation for both food donors and recipients is gathered. The website should be hosted by the food authorities and may be a subsite to the current fvst.dk website. The website should include a Q&A (frequently asked questions) and a possibility for the food authorities, e.g., two to three times a year, to provide answers to incoming questions. Frequently asked questions in the tax area should also be accessible. In this way, the dissemination of best practice to the many players who are active with food donation is ensured.*
- *The Think Tank recommends that the Government investigates the possibilities of financial support to organisations that work with donation of food to the socially vulnerable, e.g., via existing or new social pool schemes.*
- *In addition, the Think Tank recommends that the Government continues to work on simplifying rules regarding donation of surplus food, hereunder in relation to VAT and taxes.*

4. Recommendations for International Measures

#8 Incorporate UN Global Goal 12.3 into a new development policy strategy

UN's Global Goal 12.3 on reducing and preventing food waste is closely linked to the UN's Global Goal 2 on 'End Hunger' and the global climate goals of the 2015 Paris Agreement. Efforts aimed at reducing food losses in developing countries have both climate and environmental benefits and also help to support local growth and increase the earnings of small farmers in countries where hunger remains a major challenge, i.e., meeting UN Global Goal 2 about 'End Hunger'.

Danish companies and organisations have know-how on the prevention and reduction of food loss and food waste at primary producers and food companies which other countries may greatly benefit from.

In 2019, the Think Tank recommended to the Government that UN's Global Goal 12.3 should be included in the Government's forthcoming development policy strategy, and that the possibilities of linking UN's Global Goal 12.3 to initiatives that focus on UN's Global Goal 2, e.g., through Danida-supported efforts. The Government has not yet launched a new development policy strategy.

It is absolutely crucial that the forthcoming strategy will include the food and agricultural sector, so that the strategy can be a lever for the Danish food cluster. The strategy should focus on supporting countries that have not yet made progress in reducing food losses and improving the security of supply, and cooperate across the value chain and public-private partnerships.

- *The Think Tank still recommends that the Government should support UN's Global Goal 2 on 'End Hunger' with initiatives that support the prevention and reduction of food waste and food loss, hereunder through Danida-supported initiatives.*
- *The Think Tank further recommends that the development policy strategy focuses on the prevention and reduction of food waste and food loss, which are key elements in promoting sustainable business models and innovation in the agricultural and food sector and robust and resistant food systems. The strategy should have special focus on value chains that include small producers and, through research and innovation, increase returns at all levels of the value chain, herunder in the informal sector.*

#9 Mobilise other countries to meet UN Global Goal 12.3

Fulfilment of UN Global Goal 12.3 to halve the amount of food waste (including food loss, ed.) at the retail level and among consumers and to reduce food losses in both the production and primary production by 2030 requires that all countries in the world work purposefully to reduce their food waste.

In 2019, the Think Tank recommended in 2019 that the Danish Government raises awareness of UN's Global Goals in international political forums, at bilateral meetings with other governments, through the use of the Danish embassies around the world and at international conferences and summits in Denmark.

The Think Tank also recommended that the Government makes a particularly keen effort to mobilise the countries that have the largest climate footprint in relation to food waste and the countries that need better security of supply, and that focus be placed on exports and knowledge sharing regarding Danish solutions that contribute to the fulfilment of UN Global Goal 12.3 on the reduction and prevention of food waste.

- *The Think Tank still recommends that the Danish Government raises awareness of UN's Global Goals in international political forums, at bilateral meetings with other governments, through the use of Danish embassies around the world, and at international conferences and summits in Denmark. The Government can do this in connection with the World Food Summit 2021 in Copenhagen, the P4G Summit in South Korea in 2021, the UN Food Systems Summit in New York 2021 and COP26.*
- *The Think Tank recommends that the Minister of Food works to achieve a joint Nordic declaration in connection with the World Food Summit 2021, where the Minister is the host, about voluntary agreements using reduction goals for the food industry as a tool rather than bans against food waste in the food industry, as an inspiration for the EU work with fulfilment of the Green Deal targets.*
- *The Think Tank also recommends a joint declaration in connection with the World Food Summit 2021 to the effect that all countries in the world carry out national mappings and integrate initiatives on prevention and reduction of food waste and food loss into the COVID-19 Reconstruction Plans ('Build Back Better').*

Denmark contributes to the promotion of more sustainable growth and development through cooperation between Danish authorities and authorities in strategically important developing and high-growth countries. According to the Ministry of Foreign Affairs' website, the purpose of the governmental cooperation within the framework of the Global Goals is to promote sustainable development, to strengthen bilateral relations and to open doors for the Danish business community. The collaboration is targeted at sectors where the Danish authorities have experience with regulation, community solutions and public-private partnerships that can contribute to solving challenges (*Source 10*).

- *The Think Tank recommends that, under the auspices of governmental collaborations, collaborations be initiated with several countries on food waste and food loss in order to bring Danish competencies into play, including, e.g., competencies in the field of refrigeration, ingredients and resources. This might be with African countries.*

10) <https://um.dk/da/danida/danida-business/myndighedssamarbejde/udvidelse-2019/>

- *The Think Tank further recommends that Danish embassies with growth advisors and governmental consultants establish local knowledge-sharing platforms with local authorities and companies, where Danish authorities, companies and organisations can exchange experiences. In those countries where there are no growth advisors or governmental consultants, a 'satellite platform' can be set up, covering several countries, e.g., selected African countries. This might include experiences with cold chains, ingredients, transportation and logistics and resource utilisation. It would be an advantage to get inspiration from the 'Platform for Resource Efficiency and Prevention of Food Loss and Food Waste in China'.*
- *The Think Tank recommends that the Danish Government supports selected countries in fulfilling their own ambitions and UN's Global Goal 12.3 by initiating a strong strategic branding effort that can increase awareness of the Danish solutions and thus position Denmark as a 'pilot country' and demonstration platform. The strategic effort shall ensure a strong and solid foundation for increased commercial cooperation and thereby increase the success rate for implementing solutions that can reduce food waste and food loss. The effort may be driven through the already existing national branding and marketing platform 'Food Nation'.*

#10 Data collection

Uniform data collection is important for identifying relevant action areas and the subsequent development toward achieving UN's Global Goal 12.3. However, data collection is a technical exercise that is difficult for many countries, municipalities/local authorities, companies, etc.

In 2019, the Think Tank recommended that the Government supports the development of an internationally recognised standard for companies' calculations of food waste and food loss so that a common set of rules and terminology can be established, and it is ensured that systems and products fit together.

It is very gratifying that the Government has set aside funds for the development of such a standard, and the Think Tank looks forward to contributing to the work.

- *The Think Tank recommends that the Danish embassies help to spread awareness of the work of developing an international standard for companies' calculation of food waste and food loss. The Government may support the dissemination of the standard in connection with the international summits and conferences that will take place in 2021.*

A close-up photograph of a wheat field, with the entire image overlaid with a semi-transparent red color. The wheat stalks and heads are visible, creating a textured background.

ONE THIRD

Think Tank on Prevention
of Food Loss and Food Waste