



Development of criteria for the sustainable public procurement of food, catering services and vending machines

Supporting study

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2024

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JRC139977

PDF ISBN 978-92-68-22236-2 doi:10.2760/5240811 KJ-01-24-161-EN-N

Luxembourg: Publications Office of the European Union, 2024

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How to cite this report: European Commission, Joint Research Centre, Lermant, A., Laporte-Riou, C., Praudel, M., Collineau, F. and Latouche, A., *Development of criteria for the sustainable public procurement of food, catering services and vending machines*, Publications Office of the European Union, Luxembourg, 2024, <https://data.europa.eu/doi/10.2760/5240811>, JRC139977.

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Abstract

The aim of this report is to provide the Joint Research Centre (JRC) with insights into the criteria existing in the MSs of the European Union for public catering contracts. This information is derived from a comprehensive review of literature, a survey, and targeted interviews. The report highlights that the most frequently identified criteria are environmental (present in 56% of countries) that include considerations such as organic and social criteria, mainly on nutritional aspects (observed in 59% of countries). However, there are notable disparities in the formulation of these criteria and the specified levels to be achieved.

Furthermore, the report outlines various methods of implementation and control, shedding light on key success factors. It is evident that mandatory criteria prove more effective than voluntary approaches. Recommendations from authorities include providing individual support for purchasers (in the form of a helpdesk) or offering practical examples of clauses or contracts.

Among the priorities identified for future potential criteria, the results contained in this report emphasize reducing meat consumption, combating food waste, and increasing the proportion of organic products served. The European Commission must consider how potential future criteria could be implemented, recognizing the significant variation in the maturity of countries on these issues. In conclusion, before setting any potential future criteria, the Commission will need to consider the subjects to be included, the sectors concerned, the role of the MSs in defining them, and the timetable. The study proposes initial analyses of the most relevant criteria in terms of the capacity for harmonization at European level, potential additional costs, stakeholder expectations, and legal feasibility. Next steps of this work could include further consultation with stakeholders, considering production capacities, and addressing the specific challenges faced by each MS.

Acknowledgements

The authors would like to thank all the stakeholders who took the time to respond to our survey and interviews (listed in annex 4 and 5). The responses are presented throughout the report and the comments helped us to analyse the current situation and the key success factors for various actions. For reasons of anonymity, the authors have not quoted specific responses here, but their feedback was very much appreciated.

For internal JRC purposes only, references to a specific interview are indicated with an [X.N°] code in the report. The correspondence table is available in the internal appendices.

The author wishes to thank, for their help in the project, their advice, and their careful review: CASONATO Cecilia (JRC-ISPRA), GAMA CALDAS Miguel (JRC-SEVILLA), MARAGKOUidakis Petros (JRC-ISPRA), SANYE MENGUAL Esther (JRC-ISPRA), WOLLGAST Jan (JRC-ISPRA).

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Who are we?

The YTERA consulting and training firm supports public and private players in transforming their supply chains and achieving their performance objectives. We support our customers in:

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Executive summary

Using public procurement to promote sustainable food systems

Under the framework of the Farm to Fork Strategy, the European Commission is working on the topic of criteria for sustainable public procurement of food and food services. The JRC commissioned this report in order to inform the Commission's understanding into the criteria existing in the MSs of the European Union for public food and food services contracts.

The current state of public procurement analysed in the light of TED notices

To begin with, a market study was carried out to assess the typology of public procurement markets in the European Union, by sector, by country and by criterion. The data was compiled for the year 2023, based on tenders notices published on the TED. Of the €31 billion analysed, 39% relate to the purchase of foodstuffs, the remainder to the purchase of service contracts. In terms of amounts, the four main contributing countries are Italy, France, Denmark and Germany. An automated language processing analysis was conducted out to detect the presence of sustainability criteria in the notices. Only the analysis of the organic criterion seems to be exploitable, with 12% of contracts including an organic criterion for the supply of products and 7% for service contracts. Today, this method has its limitations, as the data is poorly structured but it opens up new avenues for further consideration.

Many MSs have adopted voluntary or mandatory sustainability provisions

The study of current provisions was conducted via a literature review and consultation of a panel of 114 stakeholders through an online survey, 50 of whom were interviewed for further details. The aim was not only to list the existing provisions but also to assess the advantages/disadvantages of the various criteria and any implementation difficulties. It emerges that the criteria most represented in the member states concern environmental provisions, particularly for organic and "label" products, and the introduction of nutritional criteria. A wide variety of criteria were identified:

- On the wording, which can be classified into three main types:
- As a target, with a percentage objective to be reached
- As a technical requirement, included as such in calls of tenders documents
- As an award criterion, to be used among others
- On the objectives to be achieved which vary from country to country and from buyer to buyer. The school sector seems to be the one on which most criteria weigh today.

It should be noted that many initiatives are being developed at the local level, which surpass national provisions. The report does not list them all but gives a few examples.

Challenges common to all MSs

Some of the difficulties mentioned are common to almost all criteria. The stakeholders interviewed point to the additional cost of these criteria as the main obstacle, followed by a lack of political will and regulatory constraints. On the latter point, the European Directive on Public Procurement (2014/24/EU) does not allow certain criteria to be implemented as they stand in calls for tender, particularly regarding local content. However, past experiences show that there are solutions to overcome these difficulties, which require time to adapt. Local initiatives and the most advanced countries can serve as examples that it is possible to implement sustainability criteria. However, it is important to take into account the specificities of each context, for example as agriculture in northern and southern Europe differs.

The need to support buyers in the implementation process

In this report, the author analyses several buyer support tools, in terms of setup cost, ease of use and effectiveness. Individualized support through a team of advisors or a "help-desk" type of counter stand out as good tools. For a collective approach, operational tools should be prioritized, such as document templates or online criteria research tools. Increasing the maturity of buyers would enable them to overcome some of the obstacles, for example, by deploying good sourcing practices and adopting a purchasing strategy adapted to the local context in compliance with the EU Directive on Public Procurement.

The relative lack of means to monitor and measure the implementation of its criteria

Mandatory criteria are more effective than guidelines. However, few Member States (MSs) are currently able to accurately measure the implementation of these criteria in their procurement processes. For the most part, there is no consolidated data on the implementation of these criteria, and no sanctions associated with non-implementation have been identified. The analysis of market data published in the TED appears promising.

Increasing the use of open data would allow for the measurement of criteria implementation in contracts without additional effort on the part of public purchasers. Nevertheless, this would require a revision of contract entry forms and/or the implementation of an automated language recognition solution in multiple languages.

High expectations for the commission's work

Most of the stakeholders approached have high expectations for the Commission's work and see it as an opportunity to develop a systemic approach to food, linking nutritional and environmental recommendations, for example. Regarding the environmental dimension, 35% of surveyed stakeholders consider that current calls for tender include sufficient criteria. Reducing the proportion of meat in the diet appears to be a priority for future criteria. The least frequently encountered criteria at present concern food waste, transportation, and service. In terms of nutrition, increasing the consumption of fruits and vegetables and reducing the intake of ultra-processed foods would be focal points. Concerning animal welfare, respondents advocate for improving farming conditions and reducing the suffering associated with certain practices. Finally, on the economic dimension, they would like to see fairer remuneration for producers, not limited to fair trade practices on imported products.

Priorities for future criteria

The author analyses potential themes for future criteria considering the issues at stake: the ability to harmonize the criteria across Europe, potential additional costs, stakeholder expectations, and legal feasibility. In order of priority, potential future criteria could cover the following topics: plant-based menus, seasonal products, packaging reduction, food waste, consumer education, nutritional recommendations, and fair pricing for producers. If necessary, a more comprehensive stakeholder consultation could be held to define future criteria.

The Commission will also need to consider the flexibility that each Member State (MS) will have in defining future criteria, ensuring that it has the means to support implementation, and, more broadly, ensuring that various European agricultural and food policies are consistent with each other.

Introduction

In 2020, under the European Green Deal, the European Commission adopted a **Farm to Fork Strategy** for a fair, healthy and green food system.

Among other actions, this strategy announced the need to improve the availability and affordability of sustainable food and to promote healthy and sustainable diets in institutional catering.

This will help cities, regions, and public authorities to play their part by procuring sustainable food for schools, hospitals, and public institutions, and will also promote sustainable farming systems.

Currently, the legal framework for public procurement is defined by Directive 2014/24/EU on public procurement which has largely clarified the scope for permissible sustainable procurement decisions. The Commission Staff Working Document SWD (2019) 366 final, proposes EU Green Public Procurement (GPP) criteria for food, catering services and vending machines¹. Use of these criteria is voluntary. They provide guidance and include criteria related to the inclusion of organic food, more environmentally friendly seafood and aquaculture products, an increased offer of plant-based menus (for catering services), more environmentally friendly vegetable fats, better prevention of food and drinks waste, products produced to higher animal welfare standards.

Nutritional health criteria are not included as part of GPP. In 2017, the Joint Research Centre produced a technical report with examples of how countries have used nutritional criteria in school food policies². The report translates school food policies into public procurement specifications and provides a wide range of award criteria that can be used to encourage bidders to provide improved services and products in terms of health and menu diversity.

Social aspects are currently being addressed by the EU Commission's notice on Buying Social (REF), which lays out principles to be taken into account by all public procurement sectors. This notice helps public authorities to engage in socially responsible public procurement by buying ethical products and services and using public procurement to create employment opportunities, decent work, social and professional inclusion, and better conditions for disabled and disadvantaged people.

The Best Remap Joint Action, in its analyses of the application of existing EU and national legislation on public procurement of food for schools, identified a number of issues that hinder the uptake of sustainable public procurement: the implementation of guidelines is not mandatory, legislation and regulations defining nutritional standards in schools are insufficient, professionals responsible for food or food service procurement are not necessarily nutrition or food experts, there is a lack of vegetables, whole grains and fish in school menus. School menus are too often high in energy and low in nutrients.

The current EU public procurement landscape is made up of different types of national rules (mandatory or voluntary), which give the impression that it is fragmented. Furthermore, the lack of a European approach prevents this policy instrument from being a catalyst to help food systems in their transition to sustainability.

There is therefore a need to develop appropriate and effective criteria that purchasers should use to introduce sustainability into their procurement of food, catering services and vending machines. This concerns the environmental, social (including health and nutrition) and economic dimensions of sustainability.

The Joint Research Centre (JRC) of the European Commission was asked by DG SANTE to support the policy-making process on the question of criteria for the public procurement of sustainable food and food services by providing scientific and technical expertise on the subject.

The overall objective of this contracted report is to provide the necessary data (environmental, nutritional, economic, etc.) that will feed into the above-mentioned work of the JRC.

¹ Jordi AYET PUIGARNAU, *EU Green Public Procurement Criteria for Food, Catering Services and Vending Machines* (Secretary-General of the European Commission, 2019).

² Caldeira, S., Storcksdieck genannt Bonsmann, S., Bakogian, I. et al., *Public Procurement of Food for Health – Technical Report on the School Setting* (European Commission, Directorate-General for Health and Food Safety, Joint Research Centre, 2017).

1 Definitions, references, and scope

This section presents:

- the scope of the study in line with its objectives (in section 1.1)
- the definitions used by the authors in this report (in section 1.2)
- the assumptions used to understand the report, particularly the classification of criteria by sustainable development dimension (in section 1.3).

1.1 Scope and objectives of this report

The report covers the current provisions in place for all foods and drinks, catering services, and vending machines procured through/with public funds for use in public institutions in the educational, administration, healthcare, judicial, military sectors within the 27 Member States (MSs) of the European Union. This includes purchases made through different management modes (please refer to the provided definitions) and regardless of the purchase amount.

Specifically, the report will have the following objectives:

- To provide and analyse an overview of the various existing criteria, tools and guidelines related to the procurement of sustainable food and food services at national level (European Union MMSs) and at regional and local levels.
- To characterise the ambitions of these provisions in terms of the different dimensions of sustainability (environmental, social, economic).
- To compare these provisions in terms of feasibility and efficiency to achieve a more sustainable food system.
- To highlight the difficulties encountered by all actors in the food system in implementing these provisions.
- To identify the main areas for improvement in these provisions, any shortcomings, and gaps.
- To identify potential success stories and any contributing factors.
- To assess the expectations of food system stakeholders regarding future potential criteria (FPC).

Please note: The provisions contained herein apply specifically to public procurement. The other provisions such as the general regulations relating to transport, general plan to increase organic farming... are outside of the scope of this report.

1.2 Definitions used

For the purposes of this report, the following working definitions are used, ensuring consistency with previous work by the European Commission:

- 1) **Public procurement** refers to the process by which public authorities, such as government departments or local authorities, purchase works, goods, or services from companies.
By 18 April 2016, EU countries had to transpose the following three directives into national law:
 - o Directive 2014/24/EU on public procurement
 - o Directive 2014/23/EU on the award of concession contracts³
- 2) **Criteria** can be formulated either as Target, Selection criteria, Technical specifications, Award criteria or Contract performance clauses, which can be understood as follows⁴:
 - o **Selection Criteria (SC):** Selection criteria refer to the tenderer, i.e., the company tendering for the contract, and not to the product being procured. It may relate to suitability to pursue

³ [Directive - 2014/23 - EN - EUR-Lex \(europa.eu\)](#)

⁴ Definitions from the EU Green Public Procurement criteria except "target" (definition from the authors).

the professional activity, economic and financial standing and technical and professional ability and may- for services and works contracts - ask specifically about their ability to apply environmental management measures when carrying out the contract.

- **Technical Specifications (TS):** Technical specifications constitute minimum compliance requirements that must be met by all tenders. It must be linked to the contract's subject matter (the 'subject matter' of a contract is about what good, service or work is intended to be procured. It can consist in a description of the product but can also take the form of a functional or performance-based definition and must not concern 7 general corporate practices but only characteristics specific to the product being procured. Link to the subject matter can concern any stage of the product's life cycle, including its supply-chain, even if not obvious in the final product, i.e., not part of the material substance of the product. Offers not complying with the technical specifications must be rejected. Technical specifications are not evaluated for award purposes; they are strictly pass/fail requirements.
- **Award Criteria (AC):** At the award stage, the contracting authority evaluates the quality of the tenders and compares costs. Contracts are awarded based on most economically advantageous tender (MEAT). MEAT includes a cost element and a wide range of other factors that may influence the value of a tender from the point of view of the contracting authority including environmental aspects. Everything that is evaluated and scored for award purposes is an award criterion. These may refer to characteristics of goods or to the way in which services or works will be performed (in this case they cannot be verified at the award stage since they refer to future events. Therefore, in this case, the criteria are to be understood as commitments to carry out services or works in a specific way and should be monitored/verified during the execution of the contract via a contract performance clause). As technical specifications, also award criteria must be linked to the contract's subject matter and must not concern general corporate practices but only characteristics specific to the product being procured. Link to the subject matter can concern any stage of the product's life cycle, including its supply-chain, even if not obvious in the final product, i.e., not part of the material substance of the product. Award criteria can be used to stimulate additional environmental performance without being mandatory and, therefore, without foreclosing the market for products not reaching the proposed level of performance.
- **Contract Performance Clauses (CPC):** Contract performance clauses are used to specify how a contract must be carried out. As technical specifications and award criteria, also contract performance clauses must be linked to the contract's subject matter and must not concern general corporate practices but only those specific to the product being procured. Link to the subject matter can concern any stage of the product's life cycle, including its supply-chain, even if not obvious in the final product, i.e., not part of the material substance of the product. The economic operator may not be requested to prove compliance with the contract performance clauses during the procurement procedure. Contract performance clauses are not scored for award purposes. Compliance with contract performance clauses should be monitored during the execution of the contract, therefore after it has been awarded. It may be linked to penalties or bonuses under the contract in order to ensure compliance.

SC, TS, AC et CPC are written directly as they appear in public tenders.

- **Target:** General objectives set for contracting authorities. They can be implemented by any purchasing lever: allotment, TS, AC... or a change in kitchen practices.

An objective may or may not be translated directly down into TS or AC depending on the management mode (see Figure 1.).

- 3) The **product group food, catering services and vending machines** includes the direct procurement of food by public authorities and the procurement of catering services, either using in-house resources or facilities or outsourcing in full or in part through contract catering firm.

The following technical definitions are provided to support understanding of the criteria⁵:

- Catering service or *catering management*: The preparation, storage and, where appropriate, delivery of food and drinks for consumption by the consumer/client/patient at the place of preparation, at a satellite unit or at the premises/venue of the client.
- Contract catering firm: A business engaged in (among other activities or services) providing a meals service (for example, by running a staff restaurant or providing school meals) or providing drinks, snacks, or vending.
- Conventional kitchen: A kitchen (at the place of consumption) where all, or a significant part of, food is prepared from raw ingredients. In the report, the term "direct management" is used because in this case the authority buys foodstuffs directly.
- Centralised production unit: Central kitchens or central food factories that send out completed dishes or pre-processed ingredients/meals to satellites. It can include both ready-prepared services and assembly-serve services.
- Ready-prepared: Preparation on site or at a central facility of large batches of items for consumption that are then adequately stored frozen or chilled until serving.
- Assembly-serve: The food is delivered pre-processed and cooked. Then the food is reheated (if necessary) and assembled on site.
- Vending and hot drinks machines: Machines that are always available with snacks, fruit, drinks and/or sandwiches etc. that are ready to eat/drinks or that can be reheated.
- Water dispensers: A device specifically for dispensing drinking water, which might have the possibility of heating and/or cooling the drinking water.

A direct management authority buys supplies: it therefore awards public contracts for foodstuffs. An authority operating under catering management system buys services from a catering management firm. The wording and formulation of the criteria therefore differ according to the two management methods:



The contracting authority (usually the kitchen manager) is responsible to elaborate the menus.
So it's up to the buyer, not the supplier, to organize his purchasing orders according to seasonality by selecting, for example, the products within its "fruit and vegetable" tender.
Direct translation in the tender documents : **NO**

The supplier is responsible to elaborate the menus. Option 1: TS – ex. "The Contractor shall submit a seasonal menu of fruit/vegetables reflecting the local seasonality of fruits and vegetables"
Option 2: AC – ex. "Additional points awarded on the basis of respect for the seasonality proposed in the candidate's technical offer on the basis of a menu plan."
Direct translation in the tender documents : **YES**

Figure 1: Depending on the type of foodservice management, a target may or may not translate directly into TS and AC (for example, in the case of seasonal products)⁶.

- 4) **Food system** sustainability refers to the ability of the food system to fulfil the needs of current generations without compromising the needs of future generations by operating within planetary boundaries by taking into account the environmental, social (including health) and economic dimensions (working definition).
 - **Environmental dimension** of food system sustainability' refers to all aspects relating to climate change mitigation, climate change adaptation, the sustainable use and protection of water and marine resources, the transition to a circular economy, pollution prevention and control and the protection of biodiversity and ecosystems.

⁵ AYET PUIGARNAU.

⁶ Own elaboration

- **Social dimension** of food system sustainability includes all aspects that pertain to nutrition and healthy diets, food safety aspects, animal health and welfare and plant health, responsible business practices, fair employment, and other ethical aspects.
 - **Economic dimension** of food system sustainability refers to all aspects that pertain to a fair distribution of returns, costs, and other impacts across the food system.
 - **Sustainable diets** are those diets of adequate quantity and quality to achieve optimal growth and development of all individuals and support functioning and physical, mental and social wellbeing, protective and respectful of the environment, [biodiversity and ecosystems]; culturally acceptable; accessible, economically fair and affordable; safe and health-promoting and disease-preventing, providing adequacy, without excess of nutrients and health-promoting substances from nutritious foods and contributing to food security [and to healthy life] for present and future generations (working definition).
 - **Integrated production** is described by the International Organisation of Biological Control (IOBC) according to the UNI 11233-2009 European standard as a farming system where high-quality organic food, feed, fibre, and renewable energy are produced by using resources such as soil, water, air, and nature as well as regulating factors to farm sustainably and with as few polluting inputs as possible.
 - **Ultra processed food** is defined as “Industrial formulations typically with 5 or more and usually many ingredients. Besides salt, sugar, oils, and fats, ingredients of ultra-processed foods include food substances not commonly used in culinary preparations, such as hydrolyzed protein, modified starches, and hydrogenated or interesterified oils, and additives whose purpose is to imitate sensorial qualities of unprocessed or minimally processed foods and their culinary preparations or to disguise undesirable qualities of the final product, such as colorants, flavorings, nonsugar sweeteners, emulsifiers, humectants, sequestrants, and firming, bulking, de-foaming, anticaking, and glazing agents⁷.”
- 5) For the purposes of this report, the following **stakeholders’ categories** have been identified:
- **Institutions and Administrations:** Public-sector contractors, who manage public policy/ies at international, EU, national or local level. Institutions can also be food products or catering services buyers for their own needs (e.g., a ministry working on public health policy having food tenders for its staff canteen).
 - **Economic operators:** Economic operators are part of the supply chain, from farm to fork for food, drinks, and vending machines for public procurement (from primary production to distribution).
 - **Civil society:** Actors representing civil society: these may be non-profit organisations or representatives of societies (e.g. consumer associations).
 - **Academia/Researchers:** Organisation who studies a subject, e.g. universities, research associations, especially to discover new information or reach a new understanding.
- 6) **Existing provisions** have been classified as follows:
- **Legal provisions:** Legal provisions mean the international, supranational, European, national, state, provincial, regional, and local provisions, ordinances, codes, and regulations applicable in the various jurisdictions, including, without limitation, the laws, ordinances, codes and regulations in environment, safety, and health matters. The implementation of a legal provision is mandatory.
 - **Guidelines (recommendations):** Guidelines are instructions, or principles that provide advice, direction, or recommendations to guide actions, decisions, or processes in a particular context. Guidelines are non-binding and thus voluntary and emanate from a competent authority and/or public institution bodies on the subject.

⁷ Michael J Gibney, ‘Ultra-Processed Foods: Definitions and Policy Issues’, *Current Developments in Nutrition*, 3.2 (2018), nzy077 <<https://doi.org/10.1093/cdn/nzy077>>.

- **Plan:** Roadmap, voluntary policy or set of objectives for public procurement. It can be set at any geographical level: national, regional/federal or by local organisations (e.g. municipalities). A plan sets objectives and/or criteria for the organisation but is not translated into legal provisions or guidelines.

Please note that these definitions are for the exclusive use of this report and do not necessarily reflect the official definition by the European Commission.

1.3 Study assumptions

To meet the objective of characterizing provisions in the various dimensions of sustainable development (environmental, social, economic), it is necessary to delineate the components of each dimension. For this, each criteria can be classified into one or several dimensions from the sustainable development model created by Barbier already since 1987⁸.

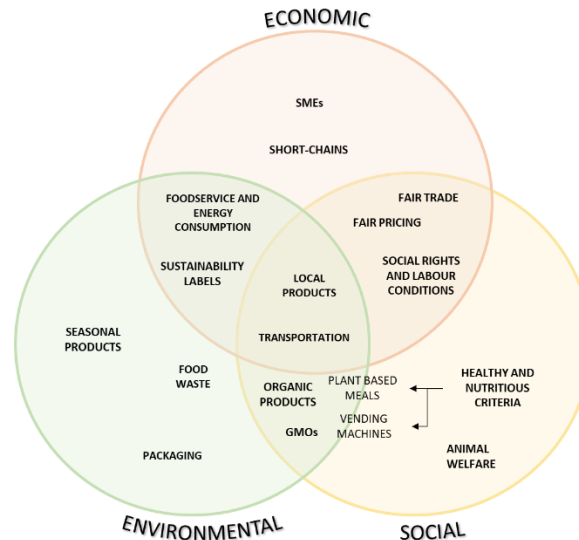


Figure 2: Criteria for public procurement of food, beverages and catering services impacting the 3 dimensions of sustainability according to Barbier's model⁹.

Given the interconnectedness of the various elements and dimensions in the transition to sustainability, criteria can usually be attributed to more than one dimension. However, and only to facilitate the drafting of the tables, in the presentation of our findings each **criteria is classified in only one dimension, as follows** (see Figure 3):

- The **environmental dimension** covers food waste, seasonality, organic products, sustainability labels, packaging, and environmental impact of foodservice and energy consumption and transportation.
- The **social dimension** includes nutritional/dietary criteria, animal welfare, GMOs and labour conditions.
- The **economic dimension** comprises fair-trade, SMEs access to public procurement, locality, short-chains, fair pricing and governance.

⁸ Edward B. Barbier and Joanne C. Burgess, 'The Sustainable Development Goals and the Systems Approach to Sustainability', *Economics*, 11.1 (2017) <<https://doi.org/10.5018/economics-ejournal.ja.2017-28>>.

⁹ Own elaboration based on Barbier's model

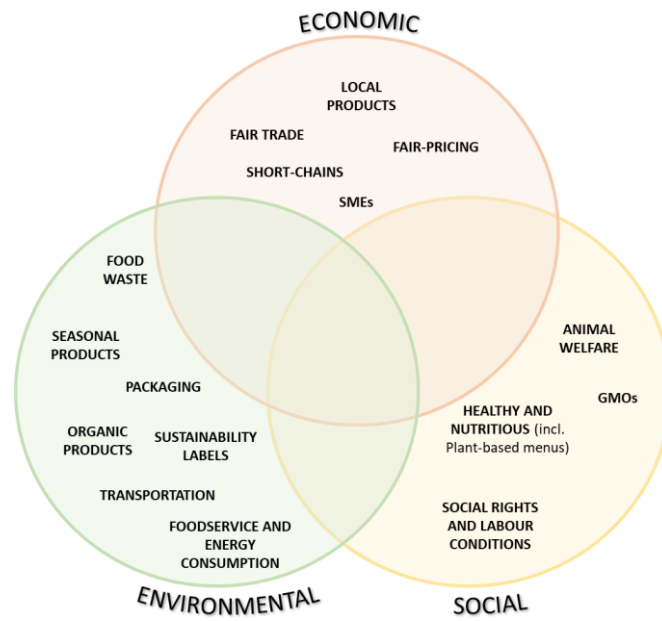


Figure 3: Classification of criteria in one of the 3 dimensions for the purposes of the report¹⁰

¹⁰ Own elaboration

2 Setting the scene: Regulatory framework and previous works from the Commission regarding criteria for public procurement for food and drinks

The following section lists relevant regulations and provisions related to the setting of criteria for food, drinks, and catering services procurement under the EU regulation framework.

2.1 Directive 2014/24/UE on Public Procurement

Transposed in each member state (MS), it guarantees the following principles:

- Equal treatment for all applicants and no discrimination between them
- Free movement of goods and services and freedom
- Non-discrimination and equal treatment
- Proportionality and Mutual recognition
- Free access to public contracts
- Transparency in the award of public contracts

The rules applicable to public contracts must be followed when the sums involved are above the following thresholds:

- €5,538,000 for public works (from 1 January 2024) (*not considered in this study*)
- €143,000 for central government contracts (from 1 January 2024).
- €221,000 for local and regional government contracts (from 1 January 2024).
- €750,000 for social and other specific services contracts.

Thresholds are updated every two years. They can be consulted on the following [website](#).

MSs are free to set intermediate thresholds with specific publication requirements.

2.2 Initiatives linked to the sustainability of trade in the European Union

- **Green claims directive** (2023/0085(COD)166 final)¹¹: The proposal introduces minimum requirements for the substantiation and communication of environmental claims which are subject to third party verification before the claim is used in commercial communications.
- **Corporate due diligence** (2022/0051(COD)71 final)¹²: The aim of this proposed directive is to promote sustainable and responsible corporate behaviour and to integrate human rights and environmental considerations into companies' operations and corporate governance.
- **Regulation on the making available on the Union market and the export from the Union of certain commodities and products associated with deforestation and forest degradation** (EU) 2023/1115 ensures that seven commodity products (of which 5 are food products) —**soy, beef, palm oil**, wood, **cocoa, coffee** and rubber, all of which are major drivers of deforestation—will no longer be sold in the EU if sourced from areas affected by deforestation or forest degradation practices

2.3 Initiatives relating to the Farm-to-Fork strategy.

- **Code of Conduct**¹³: Launched in July 2021, the EU Code of Conduct on Responsible Food Business and Marketing Practices is a voluntary initiative that sets out actions that the actors 'between the

¹¹ https://environment.ec.europa.eu/publications/proposal-directive-green-claims_en

¹² https://commission.europa.eu/business-economy-euro/doing-business-eu/corporate-sustainability-due-diligence_en

¹³ https://food.ec.europa.eu/horizontal-topics/farm-fork-strategy/sustainable-food-processing/code-conduct_en

farm and the fork', such as food processors, food service operators and retailers, can voluntarily commit to undertake to tangibly improve and communicate their sustainability performance.

- **Legislative framework for sustainable food systems**¹⁴: - preparatory work on this initiative that would primarily function as a policy enabler for the transition to sustainable food systems is ongoing.
- Commission proposal on **Food waste reduction targets**¹⁵, adopted on 5 July 2023, as part of a targeted revision of the Waste Framework Directive, the Commission proposes to set legally binding food waste reduction targets as follows:
 - by the end of 2030, MSs should reduce food waste at national level,
 - by the end of 2030, MSs should reduce food waste.
 - by 10%, in processing and manufacturing,
 - by 30% (per capita), jointly at retail and consumption (restaurants, food services and households).
- Commission legislative proposal on **plants obtained by certain new genomic techniques**¹⁶, adopted on 5 of July 2023: This initiative proposes a legal framework for plants obtained by targeted mutagenesis and cisgenesis and for their food and feed products. The aim is to ensure a high level of protection for human and animal health and the environment enable innovation in the agri-food system and contribute to the goals of the European Green Deal and the 'Farm to Fork' strategy.
- EU rules on the **protection of animals during transport** for which the proposal was adopted in December 2023 (COM(2023)770) whose aim is to improve the welfare of farm animals during transport.

2.4 Other regulations relating to the sustainability of food purchases.

- Unfair trading practices directive¹⁷ (EU Directive 2019/633): To improve the position of both farmers and small and medium-sized enterprises in the food supply chain, the EU has adopted legislation banning 16 unfair trading practices. This Directive distinguishes between 'black' and 'grey' practices. Whereas black unfair trading practices are prohibited, whatever the circumstances, grey practices are allowed if the supplier and the buyer agree on them in advance in a clear and unambiguous way.

2.5 Other regulations affecting food purchases at country level

- **The Common Agricultural Policy (CAP)**: Following the entry into force of the Treaty of Rome (1958), Member States' agricultural policies were replaced by intervention mechanisms at Community level. The TFEU (Treaty on the Functioning of the European Union) recognises that competence is shared between the EU and the Member States in the field of agriculture. Some Member States may choose to enter into supplementary agricultural commitments to each other, as the CAP is increasingly flexible regarding the application of common mechanisms.
- Most of the **labour law directives** give discretion to the Member States to encompass regulations concerning working hours, minimum wages, occupational safety, and health standards. A report by the European Parliament in 2020 highlighted major discrepancies in member countries' provisions¹⁸. As a result, compliance with labour regulations on farms results in different social conditions in different countries [CS4].

¹⁴ https://food.ec.europa.eu/horizontal-topics/farm-fork-strategy/legislative-framework_en

¹⁵ https://food.ec.europa.eu/safety/food-waste/eu-actions-against-food-waste/food-waste-reduction-targets_en

¹⁶ https://ec.europa.eu/info/law/better-regulation/have-your-say/initiatives/13119-Legislation-for-plants-produced-by-certain-new-genomic-techniques_en

¹⁷ https://agriculture.ec.europa.eu/common-agricultural-policy/agri-food-supply-chain/unfair-trading-practices_en

¹⁸ Monika SZPEJNA and Zahra BOUDALAOUI-BURESI, *The Scope of EU Labour Law Who Is (Not) Covered by Key Directives?* (Policy Department for Economic, Scientific and Quality of Life Policies, Directorate-General for Internal Policies, 2020).

2.6 Previous work regarding the definition of sustainable criteria in Public Procurement

The JRC of the European Commission has published reports on public procurement related to food, covering only some of the 3 dimensions of sustainability. In particular, this study based on the following works:

- EU Green Public Procurement Criteria for food procurement, catering services and vending machines with voluntary criteria that can be incorporated into a public procurement procedure to reduce its environmental impact¹⁹.
- Public Procurement of Food for Health – Technical report on the school setting which are voluntary guidelines to increase the availability and accessibility of nutritious and safe food and reduce the incidence of childhood obesity and overweight²⁰.

¹⁹ AYET PUIGARNAU.

²⁰ Caldeira, S., Storcksdieck genannt Bonsmann, S., Bakogian, I. et al.,

3 Methodology used for this report and timeline

This section begins by summarizing the different methods used, with details on each of them: literature review and desk research, stakeholders' consultations and market study (see section 3.2). For the latter, the corresponding section specifies the assumptions used and assesses the potential error rate of our method. The general timeline of the report is provided in section 3.6.

3.1 Analysed data

For this report, the following data and information were collected:

- Existing and upcoming criteria (either legal provisions, guidelines, or plans) for food, drinks and catering services procurement and implementation method.
- Feedback on the implementation of these criteria: e.g. effectiveness, implementation difficulties
- Gaps and need for improvement and expectations regarding potential future criteria.

Please note current general provisions on sustainable development not related to public purchasing (e.g. the organic farming development plan, environmental regulations on transport, minimum wage etc.) are outside the scope of this document.

3.2 Type of methods used

Three complementary methods have been used to analyse the data described in section 3.1:

- **A literature review and desk research** (described in 3.3) were conducted.
- **A stakeholder consultation** consisting of
 - A *survey* (described in 3.4), conducted on a sample of 114 stakeholders involved, impacted by, or interested in the establishment of criteria at local, national, or international level.
 - Targeted interviews with 50 volunteer respondents.
- **A market study** on public-sector catering purchases to gain access to quantitative data (in section 3.5).

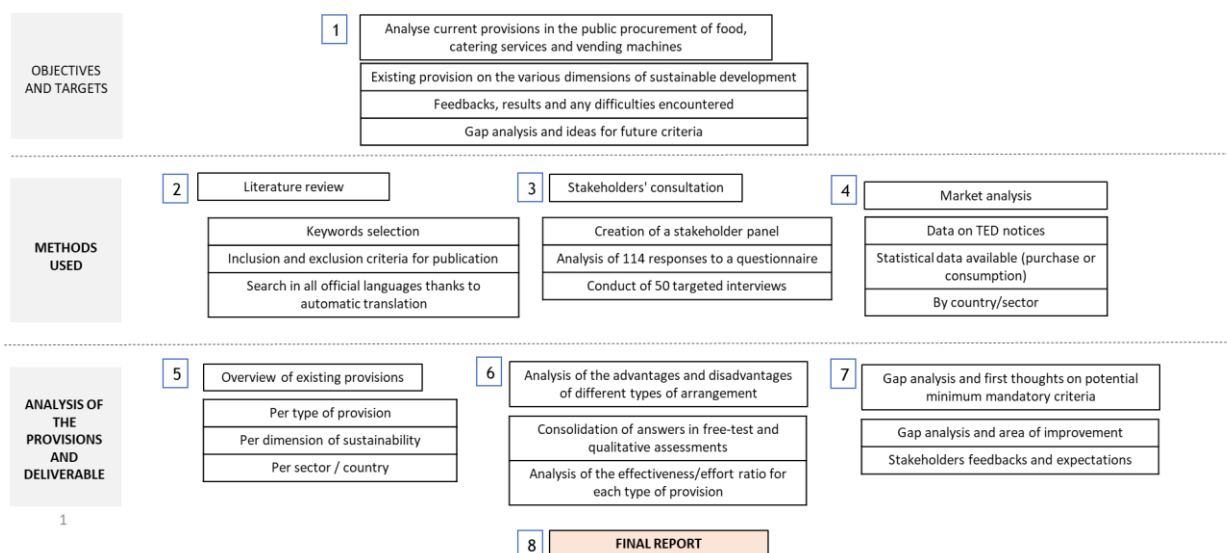


Figure 4: General overview of the methodology²¹

²¹ Own elaboration

This chapter describes the methodology used. The results of each method are presented in the following chapters of the report.

3.3 Literature review and desk research on existing criteria

3.3.1 Objectives

To be as exhaustive as possible in terms of countries covered and provisions, a literature review was carried out. This included research into existing criteria, tools, guidelines, and good practices developed by international and European organisations, MSs and regional or local authorities relating to the environmental, social (with special focus on health and nutrition) and economic dimensions of procurement of food, catering services and vending machines. Useful information from third countries was also retained. The desk research should also analyse the feasibility and practicality for routine use by tenderers of the existing criteria, as well as difficulties encountered by procurers and by food service providers. This literature review is complemented by a qualitative study based on the questionnaire and interviews.

3.3.2 Methodology of research/data collection

The sources used are:

- Reports from previous work carried out by the European Commission or current projects.
- Official data from MSs, for example on the websites of ministries or national agencies.
- Sources provided by respondents to the survey or interviews.
- Internet research, on the following tools and keywords.

Research topics	Keywords	Tools and research engines
Sustainable food	Sustainable food system, waste, food security, food sovereignty, environmental impact, economic impact, vegetarian, alternative proteins, legumes, sustainable development, local food	Google scholar, Pub med, semantic scholar, Research Gate, Direct provision of documents by the European Commission
Sustainable agriculture	Agroecology, environmental impact, transition, sustainable agriculture, organic agriculture, environmental impact, transition, economic impact.	
Nutrition/health	Sustainable diets, health, malnutrition, environmental risks, obesity, food-related non-communicable diseases, nutritional criteria in public tenders.	
Regulations and public policies	Sustainable food, health, nutrition, sustainable agriculture, environment, economy	United Nations Legal publications, Isidor, FindLaw, BIU Cujas, Eurlex, Legifrance, LegalWorld Sites of federal states, regions, or localities of MSs
Public procurement contracts for food, catering and distribution services	Collective catering, foodstuffs procurements, catering service provider, distributors, foodstuffs, organic, label, sustainable criteria	CKS monitoring tools (OPC©) and classic search engines. Practical Guides to Public Procurement in MSs

Table 1: Literature review - Internet research methodology²²

- Sources used in other reports.

Wherever possible, all the current provisions presented in the report are provided with clickable links to enable the reader to find all the official texts. Scientific articles, position papers, analyses, etc. are cited in the bibliography section of the report.

²² Own elaboration

3.3.3 Inclusion and exclusion criteria for publications

Inclusion criteria for a publication to be included in the report are:

1. Legislations
2. Peer-reviewed articles, books, conference papers, dissertations
3. World organisations / UE working groups / countries ministries / regional and local administrations reports / websites.
4. Public tenders published (TED)
5. Other authoritative institutions websites and reports
6. Research institute publications
7. Position paper or policy of a key stakeholder in the food system

We have tried to find the most recent sources possible.

We did not include a specific timeframe as an inclusion criteria for the research. In some countries, even old guidelines are considered if they are still applicable and have not been revised since. Research focused primarily on the MS of the European Union. Examples from Norway and Bosnia-Herzegovina remain in the report as respondents to the survey. Countries outside the EU have not been the subject of specific research.

We did not carry out any research in languages other than the official languages of the European Union.

We have limited our research to criteria included in a regulation or guideline specific to the public sector (school, administration, public company, etc.). Nutritional criteria may also be specific to a target audience in the public sector (e.g. pupils aged 3 to 4) but not generic to an entire population.

The results of these analyses can be found throughout the report, in footnotes (for legislative references and websites) or in the bibliography at the end of the report.

3.4 Stakeholders' consultation

3.4.1 Objectives

The objectives of this consultation are:

- **To take stock of existing provisions, complement the literature review and desk research,** and identify current projects regarding the sustainability of food public procurement.
- **Understand how these provisions have been put in place,** what tools are available and the monitoring tools available (in any).
- **Get qualitative feedback** on the efficiency of existing provisions: key success factors, challenges, impacts in terms of sustainability.
- **Allow stakeholders to express their views** on areas for improvement of existing provisions, in a view of potential future potential criteria at EU level.

3.4.2 Composition of a relevant panel of stakeholders

Stakeholders were enlisted via existing expert networks, contacting specific stakeholders identified by desk research, and by spontaneous application of interested stakeholders learning of the study.

A total of 374 stakeholders were asked to respond to the survey. Details of the stakeholders identified by country are given in Annex 1.

3.4.3 Conducting the survey

3.4.3.1 Survey design

The questionnaire has been adapted for each stakeholder category: Institutions and Administrations, Economic operators, Civil society and Academia/Researchers (please refer to section 1.2 for definitions). The questionnaire has been offered in English by default. Translations were managed on a case-by-case basis according to requests. It was made of several chapters:

- Chapter 1: Ability to respond in English. If not, the respondent is invited to tell us in which language they would like to answer so that we can come back to them with a translated questionnaire.
- Chapter 2: Presentation of the organisation and scope of the intervention. Respondents were also asked to select one or several topics of expertise: Environmental, Social and Economic aspects of the sustainable development.
- Chapter 3: Identification and opinion on current provisions and success stories
- Chapter 4: If “environmental” aspects have been selected: Current provisions and main issues per food product category and on transport stage on environmental aspects
- Chapter 5: If “Social” aspects have been selected: Current provisions and main priorities related to health and nutrition
- Chapter 6: If “Animal welfare” aspects have been selected: Current provisions and main priorities regarding animal welfare
- Chapter 7: If “Economic” aspects have been selected: Current provisions and main priorities in terms of animal welfare
- Chapter 8: Priorities and main barriers to the setting of criteria.
- For public buyers and economic operators, some quantitative data have been gathered regarding the tenders they issue/respond to.

At the end of each chapter, free space was available for respondents to provide open comments.

The survey was sent by e-mail with a different link depending on the organisation's characteristics (4 survey templates: Institutions and Administrations, Economic operators, Civil society, Academia/Researchers). The response link was not unique. A recipient could distribute the survey within their organisation or network. The questionnaires for the 4 main stakeholder categories can be found in the "Study questionnaire" folder attached to the report.

3.4.3.2 Panel of respondents

114 responses were received during the survey phase for a response rate of 30%, broken down as follows:

Status	Academia and research	Civil society	Economic operators	Institutions and administrations	Total	Answer rate ²³
Number of respondents	22	27	13	52	114	30%

Table 2: Panel of survey respondents

We note a relative low representation of economic operators, with limited responses to the survey despite several outreach attempts in dedicated channels and reminders. Of the **82 respondents working at national or local level**, 23 countries of the European Union are represented at least once.

²³ The answer rate is calculated by dividing the number of respondents by the number of stakeholders consulted.

Country	Academia and research	Civil Society	Economic Operator	Institution and administration	Total
Austria				2	2
Belgium	1			4	5
Czechia				3	3
Denmark		2		2	4
Estonia				1	1
Finland				3	3
France		4		5	9
Germany	8	1	1	1	11
Greece	1				1
Hungary	1	1	1	1	4
Ireland				1	1
Italy	1	3	1	2	7
Latvia				1	1
Luxembourg				1	1
Malta				4	4
Netherlands			1	1	2
Poland	1	1		1	3
Portugal	1				1
Romania		1			1
Slovakia				1	1
Slovenia				2	2
Spain		1	4	3	8
Sweden	1			1	2
Countries outside EU	1			4	5
TOTAL	16	14	8	44	82

Table 3: Panel of survey respondents by country (when scope of intervention = national or regional/local was selected)

Most replies come, in order: from **Germany, France, Spain and Italy**. Among countries outside the EU, respondents came from Bosnia and Herzegovina (2), Norway (2) and Switzerland (1). Stakeholder responses to the 4 different questionnaires can be found in the file attached to the report, entitled "Answers to the study questionnaires".

3.4.3.3 Familiarity with Directive 2014/24/EU on Public procurement

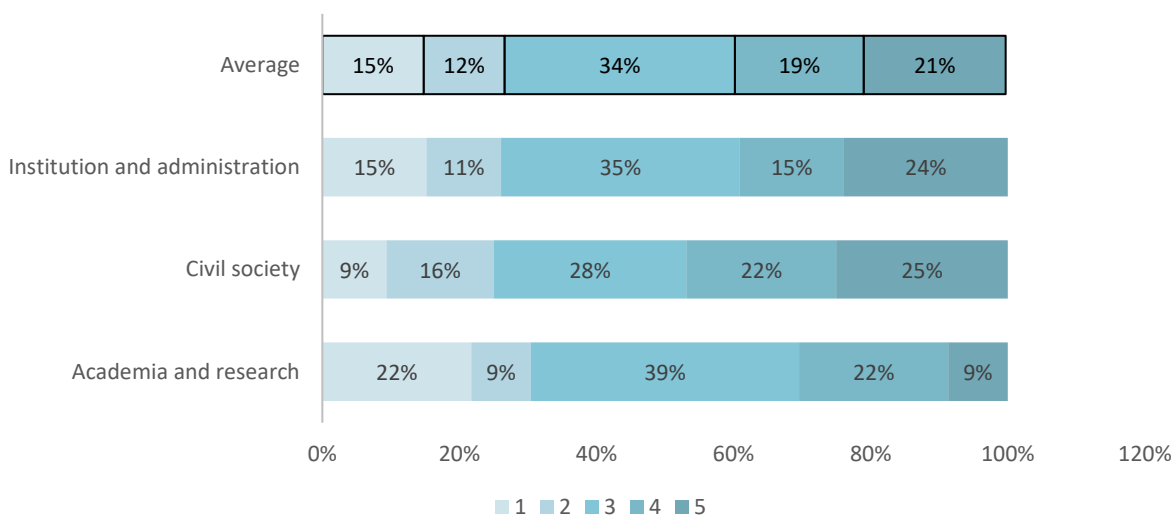


Figure 5: Respondents' self-assessment of their knowledge regard to Directive 2014/24/EU on Public procurement (1=low, 5=high).²⁴

²⁴ Source: Survey - Results based on 101 respondents

Economic operators were not asked to self-assess familiarity with Directive 2014/24/EU on Public procurement, but 47% of respondents in this category said that they had already bid for public tenders.

The panel of respondents has an average knowledge (**3.2/5**) of the 2014/24/EU Directive on Public procurement.

Among the respondents (all categories combined), **55%** indicated that they have already been involved in work on sustainable food procurement. Among those who have already taken part in national or EU work, it is mainly: JRC taskforce on Green Public Procurement criteria and the revision of the EU Green Public Procurement criteria, the FSFS public consultation as part of the Farm-to-Fork strategy, Best-ReMaP work and national working groups.

3.4.4 Potential limitations

3.4.4.1 Under representation of certain stakeholders

As shown above, **economic operators are less represented** among respondents despite repeated invitations to participate in the survey. There was very little response from the catering sector, which is one of the sectors most affected by the implementation of the current rules. There was also little response from EU candidate countries.

3.4.4.2 Identification of contacts

For newcomers, we searched the internet for contacts. In some cases, this was a generic email address if we couldn't find the right contact in charge of the topic within the organisation. Some emails may therefore not have been sent to the right people, which may partly explain the low response rate. Another possible reason is that the emails were sent in English by default, for all stakeholders. Non-English speakers may not have understood our request. In the Institution and Administration category, the Ministries of Health and the Environment responded more than the Ministries of Agriculture we consulted.

3.4.4.3 Categorisation of stakeholders

Stakeholder categorization posed some methodological limitations, as follows:

- A priori: **the link between an umbrella organisation and its members has not always been easy to identify**. We had some difficulties in classifying federations or representatives of certain economic operators. Some umbrella organisations that responded to the survey may also have more than one category of stakeholder among their members.
- A posteriori: **the answer link was not individual**. Some stakeholders distributed the questionnaire within their organisation including stakeholders from a different category than their own. They therefore received a link that did not correspond to their category.

As a result, **some players may not have received the most appropriate questionnaire form** (wrong categorization). However, in this report we do not focus so much on the differences between categories, and group together in the analyses the questions common to several types of questionnaires to avoid misinterpretation.

3.4.4.4 Translation into multiple languages

The survey was sent out in English by default. At the respondent's request, the English questionnaire could be translated (using the automatic translator) and sent in another language. Answers were then translated back into English (also with automatic translation) and reintegrated into the general survey. This concerns around ten respondents for whom a few translation errors may remain in the free-text questions. We do not expect however that this has significantly impacted the quality of the answers.

3.4.5 Conducting targeted interviews

3.4.5.1 Objectives of the interviews

Interviews were conducted to explore certain aspects of the survey more in depth, such as difficulties, key success factors or stakeholder expectations. These interviews were conducted on **a voluntary basis** only.

Stakeholders who answered “yes” to the question “Would you be willing to be contacted again for an interview to clarify and expand on certain answers?” were invited to a bilateral interview with Ytera. The interviews took place via videoconference and lasted between one and one and a half hours. In certain cases, representatives of DG JRC and SANTE were present as observers. The interview template is presented in the annex 2 and a document attached to this report called "Survey questionnaires". This model formed the "skeleton" of all the interviews and was shaped according to each stakeholder to best adapt to their context and obtain specific additional information.

3.4.5.2 Identification and composition of the panel of respondents

We conducted **50 interviews**. Pivot Table 4 presents our panel the organisations interviewed:

Country	Civil Society	Economic Operator	Institution and administration	Academia and research	Total
Austria			2		2
Belgium		1	3	1	5
Czech Republic			2		2
Denmark		1	1	1	3
Estonia					0
Finland			1		1
France		1	1		1
Germany	1			3	4
Greece					0
Hungary	1				1
Ireland					0
Italy		1	1		2
Latvia					0
Luxembourg					0
Malta			1		1
Netherlands		1			1
Poland				1	1
Portugal					0
Romania	0				0
Slovakia					0
Slovenia			1		1
Spain	1	1	2		4
Sweden					0
EU	11	4	1	2	18
International (EU + outside EU)			1		1
Countries outside EU					
Bosnia and Herzegovina			1		1
Norway			1		1

Table 4: Composition of the interview panel

Stakeholders acting at European level are the most present in this interview phase, corresponding to **36.7%** of interviews. The most represented European countries were **Belgium, Germany, and Spain**. Among non-European countries, Bosnia and Herzegovina and Norway were interviewed.

A detailed list of these people and organisation can be found in the " Acknowledgements " section of this report.

3.5 Market study of food public procurement

3.5.1 Objectives

A market study was conducted to comprehend the current role of public food markets in the European market. Specifically, this section aims to perform a quantitative assessment of the economic significance of various **food categories and catering services** considered in this report. The collected data provides a comprehensive overview of the impact of public food contracts, distinguishing between contracts for the procurement of foodstuffs and for procurement of catering services.

The chosen method for conducting this market study was organised into two stages: firstly, **an analysis of quantitative data using European and international databases** was conducted to gather essential data

on food consumption in Europe, and secondly, **an analysis of quantitative data on published public tenders** was carried out. The methods employed are detailed in the two sub-sections below.

3.5.2 Market study regarding food consumption in Europe

The first data analysis was carried out to gather data on the food market in Europe. The aim is to present the key figures for apparent consumption in Europe by food category in terms of volume and economic value. This analysis is based on studies and reports drawn up using data extracted from Eurostat and the FAO.

Eurostat is the statistical office of the European Union, providing high-quality data and statistics on Europe²⁵. The office coordinates statistical activities within the European Commission. It publishes various databases on a wide range of subjects, which are updated regularly.

In order to present an overview of food consumption in Europe, the PRODCOM dataset was selected from the Eurostat database for this analysis. **PRODCOM statistics provide data on the production of manufactured products and on external trade in Europe**²⁶.

This dataset, updated on 12 July 2023, includes statistics on various indicators relating to sold production, imports, and exports²⁷. To carry out the study illustrated in this report, seven indicators were selected from the PRODCOM database:

- Production sold in quantity: PRODQNT,
- Production sold by value: PRODVAL,
- The quantity imported: IMPQNT,
- Import value: IMPVAL,
- The quantity exported: EXPQNT,
- The export value: EXPVAL.
- The unit associated with the quantity: QNTUNIT.

To obtain annual data on Member States' production and external trade, the following parameters were also selected:

- Declarants: EU27TOTALS_2020 providing total results for the 27 Member States.
- Frequency: Annual.
- Duration: 2021 and 2022 (the most recent durations available for the dataset).

The PRODCOM database provides data for more than 4,000 products, each identified by an 8-digit code (PRCCODE) derived from the European CPA (6-digit) and NACE (4-digit) nomenclatures. Of this list of more than 4,000 codes, 441 are related to the food industry and are grouped together in two NACE Rev. 2 sectors²⁸:

- 10 - Manufacture of food products
- 11 - Manufacture of beverages

These 441 codes were selected from Eurostat's PRODCOM database for this analysis. However, a second selection was then necessary to group the codes by food category, thereby facilitating the analysis and reading of the data. These food categories correspond to the following classification:

- meat
- dairy
- eggs
- fish and seafood
- vegetables
- fruit
- tubers
- vegetables

²⁵ <https://ec.europa.eu/eurostat/web/main/about-us/who-we-are>

²⁶ [Statistics on the production of manufactured products \(prom\) \(europa.eu\)](#)

²⁷ Sold production, exports and imports: Eurostat database (online code: [\[ds-056120_custom_10852910\]](#)).

²⁸ [Statistics on the production of manufactured products \(prom\) \(europa.eu\)](#)

- oils (vegetable oils)
- coffee and tea
- beverages (incl. also alcoholic)
- nuts and seed
- cereal and cereal-based products
- confectionary products
- pre-prepared meals
- sugar

The list of PRCCODE codes selected and grouped into each of the above categories is shown in Appendix 7 named "*Food categories_EUROSTAT_PROD.COM-list_correspondence_grid.xlsx*".

The data collected in this way has made it possible to obtain the **production sold, imported and exported in value and quantity in Europe in 2021 and 2022** for all the food categories presented above. Based on this data, it has also been possible to calculate **apparent food consumption** in the UE as follows:

$\text{Apparent Consumption} = \text{Production} + \text{imports} - \text{exports}^{29}$
--

The FAO database was also used to present apparent food consumption in Europe. The FAO, **Food and Agriculture Organisation**, is "the United Nations specialised agency leading international efforts to eliminate hunger"³⁰. It provides free access to international data on food and agriculture. The "Food Balances-2010" dataset³¹ was used for this report. Two indicators were selected from this database:

- **Domestic supply quantity**: "Production + imports - exports + changes in stocks (increase or decrease) = availability for domestic use"³². (Source: FAO Statistics Division). This indicator has been considered as providing apparent food consumption as defined above, also considering changes in stocks. This indicator provides data in thousands of tonnes.
- **Food supply quantity** (kg/capita/yr): Refers to the total quantity of food available for human consumption, expressed in kilograms (kg) per person per year.

In the same way as for Eurostat, the following parameters have been selected to obtain data for the Member States of Europe per year for the most recent durations:

- European Union (27)
- Year: 2021 (most recent year available in the database).

In addition, the data is broken down by type of food using a nomenclature called FBS. Here again, a selection was made to choose the nomenclature codes corresponding to the food categories presented above. The list of FBS codes selected and grouped under each of these categories is shown in Appendix 8 named "*Food categories_FAO STAT nomenclature_correspondence_grid.xlsx*".

3.5.3 Methods for analysing tenders notice regarding food and catering public tenders in the EU.

The quantitative study was based on data collected from the European platform TED (Tenders Electronic Daily). TED³³ publishes 735,000 notices a year, including 258,000 invitations to tender worth around €670 billion one-third of Europe's estimated 2 billion public-sector contracts³⁴. The platform allows users to search and sort published tender notices by country, date, or sector of activity. The GAMMA version of the platform was used for this study. This new version is not yet open to the public, but it was recommended by DG GROW to best meet the needs of our study. In particular, the platform offers a search for notices using a tool called

²⁹ Definition from JRC

³⁰ [À propos | FAO | Organisation des Nations Unies pour l'alimentation et l'agriculture](#)

³¹ [FAO STAT](#)

³² [FAO STAT](#)

³³ [TED home - TED Tenders Electronic Daily \(europa.eu\)](#)

³⁴ [Special report 28/2023: Public procurement in the EU \(europa.eu\)](#)

"Expert Research". This allows users to search according to several selection criteria. For this study, all the reviews available on the were filtered using the following 4 criteria (presented in Table 5):

- The sending date of contract notices,
- Common Procurement Vocabulary Codes (CPV),
- Buying countries (the 27 European countries),
- The appearance of sustainability terms in contract notices, suggesting that these notices contain sustainable development considerations.

Search criteria on GAMMA TED platform	Code used in the expert query tool to carry out the research on the platform	Description
Dispatch date	"dispatch-date >= ... AND dispatch-date <= ..."	Notice dispatch date. Contract notices have been filtered over a period of one year to give an idea of the number of notices published annually. For example, from 2023/01/01 to 2023/12/31.
CPV codes	"classification-cpv IN (...)"	CPV codes are a unique classification system for public contracts. These codes standardise the references used by contracting authorities and entities to describe the subject of a contract. The use of CPV codes ³⁵ is compulsory in the European Union. CPV codes used for this research are presented in Table 6.
Buyer country	"buyer-country IN (EU)"	European Union MSs.
Search for terms	"FT in (...) OR description-proc in (...) OR notice-title in (...)"	To search for notices with sustainability criteria, this filter has been used to select notices in which a sustainability term appears. The filter looks for terms written in the description of the notice, in the description of the procedures or in the titles of the notices. The researched terms are listed in the Table 7.

Table 5: Description of the search criteria used on the TED platform (Gamma version) with the corresponding codes.

As depicted in Table 6, contract notices were filtered based on CPV codes. The objective was to specifically identify contracts related to the procurement of foodstuffs and catering services, as outlined in Table 8. Codes beginning with '15' represent CPV codes for food purchases, while codes starting with '55' pertain to catering service contracts. To exclusively search for food procurement contracts, only the codes starting with '15' in Table 6: CPV codes used to search for data on the GAMMA TED platform as part of this market study were included. Similarly, to focus solely on service contracts, the search involved only the codes '55' in the table.

CPV	Description
15100000	Animal products, meat, and meat products [15100000]
15200000	Prepared and preserved fish [15200000]
15300000	Fruit, vegetables, and related products [15300000]
15400000	Animal or vegetable oils and fats [15400000]
15500000	Dairy products [15500000]
15600000	Grain mill products, starches, and starch products [15600000]
15800000	Miscellaneous food products [15800000]

³⁵ [SIMAP - CPV \(europa.eu\)](https://simap.europa.eu)

15980000	Non-alcoholic beverages [15980000]
55320000	Meal-serving services [55320000]
55330000	Cafeteria services [55330000]
55400000	Beverage-serving services [55400000]
55500000	Canteen and catering services [55500000]
55900000	Retail trade services [55900000]

Table 6: CPV codes used to search for data on the GAMMA TED platform as part of this market study³⁶

The contract notices were also filtered according to the terms used and appearing in the notices. More specifically, sustainability terms were searched for in the contract notices to select notices with sustainable development considerations and which might have sustainability criteria.

These terms were selected from the sustainable development model created by Barbier in 1987 (see Figure 2). We based our analysis on the following terms, which we felt were the most likely to appear in the wording of the tenders (see Table 9).

- Organic: this will indicate whether the call for tenders is organic in minimum requirement
- Label: this could indicate as a proxy whether the call for tenders refers to any certification schemes that we would assume would be many environmental ones.
- Nutrition: this could indicate whether the tender has nutritional requirements (of any kind)
- Fair trade: this will indicate whether the call for tenders has fair-trade products as a minimum requirement
- Animal welfare: this could indicate whether the tender has animal welfare requirements (of any kind)

Furthermore, as contracts are generally written in the language of the purchasing country, all the sustainability terms have been translated into the different languages of the 27 European countries. For each term, the TED platform looked for all the translations in the notices published over a given period (see Table 7).

Sustainable terms identified	Terms searched for in published notices. The words are translated into all the languages of European countries to ensure a comprehensive search of contract notices: translation into German, English, Bulgarian, Croatian, Danish, Spanish, Estonian, Finnish, French, Greek, Hungarian, Irish, Italian, Latvian, Lithuanian, Maltese, Dutch, Polish, Portuguese, Romanian, Slovak, Slovenian, Swedish.
Organic	Bio, Organic, Бю, Ekološki, Økologisk, Ecológico, Ökoloogiline, Luomu, Biologique, Βιολογικό, Orgánach, Biologico, Biológisks, Ekologinis, Organiku, Biologisch, Ekologiczny, Biológico, Biologic, Biologický, Ekološki, Ekologisk
Label	Label, Етикет, Etiketa, Mærkat, Etiqueta, Silt, Etiketti, Étiquette, Ετικέτα, Címke, Lipéad, Etichetta, Etikete, Etikete, Etykieta, Rótulo, Etichetă, Štítok, Oznaka, Etikett)
Nutrition	Ernährung, Nutrition, Хранене, Prehrana, Ernæring, Nutrición, Toitumine, Ravitsemus, Θρέψη, Táplálkozás, Cothú, Nutrizione, Uzturs, Mityba, Nutrizzjoni, Voeding, Odżywianie, Nutrição, Nutriție, Výživa, Prehrana, Näring
Fair Trade	Fair Trade, Справедлива търговия, Pravedna trgovina, Comercio Justo, Óiglane kaubandus, Reilu kauppa, Commerce équitable, Δίκαιο Εμπόριο, Igazságos kereskedelem, Trádáil Cóir, Commercio equo, Taisníga tirdzniecība, Teisinga prekyba, Trade Gust, Eerlijke handel, Sprawiedliwy handel, Comércio justo, Comerț echitabil, Spravodlivý obchod, Pravična trgovina, Rättvis handel
Animal Welfare	Animal Welfare, Защита на животните, Dobrobit žvotinja, Dyrevelfærd, Bienestar Animal, Loomade heaolu, Eläinten hyvinvointi, Bien-être animal, Προστασία των Ζώων, Állatjólét, Leas an Ainmhí, Benessere animale, Dzīvnieku labturība, Gyvūnų gerovė, Welfar tal-Annimali, Dierenwelzijn, Dobrostan zwierząt, Bem-estar animal, Bunăstarea animalelor, Dobročinnost, Dobrobit živali, Djurskydd

Table 7: List of sustainable terms used in searches on the TED GAMMA platform to filter contract notices relating to sustainable development or with sustainability criteria.

For each of the searches carried out on the platform, the list of notices obtained was extracted as an Excel file to process the data subsequently. The TED platform makes it possible to obtain a spreadsheet with all the

³⁶ [Expert Search - TED \(spikeseed.cloud\)](https://spikeseed.cloud)

contract notices obtained during the search on the line and different categories of information in the columns that can be selected during extraction. For this analysis, 10 categories were selected and are shown below.

The list of categories selected for extracting data relating to EU contract notices is as follows:

- Notice type [notice-type]
- Main classification [classification-cpv]
- Nature of the contract [contract-nature]
- Type of procedure [procedure-type]
- Publication date [publication-date]
- Activity of the contracting authority [main-activity].
- Country [buyer-country]
- Legal type of the buyer [buyer-legal-type].
- Title [notice-title]
- Total value [total value]

The number of categories had to be limited due to the TED platform's limitations in extracting files with many columns and rows. The selected categories were chosen to enable the analysis of the number of notices published by European country, by type of public authority, and by type of contract.

Additionally, we analysed the total value of these contracts in euros. The 'Total value' category was utilised to extract the estimated total value from the contract notices. Upon reviewing several contracts, it was observed that the value was often presented in the currency of the purchasing country. Consequently, these amounts needed to be converted into euros, utilizing the conversion table provided (refer to Table 8).

Currency	Exchange rate in €
BGN	1.9558
CZK	24.004
DKK	7.4509
HUF	381.85
PLN	4.5420
RON	4.9467
SEK	11.4788
NOK	11.4248

Table 8: Exchange rate used in the report³⁷

It should be noted that the exchange rates should have been updated over the last 3 years. In view of the large volumes analysed and the estimated amounts involved, we assumed that there was no need to update the exchange rates.

³⁷ Annual average exchange rates (2023) - EUROSTAT - Online data code: ert_bil_eur_a: https://doi.org/10.2908/ERT_BIL_EUR_A

The method used for this quantitative analysis is shown and summarised below:

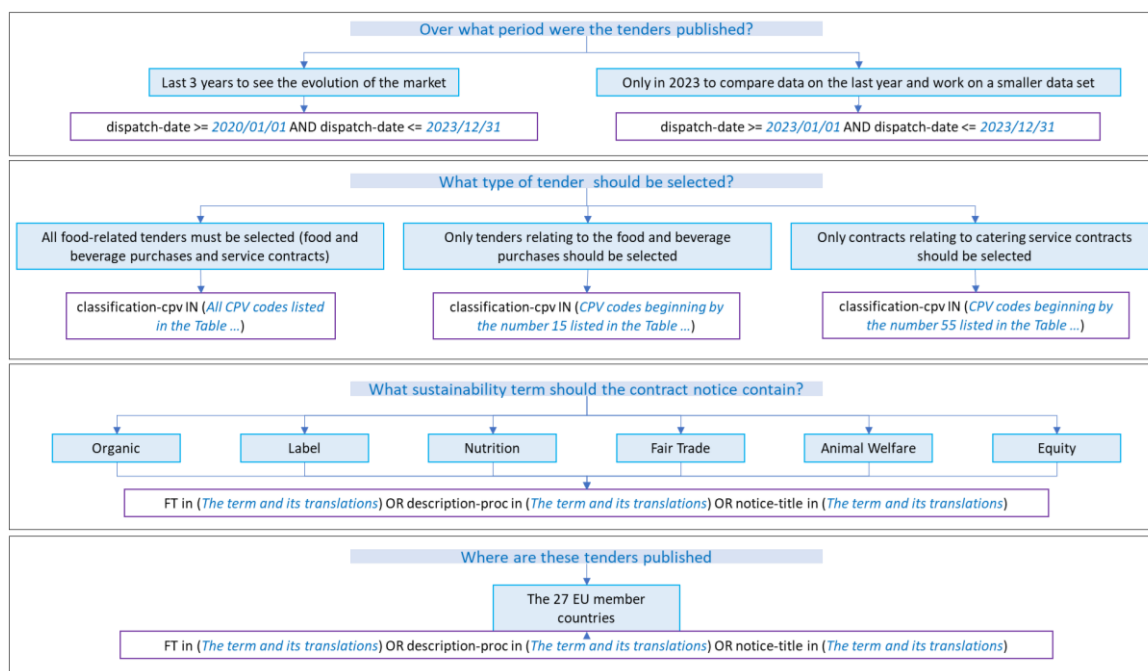


Figure 6: Diagram showing the method used to carry out the quantitative study. For each step/question, the code used in the Expert Query tool on the GAMMA TED platform is shown in the white box.

Limitations of TED notices data

The main advantage of using TED notices data is that it does not require any additional data entry for contracting authorities. This makes it possible for anyone to monitor essential market data at the European level and to cross-reference analyses on demand according to the fields available in the eNotice application.

However, analysis of the data on TED contracts notices **provides a partial view of public purchasing** in the European Union. This method tends to underestimate the real figures for "sustainable" purchases in public tenders. The first reason is that this vision only concerns contracts for amounts above the European public tenders' thresholds. Low-value public contracts and those awarded by small public contractors are only published on a voluntary basis and might not appear on the results. As the analysis relates only to contracts that have been awarded, we have limited our analysis to the scope of contractors that have complied with the obligation to publish their contracts award notices.

Globally, 670 billions worth of tenders are published each year in the TED, so around one-third of EU's estimated 2 billion public-sector contracts. This applies to all purchasing sectors. Assuming that the 2-trillion estimate is correct, the discrepancy could be due to the fact that :

- Low-value public contracts (below thresholds) and those awarded by small public contractors are only published on a voluntary basis and do not appear on the results.
- Poor data quality, in particular the fact that Currently in around 30% of the contracts, values are missing and many have abnormal values³⁸
- Public buyers may fail to comply with thresholds (non-publication of tenders)
- Public buyers wrongly estimate contract value

The second limitation is that the analyses are **limited to the fields available in the notices application**. Thus, if environmental specifications are not mentioned in the title of the contract or its description, the contract will not appear as "sustainable" in the analysis. While it is relatively easy to search for the term

³⁸ https://www.eca.europa.eu/ECAPublications/SR-2023-28/SR-2023-28_EN.pdf

"organic", which has a translation in the various languages, requirements relating to animal welfare, nutrition, or national labels, etc., are not easy to find because several possible formulations for the same criterion (e.g. for the "animal welfare" criteria, it can be contained in terms such as: free-range eggs, husbandry conditions, etc.).

Note: the new TED forms (enotice2) will soon be deployed and will make it possible to identify the presence of technical, social, or environmental specifications and the weighting of the sustainable development criteria in the award criteria.

The third limitation comes from the **choice of search vocabulary**. The term "label", for example, is an inaccurate approximation of environmental certification, and may refer to schemes other than the environment. The term nutrition can also be used in contexts other than that of a criterion.

Finally, the fourth limitation is the **relative quality of the data provided**. Contract values are estimated (when given), and there may be data entry errors in the CPV codes, which will distort the analysis. In addition, for the contract value, it was assumed that countries with a currency other than the Euro published their notices in their local currency. However, some countries may have published their notices in Euros. As the number of notices is very large, the currency has not been checked for each notice and this information could not be extracted from the TED platform.

In addition, the **European Court of Auditors** has carried out an audit of public procurement in the EU to assess the level of competition for works, goods and services contracts awarded between 2011 and 2021³⁹. One of the aims of the audit was to examine the Commission's monitoring of public procurement in the EU. The report published by the Court of Auditors indicates that the accuracy of TED data has improved in recent years. Nevertheless, TED data lack completeness and reliability. According to the report, the audit found **missing values for around 30% of contracts between 2017 and 2020**. The main data identified as missing is the **national registration number** (missing for more than 86% of procedures) and the **estimated value of the contract** (missing for more than 63% of procedures). However, the directives and regulations on public procurement do not oblige contracting authorities to fill in these fields, which may explain the lack of data observed for these indicators. Moreover, the report also indicates **numerous outliers, particularly concerning the values of contracts** which, for example, indicate particularly high amounts. In its report, the European Court of Auditors recommended that the completeness and reliability of TED data be improved, as well as the tools for monitoring EU public contracts.

All of the above information is in line with the limitations observed when analysing TED data for this report. The **monetary data is particularly unreliable due to missing data and possible errors**. The economic analysis of EU public procurement presented in this report should therefore be read in the light of its many limitations (the economic values give an idea but do not allow a solid analysis of the situation). It is advisable to rely on an analysis of the number of published notices, which provide data that is certainly more comparable between Member States.

³⁹ ECA, Public procurement in the EU - Less competition for contracts awarded for works, goods and services in the 10 years up to 2021 (European Court of Auditors, 2023) < [Special report 28/2023: Public procurement in the EU \(europa.eu\)](#) >

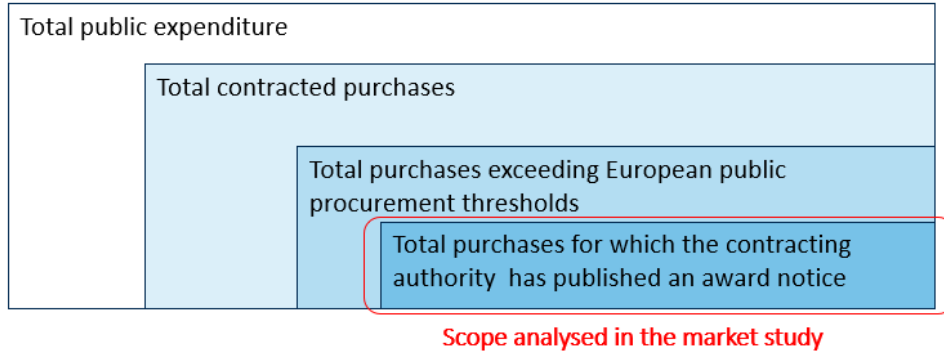


Figure 7: Scope of the analysed data within TED notices⁴⁰

3.6 Timeline of the report

The mission entrusted to Ytera in May 2023 lasted 8 months.

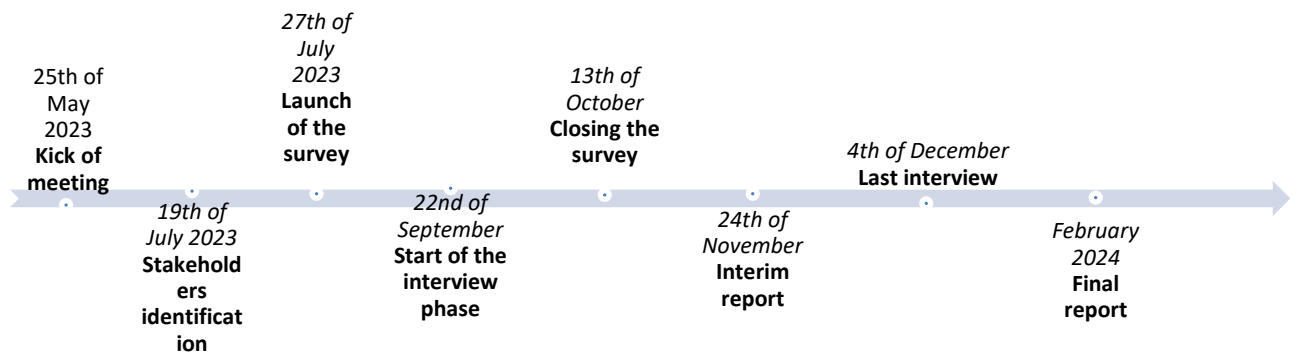


Figure 8: General timeline of the report

⁴⁰ Own elaboration

4 Key figures for public purchases of food and drinks in the EU

This section presents the results of the market study:

- Initially, the market study looks at overall apparent consumption data in the EU in section 4.1
- The study then focuses on public purchasing, based on TED data (notices published in 2023) in section 4.2:
 - o By type of contract in 4.2.1
 - o By MSs in section 4.2.2
 - o By type of contracting authority (= public buyer) in section 4.2.3
 - o Finally, identification of the share of tenders with sustainability criteria in the section 4.2.4

4.1 Apparent consumption of food and drinks in the EU

An initial market study has been carried out to provide an overall view of the food consumption in the 27 MS of the European Union. This analysis will cover annual production sold by food category in Europe, the production of foodstuffs imported into and exported from Europe to meet market needs, and the resulting apparent food consumption by Europeans.

4.1.1 Food production

Beverages (including alcoholic beverages), cereals, dairy products and meat are the main categories of foodstuffs produced and sold in Europe in 2021 and 2022, in terms of both **quantity and value** (Figure 9 and Figure 10 respectively), according to the Eurostat database.

In terms of quantity, Figure 9 shows that beverages are in first place, with more than 200 million tonnes of production sold in 2022. In monetary terms, this volume represents 141 billion euros, according to Figure 10.

Cereals and cereal-based products are the second most important category in terms of the quantity of production sold. In 2022, 96 million tonnes were sold in Europe, worth 120 billion euros.

Meat, meanwhile, represents the most important production sold in Europe, but this time from a monetary point of view. In 2022, the sale of meat produced in Europe represented a value of 211 billion euros, corresponding to 71 million tonnes. Finally, dairy products accounted for €143 billion worth of production sold in Europe, corresponding to 82 million tonnes.

In contrast, eggs and pulses are the categories with the lowest production sales compared to other food categories.

Considering all the categories represented in Figure 9 and Figure 10 (beverages, cereals, dairy products, meat, vegetable oils, sugar, vegetables, confectionery, nuts and seeds, prepared dishes, tubers, fruit, tea, coffee, fish and seafood, eggs and pulses), total production sold in Europe in 2022 was 583 million tonnes and 549 million tonnes in 2021. In monetary terms, this total production sold was worth €840 billion in 2022, compared with €713 billion in 2021.

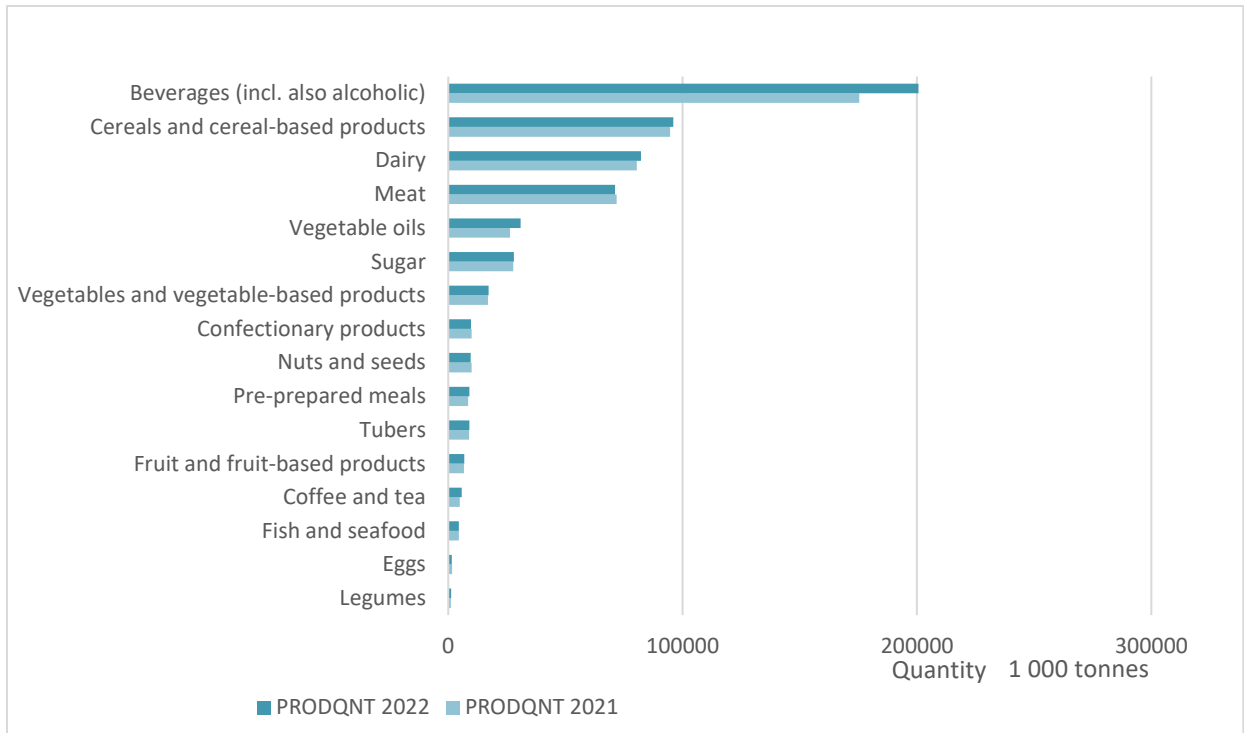


Figure 9: Production sold in quantity (x1000 tonnes) in Europe in 2021 and 2022 by food category⁴¹.

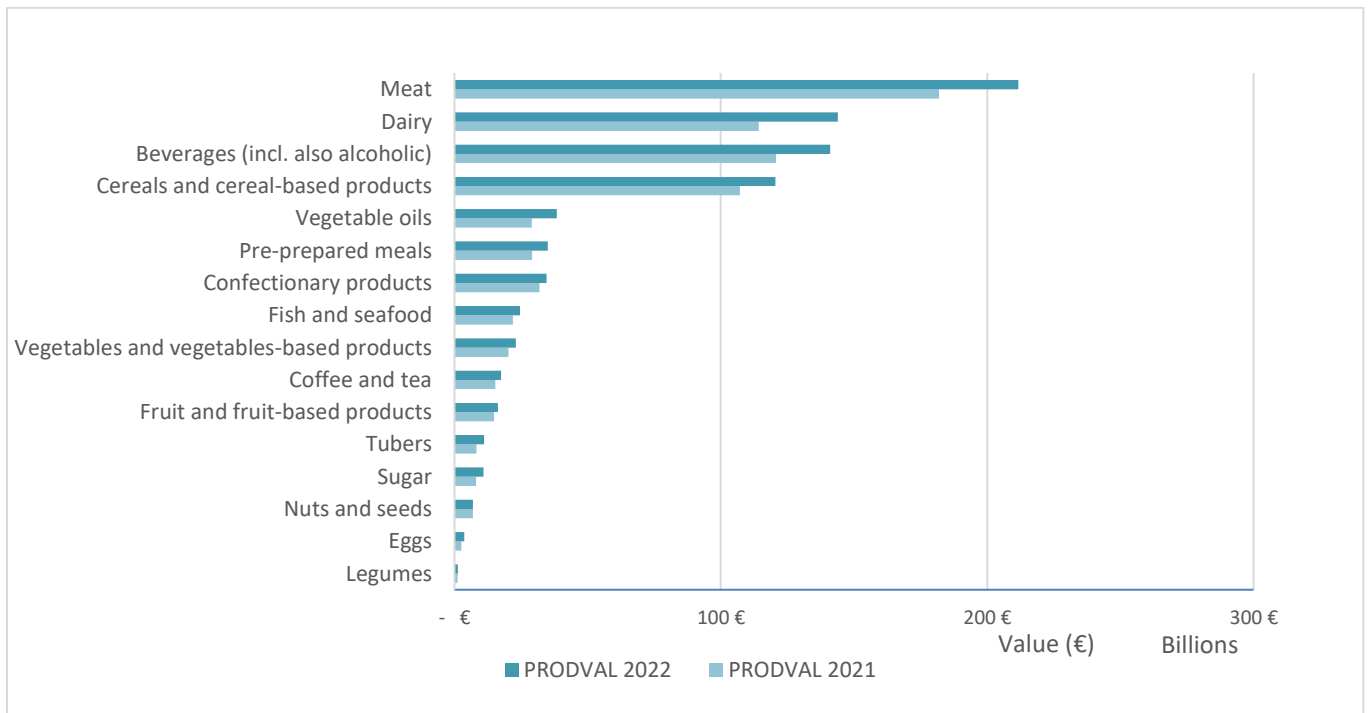


Figure 10: Production sold in value (billion €) in Europe in 2021 and 2022 by food category⁴².

⁴¹Source: Sold production, exports and imports: Eurostat database (online code: [\[ds-056120_custom_10852910\]](#)).

⁴²Source:

Sold production, exports and imports: Eurostat database (online code: [\[ds-056120_custom_10852910\]](#)).

4.1.2 Food trade

The Eurostat database has also been used to analyse production imported into and exported from Europe, in terms of both value and quantity. According to Figure 11 and Figure 12, the leading food families imported in 2021 and 2022 were **vegetable oils and fruits**. Vegetable oils accounted for 10 million tonnes imported over the year, worth over €14.8 billion. Fruits came second, with over 5 million tonnes imported in 2022, worth almost €13.9 billion. Fish and seafood products were also heavily imported in 2021 and 2022, representing the 3e food category with the largest value of imported production: around €13 billion in 2022.

On the contrary, tubers, eggs, and pulses represented the food categories with the lowest volumes and values of imported production in 2021 and 2022. However, it's worth noting that the Eurostat database lacks data on imports of pulses. The absence of imported products in this food category for these two years seems surprising. This observation suggests that some data could not be recorded and are therefore missing from the database.

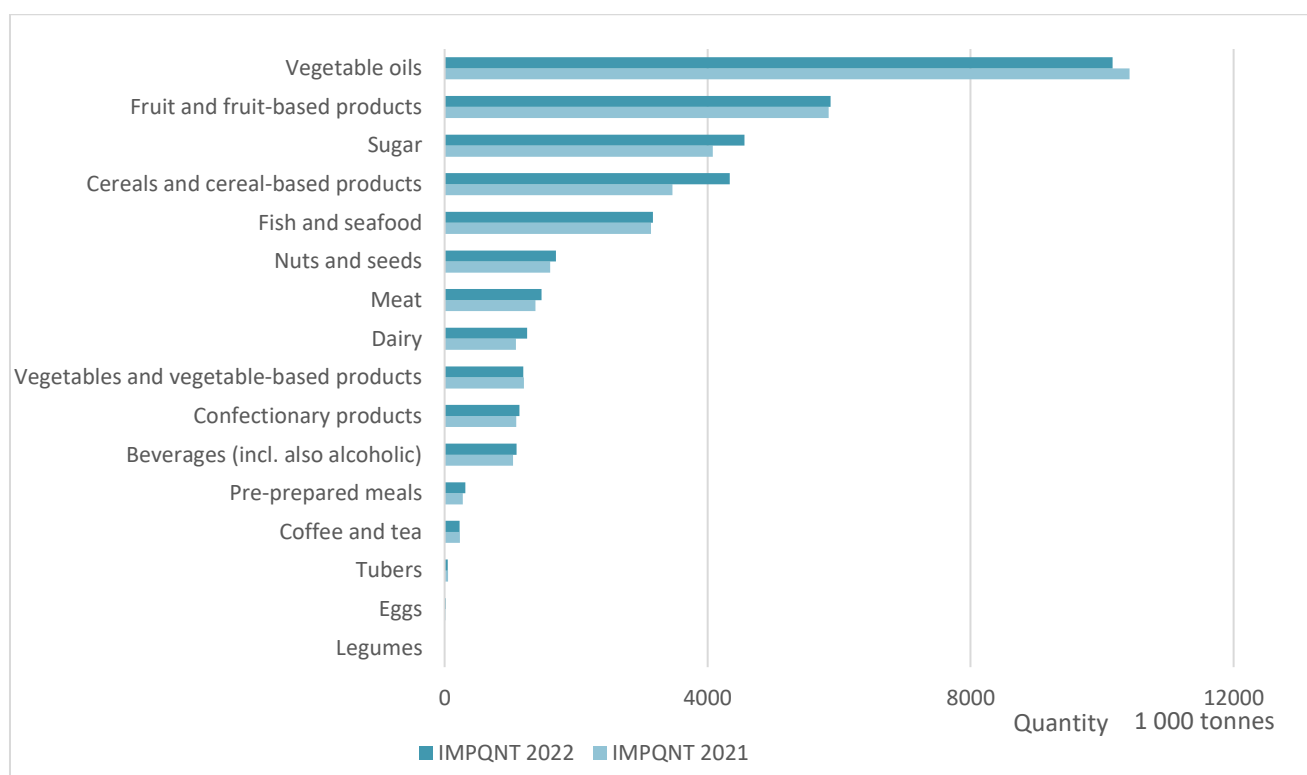


Figure 11: Imported production in quantity (x1000 tonnes) in Europe in 2021 and 2022 by food category⁴³.

⁴³ Sources:

Sold production, exports and imports: Eurostat database (online code: [ds-056120_custom_10852910](#)).

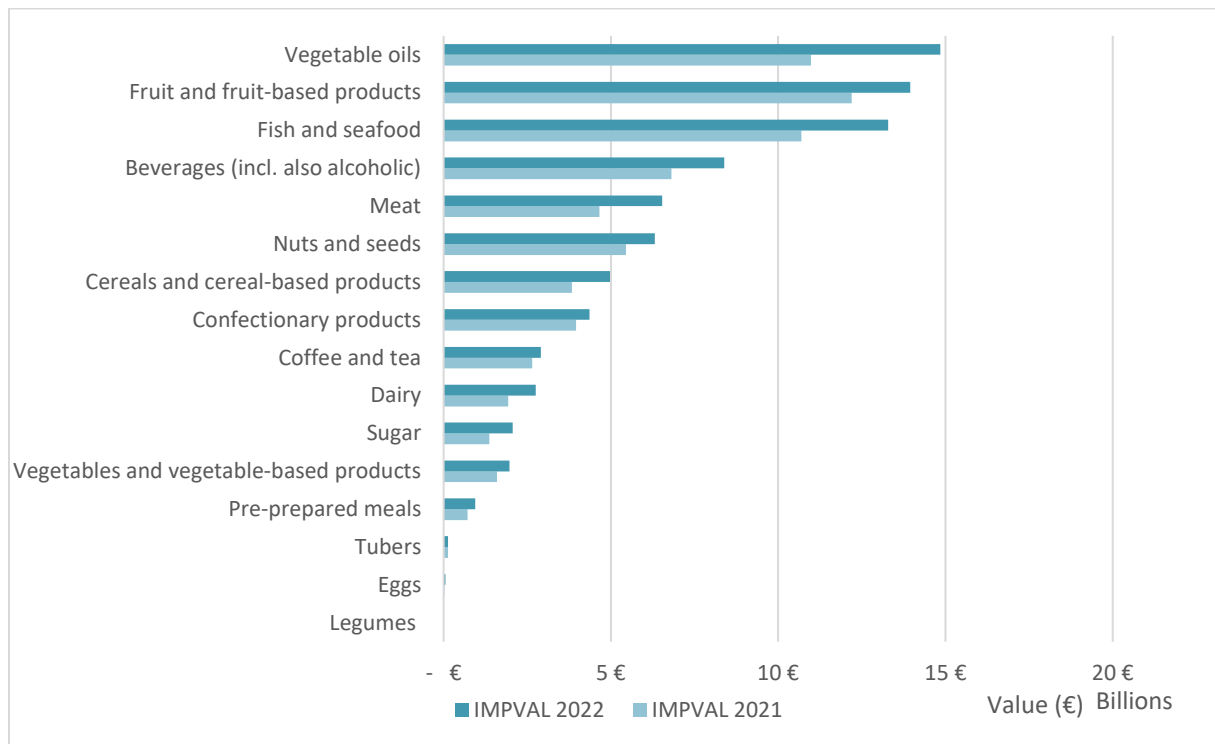


Figure 12: Imported production in value (billion €) in Europe in 2021 and 2022 by food category⁴⁴.

⁴⁴ Source: Sold production, exports and imports: Eurostat database (online code: [ds-056120_custom_108529101](#)).

The same observation can be made in Figure 13 and Figure 14. concerning production exports from Europe. In fact, no data is given for pulse exports in 2021 and 2022. Moreover, according to Figure 13

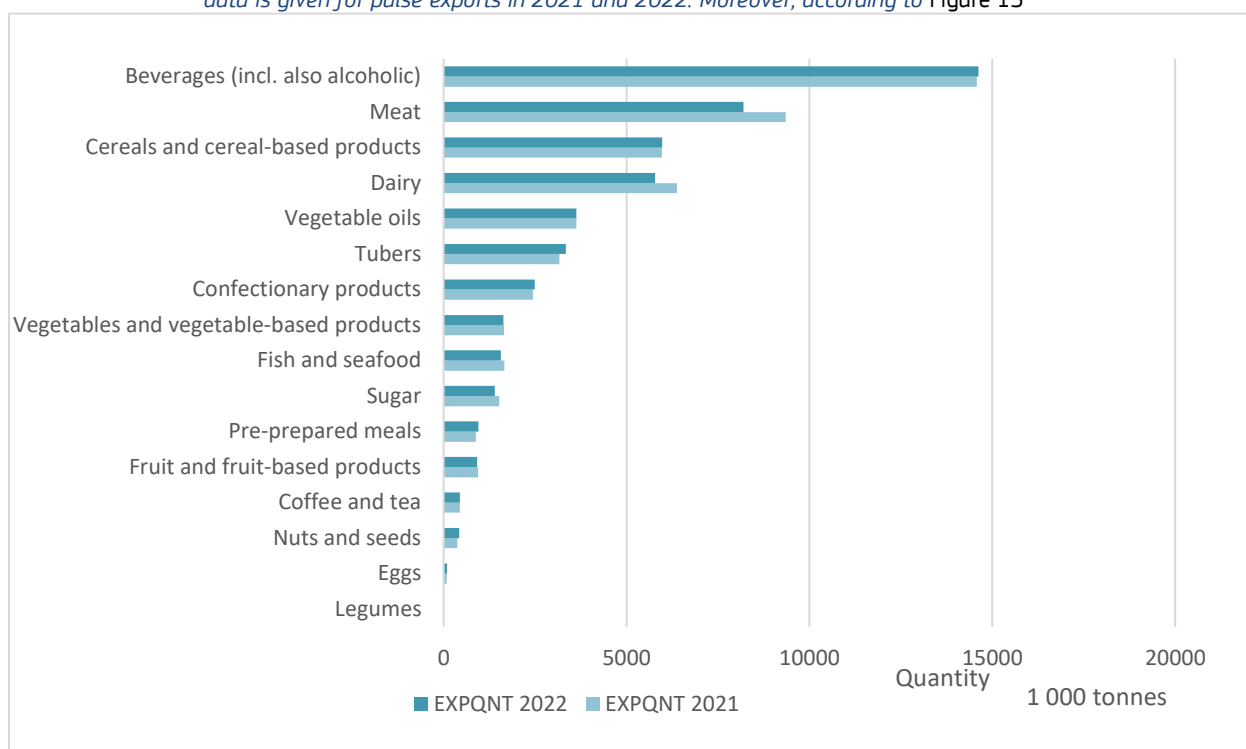


Figure 13: Exported production in quantity (x1000 tonnes) in Europe in 2021 and 2022 by food category and Figure 14, the **main products exported are beverages, meat, cereals and dairy products.**

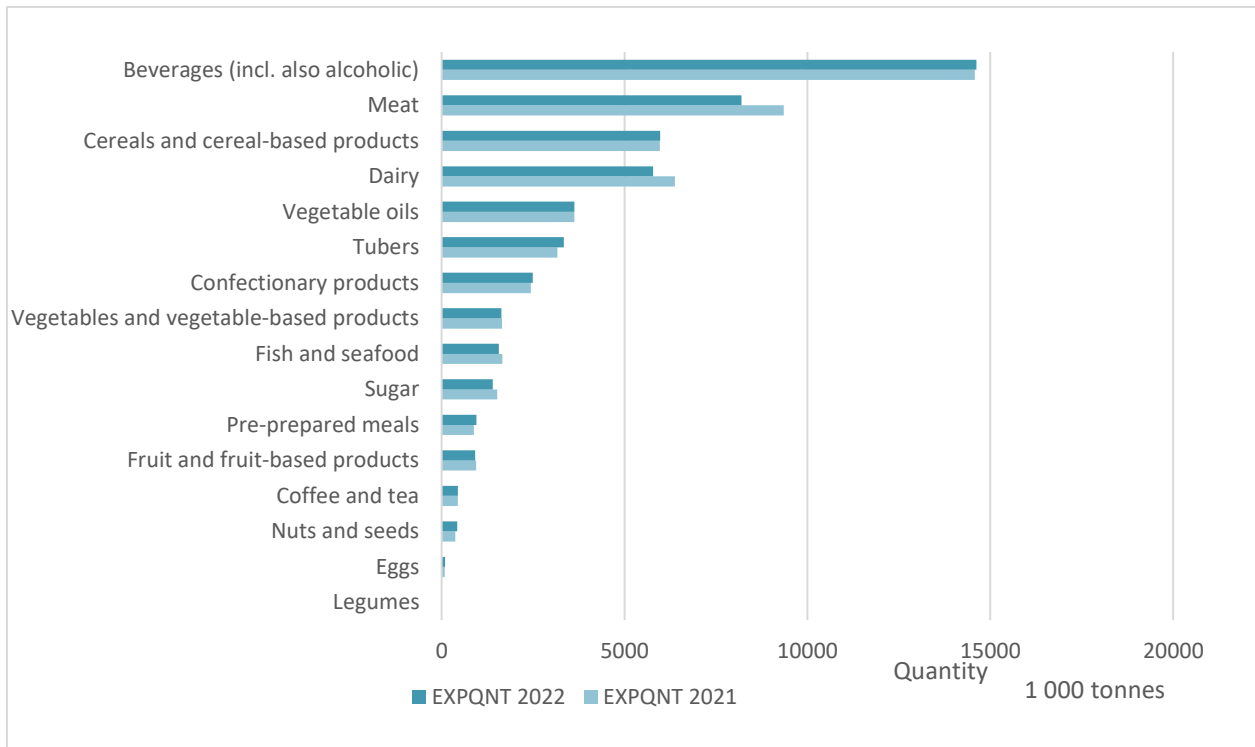


Figure 13: Exported production in quantity (x1000 tonnes) in Europe in 2021 and 2022 by food category⁴⁵.

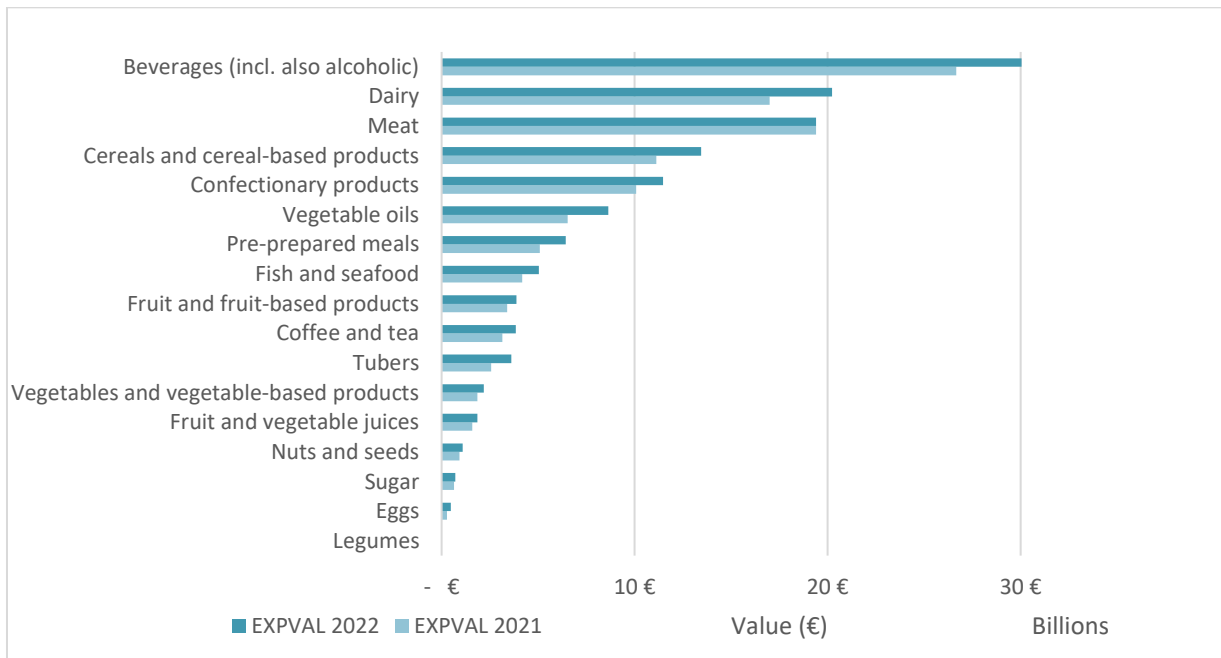


Figure 14: Exported production in value (billion €) in Europe in 2021 and 2022 by food category⁴⁶.

⁴⁵ Source: Sold production, exports and imports: Eurostat database (online code: [\[ds-056120_custom_10852910\]](#)).

⁴⁶ Source: Sold production, exports and imports: Eurostat database (online code: [\[ds-056120_custom_10852910\]](#)).

4.1.3 Apparent food consumption

Based on production, import and export data, it is possible to calculate apparent food consumption in Europe in 2021 and 2022 as follows:

$\text{Apparent Consumption} = \text{Production} + \text{imports} - \text{exports}^{47}$
--

Figure 15 shows the apparent consumption in quantity (thousands of tonnes) by food category in Europe in 2021 and 2022. **Beverages (including alcoholic beverages) are the leading food category consumed in Europe** in terms of volume. The next most consumed categories **are cereals and cereal products, dairy products, meat, vegetable oils and sugar**.

More specifically, in terms of quantity, 187 million tonnes of beverages were consumed in 2022, 94 million tonnes of cereals, 77 million tonnes of dairy products, 64 million tonnes of meat, 37 million tonnes of vegetable oils and 31 million tonnes of sugar. In addition, vegetables accounted for 16 million tonnes, fruits for 11 million tonnes, and nuts and seeds for 10 million tonnes. Finally, the last categories considered in this analysis (pre-prepared meals, confectionery, fish and fishery products, tubers, coffee, tea, eggs and pulses) each represent between 1.5 and 8 million tonnes of products consumed in 2022, according to Figure 15. This descending order of consumption by food category appears to be the same, this time looking at the monetary values of apparent consumption in Figure 16. However, the Figure 16 shows that certain categories, such as meat or fish and seafood products, carry more weight when consumption values are considered rather than quantities. Indeed, fish and seafood products were consumed to the value of €32 billion in 2022, making them the 6th most consumed product in terms of value. In terms of quantity, this category ranks 12th, with 6 million tonnes consumed in 2022.

Furthermore, comparing 2022 with 2021, it seems that **apparent consumption has increased slightly in terms of both volume and value**. In 2021, apparent consumption was **531 million tonnes in Europe** for the food categories shown in Figure 15. For the same year, this volume of consumption corresponded to a value of more than **€667 billion**, according to Figure 16. In 2022, apparent consumption volume was **568 million tonnes for €804 billion**.

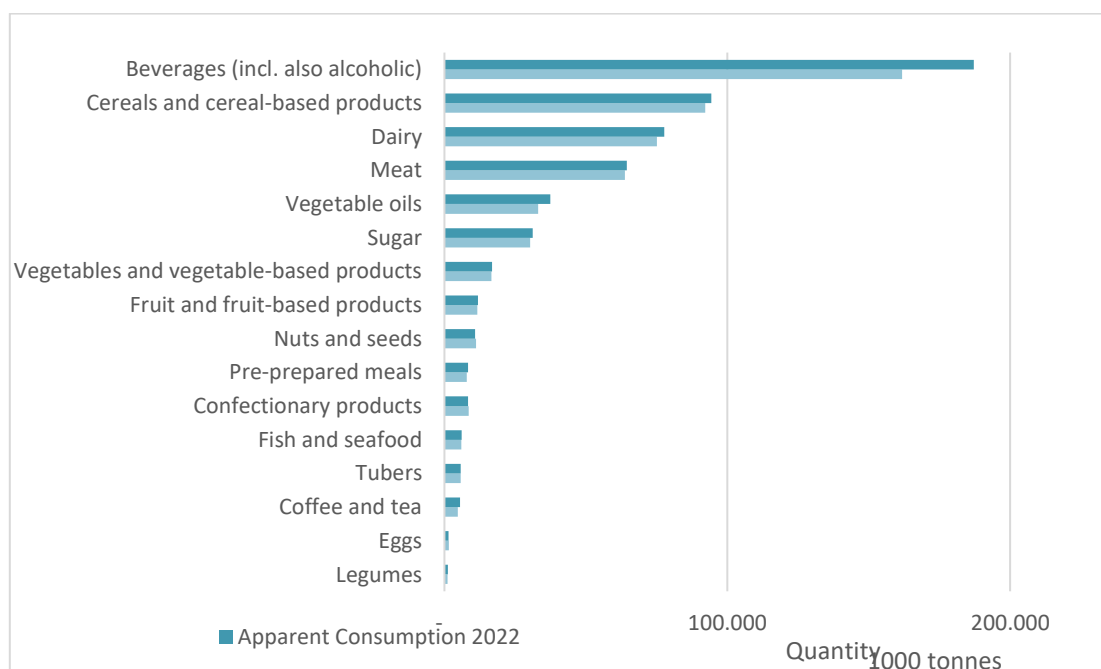


Figure 15: Apparent food consumption in quantity (x1000 tonnes) in Europe in 2021 and 2022 by food category⁴⁸.

⁴⁷ Definition from JRC

⁴⁸ Source: Sold production, exports and imports: Eurostat database (online code: [ds-056120_custom_108529101](#)).

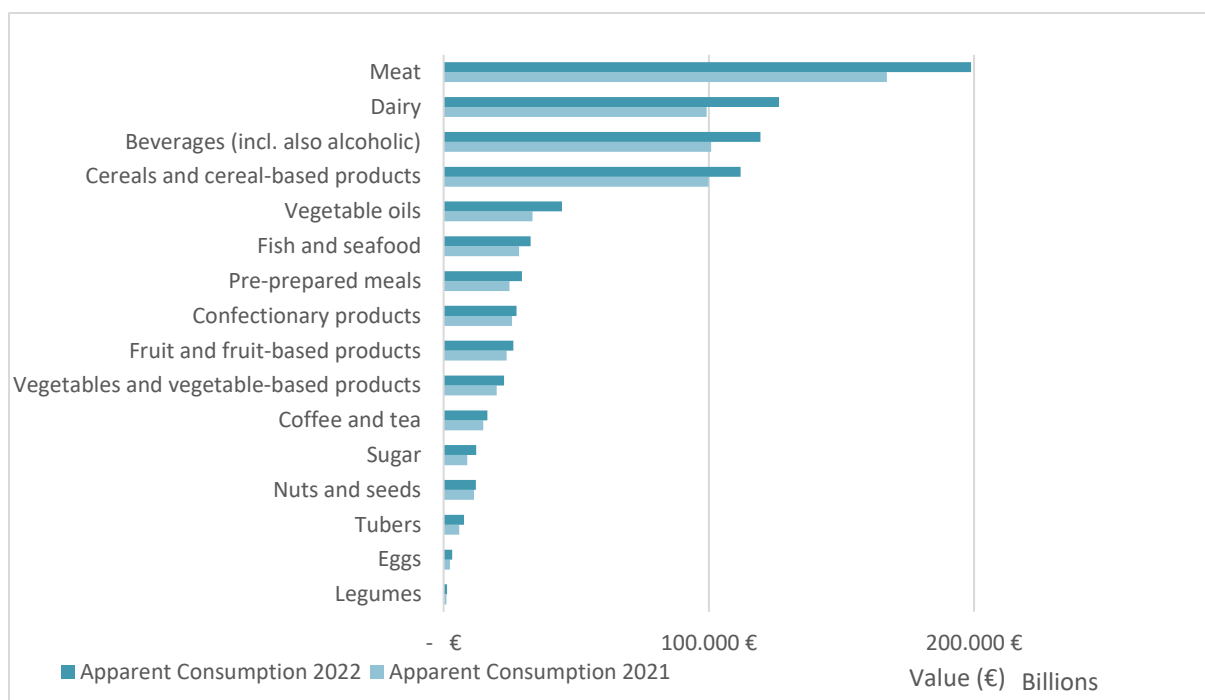


Figure 16: Apparent food consumption in value (billion €) in Europe in 2021 and 2022 by food category⁴⁹.

The data gathered from the Eurostat database has revealed the main trends in apparent food consumption in Europe in 2021 and 2022. Nevertheless, it is important to put some of the data presented in this analysis into perspective:

- The Eurostat database is a very exhaustive source of information and is very close to reality, although some data is certainly missing, as was envisaged above for the legume category, for which no import or export data is given in the database.
- Furthermore, as explained in paragraph 3.5.2, the database used for this analysis provides data for around 4,000 products (PRODCOM list). Of this list, almost 450 designate products related to the food sector. To facilitate data analysis, all PRCCODES (product codes from the PRODCOM list) have been selected and grouped according to the food categories previously chosen. This selection may present certain limitations, firstly linked to human error, as the codes were selected one by one "by hand" by comparing the different nomenclatures making up the codes (PRCCODES, CPA, NACES). In addition, some of the nomenclature codes are very general and may cover several types of foodstuffs at the same time, such as the code 10391800 which refers to "Vegetables (excluding potatoes), fruit, nuts and other edible parts of plants, prepared or preserved by vinegar or acetic acid". To avoid double counting and overestimating apparent food consumption, this code has only been included in the vegetables category. Data relating to fruit and nuts, which are included in this code, have therefore been included in the vegetable category and not in their own category. The code 10391800 is an example, but other codes are affected by this problem. In each case, the codes have been attached to a single category to avoid double counting. The exact list of codes associated with each category is presented in the Appendix 8 named "*Food categories_FAOSTAT nomenclature_correspondence_grid.xlsx*".
- In addition, for the sake of completeness, certain food categories have not been represented in this analysis, such as animal fats, starch-based products, etc. As a result, the total apparent food consumption figures shown above only consider the categories considered in this analysis.
- Finally, most of the data on quantities were given in kg according to the Eurostat database. However, some of the data was in litres, such as for the beverages category or the data linked to the 10521000-code included in dairy products.

⁴⁹ Source: Sold production, exports and imports: Eurostat database (online code: [ds-056120_custom_108529101](https://ec.europa.eu/eurostat/tgm/table.do?tab=table&init=1&language=en&plugin=1&code=ds-056120_custom_108529101)).

The FAO also compiles several databases giving estimates of the volume of food available for consumption. Figure 17 shows the quantity of food available in Europe in 2021 (1000 tonnes). This “domestic supply quantity” is estimated on the basis of the following calculation carried out directly by FAOSTAT in its database: "**Production + imports - exports + changes in stocks = availability for domestic use.**"⁵⁰. Compared with the calculation used above on Eurostat data to obtain apparent food consumption, the FAOSTAT calculation appears to be equivalent. As a result, domestic supply quantity would correspond to apparent food consumption, with stock changes taken into account in addition.

According to Figure 17, the leading foodstuff category consumed in Europe in 2021 was **cereals**, with 281 million tonnes consumed. Dairy products were the second most consumed category in 2021, with over 175 million tonnes available for consumption. Sugar came third with almost 142 million tonnes consumed over the year. The fruit (including fruit juices), nuts and seeds, and vegetables categories each accounted for more than 73 million tonnes of domestic supply in 2021. Meat accounted for over 37 million tonnes, fish and seafood for 12 million tonnes and eggs for 6 million tonnes.

The dataset of FAO gives also data on the “Food supply quantity” in kg per person and per year for each categories considered in this market analysis. According to Figure 18, in the course of the year, Europeans consume mainly 218 kg of dairy products per person, 151 kg of vegetables, 129 kg of cereals and 112 kg of fruit (including fruit juices). Europeans consume also 100 kg of alcoholic beverages and meat for 84 kg, according to FAOSTAT. The 3 categories with the lowest consumption (less than 3 kg per year per person) are legumes, pre-prepared meals and confectionary meals.

These figures appear to be slightly different from those presented in the Eurostat database. It should be remembered, however, that the FAOSTAT database takes account of changes in storage, unlike Eurostat. In addition, the data are not based on the same nomenclatures. The Eurostat dataset (PRODCOM) is based on a very dense and complex nomenclature with 8-digit codes, whereas the FAOSTAT data are based on the FBS nomenclature with 4 digits and one letter. The FAOSTAT 'Fruit' category includes fruit juices, whereas this is not the case for Eurostat. Similarly, according to the above analysis, in 2021 and 2022 drinks were the leading food category consumed in Europe according to Eurostat. However, unlike the FAO, which considers only alcoholic beverages, Eurostat considers all types of beverages. These different factors may explain the differences observed between the two analyses.

⁵⁰ [FAOSTAT](#)

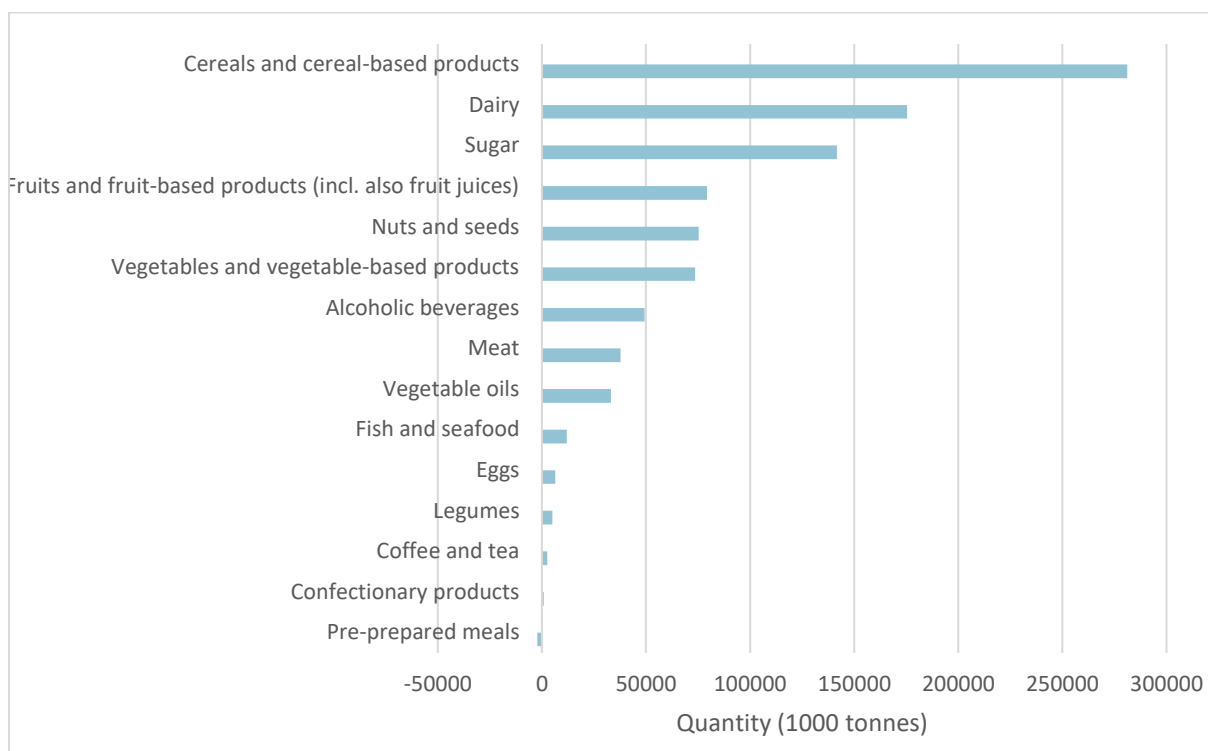


Figure 17: Domestic supply quantity (x1000 tonnes) by food category in Europe in 2021⁵¹.

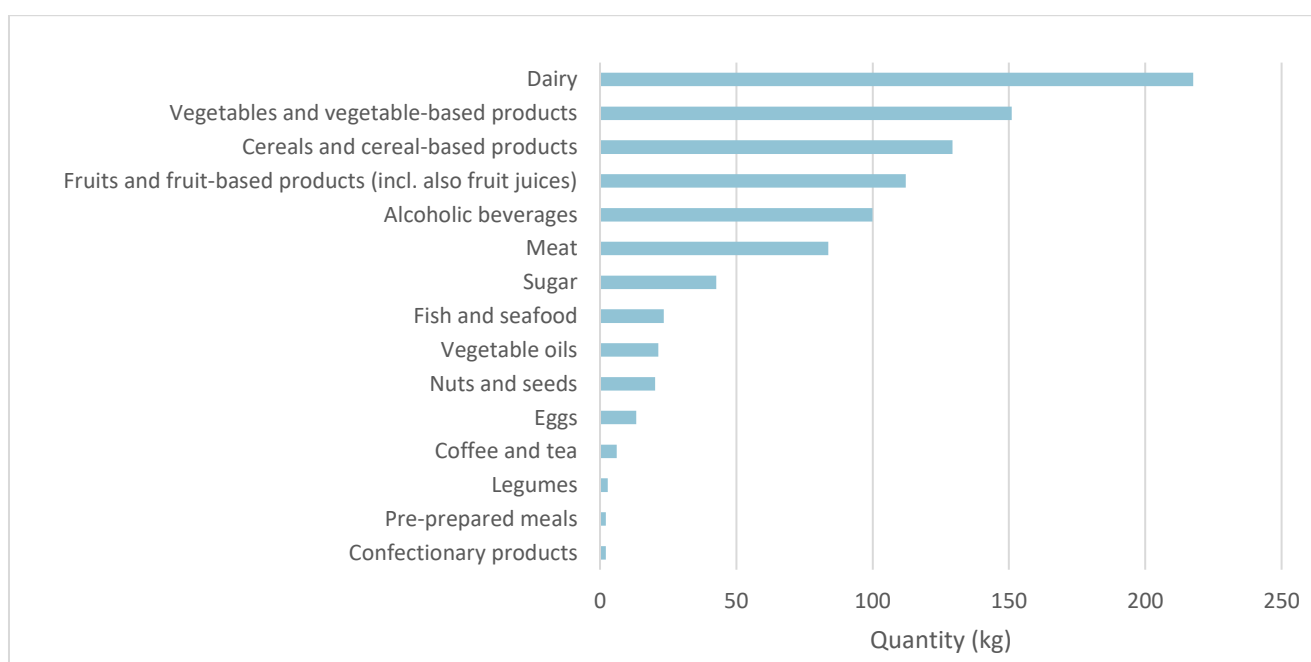


Figure 18: Food supply quantity (kg/capita/year) by food category in Europe in 2021⁵².

⁵¹ Source: FAOSTAT: Food Balances (2010-) - [FAOSTAT](#).

⁵² Source: FAOSTAT: Food Balances (2010-) - [FAOSTAT](#).

In a recent paper, Crenna and al estimated food consumption in Europe⁵³. The first study, shown in Table 9, presents apparent food consumption based on data from 2010. The results appear to be consistent with those presented above. Dairy products and meat account for the largest share of annual European consumption, in terms of both quantity and value. Looking more specifically at apparent food consumption as an overall percentage of the average per capita basket, milk, and cream account for 14.8% of consumption, pork for 7.6% and poultry for 4.2%. Potatoes account for 1.3% of consumption and bread for 7.3%. Beverages also account for a large proportion of consumption, with mineral water accounting for 19.4%.

Basket of products and apparent consumption (year 2010, EU-27).

Product groups	Basket products	Total apparent EU-27 consumption of the food product (Mt/year)	Per-capita apparent consumption of the food product (as kg/inhabitant p.a. and as % of the overall basket)	Economic value of the total apparent EU-27 consumption of each food product (billion €/year) ^a
Meat	Pig meat	20.58	41.0 (7.6%)	33.66
	Beef	6.90	13.7 (2.5%)	26.36
	Poultry	11.49	22.9 (4.2%)	23.21
Dairy products	Milk and Cream	40.25	80.1 (14.8%)	22.90
	Cheese	7.52	15.0 (2.8%)	28.95
	Butter	1.83	3.6 (0.7%)	5.93
Cereal-based products	Bread	19.75	39.3 (7.3%)	26.90
Crop-based products	Sugar	14.97	29.8 (5.5%)	8.04
	Sunflower oil	2.73	5.4 (1.0%)	2.37
Vegetables	Olive oil	2.68	5.3 (1.0%)	4.70
	Potatoes	35.24	70.1 (13.0%)	10.17
Fruit	Oranges	8.72	17.4 (3.2%)	5.10 ^b
	Apples	8.07	16.1 (3.0%)	4.73 ^b
Beverages	Mineral water	52.74 (G litres)	105 (litres) (19.4%)	8.92
	Roasted Coffee	1.75	3.5 (0.6%)	9.28
	Beer	35.07 (G litres)	69.8 (litres) (12.9%)	28.68
Pre-prepared meals	Meat-based dishes	1.44	2.9 (0.5%)	13.74
	Total (basket)	271.73	540.9 (100.0%)	263.64
	Total Eurostat-Prodcom per capita apparent consumption (kg/inhabitant p.a.)		933.2	

^a Estimated using a) the cost of goods at the seller's factory and b) the trade value associated with the goods as they cross the border.

^b Estimated economic value of sold products only.

Table 9: Basket of products and apparent consumption (year 2010, EU-27).⁵⁴

In parallel, the article by Notarnicola and others⁵⁵ illustrated in Table 10 presents consumption data extracted from the Eurostat database and dating from 2015. A similar observation can be made about these data. Here again, the bulk of European food consumption comes from animal products: dairy products and meat. The consumption percentages do not seem to have changed much compared with the 2010 data. In 2015, **milk consumption accounted for 11.5%, compared with 6.6% for pork and 3.8% for poultry. Potatoes accounted for 10% and mineral water for 17.9%.**

⁵³ E. Crenna, T. Sinkko, and S. Sala, 'Biodiversity Impacts Due to Food Consumption in Europe', *Journal of Cleaner Production*, 227 (2019), 378–91 <<https://doi.org/10.1016/j.jclepro.2019.04.054>>.

⁵⁴ Crenna, Sinkko, and Sala.

⁵⁵ Bruno Notarnicola and others, 'Environmental Impacts of Food Consumption in Europe', *Journal of Cleaner Production*, Towards eco-efficient agriculture and food systems: selected papers addressing the global challenges for food systems, including those presented at the Conference "LCA for Feeding the planet and energy for life" (6-8 October 2015, Stresa & Milan Expo, Italy), 140 (2017), 753–65 <<https://doi.org/10.1016/j.jclepro.2016.06.080>>.

Composition of the food consumption assessed in this study in terms of product groups, representative products and related quantities referred to the reference flow, i.e. food consumption of an average EU citizen in the reference year 2015 (Eurostat, 2018). The 13 new products added in this study are shown in bold.

Product Group	Representative product	Per capita consumption in 2015 (kg/person. yr ⁻¹)	Share within included food
MEAT	Pork meat	44.9	6.6%
	Beef meat	15.2	2.2%
	Poultry meat	26.3	3.8%
FISH & SEAFOOD	Cod	10.4	1.5%
	Salmon	3.5	0.5%
	Shrimps	1.5	0.2%
	Milk	78.4	11.5%
DAIRY	Cheese	15.1	2.2%
	Butter	4.4	0.6%
	Eggs	14.0	2.0%
EGGS	Bread	40.0	5.8%
	CEREAL-BASED PRODUCTS	Pasta	9.3
Rice		9.6	1.4%
SUGAR	Sugar	28.6	4.2%
OILS	Sunflower oil	5.7	0.8%
	Olive oil	4.7	0.7%
TUBERS	Potatoes ^a	68.5	10.0%
VEGETABLES	Tomatoes	14.5	2.1%
LEGUMES	Beans	2.8	0.4%
	Tofu^b	5.1	0.7%
FRUITS	Apples	17.5	2.6%
	Oranges	13.0	1.9%
	Bananas	11.5	1.7%
NUTS & SEEDS	Almonds^a	0.6	0.1%
COFFEE & TEA	Coffee	3.3	0.5%
	Tea	0.6	0.1%
BEVERAGES	Beer	70.0 L	10.2%
	Wine	26.0 L	3.8%
	Mineral water	122.3 L	17.9%
CONFECTIONERY PRODUCTS	Biscuits	7.1	1.0%
	Chocolate	6.0	0.9%
PRE-PREPARED MEALS	Meat based dishes	3.4	0.5%

^a Based on 2013 data, 2015 data was not available.

^b EEA (2018) data.

Table 10: Composition of the food consumption assessed in this study in terms of product groups, representative products and related quantities referred to the reference flow, i.e. food consumption of an average EU citizen in the reference year 2015⁵⁶

4.2 Public procurement data

The following analysis is based on TED notices. As a reminder, the publication thresholds are as follows:

- €143,000 for central government contracts (from 1 January 2024).
- €221,000 for local and regional government contracts (from 1 January 2024).

Lower-value purchasing procedures are therefore not represented in these analyses, as shown in Figure 7.

Purchases below these thresholds are therefore not included in the statistics below.

4.2.1 Tender notices published in Europe in 2023 by type of contract.

Thanks to the TED platform, quantitative data on European public procurement contracts for food, drink, and catering services has been collected and analysed. Results are presented in this section.

Figure 19 illustrates the trend in the number of contract notices published in Europe over the last four years. According to this graph, the number of notices published has increased every year since 2020. This growth pertains to both food and drink procurement contracts and catering service contracts.

⁵⁶ Notarnicola and others.

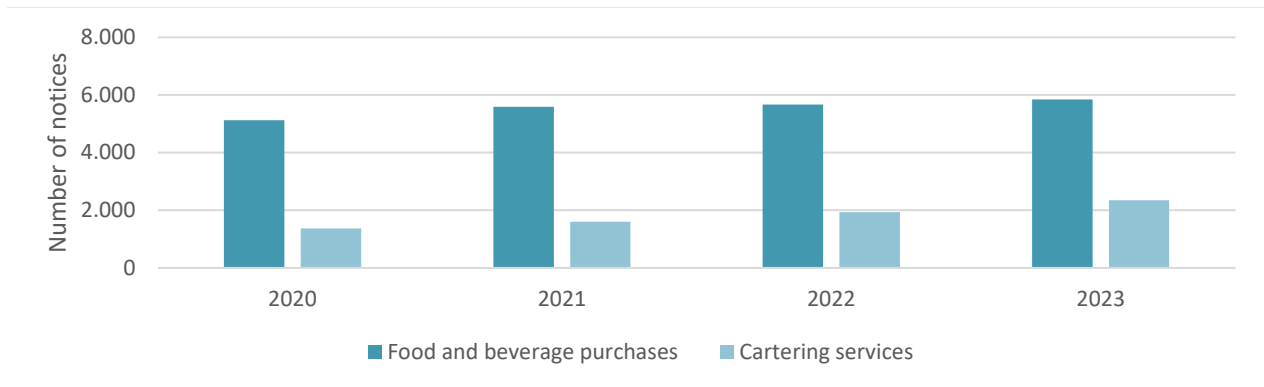


Figure 19: Histogram representing the total number of notices published in Europe (27 Member States including Romania) over the last 4 years, distinguishing between contracts for food and drink purchases and catering services.⁵⁷

Due to the extensive volume of data spanning four years, the decision was made to concentrate on the year 2023 to streamline data processing and enhance the readability of this report. All graphical representations and information presented in the remainder of this section will exclusively pertain to the year 2023.

The data for Romania has been removed from all the figures in this section because the values were not comparable. In fact, Romania had a very large number of notices published for the year 2023 compared with the other countries. This difference can be explained by the fact that Romania sent out many duplicates of its contract notices⁵⁸. Therefore, to facilitate the analysis of the results, it was decided to remove all the data from Romania.

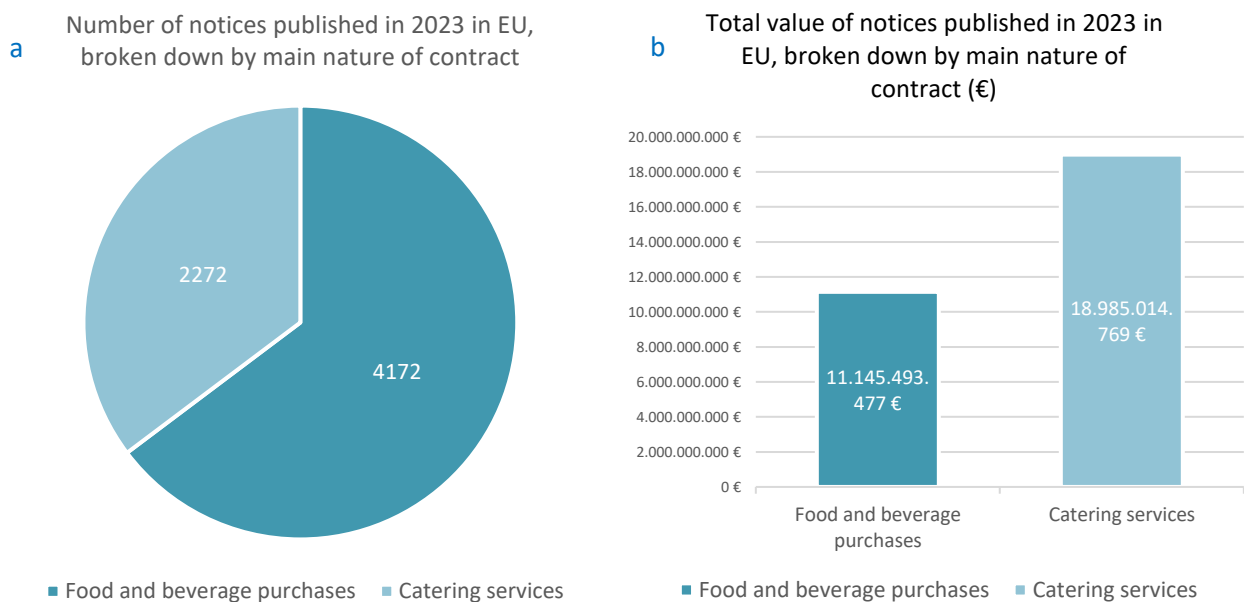


Figure 20: Graphs showing the breakdown of public procurement contracts dedicated to food purchases and catering service contracts in Europe in 2023 (26 MS without Romania). Graph A (left) shows this breakdown in terms of the number of notices published and Graph B (right) in monetary value. Conversion rate used is from Table 8

The total number of notices published for the year 2023 with CPVs corresponding to food and drink purchases and/or catering service contracts in EU amounts to more than 6,291 notices published by EU buyers. Looking only at notices published for **purchases of foodstuffs and beverages**, the number of notices amounts to 4172, i.e. **66% of the total number of notices** published in 2023. In parallel, contract notices relating to

⁵⁷ Own elaboration based on TED notices exports

⁵⁸ Internal information from DG GROW

catering service contracts represent 36% of the notices published (2272 notices published for this type of contract).

Thus, contracts for **catering services** have fewer published notices than purchases of food and drink, but if we look at the monetary value of the notices this proportion is reversed. Figure 20 shows the total value in euros of contract notices published in Europe in 2023. This representation shows that catering service contracts correspond to **63% of the total value** of notices published, i.e. less than €19 billion. In contrast, notices relating to the purchase of foodstuffs and beverages account for 37% of notices, or more than €11 billion. Taking into account all the notices published in 2023 with CPVs corresponding to food and drink purchases and/or catering service contracts, the total value comes to **€29,854 billion**. As a result, most food-related contract notices published in Europe concern contracts for the purchase of foodstuffs and beverages. Nevertheless, catering service contracts have a greater weight on the market from a monetary point of view.

4.2.2 Tender notices published in 2023 by MSs

Now that we have a general overview of the contract notices published in 2023 in Europe, the next section will look at the breakdown of these notices by European country.

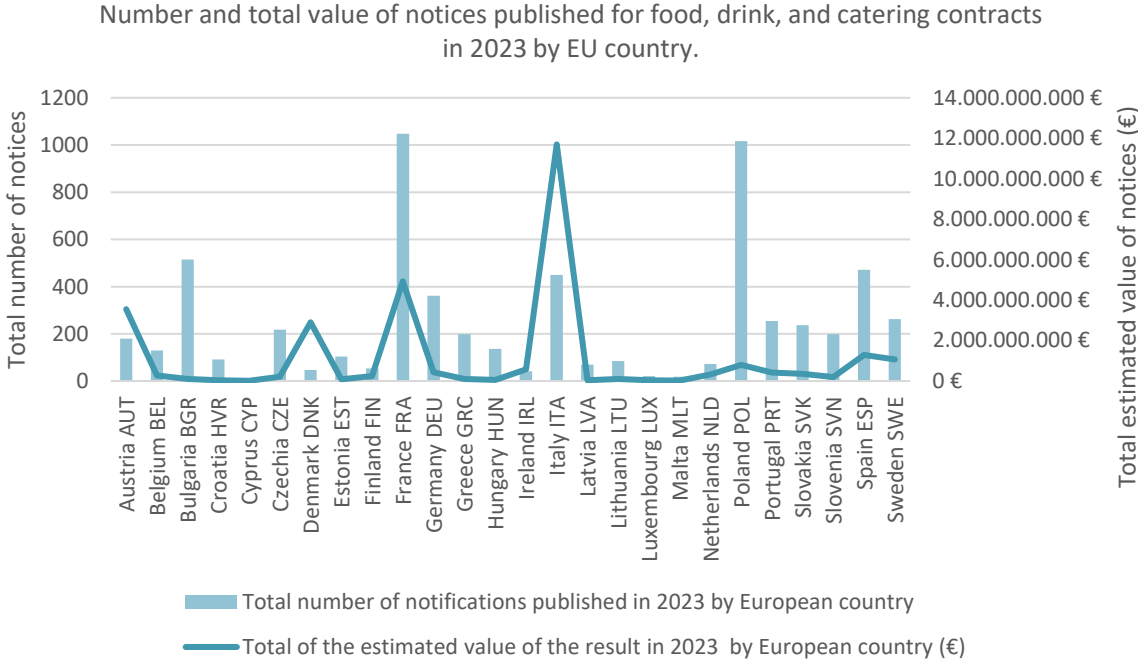


Figure 21: Number and total value of notices published for food, drink, and catering contracts in 2023 by EU country (26 MS without Romania). If needed, the conversion rate used is given Table 8: Exchange rate used in the report⁵⁹

Figure 21 shows the total number of notices published in 2023 by purchasing country in the EU for food and drink purchases and catering service contracts. In order to take into account, the monetary weight of notices by country, the graph also represents the total amount of notices published in 2023 in Euros and by European country (secondary axis of the graph). According to this figure, the two countries with the highest number of notices published in 2023 are **France and Poland**. Both countries published more than 1,000 notices in 2023. In contrast, the 3 countries publishing the fewest notices are, in ascending order, **Cyprus, Malta and Luxembourg**, with between 10 and 20 notices. The number of notices published varies widely from country to country. This is particularly true of France and Poland, which published a high number of notices compared

⁵⁹ Romania has been removed from Figure 21: Number and total value of notices published for food, drink, and catering contracts in 2023 by EU country (26 MS without Romania). If needed, the conversion rate used is given Table 8: Exchange rate used in the report because it sends out duplicate notifications using the old format (standard forms, not the new electronic forms). According to information provided by the TED platform, in 2023 Romania will have published 1743 contract notices representing a sum of €851,066,850.

with the other countries. Italy, Spain and Bulgaria also published a large number of notices in 2023, around 450-500 notices each. Germany is not far behind, with around 360 notices published over this period.

In monetary terms, the largest amounts come from Italy, France, Austria, and Denmark, in descending order. Italy has a much larger budget than the other countries, at around €11.7 billion. In comparison, France has a budget of around €4.9 billion, Austria around €3.5 billion and Denmark around €2.9 billion. In contrast, the countries with the lowest amounts are Cyprus and Malta, with budgets of €11.5 million and €14.8 million respectively. Comparing all the countries, the monetary values dedicated to public procurement of food, drink and catering services differ greatly from one country to another. Furthermore, the total amount in euros is not related to the number of notices published. In fact, Poland published more than 2 times as many contract notices as Italy in 2023, while the value of its contracts in euros is more than 14 times lower than that of Italy. This considerable difference could be explained by the nature of public contracts. Indeed, catering services represent a higher budget than food and drink purchases, as shown in Figure 19.

The hypothesis established above seems confirmed, in fact the largest proportion of notices published in 2023 by **Poland** concern purchases of foodstuffs and beverages. A similar observation can be made for France. More than half of the reviews published relate to food and drink. Nevertheless, the total value of reviews published is much higher than in Poland purchases (around €5 billion for France compared with €800 million for Poland). In contrast, most notices published in Italy over this period concerned catering service contracts. Similarly, Austria has published relatively few notices, but these mainly concern catering services and have a high monetary value. Nevertheless, it should be pointed out that the amounts in euros are not proportional to the number of notices published for catering service contracts. This is particularly the case in France, Germany, and Spain, which have published a number of service contracts but whose monetary value is not as high as in Italy, for example. A noteworthy observation is also applicable to Denmark, which, despite publishing a relatively modest number of contract notices in 2023, records relatively high amounts in euros. Like Italy and France, these countries stand out for having contract notices with higher monetary values compared to other European countries.

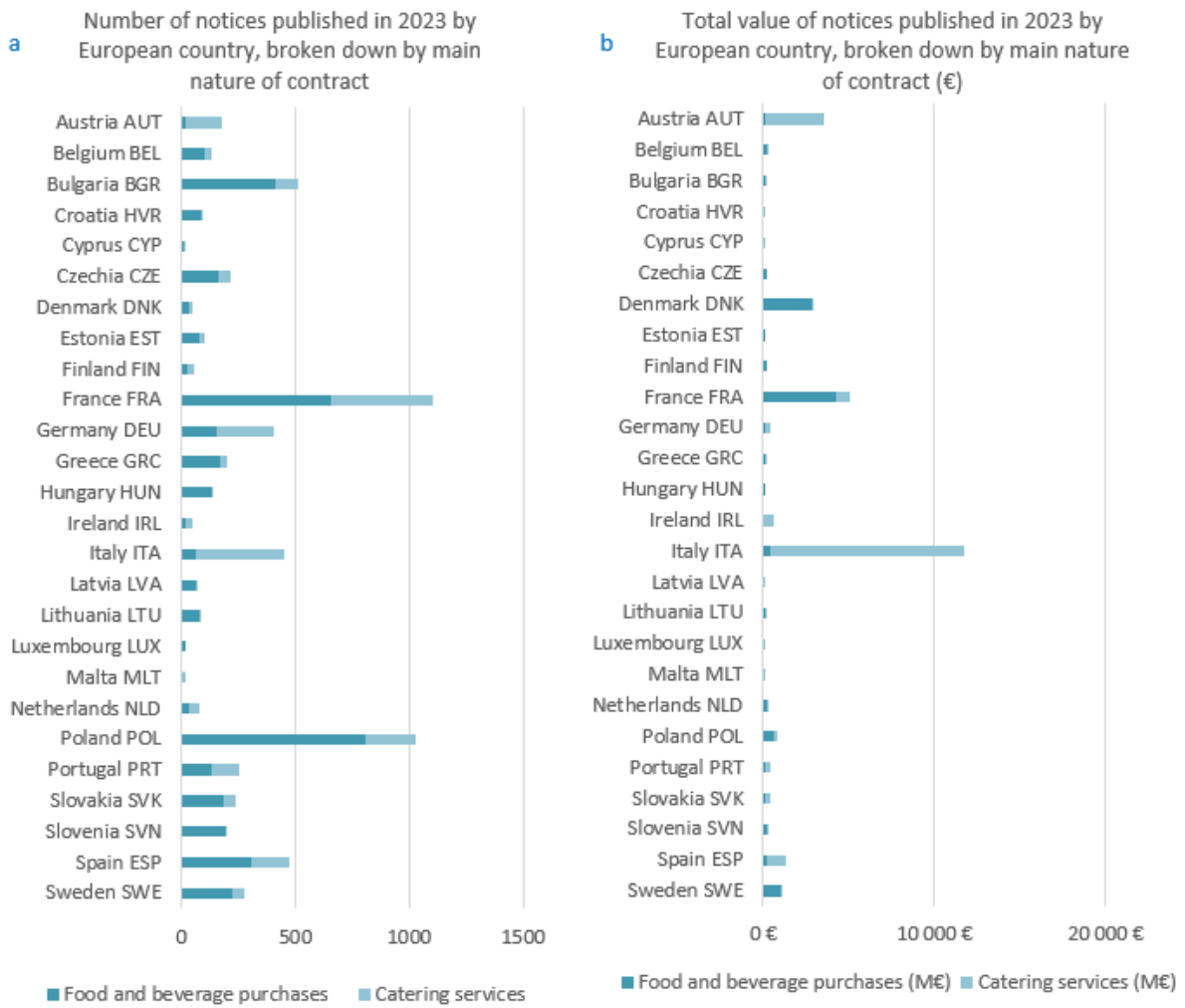


Figure 22: Breakdown of contract notices by country in number (left) and value (right) (26 MS without Romania).

4.2.3 Tender notices published by type of public authority in Europe in 2023

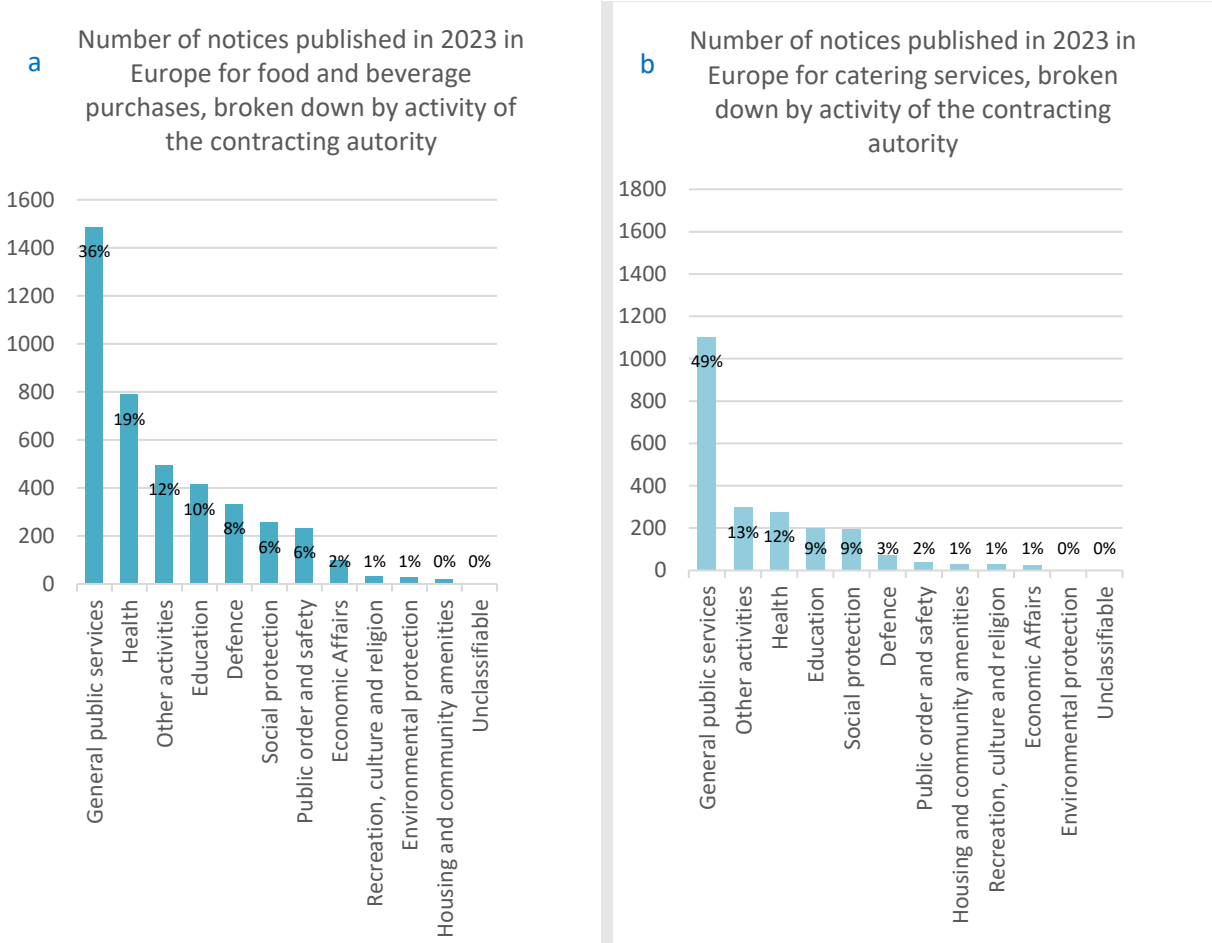


Figure 23: Tenders notices by type of authority for food and beverages (left) and catering services (right) (26 MS without Romania)⁶⁰

⁶⁰ Several types of public authority have been added to the 'Other activities' category, which was an existing category in the data provided by the TED platform. This addition has been made to make the graphs easier to read, as these purchasers published a particularly low number of notices in 2023 compared with the other categories of public authority. The "Unclassifiable" category corresponds to notices for which no activity was indicated.

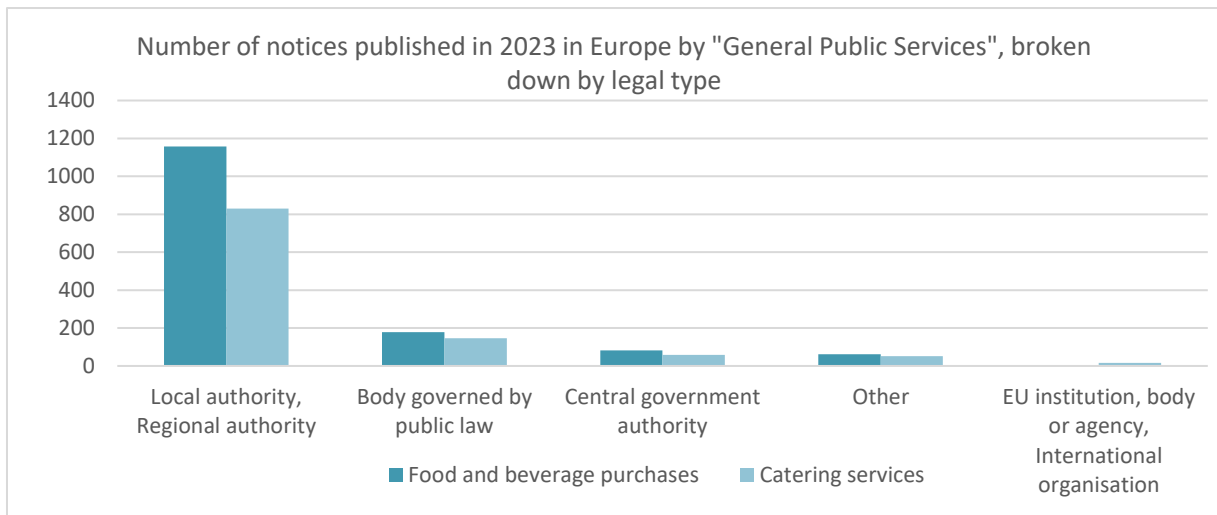


Figure 24: Number of notices for catering services and food and drink purchases published by public purchasers categorised as "General Public Services" and distinguished by legal nature (26 MS without Romania).

Thanks to the TED platform, it has also been possible to identify the activities of the public authorities awarding contracts. This information is declarative, but nonetheless makes it possible to identify and count the various public authorities publishing contracts relating to food and catering. Figure 23 expresses the number of notices published in 2023 in Europe by category of public authority. "**General public services**" is the category responsible for most notices published. In fact, "General public services" are responsible for more than **1/3 of the notices published for food and drink purchases**. At the same time, these services published almost **half of the notices relating to catering services**. Figure 24 shows the legal nature of the authorities included in the "General Public services" category. According to the graph, the majority of notices published in 2023 by these public purchasers correspond to local or regional authorities. In fact, of the 1104 notices of catering service contracts published by "General public services", 830 correspond to local and/or regional authorities. Similarly, for food and drink purchases, the ratio corresponds to 1158 out of 1485 notices published. In addition, a more detailed study of the names of the purchasers in several notices revealed that these notices were often issued by municipalities or town councils.

Looking at the following categories, it appears that **health is the second sector** that published the most notices in 2023 in Europe. Comparing graphs, a, and b of Figure 17, the number of notices relating to the health sector is higher for food and drink purchases than for catering service contracts. The same is true for the social protection, public order and security and defence sectors. Public purchasers in the education sector account for around 10% of food and catering contracts. Finally, it should be noted that a significant proportion of the notices published come from public authorities with "other activities", which are not indicated in the graphs below. Several of the data extracted from the TED platform indicated this category, but no additional information was provided on the nature of these activities. In addition, several types of public purchaser have been added to this "Other activities" category because the number of notices published by these purchasers was much lower than in the other categories.

4.2.4 Sustainability criteria in tenders' notices published in Europe in 2023

Now that we have a general overview of the notices published in Europe in 2023, both in terms of volume and in monetary terms, the paragraph below analyses the notices with sustainability concerns. The criteria considered in this analysis have been grouped according to the 3 dimensions of sustainable development as presented in section 1.3:

- Environmental criteria: Organic and Label,
- Social criteria: Nutrition, Animal welfare,
- Economic criteria: Fair trade

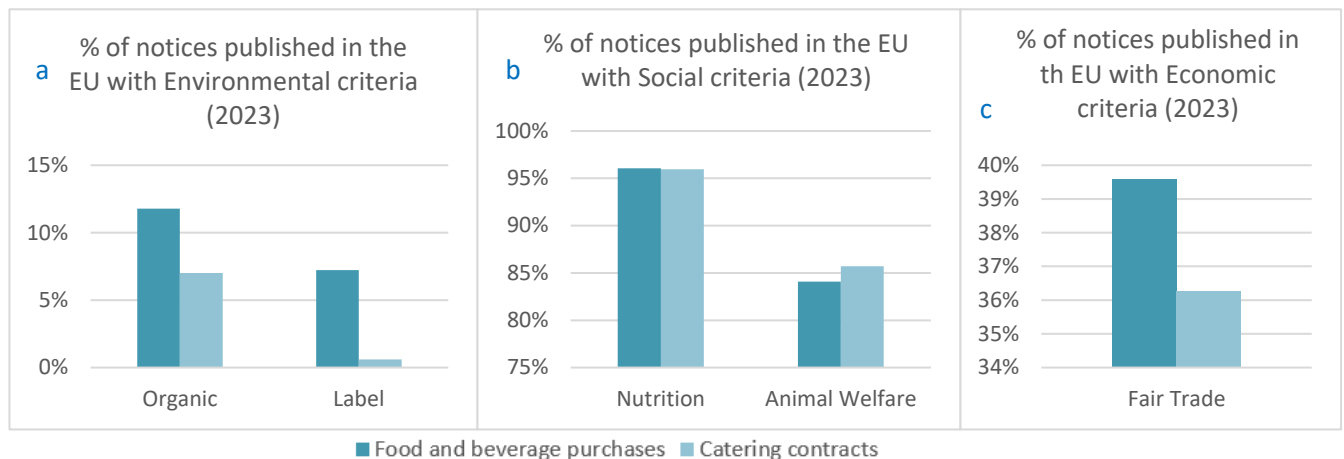


Figure 25: % of notices published in the EU (27 Member States including Romania) in 2023 with sustainability criteria compared to the total number of notices published in the EU over the same period with environmental criteria (a), social criteria (b) and economic criteria (c) following the methodology described in section 3.5.3

Figure 25 shows the number of notices published in which the above terms appeared.

If we look at the number of notices published for each criterion, we can see that there is a big difference, ranging from a few hundred to a few thousand notices published.

On the **environmental criteria**, according to graph a, the number of reviews in which the terms "organic" or "label" appear is of the order of a few hundred reviews (**12% of the notices of foodstuffs, 7% for catering services are using the term "organic" and its translations**). This method overestimates the number of markets concerned. In fact, the term is identified even if the market does not contain 100% organic products.

A study by Rosell (2020) on all tenders (not just food)⁶¹ that tenders including GPP criteria are representing between 3,5% (for non-joint procedures) and 6% for joint procedure of the total. The study concluded that the proportion of green criteria in MEAT contracts is 7.2%. Norway, France, and Denmark are the leading countries in terms of GPP (with an average between 11% to 15% of the tenders).

In contrast, if we look at the **social criteria** illustrated in graph b, and more specifically for the words "nutrition" and "animal welfare", we see that the number of notices is in the thousands. In particular, contracts for the purchase of foodstuffs include 5669 notices published in which the term "nutrition" appears out of 5902. Thus, notices dealing with nutrition would represent **96% of the total number of notices** published in the EU over the year in question. This number seems considerable compared with other sustainability criteria. We assume that, unfortunately, the search tool selected terms such as "animal" even though this was not a criterion, and that the **number is therefore not usable as it stands**.

The same observation can be made for the term "animal welfare", representing almost 5,000 notices, and the term Fair trade, with more than 2,300 notices published, according to graph c.

A fairly recent study by Brukalo⁶² has analysed the main criteria used for dairy products tenders: Criteria related to composition were most described, the most common criterion was the fat content and **the absence of preservatives**. On the second places were **organoleptic characteristics**, where taste and consistency expectations were most frequently specified. Sustainable public procurement criteria were the least mentioned and were considered to be very marginal.

⁶¹ Jordi Rosell, 'Getting the Green Light on Green Public Procurement: Macro and Meso Determinants', *Journal of Cleaner Production*, 279 (2021), 123710 <<https://doi.org/10.1016/j.jclepro.2020.123710>>.

⁶² J. (Jolien) Grandia and P. M. (Peter) Kruijen, 'Assessing the Implementation of Sustainable Public Procurement Using Quantitative Text-Analysis Tools: A Large-Scale Analysis of Belgian Public Procurement Notices', *Journal of Purchasing and Supply Management*, 26.4 (2020), 100627 <<https://doi.org/10.1016/j.pursup.2020.100627>>.

The economic dimension would also be considerable in terms of Fair Trade (38% in average).

However, these results need to be put into perspective. The data analysed and the method used to collect them have several limitations:

- Firstly, it was considered that a contract had a sustainability criterion when one of the terms selected and cited above appeared in the notice, the description of the contract or the title. However, contract notices were not checked one by one due to the particularly time-consuming nature of the task. However, it is possible that one of the terms appears without being linked to a sustainability criterion aimed at selecting candidates for the call for tenders.
- In addition, the platform searches for terms that are indicated to it, such as "animal welfare". However, there is nothing to assure us that the software will search for the expression in its entirety and not just "animal" or "welfare". This could seriously bias the results.
- In addition, the searches focused on just a few terms. These were selected because of their importance in the market from our point of view, and with the aim of limiting the searches to be able to process a reasonable data set. Nevertheless, to go further in this analysis, all the terms appearing in the sustainable development model created by Barbier (see paragraph 1.3, Figure 3 could have been selected and integrated into our research).
- The analyses carried out in this section have focused on the number of notices published. According to Rosell (2020)⁶³, the higher the value of the tender, the more likely it is to include GPP criteria.
- Finally, unfortunately, we do not have enough information to detail the criteria (for example, to assess the level of requirement or the precise wording), since the search is only done by keyword.

It should be noted that the results seem to be in contradiction with a previous study by Grandia⁶⁴ using text-mining techniques which shows that environmental criteria are the most common in calls for tender (in Belgium and across all purchasing categories). This can be explained by the fact that the social and economic criteria considered here are very specific to the food sector and would not be found in other types of calls for tender.

If the form for entering a TED tender notice contained precise fields for describing sustainability criteria by dimension, we would have been able to analyse these points much more easily and accurately.

Box 1. France case study of food public procurement

Ytera conducted an analysis of open data related to French food awarded public contracts published over the last three years (2020-2021-2022). This observatory provides interesting information on trends in French public food markets. **The results are presented here as a perspective on the possibilities offered by the analysis of public procurement data.**

The contracts considered were filtered the basis of two CPV codes: 03000000 for "agricultural, livestock, fisheries, forestry, and related products," and 1500000 for "food, drinks, tobacco, and related products." A total of 12,000 tenders accounting for 10,329 m€ were considered over the last three years. After analysing the data and removing outliers, three indicators were calculated for the observatory concerning the amounts of contracts awarded:

Volume of Purchases from Organic Farming:

To identify organic markets, Ytera used the SIRET (national company identification number) to match the awarded supplier with the list of organic suppliers provided by the Agence BIO (API Professionnels BIO - api.gouv.fr). Further verification was

⁶³ Rosell.

⁶⁴ Anne D. Lassen and others, 'Characteristics of Canteens at Elementary Schools, Upper Secondary Schools and Workplaces That Comply with Food Service Guidelines and Have a Greater Focus on Food Waste', *International Journal of Environmental Research and Public Health*, 16.7 (2019), 1115 <<https://doi.org/10.3390/ijerph16071115>>.

carried out by searching market names to identify "ORGANIC" markets, excluding character strings referring to conventional products.

Volume of Contracts Awarded to "Local" Suppliers:

To establish that a contract was awarded to a local supplier, Ytera defined rules such as retrieving the postcode of the successful tenderer from its SIRET number and comparing it with the contract's place of performance postcode. Please note that here "local" supply refers only to the origin of the supplier and not the product itself.

Volume of Contracts Awarded to Primary Producers (=Direct Sales):

Ytera identified the contractors' NAF code (French Nomenclature of Activities) to categorize them into agriculture, forestry, fishing, or salt production. If the supplier belonged to categories 01, 02, 03, or 0893Z, it was considered a producer, indicating direct sales.

Despite certain limitations in the method, including issues related to the analysis of tender notices published in the TED, Ytera measured the following indicators:

- **6.18%**: Number of tenders identified as "organic," representing 4.95% in the value of contracts.
- **43.5%**: Proportion (by value) of contracts awarded to local suppliers.
- **6.6%**: Share (by number) of contracts awarded to producers.
- **1.6%**: Share (by value) of contracts awarded to direct producers.

These results might appear lower than those obtained through other declarative survey methods, possibly due to differences between notified amounts in contracts and actual purchasing, and the level of detail in open data not always allowing the identification of "ORGANIC" specifications in some tenders. For further details, refer to the [link](#) to access the study (in French).

5 Existing provisions for Food and Drinks Public procurement within the EU

This section provides a comprehensive overview of existing national provisions for food, drink and catering purchases and a sample of existing local initiatives by answering the following questions (PDCA approach) in Figure 26:

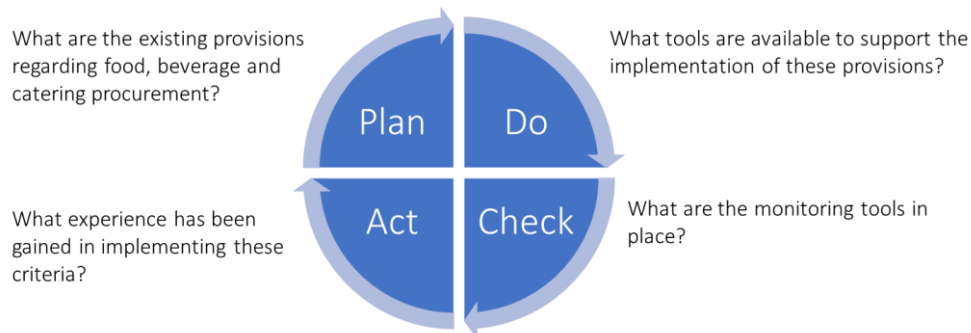


Figure 26: Overview of existing provisions and means of control⁶⁵.

5.1 Plan: Existing provisions related to sustainable public procurement of food, drink, and catering services

This section focuses on all the existing provisions by dimension of sustainable development for food, drink and catering services in public procurement.

Most countries in the European Union have introduced provisions aimed at improving the sustainability of public catering contracts. These provisions may have a different scope as illustrated in Figure 27:

- A national level:
 - o General provisions, without specifying the types of purchases concerned, which will de facto apply to contract catering (1)
 - o General provisions, divided into priority purchasing categories with specific criteria for the catering services (2)
 - o Specific provisions for collective catering (3)
- At the local (=infranational) level, provisions concerning food and contract catering set up at sub-national level such as districts or cities (4)

⁶⁵ Own elaboration

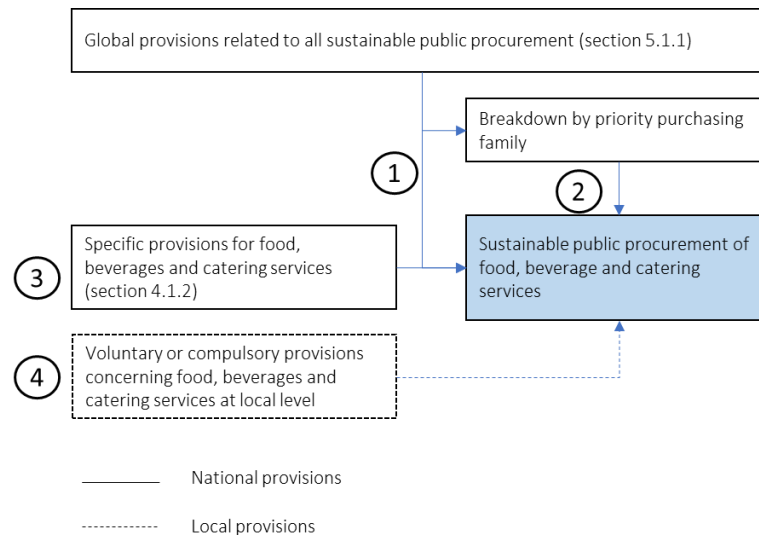


Figure 27: Overview of the different scopes of existing provisions⁶⁶

The section is organised as follows:

- An overview of national provisions applied to all public procurement (and therefore, by extension, to food, beverages and catering services procurement) in section 5.1.1
- The list of national provisions specific to public purchases of food, beverages and catering services by sustainability dimension:
 - o For the environmental dimension, the list of provisions identified at national level is presented in section 5.1.2.1.1 and at local level in section 5.1.2.1.2. The precise criteria are then grouped by product family in section 5.1.2.1.3, then listed exhaustively by topic in section 5.1.2.1.4.
 - o For the social dimension, all nutritional recommendations are grouped together in this section 5.1.2.2.1, followed by a focus on each criterion. To simplify reading, the criteria linked to vending machines are isolated in the section 5.1.2.2.1.2 and those linked plant-based menus in the section 5.1.2.2.1.3. The rest of the social criteria are detailed for each theme in sections 5.1.2.2.2 to 5.1.2.2.4.
 - o For the economic dimension, the list of provisions identified at national level is presented in section 5.1.2.3.1 and then detailed per topic in section 5.1.2.3.2.

5.1.1 Provisions identified by MS which apply to all public tenders relating to sustainable public procurement in general

Table 11 sets out the general national provisions applicable to all public procurement. These are therefore de facto applicable to food, beverages, and catering services procurements, even if they are not specific. If the provision contains more precise criteria specific to food (indicated in the last column of the table), these are also included in the following section 5.1.2 where they are analysed.

For each provision, the table shows:

- The country where the provision is implemented.
- The type of provision (regulation, guidelines, or plan).
- The year of implementation.
- The dimension(s) of sustainability that is covered by the provision.
- Target figures (if any).
- Existence of specific criteria for catering services.

⁶⁶ Own elaboration

COUNTRY	PROVISION NAME	DESCRIPTION	TARGETS	TYPE OF PROVISION	SCOPE	TIMELINE	ENV.	SOC.	ECO.	CRITERIA
AUSTRIA	Austrian Action Plan for Sustainable Public Procurement (The naBe action plan) ⁶⁷	This plan is dedicated to promoting sustainable public procurement in Austria, with all three goals aimed at being achieved within the legal framework provided by the Federal Procurement Act: - Anchoring Sustainable Procurement in All Federal Institutions. - Harmonization of Criteria Regarding Sustainable Public Procurement. - Securing Austria's Pioneering Role in Sustainable Public Procurement in the EU.	Yes Per food groups	Plan	National	Launched in 2010 updated in 2021 with core criteria	X	X	X	Specific criteria for 16 product groups (one product group is food, drinks, and catering services)
BELGIUM	Flemish Public Procurement Plan ⁶⁸	This plan aimed to implement a professional and innovation-oriented public procurement policy within the Flemish government. One of the goals was to achieve 100% sustainable public procurement at the level of the Flemish Region by 2020.	No	Plan	Region	From 2016 to 2020	X			Specific criteria are provided per product groups. The criteria on food refer to the EU GPP only with no specific extra criteria.
	Brussels capital region - Circular of May 16, 2014 - public procurement ⁶⁹	Integration of sustainable development, including social clauses and measures to promote small and medium-sized enterprises, in public procurement by federal contracting authorities.	Yes (obligation of means)	Plan	Region	From 2014 onwards	X	X	X	Obligation to consider social and environmental clauses when defining requirements and to give SMEs access to contracts. A checklist, common to all product families, is used to determine whether a specific provision is relevant to a given purchase.
	Wallonia - plan on responsible public buying ⁷⁰	Several tools and actions are developed during those action plans for sustainable public purchases, such as a helpdesk to assist contracting authorities in the integration of environmental, social, and ethical clauses. One of the goals is to achieve 100% sustainable public procurement for three targets.	Yes	Plan	Region	From 2017 to 2019	X			50% of relevant public procurement contracts will integrate circular economy principles or circular criteria. It is not specified if food, and catering contracts are "relevant".
BULGARIA	Strategy and Action Plan for the Transition to a Circular Economy ⁷¹	The strategy sets out three strategic objectives: <ul style="list-style-type: none"> • A green and competitive economy. • Less waste and more resources. • An economy that benefits consumers. 	Yes, but broader than procurement (e.g. waste management...)	Plan	National	From 2022 to 2027	X		X	No
CROATIA	National action plan for green public procurement ⁷²	Roadmap for Green Public Procurement in Croatia	Yes	Plan	National	From 2015 to 2017	X			50% of all public tenders should include an environmental criterion (the content of the criteria is not specified)
CYPRUS	The Green Public Procurement Strategy & Action Plan ⁷³	The objective is to provide a roadmap on how to reduce the environmental impact caused by the Institute's consumption and how to use GPP to stimulate innovation in environmental technologies, products, and services.	Yes	Plan	National	From 2021 to 2025	X			Mandatory training on GPP for staff Specific criteria on 12 priority product groups, one of them if food and catering services
CZECH REPUBLIC	Resolution of the government of the Czech Republic no. 531 ⁷⁴ and Guidelines of application	Resolution of the government of the Czech Republic No. 531: Public procurement law sets an obligation, from January 1, 2021, for all subjects (both public and private) that purchase according to this law, to implement social, environmental, and innovative requirements. <ul style="list-style-type: none"> • During commissioning goods and services, the Public Administration and local authorities shall consider environmental aspects of the goods and services in question. • In its commissioning, the Public Administration and local authorities consider social, i.e., broader social aspects related to any commissioned goods, services, and construction work. 	Yes (obligation of means)	Regulation and Guidelines	National	From 2021 onwards	X	X	X	Sustainable requirements should be considered in all public tenders. No specific criteria on food, drinks, and catering services in this provision

⁶⁷ [naBe action plan - naBe](#)

⁶⁸ [Microsoft Word - 20191205_ActionPlan \(2\).docx \(interregeurope.eu\)](#)

⁶⁹ [Staatsblad Moniteur \(belgium.be\)](#)

⁷⁰ [201070503_plan_apr_complet.pdf \(oneplanetnetwork.org\)](#)

⁷¹ [Портал за обществени консултации \(strategy.bg\)](#)

⁷² [NAP-ZEJN-2015-kolovoz-26.docx \(live.com\)](#)

⁷³ [Cyl_GPP_Strategy_Action_Plan.pdf](#)

⁷⁴ [VLÁDA ČESKÉ REPUBLIKY \(sovy.cz\)](#)

		<ul style="list-style-type: none"> The Public Administration and local authorities practice an efficient and transparent approach to commissioning goods and services and thereby serve as an example to other institutions and entities both in the public and private sectors. 								
DENMARK	Danish Action Plan for Circular Economy ⁷⁵	The action plan constitutes Denmark's national plan for waste prevention and waste management, where Danish policy and specific initiatives are described based on the circular value chain (from design and consumption to waste management, from which natural resources are fed back into new products and materials). This action plan puts special focus on three areas where there is great potential to reduce environmental and climate impact: biomass, construction, and plastics.	Yes, but broader than procurement (e.g. waste management...)	Plan	National	From 2020 to 2032	X			No
FINLAND	National Public Procurement Strategy ⁷⁶	This strategy aims to increase the level of ecological, social, and economic responsibility in public procurement.	Yes, such as carbon neutrality targets by 2035	Plan	National	From 2020 onwards	X	X	X	No
FRANCE	The climate and Resilience law ⁷⁷	This law aims to combat climate change and improve France's resilience to environmental impacts.	Yes (obligation of means)	Regulation	National	2021	X	X		Social and environmental requirements must be taken into account in all public tenders. All public purchasers with annual purchases in excess of €50m must have a scheme to promote ecologically and socially responsible purchasing (SPASER in French).
	The AGECL law ⁷⁸	This national law aims to decrease the food waste and promote the circular economy.	Yes	Regulation	National	2020	X			Not specific to public procurement
	National Action Plan on Sustainable Procurement ⁷⁹	This plan sets up actions and targets for environmentally and socially responsible purchasing.	Yes	Plan	National	From 2022 to 2025	X	X		Yes, for all contracts - By 2025, 100% of public procurement contracts notified during the year include at least one environmental consideration. By 2025, 30% of public procurement contracts notified during the year include at least one social consideration.
	Law 2014-856 of 31 July 2014 on the social and solidarity economy ⁸⁰	This law stipulates that when the total annual value of its purchases exceeds an amount set by decree, the contracting authority or entity must adopt a plan to promote socially responsible public purchasing. This plan determines the objectives for the award of public contracts with social components designed to contribute to the social and professional integration of disabled or disadvantaged workers, as well as the procedures for implementing and monitoring these objectives on an annual basis.	Yes	Regulation	National	2014			X	No
GERMANY	No national provision, each state has its own regulation, but several guidelines have been published									
GREECE	GPP National Action Plan ⁸¹	<p>Green public procurement plan with 6 main objectives:</p> <ul style="list-style-type: none"> Establishment and implementation of an elementary level of adoption of green criteria in public procurement of products, services, and projects. Gradual increase of GPP during the next three years in certain sectors of goods, services, and projects. Wider integration of life cycle cost estimation in public procurement. Dissemination of environmental and economic benefits of GPP. Raising awareness, building capacity, and active participation of stakeholders (contracting authorities and economic operators) in GPP. Monitoring the achievement and updating of the objectives. 	No	Plan	National	Revised every 3 years (last one 2021-2023)	X			EU GPP criteria are mentioned, for 16 product groups including food and drinks

⁷⁵ [Bilag 1. Handlingsplan for cirkulær økonomi. Endelig030721_TB_IMS 050721 \(mim.dk\)](#)

⁷⁶ [Kansallinen julkisten hankintojen strategia 2020 \(valtioneuvosto.fi\)](#)

⁷⁷ [LOI n° 2021-1104 du 22 août 2021 portant lutte contre le dérèglement climatique et renforcement de la résilience face à ses effets \(1\) - Légifrance \(legifrance.gouv.fr\)](#)

⁷⁸ [LOI n° 2020-105 du 10 février 2020 relative à la lutte contre le gaspillage et à l'économie circulaire \(1\) - Légifrance \(legifrance.gouv.fr\)](#)

⁷⁹ [PNAD-PAGEPAGE-SCREEN\(3\).pdf \(ecologie.gouv.fr\)](#)

⁸⁰ [LOI n° 2014-856 du 31 juillet 2014 relative à l'économie sociale et solidaire \(1\) - Légifrance \(legifrance.gouv.fr\)](#)

⁸¹ [About GPP National Action Plan | Υπουργείο Ανάπτυξης \(mindev.gov.gr\)](#)

HUNGARY	National Action Plan "Hungary's green public procurement strategy" ⁸²	This plan establishes the goal that by 2027 the number of domestic public procurements containing green aspects will reach at least 30% of the total number of public procurements.	Yes	Plan	National	From 2022 to 2027	X			No specific criteria for food
IRELAND	Climate Action Plan 2023 ⁸³	Climate Action Plan 2023 sets out how Ireland can accelerate the actions that are required to respond to the climate crisis, putting climate solutions at the centre of Ireland's social and economic development. One of the objectives is to achieve full implementation of green public procurement.	Yes	Plan	National	From 2023 to 2026	X			Criteria are in the Green Tenders' Action Plan (see below)
	Programme for Government our shared future ⁸⁴	This program aims to ensure that all public procurement will include green criteria by 2023.	Yes	Plan	National	Published in 2020 and updated in 2021	X	X	X	Yes for 8 priority product groups, one of them is food and catering
	Circular 20/2019: Promoting the use of Environmental and Social Considerations in Public Procurement ⁸⁵	The purpose of this Circular is to promote the wider use of environmental and social considerations in public procurement with specific regard to the Climate Action Plan 2019.	No	Regulation	National	2019	X	X		No
ITALY	GPP National Action Plan 2023 ⁸⁶	This Action Plan provides a general framework on GPP, defines national objectives. Thanks to Decree 50/2016, the application of the minimum Environmental Criteria set within the GPP NAP is mandatory for all kinds of contracting authorities for the whole value of the tender, and also for procurement below the threshold amounts fixed by the Directives on public procurement and concessions.	Yes	Plan	National	Launched in 2023	X			Yes C.A.M (see below)
	C.A.M. (Criteri Ambientali Minimi / Minimum Environmental Criteria) ⁸⁷	The Minimum Environmental Criteria (CAM – Criteri Minimi Ambientali in Italian) are the environmental and ecological requirements adopted by the Italian Ministry of Ecological Transition with the aim of directing Public Administration towards rationalization of consumption and purchases.	Yes	Regulation	National	2020	X	X	X	Yes, criteria are specified for 20 priority product groups – food and catering services is one of them
LATVIA	Cabinet Regulation No. 353 "Requirements for Green Public Procurement and Procedures for their Application" ⁸⁸	This Regulation aims to define the criteria for GPP and the groups of goods and services for which the criteria are mandatory and those for which they are voluntary.	Yes	Regulation	National	2020	X			Yes, for 9 product groups including food and catering services but only on a voluntary basis
LITHUANIA	Decision no.1133 on Setting and achieving targets for green procurement ⁸⁹	Public procurement and/or public contracts for supplies, services, and works must have the least possible impact on the environment at one, several, or all stages in the life cycle of a good, service, or work.	Yes (obligation of means)	Regulation	National	Launched in 2010 and consolidated in 2021	X			No
MALTA	Green Public Procurement National Action Plan 2022-2027 ⁹⁰	The second GPP National Action Plan aims to progressively increase the share of government's procurement in greener products and services to 90% by 2027.	Yes	Plan	National	From 2022 to 2027	X			Yes, 14 products groups have mandatory criteria including catering services and 3 product groups have voluntary criteria including vending machines.
NETHERLANDS	Dutch National Action plan on Sustainable Public Procurement 2021-2025 ⁹¹	This plan aims to improve the environmental and social impact of procurement as well as the price of the products, services and works.	No	Plan	National	From 2021 to 2025	X	X	X	No

⁸² [1f5e3ad6d5e5c523473f12103f8d998e4e807c3d.pdf \(kormany.hu\)](#)

⁸³ [gov.ie - Climate Action Plan 2023 \(www.gov.ie\)](#)

⁸⁴ [gov.ie - Green Tenders - an Action Plan on Green Public Procurement \(www.gov.ie\)](#)

⁸⁵ [c392250066e440a8bda16e8e58afd60e.pdf \(assets.gov.ie\)](#)

⁸⁶ [PAN_GPP.pdf \(mite.gov.it\)](#)

⁸⁷ [CAM vigenti | Green Public Procurement - Criteri Ambientali Minimi \(mite.gov.it\)](#)

⁸⁸ [Prasības zaļajam publiskajam iepirkumam un to piemērošanas kārtība \(likumi.lv\)](#)

⁸⁹ [1133 On the Resolution of the Government of the Republic of Lithuania of 2007 August 8 No. 804 "On the National Ja... \(e-tar.lt\)](#)

⁹⁰ [greenPlanBook.pdf \(gov.mt\)](#)

⁹¹ [Commissioning with ambition procuring with impact](#)

POLAND	State Purchasing Policy ⁹²	This policy defines Poland's priority actions in the field of Public Procurement and the desired direction of activities for contracting bodies in the field of award of contracts, which includes sustainable products and services with the following objectives: - 30% of all contracts will consider environmental aspects - 20 % of all contracts will consider social aspects	Yes	Plan	National	From 2022 to 2025	X	X	X	Guidelines for food
PORTUGAL	ECO360 - National Strategy for Green Public Procurement 2030 ⁹³	The ECO360 strategy aims to be applied to the State, entities under its direct and indirect administration and indirect administration and to the business sector of the State, also on a voluntary basis, to other collective persons of public law. The main objectives are: Promote a strategic vision of green public procurement, foster the transition to a circular economy, contribute to the carbon neutrality of the Portuguese economy and encourage eco-innovation.	No	Plan	National	2030	X			No
ROMANIA	National Public Procurement Strategy for 2023-2027 ⁹⁴	This strategy aims to reform the national public procurement system. One of these objectives is to use green and social procurement.	No	Plan	National	From 2023 to 2027	X	X	X	No
SLOVAKIA	Environmental strategy ⁹⁵	This strategy aims to achieve 70% of GPP of the total value of public procurement until 2030.	Yes	Plan	National	By 2030	X			Yes, based on the EU GPP criteria so food is one priority group
	National Action Plan for GPP for 2016-2020 (NAP GPP III) ⁹⁶	This third NAP GPP at the national level aims to achieve 50% GPP at the central government level in priority product groups.	Yes	Plan	National	From 2016 to 2020	X			
SLOVENIA	The Green Public Procurement National Action Plan ⁹⁷	The purpose of this plan is to reduce the negative impact on the environment by the procurement of less environmentally burdensome supplies, services and works; improve the environmental characteristics of existing supply and promote development environmental innovation and the circular economy, setting an example for the private sector and consumers.	Yes, per product group	Plan	National	From 2009 and updated in 2022	X			Yes, 22 priority product groups incl. food
SPAIN	Green Public Procurement Plan for the public sector ⁹⁸	This GPP plan succeeds in using its purchasing power strategically to achieve better value for money and support the transition to a greener, more innovative, and circular economy. Public procurement can and should be used to support social aspects.	No	Plan	National	From 2023 to 2026	X	X		No
	Green Public Procurement Plan of the General State Administration, its autonomous bodies, and the Social Security management entities ⁹⁹	The main objectives of this plan are to: <ul style="list-style-type: none"> Promote the acquisition by the public administration of goods, works, and services with the lowest possible environmental impact. Serve as an instrument to promote the Spanish Circular Economy Strategy. Support concrete measures to achieve smart, sustainable, and inclusive growth while ensuring a more rational and economical use of public funds, both from the point of view of investment and exploitation. Promote the incorporation of environmental clauses in public procurement. Publicize, within the scope of the General State Administration, its autonomous bodies, and the Social Security management entities, the possibilities offered by both the national and international legal framework on green public procurement. 	No	Plan	National	From 2018 to 2025	X			Yes, 20 priority product groups incl. food. General guidelines for food and reference to the EU GPP criteria.
	Circular Economy Spanish Strategy ¹⁰⁰	España Circular 2030 establishes the bases to promote a new production and consumption model in which the value of products, materials, and resources is maintained within the economy for as long as possible, with minimal waste and reusing	Yes (GHG, food waste...)	Plan	National	By 2030	X	X	X	No

⁹² [State Purchasing Policy ENG.pdf \(uzp.gov.pl\)](#)

⁹³ [Microsoft Word - ENCPV RCM Anexo Metodológico revjp_MS \(apambiente.pt\)](#)

⁹⁴ https://chambers.com/downloads/gpg/774/011_romania-t&d.pdf

⁹⁵ [greener slovakia-strategy of the environmental policy of the slovak republic until 2030.pdf \(minzp.sk\)](#)

⁹⁶ [National Action Plan for GPP III.pdf](#)

⁹⁷ [Green Public Procurement | GOV.SI](#)

⁹⁸ [ENCP.pdf \(contrataciondelestado.es\)](#)

⁹⁹ [BOE-A-2019-1394 Order PCI/86/2019, of 31 January, which publishes the Agreement of the Council of Ministers of 7 December 2018, approving the Ecological Public Procurement Plan of the General State Administration, its autonomous bodies, and the Social Security management entities \(2018-2025\).](#)

¹⁰⁰ [Microsoft Word - 200714 EEEEC resumen ejecutivo_EN \(europa.eu\)](#)

		as much as possible the waste that cannot be avoided. Ecological public procurement is one of the monitoring indicators.								
SWEDEN	National Public Procurement Strategy ¹⁰¹	<p>The procurement strategy includes two policy objectives related to environmental and social issues out of the 7 general objectives:</p> <ul style="list-style-type: none"> Public procurement that is environmentally responsible (Green public procurement must be increased throughout the public sector, Purchasing may be used as a strategic means of achieving environmental goals, Set animal welfare Criteria). Public procurement that contributes to a socially sustainable society (Responsible public procurement that contributes to a socially sustainable society). 	No	Plan	National	From 2015	X	X		Yes, criteria for food based on the EU GPP criteria

Table 11: Provisions regarding sustainability in all Public Procurements within the MSs that thus include food, beverages and catering services¹⁰²

¹⁰¹ [sweden_national_public_procurement_strategy_english_web.pdf \(oneplanetnetwork.org\)](#)

¹⁰² Own elaboration based on literature review and stakeholders'consultation

In recent years, an increasing number of MS have drawn up action plans for more virtuous public procurement. The dynamic is fairly recent, since most of the provisions identified date from 2020 or later.

General objectives for sustainable public procurement have been identified in **26 out of 27 MS** (96%) (only Luxembourg does not seem to have provisions) (cf. Table 11). The table above shows the public procurement rules identified at national (and regional) level in the MS. **Only those provisions with a potential impact on public sector catering services are presented here**¹⁰³.

Based on Table 11 the number of MSs with sustainable development provisions by dimension is broken down as follows:

- 100% of MSs with sustainable development provisions cover environmental aspects.
- 46% of MSs with sustainable development provisions cover social aspects.
- 42% of MSs with sustainable development provisions cover economic aspects.

19 out of 26 countries (73%) have at least **one quantified target** related to sustainable public procurement. These objectives can be formulated as **obligations of means** (for example, systematically questioning the relevance of including an environmental criterion in calls for tender) **or of results** (obligation to include an environmental specification in X% of contracts). In 7 member states, these provisions provide no quantified targets.

For 46% of member states, the general provisions are broken down into more specific criteria by product family (e.g. public work, transportation, ...), with one of them being food, beverages and catering services. Only Estonia has a general plan for sustainable public procurement, but the contract catering sector is not a priority purchasing family for which criteria are defined. This country is therefore not included in the table. For the other countries, either the objectives are general, or there are specific provisions for institutional catering.

Author's point of view: Governments are formulating ambitious targets based on the conviction that public procurement is a powerful instrument for fostering sustainable development. This belief is underscored by several factors¹⁰⁴:

Duty to Set an Example and Ambassadorial or "Pathfinder" Role: Governments see themselves as exemplars, taking on a leadership role to inspire others in the pursuit of sustainable practices. By setting high standards in their own procurement processes, they aim to establish a path for others to follow. This ambassadorial role can have a ripple effect on other organisations.

Influence on Many Organisations (Ripple Effect): Governments understand the significant influence they wield over numerous organisations through their procurement activities. By incorporating sustainability criteria into procurement decisions, they seek to create a ripple effect that extends beyond direct suppliers, encouraging a broader ecosystem of businesses and industries to adopt sustainable practices.

Wide Range of Players Involved: Sustainable public procurement engages various stakeholders, including government bodies, suppliers, and consumers. This collaborative approach recognizes the collective responsibility for fostering sustainable practices and encourages a shared commitment to achieving environmental and social goals.

¹⁰³ Please refer to EU Green Public Procurement Advisory Group & National Action Plans for the complete list

¹⁰⁴ Own elaboration

5.1.2 Provisions identified by country specific to food and drinks public purchases.

This section deals with the provisions and criteria in place specifically for the public procurement of food, beverages and catering services. The criteria are presented by sustainable development dimension (environmental dimension in section 5.1.2.1, social dimension in section 5.1.2.2 and economic provisions in section 5.1.2.2.5). For each dimension, the sub-sections start with a table summarizing the provisions by country, then group all the detailed criteria identified by topic. Note that some criteria may be linked to several dimensions, in which case they are specified in the comments.

5.1.2.1 Focus on environmental provisions

5.1.2.1.1 Selected approaches by country

The table below (see Table 12) provides an overview of requirements by country for catering services, food, and beverages public tenders. For each entry, the table includes:

- The country, the provision's name, type, and content
- The contract catering sector to which the provision pertains.
- A layout by product family (yes/no)
- A summary of the content
- Start and end dates (if available)
- The control method planned by authorities to verify the provision's application, where applicable

Among MSs, environmental provisions dedicated to public procurement of foodstuffs have been identified in 15 countries (56%). 24 provisions identified, the majority fall under regulation (38%), a plan or roadmap (33%), or guidelines (27%). Notably, certain MSs (Poland, Portugal) lack environmental provisions for public food procurement [RAS].

21 provisions (88%) appear to be applicable to more than one sector, with schools and administrations being the specific targets for 3 provisions. Among the 24 identified provisions, 12 (50%) establish general objectives regardless of the purchased product type, while the remaining half set or specify objectives and criteria based on the product type. In Belgium, Germany, Finland, France and Spain, there are several different environmental provisions, whereas in other countries, a single provision groups together all the criteria applicable to the environmental aspects of public catering contracts. 8 countries have specific criteria per foodgroups, these will be detailed in Table 14.

Detailed criteria will be presented in the next sections of the report.

Only 6 provisions provide for control procedures. These are detailed in the section 5.3.

COUNTRY	TYPE OF PROVISION (cf. definition section)	TITLE OF PROVISION	SECTORS TARGETED			LAYOUT BY PRODUCT FAMILY (YES/NO)	CONTENT	TIMELINE	MONITORING METHOD
			Edu.	Health*	Adm.				
AUSTRIA	Plan	Austrian Action Plan for Sustainable Public Procurement (The naBe) – food and catering services ¹⁰⁵	X	X	X	Yes	Gradual increase of the minimum share of organically produced food from 25% in 2023 to 55% in 2030 + criteria per product group. High animal welfare standards for the procurement of food of animal origin. Fish sourced from regional waters or sustainable aquacultures. Climate plate: At least one vegetarian or vegan main course daily. Information on the origin of meat, eggs, and milk must be available close to the point of serving. Reusable packaging and transport systems.	Criteria updated in 2021	The environmental and climate impacts of the naBe action plan is scheduled to be evaluated in 2024 but the methodology is not described.
BELGIUM - Flemish	Guidelines	Flemish guidelines on public procurement of food / catering services ¹⁰⁶	X	X	X	No	No objective but provides elements to inform and inspire public purchasers to make public procurement professionally sustainable. GPP Criteria Set for Food and Catering from the European Commission is mentioned as "inspiration"	From 2010 - updated in 2016	Not mentioned
	Plan	Bio Strategic Plan 2023-2027 ¹⁰⁷	X	X	X	No	5% organic consumption: The volume of organic consumption is targeted to grow to 5% of total consumption by the end of 2027. 5% organic in government catering: Organic products will constitute 5% of government catering by the end of 2027.	From 2023 to 2027	Not mentioned
BELGIUM - Wallonia	Guidelines	Guide for a sustainable food procurement ¹⁰⁸	X	X	X	Yes	Numerous recommendations for seasonality, labelling, fair trade, animal welfare, and traceability.	2021	Not applicable
CYPRUS	Plan	The Green Public Procurement Strategy & Action Plan ¹⁰⁹	X	X	X	Yes	50% organic product by the end of 2025 + criteria on plastic and drinks water	2021	Not mentioned
DENMARK	Plan	Organic action plan for Denmark ¹¹⁰	X	X	X	No	The government is promoting more organic food in public procurement and encouraging public kitchens (schools, hospitals, and public institutions) to go organic with financial support.	2015	Not mentioned
FINLAND	Guidelines	Guide for the responsible procurement of food – Recommendations for requirements and evaluation criteria ¹¹¹	X	X	X	Yes	Guide with TS and AC example per food groups that can be used in tenders with various ambitious levels: basic criteria and frontrunners criteria.	2023	Not applicable
	Plan	Organic 2.0 – Finland's National Program for Organic Production 2030 ¹¹²	X	X	X	No	In Finland's national public procurement strategy, the target for the use of organic products in public kitchens is 25% by 2030 (kg).	2023	Every two years, a seminar will be organised for the administration and actors in the organic production sector to review the progress made

¹⁰⁵ [Food and catering services - naBe](#)

¹⁰⁶ [2017 juni voeding en catering NL | Achat durable \(gidsvoorduurzameaankopen.be\)](#)

¹⁰⁷ [GR 202301 Strategisch Plan Bio 2023.pdf \(agripress.be\)](#)

¹⁰⁸ [Marches-publics-dans-les-restaurations-de-collectivite-miseajour-310122.pdf \(manqerdemain.be\)](#)

¹⁰⁹ [Cyl GPP Strategy Action Plan.pdf](#)

¹¹⁰ [7348 FVM OEkologiplanDanmark A5 PIXl English Web.pdf](#)

¹¹¹ [Guide for the Responsible Procurement of Food 2023 FINAL.pdf \(motiva.fi\)](#)

¹¹² [Organic 2.0 – Finland's National Programme for Organic Production 2030 \(valtioneuvosto.fi\)](#)

									towards each objective. The Government created a " Tios for monitoring during contracts " and a " Model for the strategic management of responsible food procurement "	
FRANCE	Regulation	EGalim law ¹¹³	X	X	X	No	The EGalim law aims to achieve 50% sustainable products – including 20% organic.	2022	National reporting platform ma-cantine.agriculture.gouv.fr	
	Regulation	Future of agriculture, food, and forestry law ¹¹⁴	X	X	X	No	This law encourages the implementation of territorial food projects (PAT), aiming to re-localize agriculture and food in local areas by supporting the installation of farmers, short circuits, and local products in canteens. The objectives are specific to each territorial food project.	2014	Not mentioned	
	Regulation	Climate law ¹¹⁵	X	X	X	Yes, Meat and fish	This climate law aims to achieve 60% sustainable and quality meat and fish products by 01/01/2024.	2024	National reporting platform ma-cantine.agriculture.gouv.fr	
	Guidelines	A practical guide to sustainable, quality procurement ¹¹⁶	X	X	X	No	This practical guide outlines the application of the EGALIM LAW and suggests ways to consider these objectives in the drafting of food safety documents for public procurement contracts for foodstuffs (in the case of direct management).	2021	Not mentioned	
GERMANY	Regulation	Ordinance regulating the production, control and labelling of organic ingredients and products and labelling the total proportion of organic food in communal catering establishments ¹¹⁷				X	No	Under the new regulation, restaurants, canteens, and refectories will be able to display the proportion of organic produce they offer, thanks to a new bronze, silver, and gold label: <ul style="list-style-type: none"> • First category with an organic share of 20% to 49%. • Second category with an organic share of 50% to 89%. • Third category with an organic content of 90% to 100%. 	2023	Not mentioned
	Guidelines	DGE quality standards ¹¹⁸	X	X	X	Yes, TS and AC detailed by product groups	Nutritional and environmental guidelines. Targets refer to The Federal Government's "Strategy for the Future of Organic Farming" that formulates the goal of increasing the share of organic products in catering services to at least 20 % ¹¹⁹	2030 in the National strategy for organic farming	Possibility of being audited to obtain the label "DGE quality standards"	
IRELAND	Guidelines	Irish GPP criteria on food and drinks and catering services ¹²⁰	X	X	X	Yes, TS and AC detailed by product groups	This document outlines the proposed core and comprehensive Green Public Procurement (GPP) criteria for application in the purchase of food and catering services.	2021	Not applicable	
ITALY	Regulation	Criteri Ambientali Minimi per la Ristorazione Collettiva e l'Agricoltura Sociale ¹²¹	X	X	X	Yes	Specific targets per product categories and sectors. Targets are a percentage in weight of organic products (or from other sustainable systems) and a list of award criteria.	Since 2020	The law provides for the regulator to carry out on-site audits	

¹¹³ <https://www.legifrance.gouv.fr/loda/id/JORFTEXT000037547946>

¹¹⁴ https://www.legifrance.gouv.fr/jorf/article_jo/JORFARTI000029573485

¹¹⁵ https://www.ecologie.gouv.fr/sites/default/files/2021_02_FrenchClimateLaw_PressKit.pdf

¹¹⁶ [guide_pratique_mp_gestion_directe.pdf](#)

¹¹⁷ [Bio-AHVV - non-official table of contents \(gesetze-im-internet.de\)](#)

¹¹⁸ [DGE Quality Standards | DGE](#)

¹¹⁹ [Zukunftsstrategie ökologischer Landbau \(bmel.de\)](#)

¹²⁰ [EPA_GPP_Criteria_FoodCatering_2022_05.pdf](#)

¹²¹ https://gpp.mite.gov.it/sites/default/files/2022-05/cam_ristorazione.pdf

	Regulation	Interministerial Decree 18 December 2017 n. 14771. Criteria and requirements for organic school canteens ¹²²	X			Yes	This legislation aims to: <ul style="list-style-type: none"> Achieve 100% organic eggs, juices, and yogurt. Reach 30% for meat, fish, and other dairy products. 	2017	Not mentioned
LATVIA	Regulation	Cabinet Regulation No. 353 "Requirements for Green Public Procurement and Procedures for their Application" ¹²³	X	X	X	Yes (for some)	Several requirements (TS) and criteria (AC) that can be adapted by public purchasers with a minimum base on transport, seasonality, and organic products.	Since 2021	Not mentioned
MALTA	Plan	Green Public Procurement National Action Plan 2022-2027 ¹²⁴	X	X	X	No	Technical specification and award criteria on seasonality, food waste and packaging. In the last plan, at least 30% of the tenders in value should comply with those criteria	2027	Annual monitoring but methodology is not mentioned
SLOVAKIA	Guidelines	Application of green aspects in procurement food ¹²⁵	X	X	X	No	This methodological guide provides advice to contracting authorities on how to apply ecological aspects in the purchase of foodstuffs, catering services, etc especially on labels and seasonality and SME access	2022	Not mentioned
SLOVENIA	Plan	Green Public Procurement – Subject matter of the contract Food and catering services ¹²⁶	X	X	X	No	The proportion of organic food is at least 15% of the total planned quantity of foodstuffs, expressed in kilograms. The proportion of food covered by quality schemes is at least 20% of the total planned quantity of foodstuffs, expressed in kilograms.	From 2018	Inspections
SPAIN	Regulation	Green Public Procurement Plan of the General State Administration, its autonomous bodies, and the Social Security management entities ¹²⁷	X	X	X	No	General guidelines for food and reference to the EU GPP criteria.	2018-2025	Not mentioned
	Regulation	Draft royal decree about food safety and nutrition, for the promotion of a healthy and sustainable food in educational centres ¹²⁸	X			In discussion	Provisional targets of organic food (5%) and seasonal and local products (45%)	Not adopted yet	Unidentified
SWEDEN	Plan	National Public Procurement Strategy ¹²⁹	X	X	X	Yes	Criteria for food and catering services are the ones from the EU GPP criteria	2015	Not mentioned

Table 12: Overview of provisions at country level¹³⁰

*Health sector including residential care

¹²² [Decree 18 December 2017 Criteria and requirements for organic school canteens. | UNEP Law and Environment Assistance Platform](#)

¹²³ [Prasības zāļajam publiskajam iepirkumam un to piemērošanas kārtība \(likumi.lv\)](#)

¹²⁴ [greenPlanBook.pdf \(gov.mt\)](#)

¹²⁵ [UPLATŇOVANIE ZELENÝCH ASPEKTOV PRI OBSTARÁVANÍ POTRAVIN \(gov.sk\)](#)

¹²⁶ [ZeJN_P2_zivila-2021.docx \(live.com\)](#)

¹²⁷ https://www.boe.es/diario_boe/txt.php?id=BOE-A-2019-1394

¹²⁸ [Microsoft Word - RD y MAIN alimentación en centros escolares corrección \(consumo.gob.es\)](#)

¹²⁹ [sweden_national_public_procurement_strategy_english_web.pdf \(oneplanetnetwork.org\)](#)

¹³⁰ Own elaboration based on literature review

Box 2. Focus on examples from **Italy and France** [IA2] [IA4] [IA6] [RA6] [CS14]. These two countries were frequently cited by the stakeholders interviewed as the most advanced in terms of environmental provisions.

Plan: What approaches are authorities taking?

Italy: The Italian mandatory minimum criteria (C.A.M.) detail the objectives to be achieved by product family. Buyers therefore know precisely which TS and AC to include in contracts.

France: The EGalim law sets general targets for the purchase of organic and quality products¹³¹, measured in terms of value. Public buyers therefore have the flexibility to choose how to translate this into TS or AC in their tenders.

The approaches are different. Italy's stricter regulation offers less laxity to its buyers, and the provision is likely to lead to a certain harmonization of practices in the tendering process from public administrations.. In France, on the other hand, the implementation of the provision requires a good knowledge of purchasing and public ordering to find the best strategy and adapt requirements according to the products available (particularly locally).

Do: What is done to help public purchasers implement these provisions?

Italian: Italy has a **financial incentive** mechanism for the introduction of organic products (Mipaaf's fund¹³²).

France: France has set up a national **repository of useful resources** to help stakeholders implement the EGalim law, with guides, webinars, and examples of best practices.

There is little feedbacks from the consulted stakeholders on the differences between the approaches, each stakeholder generally only knows the provisions of its own country. Documentation and guides can prove insufficient, as buyers are looking for the most concrete examples possible and don't always have the time to attend events. In Italy, financial incentives are obviously an important lever, but at a cost to the authorities.

Check: How does the government measure the application of this provision?

Italy: There is no overall control mechanism at government level. Unofficial surveys are carried out by the NGO Food Insider on a panel of communities volunteering to respond. It should be noted that, in theory, candidates for a public contract can take legal action against a local authority that fails to meet its obligations, but examples are rare [RA6].

France: The government is providing all canteens with a web portal (MaCantine) where they can report their purchasing results on an annual basis.

In terms of control and monitoring, France is the most advanced and transparent example. [RA6] [CS10] The obligation to declare is enshrined in law. More than half of French canteens (63% at the time of writing) in all sectors publish their data. This enables comparison thanks to available filters for sector, size, region.

Act: What are the results achieved?

France: According to the results published on the MaCantine platform, 6% of declarants met the objectives of the EGalim law in 2023 (compared with 11% in 2022)¹³³. On average, canteens achieved 15% organic products by value and 15% "quality products". The decline between 2022 and 2023 can be explained by the economic and inflationary context that followed the COVID crisis and the war in Ukraine, among other factors. These data are reliable since they concern 7031 canteens in 2022 (from all sectors). The rate of local products is not measured in this portal.

In Italy, Food Insider's latest survey report notes a general improvement in the sustainability of canteen menus. There is no overall data on the rate of achievement of C.A.M. objectives, but the report notes an increase in the number of beneficiaries of aid for the introduction of organic products. On a sample basis, the report notes that canteens serve 29% organic products by number, representing 12% by

¹³¹ A quality product, in line with the objective set by the EGalim law, must be awarded an ecolabel (or equivalent) from a defined list of labels: Protected origin standards, labelled products such as farm products, HVE, PGI/PGO, Label rouge... but also products from fair-trade or sustainable fishing.

¹³² This fund was introduced in 2017 so before the C.A.M provision. Source : Food Insider: <https://www.foodinsider.it/the-italian-school-canteen-survey-in-english/>

¹³³ Data on MaCantine.fr on the 8th of January 2024

value and 17% by weight and over 3 quarters of products are local (average for the years 2019-2020, 2020-2021). However, the data are based on a smaller panel, since the survey is voluntary and based on around 1,000 responses, only on school canteens.¹³⁴

5.1.2.1.2 Local approaches

This analysis has uncovered many examples of voluntary arrangements at a local level (regional, municipal..) which display a higher level of ambition than national provisions. That are more ambitious than national provisions. It is not possible in this report to be completely exhaustive. We have listed above (see Table 13) the most relevant examples, or those that emerged from the interviews we carried out. These can be divided into 4 main categories:

- the successes of **cities** with ambitious sustainable objectives or strategies
- the successes of a **group of municipalities**
- successes of policies implemented in **hospitals**
- sustainable initiatives from **cities outside the European Union**

Success stories are described in the annex 3.

TYPE OF SUCCESS	COUNTRY	ENTITY	AREA OF INTEREST	DESCRIPTION OF THE SUCCESS STORY
CITY SUCCESS	AUSTRIA	City of Vienna	ORGANIC FOOD	The City of Vienna has been consistently providing organic meals in its public facilities for an extended period.
	BELGIUM	Wallonia Region	ORGANIC AND LOCAL FOOD	The distribution of nutritious and well-balanced meals, sourced from local products (short circuits) in Wallonia's primary and nursery schools, emphasizes organic and sustainable agriculture.
		City of Ghent	LOCAL, ORGANIC, FAIR-TRADE FOOD	The City of Ghent was among the pioneers in developing a local food policy, achieving a 23% organic rate (in kilograms) in school meals, along with ensuring that 100% of coffee and tea are fair-trade.
	CZECH REPUBLIC	City of Jicin	LOCAL AND SEASONAL FOOD	The City of Jicin prioritizes the use of local, seasonal food in its offerings.
	DENMARK	City of Copenhagen	ORGANIC FOOD	The City of Copenhagen has managed to switch public canteens to organic food at no extra cost.
	FRANCE	City of Bordeaux	LOCAL AND ORGANIC FOOD	The City of Bordeaux successfully incorporates 50% organic and 60% local products into its offerings.
		City of Lyon	VEGETARIAN MEAL	The City of Lyon offers two types of menus: one 100% vegetarian and a second with two vegetarian meals per week.
		Department of Dordogne	ORGANIC, LOCAL AND HOMEMADE FOOD	The Department of Dordogne achieves 100% organic, local, and homemade meals in school without incurring significant additional costs.
	GERMANY	City of Berlin	PLANT-BASED AND ORGANIC FOOD	Berlin's canteens have developed a successful training method to increase plant-based and organic products at no extra cost to the kitchen.
	ITALY	City of Bergamo	ECOLOGICALLY AND ECONOMICALLY INTEGRATED FOOD CIRCUIT	Bergamo has developed a real food policy with concrete tools, plans and programs to achieve sustainable food.
City of Rome		ORGANIC AND SEASONAL FOOD	The city of Rome employs an incremental approach in designing its food and catering services tenders and services, gradually making them more sustainable and innovative.	
COMMUNITIES POOL SUCCESS	DENMARK	Pool of 77 municipalities and 2 regions in Denmark	POOLING A RANGE OF ORGANIC, PLANT-BASED PRODUCTS	The SKI 50.90 Fødevarer agreement aims to provide 77 municipalities with a variety of more sustainable products (organic, plant-based, rich in legumes) and to train kitchen staff in sustainable purchasing and cooking practices.
HOSPITAL SUCCESS	DENMARK	The Randers Hospital	ORGANIC FOOD	Hospital canteens serve healthy, organic meals, with a 90%-100% organic composition, prepared from unprocessed ingredients.

¹³⁴ 8th RATING – Italian School Canteen Survey 2022/2023 – Food Insider

	GERMANY	The Havelhöhe Community Hospital	CARBON NEUTRALITY	For 25 years, the Havelhöhe Community Hospital has been on a transformative path to becoming an ecological and sustainable healthcare facility
OUTSIDE THE EU	NORWAY	City of Oslo	FAIR TRADE	The city of Oslo has taken significant steps to enhance fairness in production, earning its designation as a Fair-Trade City. [IA1]

Table 13: List and description of identified success stories¹³⁵.

As this is not an exhaustive list of all local initiatives, it is not possible to make a quantitative analysis. However, it is possible to identify a few trends.

There are numerous local initiatives that have been hailed as "success stories" but two of them have been cited frequently and can be highlighted as case studies: **the city of Ghent and the city of Copenhagen**.

By leveraging these factors, certain local actors can surpass national provisions and make significant progress in addressing environmental, economic, and social challenges within their communities.

Municipalities show the highest ambition in terms of environmental goals, with the most frequent targets for "sustainable food": 14 out of 15 local initiatives have an environmental objective. Among these environmental ambitions, 10/14 concern targets for organic food products. Local authorities aiming to surpass national regulatory requirements often adopt a comprehensive sustainability approach rather than focusing solely on a single criterion.

Among city initiatives, the education sector appears to be the most mature in terms of good practices, especially for primary schools and nurseries. This can be attributed to several factors:

- Political will and visibility: The expectations of parents and the visibility of practices among the electorate make this a priority sector for politicians.
- The education sector caters to a particularly sensitive public, with awareness and the fight against poverty at stake.
- Conversely, other sectors may be less sensitive (e.g., prisons), cater to consumers with short eating periods (e.g., hospitals excluding retirement homes), or are socially more advantaged (e.g., the labour sector). These sectors are less likely to promote their good practices and are less mature on the subject.

Often, the criteria of locality and organic farming are jointly supported. There's more demand for local purchasing in local initiatives. It's simpler to include locality criteria in local action plans than in national laws or directives, which would be contrary to European law on free competition and the term is not always well defined [CS15].

In the **healthcare sector**, only one success story has been identified. Seemingly, the focus of sustainable initiatives in this sector addresses organic, fair trade, and local criteria, while nutrition-related provisions, like offering more plant-based menus, are less likely to be implemented due to the vulnerability of end consumers. Nevertheless, sustainable purchasing initiatives from healthcare establishments can serve as real examples for other organisations, given their unique position to understand the direct link between sustainable food purchasing and health.¹³⁶

Although this list is not exhaustive, we can also see that **the countries with the most advanced sustainability regulations have the most initiatives** (France, Denmark, Italy... [CS10]). The favourable regulatory context seems to drive local initiatives.

Local players often surpass national provisions when it comes to sustainability criteria, due to a stronger commitment. This commitment stems from a closer and stronger relationship with the various stakeholders, notably local producers and distributors [IA4]. Another factor is a very good local understanding. This nuanced understanding of local priorities and resources enables us to formulate criteria adapted to local needs. What's more, in some cases local governments have the autonomy or even the financial and material support to test

¹³⁵ Own elaboration based on literature review and stakeholders' consultation

¹³⁶ [CFH Praxisleitfaden zur Klimatransformation im Krankenhaus \(havelhoehe.de\)](https://www.havelhoehe.de)

new approaches to sustainability. All these factors are conducive to setting ambitious sustainability criteria, enabling real success stories to emerge.¹³⁷

5.1.2.1.3 Provisions by product group

The Table 14 shows the product group-specific environmental provisions identified in 8 MSs.

Product group	Country	Type	Targets or content
Fish and seafood	AUSTRIA naBe ¹³⁸	Plan	100% from regional waters or sustainable species-specific aquaculture
	FINLAND Guide for the Responsible Procurement of Food ¹³⁹	Guidelines	<p>Origin:</p> <ul style="list-style-type: none"> - Basic: The country of origin/body of water of origin/fish farming area of fresh/frozen fish must be indicated - Forerunner: The country of origin/body of water of origin/fish farming area of the fish used in the fish product must be indicated. <p>Species</p> <ul style="list-style-type: none"> - Basic: The fish, or the fish used for the offered fish product, must be from the yellow or green list of the WWF Fish Guide. - Forerunner: The fish, or the fish used for the offered fish product, must be 100% from the green list of the WWF Fish Guide. <p>Sustainability of wild fish stocks</p> <p>Basic: Wild-caught fish must be obtained in a manner that meets at least the following criteria:</p> <ul style="list-style-type: none"> - The fishing activities comply with local and international laws. - The fishing efficiency is at a level that is sustainable for the fish stock and avoids overfishing. - The fishing activities support the maintenance of biodiversity in the ecosystems on which fishing relies. <p>Use of wild-caught fish in fish mass products</p> <p>At least XX% of the fish used in the fish mass product is sourced from wild fish stocks.</p> <p>Forerunner: Sustainable aquaculture</p> <ul style="list-style-type: none"> • The farmed fish/fish product must be farmed in a manner that takes into account at least three of the following considerations: • The aquaculture operations comply with local and national laws. • If more than 1% of the raw materials used in fish feed come from wild-caught fish, it must be traceable. • Records are kept of the use of antibiotics. • Soya used in feed is responsibly produced.
	GERMANY DGE quality standards ¹⁴⁰	Guideline	Fish is purchased from sustainable fisheries. The Marine Stewardship Council and Aqua-culture Stewardship Council labels, as well as organic labels like Bioland or Naturland, provide orientation when purchasing fish.
	IRELAND - Green Tenders - an Action Plan on Green Public Procurement ¹⁴¹	Guidelines	Sourced from accredited schemes which incorporate a significant sustainability element and/ or organic schemes when economically viable
	FRANCE - The climate and Resilience law ¹⁴²	Regulation	60% sustainable meat and fish
	ITALY C.A.M ¹⁴³	Regulation	<p>Ban on the purchase of species classified as "critically endangered", "endangered", "vulnerable", "near threatened" from the IUCN list (https://www.iucnredlist.org/)</p> <p>Schools, offices, universities, and military barracks: organic or "valley farmed" fish at least once a year.</p> <p>Hospital and related sectors: procure essentially organic raw material for people aged 0 to 19 (not specified for adults).</p>
Meat and poultry	AUSTRIA naBe ¹⁴⁴	Plan	<p>Information on the origin of meat, eggs and milk must be available close to the point of serving.</p> <p>Pork:</p> <p>>= 5 % from 2021, >= 25 % from 2023, >=50 % from 202, >=100 % from the year 2030 in value</p> <p>The total area per animal was:</p>

¹³⁷ Own elaboration

¹³⁸ [Food and catering services - naBe](#)

¹³⁹ https://www.motiva.fi/files/21421/Guide_for_the_Responsible_Procurement_of_Food_2023_FINAL.pdf

¹⁴⁰ [DGE Quality Standards | DGE](#)

¹⁴¹ [gov - Green Tenders - an Action Plan on Green Public Procurement \(www.gov.ie\)](#)

¹⁴² [LOI n° 2021-1104 du 22 août 2021 portant lutte contre le dérèglement climatique et renforcement de la résilience face à ses effets \(1\) - Légifrance \(legifrance.gouv.fr\)](#)

¹⁴³ https://gpp.mite.gov.it/sites/default/files/2022-05/cam_ristorazione.pdf

¹⁴⁴ [Food and catering services - naBe](#)

			<ul style="list-style-type: none"> - At least 0.7 m2 if the animal weighed max. 50 kg. - At least 0.9 m2 if the animal weighed max. 85 kg. - At least 1.1 m2 if the animal weighed more than 85 kg. - At least 40 % of the required usable total area on which the animals were kept was enclosed and littered. <p>The animals had sufficient material to keep them always occupied, at least in the form of straw or hay.</p> <p>The bedding and the bedding material were dry, clean, and apparently free of fungal infestation.</p> <p>Bedding and bedding materials were carefully stored and protected from contamination.</p> <p>Pork, Beef, and veal:</p> <p>>= 5 % from 2021, >= 40 % from 2023 and >= 100 % from the year 2025 (in value)</p> <p>Beef:</p> <p>At least 40 % of the required usable total area on which the animals were kept was closed and littered. The bedding was dry, clean, and apparently free from fungal infestation. The material was carefully stored and protected from contamination.</p> <ul style="list-style-type: none"> - The total area per animal must be: - At least 3.0 m2 if the animal weighed max. 350 kg. - At least 3.6 m2 if the animal weighed max. 500 kg. - At least 4.2 m2 if the animal weighed more than 500 kg. <p>Poultry:</p> <p>Stocking density for broilers max. 30 kg/m2, for turkeys max. 40 kg/m2.</p> <p>Lambs and fawns: tail docking, castration, and destruction of the horn system (goat) were carried out with postoperative pain treatment.</p>
	FINLAND Guide for the Responsible Procurement of Food ¹⁴⁵	Guidelines	<p>Pork/ Poultry:</p> <p>(basic level): Information on the country of origin of pork must be reported or Suppliers should be able to provide, on request and in writing, information to indicate in which country the meat-producing animal was born, raised, slaughtered, processed, and packed.</p> <p>Beef:</p> <p>(basic level) Suppliers should be able to provide, in writing, information to indicate in which country the meat-producing animal was born, raised, slaughtered, processed, and packed.</p> <p>Feed: Forerunner: If livestock are fed with feedstuffs containing soya, the country of origin of the soya must be indicated and the supplier must be able to provide, on request, a written report containing at least the following details: • What efforts have been made to reduce the use of feedstuffs containing soya.</p> <p>and/or • How farms intend to reduce their use during the contract period by replacing them soya with other protein-rich plant products, for instance.</p> <p>Palm oil or palm kernel oil has not been used in the feeding of animals or certified palm oil.</p> <p>Pork, beef, poultry</p> <p>Basic level: The pork/poultry/eggs/beef, or the pork contained in the product, is organically produced according to the provisions of the EU Organic Regulation (2018/848/EU)</p>
	FRANCE The climate and Resilience law ¹⁴⁶	Law	60% sustainable meat and fish by 2024
	FRANCE ¹⁴⁷	Law	Decree concerning the obligation to display the origin of meat from March 1, 2022 (all species)
	IRELAND – Green Tenders – an Action Plan on Green Public Procurement ¹⁴⁸	Plan	Sourced from accredited schemes which incorporate a significant sustainability element and/ or organic schemes when economically viable
	ITALY C.A.M. ¹⁴⁹	Regulation	<p>Beef: 50 % organic by weight. An additional 10% by weight certified under other quality schemes for schools and hospitals, 20% organic by weight for the administration sector.</p> <p>Pork: 10% organic by weight or in possession of a voluntary product certification issued by a competent conformity assessment body for schools and hospitals, 5% for the administration sector</p> <p>Poultry: 20% organic by weight and the rest must be certified under a quality of animal welfare system (ex. Outdoor access) for all sectors.</p> <p>Other meats: 30% organic by weight, or, if not available, certified under a quality scheme.</p>
	AUSTRIA	Plan	100% seasonal when possible

¹⁴⁵ https://www.motiva.fi/files/21421/Guide_for_the_Responsible_Procurement_of_Food_2023_FINAL.pdf

¹⁴⁶ [LOI n° 2021-1104 du 22 août 2021 portant lutte contre le dérèglement climatique et renforcement de la résilience face à ses effets \(1\) - Légifrance \(legifrance.gouv.fr\)](https://www.legifrance.gouv.fr/loi/n146)

¹⁴⁷ <https://www.legifrance.gouv.fr/jorf/id/JORFTEXT000045076376>

¹⁴⁸ [gov – Green Tenders – an Action Plan on Green Public Procurement \(www.gov.ie\)](https://www.gov.ie/gov-green-tenders)

¹⁴⁹ https://gpp.mite.gov.it/sites/default/files/2022-05/cam_ristorazione.pdf

	naBe ¹⁵⁰		100% must fulfil the requirements of good agricultural practice in accordance with Regulation (EU) No. 1306/201363
Fruits and vegetables	FINLAND Guide for the Responsible Procurement of Food ¹⁵¹	Guidelines	Basic level: Information on the country of origin of a vegetable/berry/fruit must be indicated. Forerunner level: The supplier agrees to provide, during the contract period, batch-specific information on the origin of vegetables/berries/fruits, which must be traceable to the farm where the product was cultivated. The producer of the vegetables/berries/grains adheres to the principles of integrated plant management (IPM). In the cultivation of the contract product, the producer uses at least one (basic level) or two (forerunner) preventive and/or non-chemical plant protection method. Basic level: The vegetable/fruit/berry/grain is organically produced according to the definition provided in EU Organic Regulation 2018/848/EU.
	GERMANY DGE quality standards ¹⁵²	Guidelines	Seasonal and regional vegetables and fruits are included.
	ITALY C.A.M ¹⁵³	Regulation	50% organic by weight for schools, 100% for hospitals and 20% for the administration sector At least one additional serving of fruit certified under the National Quality System of Integrated Production or equivalent. Exotic fruit must be organic or from Fair Trade Fruits and vegetables must not be 5th range. Fruits and vegetables must be in season according to the seasonality calendar adopted by the Ministry of Agricultural, Food and Forestry Policies pursuant to Art. 2 of the Ministerial Decree of 18 December 2017 on "Criteria and requirements for organic school canteens". Tomato peelings, tomato pulp and puree: at least 33% organic by weight.
	MALTA GPP National Action Plan 2022-2027 ¹⁵⁴	Regulation	The Contractor shall submit a seasonal menu of fruit/vegetables reflecting the local seasonality of fruits and vegetables.
Bread and cereals	ITALY C.A.M ¹⁵⁵	Regulation	50% organic by weight for schools, 100% for hospitals and 20% for the administration sector
Oils and fats	ITALY C.A.M ¹⁵⁶	Regulation	Oil: extra virgin olive oil must be used Olive oil: At least 40% extra virgin olive oil must be organic
	FINLAND Guide for the Responsible Procurement of Food ¹⁵⁷	Guidelines	Palm oil: Basic level: The product does not contain palm oil or palm kernel oil. OR The use of certified palm oil in food products The vegetable oil used in the product is organically produced according to the provisions of the EU Organic Regulation (2018/848/EU).
Drinks	FINLAND Guide for the Responsible Procurement of Food ¹⁵⁸	Guidelines	The coffee/tea is organically produced according to the provisions of the EU Organic Regulation (2018/848/EU).
Dairy products	AUSTRIA naBe ¹⁵⁹	Plan	100% must fulfil the requirements of good agricultural practice in accordance with Regulation (EU) No. 1306/201363
	FINLAND Guide for the Responsible Procurement of Food ¹⁶⁰	Guidelines	(Basic level): Information on the country of origin of milk must be reported. (Basic level) The supplier agrees to provide batch-specific information on the origin of milk, which must be traceable to the packaging facility.

¹⁵⁰ [Food and catering services - naBe](#)

¹⁵¹ https://www.motiva.fi/files/21421/Guide_for_the_Responsible_Procurement_of_Food_2023_FINAL.pdf

¹⁵² [DGE Quality Standards | DGE](#)

¹⁵³ https://gpp.mite.gov.it/sites/default/files/2022-05/cam_ristorazione.pdf
[greenPlanBook.pdf \(gov.mt\)](https://gpp.mite.gov.it/sites/default/files/2022-05/cam_ristorazione.pdf)

¹⁵⁴ https://gpp.mite.gov.it/sites/default/files/2022-05/cam_ristorazione.pdf

¹⁵⁵ https://gpp.mite.gov.it/sites/default/files/2022-05/cam_ristorazione.pdf

¹⁵⁶ https://www.motiva.fi/files/21421/Guide_for_the_Responsible_Procurement_of_Food_2023_FINAL.pdf

¹⁵⁷ https://www.motiva.fi/files/21421/Guide_for_the_Responsible_Procurement_of_Food_2023_FINAL.pdf

¹⁵⁸ https://www.motiva.fi/files/21421/Guide_for_the_Responsible_Procurement_of_Food_2023_FINAL.pdf

¹⁵⁹ [Food and catering services - naBe](#)

¹⁶⁰ https://www.motiva.fi/files/21421/Guide_for_the_Responsible_Procurement_of_Food_2023_FINAL.pdf

	ITALY C.A.M ¹⁶¹	Regulation	Cheese: 30% organic by weight, or, if not available, certified under a quality scheme for all sectors Milk and yogurts: 100% organic for all sectors
	LATVIA Cabinet Regulation No. 353 ¹⁶²	Regulation	at least 50 % of the total weight or value of the milk and kefir shall be organic
Eggs	AUSTRIA naBe ¹⁶³	Plan	100% Fresh eggs with shell, liquid eggs and egg powder come from free-range or barn farming. Fresh eggs with shell, liquid eggs and egg powder do not come from beak-treated laying hens.
	FINLAND Guide for the Responsible Procurement of Food ¹⁶⁴	Guidelines	The egg/egg product is organically produced according to the provisions of the EU Organic Regulation (2018/848/EU).
	IRELAND Green Tenders - an Action Plan on Green Public Procurement ¹⁶⁵	Plan	All eggs in the shell supplied under the contract must be labelled either Code 0 (organic), Code 1 (free range) or Code 2 (deep litter indoor housing) in accordance with Regulation (EC) 589/2008 (as amended).
	ITALY C.A.M ¹⁶⁶	Regulation	100% organic in all sectors (liquid or shells) The use of other egg products is not permitted in schools and the administration sector
Frozen foods and ready meals	IRELAND Green Tenders - an Action Plan on Green Public Procurement ¹⁶⁷	Plan	If pre-packed food and/or drinks products contain palm oil or soy oil, or palm or soy oil are provided in their raw form or as margarine, these must have been produced from crops complying with environmental criteria regarding soil, biodiversity, land-use change and organic carbon stocks by meeting the requirements of a certification scheme ⁴ covering these issues, of Article 93 of Regulation (EU) No 1306/2013, or by other equivalent means
Others	IRELAND Green Tenders - an Action Plan on Green Public Procurement ¹⁶⁸	Regulation	Cocoa: The supplier should have policies or established practices aimed at preventing and/or reducing social impacts in at least three of the following categories: working conditions, working hours, wage levels, workers' right to organise, forced labour, trafficking in human beings, and the exploitation of child labour
	ITALY C.A.M ¹⁶⁹	Regulation	Jams and marmalades must be 100% organic in schools and hospitals. The chocolate must come from fair trade under a recognised certification scheme or multi-stakeholder initiative. 50% organic pulses by weight Exotic products (pineapples, bananas, cocoa, chocolate, coffee, raw or whole cane sugar): 100% organic and/or from fair trade for the administration sector

Table 14: List of provisions by product group¹⁷⁰

The main product categories for which there are provisions are seafood (in 6 countries out of 8), meat and fruits and vegetables (in 5 countries out of 8 each). There are few environmental provisions on prepared and processed foods.

The main criteria for **fish and seafood** products concern is about **limitating overfishing** using labelled products (Austria, France, Germany, Ireland), by choosing the least endangered species (Austria, Finland, Italy) or the least impacting fishing methods (Finland). On this product group, the balance between fish and aquaculture products is also a criterion in Finland, as is the origin of products in Austria and the use of organic products in Italy.

Of the 5 countries with criteria on **meat**, 3 make distinctions by species (with criteria for beef, pork and poultry). The main criteria concern meat origin and traceability (Austria, Finland, France) the use of products with a sustainability label (Finland, France, Ireland) or requirements concerning farming methods without label specification (Austria, Italy). Other criteria are about the content of animal feed, excluding palm and soy in Finland.

¹⁶¹ https://gpp.mite.gov.it/sites/default/files/2022-05/cam_ristorazione.pdf

¹⁶² [Prasibas zalajam publiskajam iepirkumam un to piemerosanas kartiba \(likumi.lv\)](https://www.pasibas.gov.lv/publications/iekirkumam_un_to_piemerosanas_kartiba_(likumi.lv))

¹⁶³ [Food and catering services - naBe](https://www.nabe.gov.at/food-and-catering-services)

¹⁶⁴ https://www.motiva.fi/files/21421/Guide_for_the_Responsible_Procurement_of_Food_2023_FINAL.pdf

¹⁶⁵ [gov - Green Tenders - an Action Plan on Green Public Procurement \(www.gov.ie\)](https://www.gov.ie/gov/green-tenders-an-action-plan-on-green-public-procurement)

¹⁶⁶ https://gpp.mite.gov.it/sites/default/files/2022-05/cam_ristorazione.pdf

¹⁶⁷ [gov - Green Tenders - an Action Plan on Green Public Procurement \(www.gov.ie\)](https://www.gov.ie/gov/green-tenders-an-action-plan-on-green-public-procurement)

¹⁶⁸ [gov - Green Tenders - an Action Plan on Green Public Procurement \(www.gov.ie\)](https://www.gov.ie/gov/green-tenders-an-action-plan-on-green-public-procurement)

¹⁶⁹ https://gpp.mite.gov.it/sites/default/files/2022-05/cam_ristorazione.pdf

¹⁷⁰ Own elaboration based on literature review

On meat and fish, other criteria may also concern animal welfare and GMO-free feed (especially in Austria). They will be presented in Table 36.

Of the 5 countries with criteria on **fruits and vegetables**, 4 countries have criteria on seasonality (Austria, Germany, Italy and Malta), 4 regarding good agricultural practices (Austria, Finland, Germany, Italy), 3 on origins (Austria, Germany and Malta) and 2 countries have criteria on the supply of organic products (Italy and Malta).

We will analyse the feedback received from stakeholders on these provisions in the section 5.2.

5.1.2.1.4 Overview by specific environmental criteria

This section groups the environmental criteria identified by topic, starting with production methods (organic/labelled), seasonality and other stages of the life cycle. Tables show all the criteria for each topic. It is precised where criteria are specific to a product family or management method. The overall summary of these environmental criteria is presented at the end of the list, in section 5.1.2.1.5.

5.1.2.1.4.1 Organic criteria

Sustainable development dimension (if not only environmental): The organic label can include animal welfare requirements and therefore also the social dimension.

Definition: European Union organic farming rules cover agricultural products, including aquaculture and yeast. They encompass every stage of the production process, from seeds to the final processed food. EU regulations on organic production exclude products from fishing. Production under organic farming is governed by Regulation (EU) 2018/848 and repealing Council Regulation (EC) No 834/2007.

- # of countries with at least one provision on this criterion: 10
- Targets: between 5% (Belgium, Spain, and Malta) and 100% (some products groups in Italy). Austria's most ambitious overall target is 50% organic products by 2030. The average seems to be around 25% in countries with a target.
 - o Half the countries reason by weight, the other half by value.
- Main product families concerned (if any): Eggs, milk and dairy products, fruits, and vegetables.
- The different forms of these criteria:

Type of criteria wording	Comments
General target: <i>X% of products (in weight or value) should be certified organic or equivalent</i>	This criterion applies generally to all purchases, with or without drinks (this is not always specified).
TS: <i>X% of eggs should be organic or equivalent in all sectors (liquid or shells)</i>	In TS, all or a certain % of a family of products must be certified organic.
AC: <i>Additional points are awarded according to the number of organic products offered by the candidate.</i>	The more organic products a supplier offers, the more points they earn. This can be coupled with a TS: the % offered that exceeds a minimum percentage gets points.

Table 15: Example of wording for each type of "organic" criterion¹⁷¹

- General summary of identified criteria:

¹⁷¹ Own elaboration

Country	Name	Type	Content	Type of management		Lever				Food-groups	Sectors / target
				DM	CS	Target		TS	AC		
						Kg	€				
AT	naBe ¹⁷²	Plan	>= 25 % from 2023 >= 30 % from 2025 >= 55 % from 2030	X	X	Y				All	All
AT		Plan	Additional points can be awarded for higher proportion of food from organic/ecological production in accordance with Regulation (EU) No. 2018/848.	X					Y	All	All
BE	Strategisch plan bio ¹⁷³	Plan	5% organic products by 2027	X	X	NS				All	Administration
CY	Green Public Procurement Strategy & Action Plan ¹⁷⁴	Plan	50% organic by the end of 2025		X	NS				All	All
ES	Draft royal decree about food safety and nutrition, [...] ¹⁷⁵	Regulation (draft)	At least 5% of the total food offered will be organically produced. After further studies, this percentage may be increased in this standard, as the number of the number of hectares devoted to organic production and the number of organic operators in Spain.	X	X	Y				All	Schools
ES	Plan de Contratación Pública Ecológica ¹⁷⁶	Guidelines	Purchase organic food "as much as possible"	X	X	NS				All	Administration
FI	Plan for organic production ¹⁷⁷	Plan	25% of organic products in public kitchen by 2030	X	X		Y			All	All
FI	Guide for the Responsible Procurement of Food ¹⁷⁸	Guidelines	The vegetable/fruit/berry/grain/oil/coffee/tea/cocoa/pork/poultry /eggs/beef/milk – raw milk is organically produced according to the definition provided in EU Organic Regulation 2018/848/EU.	X	X	NS				Specific per food group	All
FR	EGalim ¹⁷⁹	Regulation	20% organic products by 2022 Products from in-conversion farms are included in the calculation.	X	X	Y				All	All
GE	DGE quality standards ¹⁸⁰	Guidelines	20% organic products	X	X	NS				All	All
IT	C.A.M ¹⁸¹	Regulation	% of organic products in weight set by product group with sectors: From 10% (pork), 20% (poultry) to 100% fruit and vegetable of hospitals or eggs.	X	X		Y			Specific per food group	Target per sector
LV	Cabinet Regulation No. 353 ¹⁸²	Regulation	50% organic for milk, 20% for cereals, or the buyer can set its own target (X%)	X	X	Both possible				Specific per food group	All
LV	Cabinet Regulation No. 353 ¹⁸³	Regulation	The volume of products meeting the organic requirements in excess of the minimum volume specified in the technical specification.		X	NS				All	All
SI	The GPP National Action Plan ¹⁸⁴	Plan	15% of the total planned quantity of foodstuffs, expressed in kilograms	X	X		Y			All	All

Table 16: List of detailed "organic" criteria by country¹⁸⁵
DM=Direct management, CS=Catering services, NS = Not specified, Y=Yes

5.1.2.1.4.2 Sustainable products criteria

Sustainable development dimension (if not only environmental): This topic is linked only to the environmental dimension in the existing provisions. Labels covering other dimensions (e.g. fair trade or animal welfare) are detailed in their respective sections.

Definition: There is no single definition of a "sustainable" product. It can refer to the EU definition of integrated production (Austria, Latvia, Italy, Spain), a national sustainability label (Austria, Belgium, France...) and/or international schemes such as GLOBAL Gap (Ireland).

- # of countries with at least one provision on this criterion: 8

¹⁷² [Food and catering services - naBe](#)

¹⁷³ [Strategisch plan bio 2023-2027. Bio van boer tot bord: 5 x 5% Vlaamse ambities op maat | Vlaanderen.be](#)

¹⁷⁴ https://www.cyi.ac.cy/images/procdocs/gpp/Cyl_GPP_Strategy_Action_Plan.pdf

¹⁷⁵ [Microsoft Word - RD y MAIN alimentación en centros escolares corrección \(consumo.gob.es\)](#)

¹⁷⁶ <https://www.boe.es/eli/es/o/2019/01/31/pci86>

¹⁷⁷ <https://julkaisut.valtioneuvosto.fi/handle/10024/164748>

¹⁷⁸ https://www.motiva.fi/files/21421/Guide_for_the_Responsible_Procurement_of_Food_2023_FINAL.pdf

¹⁷⁹ <https://www.legifrance.gouv.fr/loda/id/JORFTEXT000037547946>

¹⁸⁰ [DGE Quality Standards | DGE](#)

¹⁸¹ https://gpp.mite.gov.it/sites/default/files/2022-05/cam_ristorazione.pdf

¹⁸² [Prasības zaļajam publiskajam iepirkumam un to piemērošanas kārtība \(likumi.lv\)](#)

¹⁸³ [Prasības zaļajam publiskajam iepirkumam un to piemērošanas kārtība \(likumi.lv\)](#)

¹⁸⁴ [Green Public Procurement | GOV.SI](#)

¹⁸⁵ Own elaboration based on literature review and stakeholders' consultation

- Targets: between 20% (Slovenia) to 100% (Austria)
- Main product families concerned (if any): Fish, meat.

The different forms of these criteria:

Type of criteria wording	Comments
General target: X% of products should be certified according to one sustainability scheme	In this case, the criterion generally specifies a list of eligible schemes, opening-up the possibility of equivalence.
TS: X% of fish should be certified	In TS, all or a certain % of a family of products must be certified.
AC: Additional points are awarded according to the number of certified products offered by the candidate.	The more certified products a supplier offers, the more points they earn. This can be coupled with a TS: the % offered that exceeds a minimum percentage gets points.

Table 17: Example of wording for each type of “sustainable products” criterion¹⁸⁶

- General summary of identified criteria:

Country	Name	Type	Content	Type of management		Lever			Food-groups	Sectors / target
						Target	T	A		
				DM	CS	Kg	€	S		

¹⁸⁶ Own elaboration

AT	naBe ¹⁸⁷	Plan	100% must fulfil the requirements of good agricultural practice in accordance with Regulation (EU) No. 1306/201363	X	X	NS			All	All
AT		Plan	100% sustainable products	X	X	NS			All	All
AT		Plan	Additional points can be awarded for food that comes from quality assurance systems that are recognized by the EU and for which controls are carried out by independent bodies		X			Y	All	All
DE	DGE standard ¹⁸⁸	Guidelines	Fish is purchased from sustainable fisheries	X	X			Y	<i>Fish</i>	All
ES	Plan de Contratació n Pública Ecológica ¹⁸⁹	Guidelines	Purchase of food produced under "integrated production systems" or equivalent.	X	X	NS			All	All
FR	EGalim ¹⁹⁰	Regulation	50% sustainable products	X	X		Y		All	All
FR	Climate and resilience law ¹⁹¹	Regulation	60% sustainable products for meat and fish	X	X		Y		<i>Meat and fish</i>	All
IT	C.A.M ¹⁹²	Regulation	Cheese: 30% organic by weight, or, if not available, certified under a quality scheme for all sectors	X	X	Y			<i>Specific per food group</i>	Target per sector
IT	C.A.M	Regulation	At least one additional serving of fruit certified under the National Quality System of Integrated Production or equivalent	X	X	Y			<i>Fruits and vegetables</i>	All
IR	Green Tenders - an Action Plan on Green Public Procurement ¹⁹³	Plan	Product are sourced from accredited schemes which incorporate a significant sustainability element and/ or organic schemes "when economically viable"	X	X	NS			All	All
IR	Green Tenders - an Action Plan on Green Public Procurement ¹⁹³	Plan	The contracting authority should ensure that sustainability and/ or organic criteria are clearly identified in their tender documents.	X	X			Y	All	All
LV	Cabinet Regulation No. 353 ¹⁹⁴	Regulation	Additional points may be awarded according to the volume of products meeting the requirements of integrated production of agricultural products in excess of the minimum volume specified in the technical specification.	X	X			Y	All	All
SI	The GPP National Action Plan ¹⁹⁵	Plan	The proportion of food covered by quality schemes is at least 20% of the total planned quantity of foodstuffs, expressed in kilograms.	X	X	Y			All	All

Table 18: List of detailed "Sustainable products" criteria by country¹⁹⁶
DM=Direct management, CS=Catering services, NS = Not specified, Y=Yes

5.1.2.1.4.3 Seasonal products criteria

Sustainable development dimension (if not only environmental): This topic is sometimes coupled with a local/regional topics, included in the economic dimension of sustainable development.

Definition: There is no single definition of a seasonal product. In this case, the provisions that define it provide a seasonal calendar with a list of products and the periods in which they are available (Austria, Belgium, Slovenia).

- # of countries with at least one provision on this criterion: 8
- Targets: between 45% (Spain) to 100% (Austria)
- Main product families concerned (if any): Fruits and vegetables (only)
- The different forms of these criteria:

Type of criteria wording	Comments
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¹⁸⁷ [Food and catering services - naBe](#)

¹⁸⁸ https://www.schuleplusessen.de/fileadmin/user_upload/medien/DGE-QST/DGE_QST_Meals_Schools.pdf

¹⁸⁹ <https://www.boe.es/eli/es/o/2019/01/31/pci86>

¹⁹⁰ <https://www.legifrance.gouv.fr/loda/id/JORFTEXT000037547946>

¹⁹¹ <https://ma-cantine.agriculture.gouv.fr/blog/10/>

¹⁹² https://gpp.mite.gov.it/sites/default/files/2022-05/cam_ristorazione.pdf

¹⁹³ [gov - Green Tenders - an Action Plan on Green Public Procurement \(www.gov.ie\)](#)

¹⁹⁴ [Prasības zaļajam publiskajam iepirkumam un to piemērošanas kārtība \(likumi.lv\)](#)

¹⁹⁵ [Green Public Procurement | GOV.SI](#)

¹⁹⁶ Own elaboration based on literature review and stakeholders' consultation

General target: X% of fruits and vegetables should be seasonal	The criteria identified relate to fruits and vegetables (fresh, although this is not always specified) or to all products with the precision "when possible".
AC: Additional points are awarded according to the seasonality of menu proposed by the contractor	Only in the case of concession management is the supplier asked to provide a menu plan in its offer. The purchaser then assesses whether or not the proposal complies with the seasonal calendar.

Table 19: Example of wording for each type of "seasonal products" criterion¹⁹⁷

- General summary of identified criteria:

Country	Name	Type	Content	Type of management		Lever			Food groups	Sectors / target	
				DM	CS	Target		TS			AC
						Kg	€				
AT	naBe ¹⁹⁸	Plan	100% as seasonal as possible	X	X	Y			Not specified	All	
BE	Guide for a sustainable food procurement ¹⁹⁹	Plan	Maximum points will be awarded to the offer proposing 100% of the menus based on the seasonality of the fruits and vegetables in the attached Seasonal Calendar. Other points will be awarded in proportion to the percentage offered		X				Y	Fruits and vegetables	All
BE		Plan	Fruits and vegetables should always be in season.		X				Y	Fruits and vegetables	All
DE	DGE standards ²⁰⁰	Guide	Seasonal and regional vegetables and fruits are included.	X	X	Y				Fruits and vegetables	All
ES	Draft royal decree about food safety [...] centres ²⁰¹	Plan	At least 45% of the fruits and vegetables offered will be seasonal and of proximity.	X	X					Fruits and vegetables	Schools
ES	Plan de Contratación Pública Ecológica ²⁰²	Guide	Purchase of seasonal products.	X	X	Y				Not specified	Adm.
IR	Green Tenders - an Action Plan on Green Public Procurement ²⁰³	Plan	Public authorities should allocate some marks for food in season, regional food, organic food and/ or artisanal food, depending on market conditions	X	X				Y	Fruits and vegetables	All
LV	Cabinet Regulation No. 353 ²⁰⁴	Regulation	Seasonality for fruits and vegetables	X	X					Fruits and vegetables	All
MT	GPP National Action Plan 2022-2027 ²⁰⁵	Plan	The Contractor shall submit a seasonal menu of fruit/vegetables reflecting the local seasonality of fruits and vegetables.		X				Y	Fruits and vegetables	All
SI	Živila in gostinske storitve ²⁰⁶	Plan	The contractor should procure seasonal products (table provided with fruits and vegetables)		X				Y	Not specified	All

Table 20: List of detailed "Seasonal products" criteria by country²⁰⁷
DM=Direct management, CS=Catering services, NS = Not specified, Y=Yes

5.1.2.1.4.4 Packaging criteria

Sustainable development dimension (if not only environmental): This topic is linked only to the environmental dimension in the existing provisions.

Definition: The criteria below combine objectives:

- In terms of packaging reduction (Ireland, Malta)
- In terms of the composition of the packaging itself, i.e. its recyclable/recycled nature (Cyprus, Germany, Malta, Italia)

¹⁹⁷ Own elaboration

¹⁹⁸ [Food and catering services - naBe](#)

¹⁹⁹ [Marches-publics-dans-les-restaurations-de-collectivite-miseajour-310122.pdf \(mangerdemain.be\)](#)

²⁰⁰ https://www.schuleplusessen.de/fileadmin/user_upload/medien/DGE-QST/DGE_QST_Meals_Schools.pdf

²⁰¹ [Microsoft Word - RD y MAIN alimentación en centros escolares corrección \(consumo.gob.es\)](#)

²⁰² <https://www.boe.es/eli/es/o/2019/01/31/pci86>

²⁰³ [gov - Green Tenders - an Action Plan on Green Public Procurement \(www.gov.ie\)](#)

²⁰⁴ [Prasības zaļajam publiskajam iepirkumam un to piemērošanas kārtība \(likumi.lv\)](#)

²⁰⁵ [greenPlanBook.pdf \(gov.mt\)](#)

²⁰⁶ https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.gov.si%2Fassets%2Fministrstva%2FMJU%2FDJN%2Fzeleno-JN%2FzeJN_P2_zivila-2021.docx&wdOrigin=BROWSELINK

²⁰⁷ Own elaboration based on literature review and stakeholders' consultation

- In terms of waste reduction and single-use for containers used in catering (cups, trays, etc.) (Austria, France, Malta, Italia)

Provisions relating to food safety or labelling are not listed here because they are not directly linked to the notion of sustainability.

- # of countries with at least one provision on this criterion: 8
- Main product families concerned (if any): Food and non-food (catering consumables) and plastic bottles.
- The different forms of these criteria:

Type of criteria wording	Comments
General target: Elimination of single-use plastic in foodservice	This target generally excludes single-use plastics. In general, the provision specifies the references concerned
AC: Environmental quality and composition of supplier packaging	Points are awarded according to the type of products and packaging proposed by the supplier.

Table 21: Example of wording for each type of “packaging” criterion²⁰⁸

- General summary of identified criteria:

²⁰⁸ Own elaboration

Country	Name	Type	Content	Type of management		Lever			Food groups	Sectors / target		
				DM	CS	Target		TS			AC	
						Kg	€					
AT	naBe ²⁰⁹	Plan	Reusable systems or cardboard packaging are used for transport	X	X			Y		Food	All	
AT		Plan	Used cutlery, crockery, tablecloths etc. are reusable.		X			Y		Non-food	All	
CY	GPP Strategy & Action Plan ²¹⁰	Plan	The packaging and serving of the products should be made through biodegradable cups, plates, and cutlery	X	X	Y				Food/Non-food	All	
DE	DGE standards ²¹¹	Guidelines	Environmentally friendly packaging is preferred for all foods.	X	X	Y				Food	All	
ES	Plan de Contratación Pública Ecológica ²¹²	Guidelines	Purchase in bulk or in packaging with a high content of recycled materials.	X	X	Y				Food	Adm.	
ES		Guidelines	Purchase of products packaged with eco-design criteria that facilitate recycling and subsequent use as a secondary raw material.	X	X	Y				Non-food	Adm.	
ES		Guidelines	Use of reusable cutlery, crockery, glassware, and table linen.	X	X	Y				Non-food	Adm.	
FR	EGalim ²¹³	Regulation	Ban of plastic bottle for water	X	X	Y				Drinks	Schools	
FR		Regulation	Ban on the provision of single-use plastic cups, glasses, and utensils for table setting	X	X	Y				Non-food	All	
IR	Green Tenders - an Action Plan on Green Public Procurement ²¹⁴	Plan	Tender and contract specifications should require minimization in the amount of food packaging.	X	X			Y	Y	Food	All	
IT	C.A.M ²¹⁵	Regulation	Used cutlery, crockery, storage containers, tablecloths, napkins must be reusable.	X	X	Y				Non-food	All	
IT			The borrower must choose, where available, refillable products or products that use returnable packaging or packaging made of recyclable, reusable, biodegradable and compostable or low-volume materials.	X	X	Y					Food	All
MT	GPP National Action Plan 2022-2027 ²¹⁶	Plan	In order to reduce waste generation, food and drinks must be served using containers, utensils and related materials such as, but not limited to, cutlery, glassware, crockery, related accessories such as straws, stirrers and the like, and tablecloths which are re-usable. If single consumption of materials/containers is absolutely necessary for hygienic matters, then materials/containers must be biodegradable and/or compostable		X			Y		Non-food	All	
MT		Plan	Plastic packaging is to be compostable/biodegradable/ re-usable. Other sustainable alternatives which do not compromise food hygiene or food safety will also be considered.		X			Y		Food	All	
MT		Plan	Primary packaging 1. Reusable packaging systems are provided by the tenderer 2. No single unit packaging shall be provided. When a food product is supplied in a single unit packaging the supplier must explain why this is more adequate than bulk.		X				Y		Food	All
MT		Plan	Secondary packaging 3. Returnable packaging systems are provided by the tenderer (e.g. returnable crates 4. Food and drinks are supplied with packaging with X % recycled content.		X				Y		Food	All

Table 22: List of detailed "packaging" criteria by country²¹⁷
DM=Direct management, CS=Catering services, NS = Not specified, Y=Yes

Seven countries have been identified with provisions on packaging in the broadest sense of the term. It's important to note that this criterion doesn't solely relate to foodstuffs but extends more widely to consumables used in two-thirds of the countries.

²⁰⁹ [Food and catering services - naBe](#)

²¹⁰ https://www.cvi.ac.cy/images/procdocs/gpp/Cvi_GPP_Strategy_Action_Plan.pdf

²¹¹ https://www.schuleplusessen.de/fileadmin/user_upload/medien/DGE-QST/DGE_QST_Meals_Schools.pdf

²¹² <https://www.boe.es/eli/es/o/2019/01/31/pci86>

²¹³ <https://www.legifrance.gouv.fr/loda/id/JORFTEXT000037547946>

²¹⁴ [gov - Green Tenders - an Action Plan on Green Public Procurement \(www.gov.ie\)](http://gov.ie)

²¹⁵ https://gpp.mite.gov.it/sites/default/files/2022-05/cam_ristorazione.pdf

²¹⁶ [greenPlanBook.pdf \(gov.mt\)](https://greenPlanBook.pdf)

²¹⁷ Own elaboration based on literature review and stakeholders' consultation

5.1.2.1.4.5 Transportation criteria

Sustainable development dimension (if not only environmental): This topic can be linked also to animal welfare in “social” or local production in “economic” (reducing transportation distances).

- # of countries with at least one provision on this criterion: 3
- Main product families concerned (if any): Not applicable.
- The different forms of these criteria and feedback from stakeholders:

Type of criteria wording	Comments
TS: The vehicles to be used for the delivery of the products must meet at least the EURO X exhaust emission standards	The buyer requires a specific type of vehicle for deliveries
AC: The distance that food will travel from point of production to point of use.	Points are awarded according to the distance covered by the vehicles. This criterion may not comply with the European Directive on public procurement. Please refer to Table 17.

Table 23: Example of wording for each type of “transportation” criterion²¹⁸

- General summary of identified criteria:

Country	Name	Type	Content	Type of management		Lever				Food groups	Sectors / target	
				DM	CS	Target		TS	AC			
						Kg	€					
ES	Plan de Contratación Pública Ecológica ²¹⁹	Guidelines	Improving transport routes and reducing energy consumption and emissions from vehicles used to provide catering services.		X						All	All
IR	Green Tenders - an Action Plan on Green Public Procurement ²²⁰	Plan	Public sector contracting authorities should consider the distance that food will travel from point of production to point of use*	X	X					Y	All	All
LV		Plan	The vehicles to be used for the delivery of the products from the place of origin (cultivation/production) of the foodstuffs must meet at least the EURO 5 or V exhaust emission standards in accordance with Annex I 1 to Regulation (EC) No 715/2007 of the European Parliament and of the Council of 20 June 2007.	X	X				Y		All	All
LV	Cabinet Regulation No. 353 ²²¹	Plan	The delivery of the foodstuffs will be carried out within a specified distance, as determined by the customer, from the place of origin (cultivation/production only) of the foodstuffs to a location/delivery address specified by the customer, for example within a maximum of 250 km using road infrastructure*.	X	X				Y		All	All

Table 24: List of detailed “transportation” criteria by country²²²

DM=Direct management, CS=Catering services, NS = Not specified, Y=Yes

*Please see also the economic dimension – local criteria in section 5.1.2.3.2.2.

5.1.2.1.4.6 Foodservice and energy consumption criteria

Sustainable development dimension (if not only environmental): This topic can be linked also to optimization of total cost of ownership, in the “economic” dimension.

- # of countries with at least one provision on this criterion: 7
- Main product families concerned (if any): All + Kitchen equipment and water dispensers.
- The different forms of these criteria and feedback from stakeholders:

Type of criteria wording	Comments
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²¹⁸ Own elaboration

²¹⁹ <https://www.boe.es/eli/es/o/2019/01/31/pci86>

²²⁰ [gov - Green Tenders - an Action Plan on Green Public Procurement \(www.gov.ie\)](http://gov.gov.ie)

²²¹ [Prasības zaļajam publiskajam iepirkumam un to piemērošanas kārtība \(likumi.lv\)](http://prasibas.zalajam.publiskajam.iepirkumam.un.to.piemeroshanas.kartiba(likumi.lv))

²²² Own elaboration based on literature review and stakeholders’ consultation

TS: Specifications on energy consumption or mandatory standards	A maximum level of consumption (of energy, water, etc.) is imposed on equipment
AC: Energy efficiency equipment to specific standards	Points are awarded according to the energy consumption of the equipment

Table 25: Example of wording for each type of “Foodservice and energy consumption” criterion²²³

- General summary of identified criteria:

Country	Name	Type	Content	Type of management		Lever			Equipment/ training	Sectors / target	
						Target		TS			AC
				DM	CS	Kg	€				
CY	GPP Strategy & Action Plan ²²⁴	Plan	Criteria for water dispensers considering for example annual energy consumption and environmental certification	X	X			Y	Y	Water dispensers	All
DE	DGE standards ²²⁵	Guide	Resource-efficient kitchen appliances are used.	X	X			Y		Cooking equipment	All
ES	Plan de Contratación Pública Ecológica ²²⁶	Guide	Purchase of kitchen appliances with reduced water and energy consumption.	X	X	Not mentioned				Cooking equipment	Adm.
FI	Guide for the Responsible Procurement of Food ²²⁷	Guide	The supplier should have indicators and monitoring systems based on reducing environmental impacts and/or measures to reduce environmental impacts in at least three of the following categories: waste management, biodiversity, energy consumption, nutrient emissions, soil quality and carbon reserves, and water usage (basic level)		X			Y		N/A	All
FI		Guide	At least XX% of the greenhouse operator’s heating energy is produced from renewable energy sources (basic level) up to 100% (forerunner criteria)		X	Y				N/A	All
IR	Green Tenders - an Action Plan on Green Public Procurement ²²⁸	Plan	As part of the selection criteria for food and catering services, contractors should be required to prove their technical and professional capacity to perform the environmental aspects of the contract. An environmental management system, e.g. ISO 14001, or equivalent standard, is deemed proof.		X				Y	Cooking equipment	All
IR		Plan	Other award criteria for food catering services should include the use of energy efficient equipment to specific standards, and reusable cutlery.		X				Y	Cooking equipment	All
IT	C.A.M ²²⁹	Regulation	Purchase or supply of refrigerators, freezers and dishwashers for professional use and other energy-related equipment with energy labelling		X	Y				Cooking equipment	All
IT			Kitchen staff must be trained in : - cooking techniques to save water and energy - procedures for minimizing water and energy consumption during meal preparation, storage and defrosting.	X	X	Y				Training of service personnel	All
LV	Cabinet Regulation No. 353 ²³⁰	Plan	Additional points are awarded for the Environmental Management System (EMS) for catering services.		X				Y	All	All

Table 26: List of detailed “foodservice and energy consumption” criteria by country²³¹

DM=Direct management, CS=Catering services, NS = Not specified, Y=Yes

5.1.2.1.4.7 Food-waste criteria

Sustainable development dimension (if not only environmental): This topic is linked only to the environmental dimension in the existing provisions.

Definition: Directive 2008/98/EC on Waste, food waste is defined as: “all food as defined in Article 2 of Regulation (EC) No 178/2002 of the European Parliament and of the Council (European Parliament and Council, 2002) that has become waste. The definition of ‘food’ laid down in Regulation (EC) No 178/2002 encompasses food as a whole, along the entire food supply chain from production until consumption. Food

²²³ Own elaboration

²²⁴ https://www.cvi.ac.cy/images/procdocs/gpp/Cvi_GPP_Strategy_Action_Plan.pdf

²²⁵ https://www.schuleplusessen.de/fileadmin/user_upload/medien/DGE-QST/DGE_QST_Meals_Schools.pdf

²²⁶ <https://www.boe.es/eli/es/o/2019/01/31/pci86>

²²⁷ https://www.motiva.fi/files/21421/Guide_for_the_Responsible_Procurement_of_Food_2023_FINAL.pdf

²²⁸ [gov - Green Tenders - an Action Plan on Green Public Procurement \(www.gov.ie\)](https://www.gov.ie/gov/gov-2019-01-31-green-tenders)

²²⁹ https://gpp.mite.gov.it/sites/default/files/2022-05/cam_ristorazione.pdf

²³⁰ [Prasības zaļajam publiskajam iepirkumam un to piemērošanas kārtība \(likumi.lv\)](https://www.prasibas.gov.lv/sites/default/files/2022-05/cam_ristorazione.pdf)

²³¹ Own elaboration based on literature review and stakeholders’ consultation

also includes inedible parts, where those were not separated from the edible parts when the food was produced, such as bones attached to meat destined for human consumption. Hence, food waste can comprise items that include parts of food intended to be ingested and parts of food not intended to be ingested. 'Waste' means any substance or object which the holder discards or intends or is required to discard" (European Parliament and Council, 2008).

Many countries have set targets for reducing food waste globally, not just in the public sector. Here, only the provisions specific to catering are mentioned.

- # of countries with at least one provision on this criterion: 5
- Target: Reduction between 40 and 50% within an average of 5 years
- Main product families concerned (if any): Not specified.
- The different forms of these criteria:

Type of criteria wording	Comments
Target Reduce food-waste by X% compared to YYYY level	In that case, the buyer must know its baseline to measure the efforts.

Table 27: Example of wording for each type of "food-waste" criterion²³²

- General summary of identified criteria:

Country	Name	Type	Content	Type of management		Lever			
				DM	CS	Target	TS	AC	
						Kg	€		
AT	naBe ²³³	Plan	The contractor shall implement at least five measures from a specified checklist to avoid food waste.		X			Y	
BE	The good food strategy – Brussels region ²³⁴	Plan	Reduce canteen waste by 40%	X	X	Y			
DE	National strategy to reduce food waste ²³⁵	Plan	In the agreement, the undersigned associations declare their willingness to reduce food waste by 30 % by 2025 and by 50 % by 2030. The agreement covers the whole of the sector, including staff canteens, hotels, hospitals, retirement homes and schools.	X	X	Y			
FR	Pact to combat food waste ²³⁶	Regulation	Reduction of food-waste by 50% compared to 2015 by 2025	X	X	Y			
FR	EGalim law ²³⁷	Regulation	Mandatory diagnosis on food waste and action plan	X	X	Y			
IT	C.A.M ²³⁸	Regulation	Food waste must be monitored and the reasons on the basis of which any food surpluses are generated must be analysed. Correction actions must be implemented.	X	X	Y			
IT			Kitchen and canteen staff must be trained in : - meal portioning to guarantee the right portion size - procedures for preventing food waste	X	X	Y			

Table 28: List of detailed "food-waste" criteria by country²³⁹

DM=Direct management, CS=Catering services, Y=Yes

In general, recommendations were also made to limit wastage at source, such as offering age-appropriate portions or leaving the choice to the guest (e.g. In DGE standards²⁴⁰).

5.1.2.1.5 Conclusion on environmental criteria

Environmental provisions are pervasive, spanning both **national and local levels**, a trend corroborated by various studies, such as the examination of sustainability criteria in European public procurement schemes for

²³² Own elaboration

²³³ [Food and catering services - naBe](#)

²³⁴ [Le portail Good Food | Good Food](#)

²³⁵ [BMEL - Food waste - National Strategy for Food Waste Reduction](#)

²³⁶ [pacteantigaspi-3.pdf](#)

²³⁷ <https://www.legifrance.gouv.fr/loda/id/JORFTEXT000037547946>

²³⁸ https://gpp.mite.gov.it/sites/default/files/2022-05/cam_ristorazione.pdf

²³⁹ Own elaboration based on literature review and stakeholders' consultation

²⁴⁰ https://www.schuleplusesessen.de/fileadmin/user_upload/medien/DGE-QST/DGE_QST_Meals_Schools.pdf

foods services, which encompassed 21 schemes across 11 countries²⁴¹. Among the environmental provisions, it is those concerning **organic production** that are the most developed with quantified targets ranging from 5% to 100% and measurements that can be mass or value-based. The level of precision of these criteria varies from country to country, as does the ambition that is set, depending in particular on the availability of sustainable products or the level of maturity of the country concerned.

5.1.2.2 Focus on social provisions

This section presents the criteria identified in the member states on the social aspects of sustainable development, on nutritional aspects per country in section 5.1.2.2.1, on animal welfare in section 5.1.2.2.2, GMO-free food on section 5.1.2.2.3 and social rights in section 5.1.2.2.4. To simplify reading on nutritional criteria, only the general table of provisions by country is provided in the body of the report (Table 30), along with a focus on vending machines (Table 33) and plant-based menus (Table 38). Details of all the nutritional criteria are appended to this report, with a summary in section 5.1.2.2.1.1. The final summary of these social criteria is available in section 5.1.2.2.5.

5.1.2.2.1 Nutritional guidelines

Sustainable development dimension (if not only social): This topic can take a holistic approach and also include environmental objectives (reducing the food environmental footprint).

Most European Union MSs have established nutritional recommendations for their populations, a fact that falls outside the purview of our current study. Our focus centres specifically on provisions that directly influence public procurement. For a comprehensive understanding of these general provisions, one can refer to [JRC repository](#), where valuable information is available.

- # of countries with at least one provision on this criterion: 15
- Target: “As healthy as possible”
- Main product families concerned (if any): all
- The different forms of these criteria and feedback from stakeholders:

Type of criteria wording	Comments
Ban of products	In that case, the buyer does not include "prohibited" products in its call for tenders (in direct management), or tells suppliers in TS which products to ban.
Obligation to comply with nutritional recommendations (frequency, portion...)	Nutritional recommendations can be written under different headings, but it is often the classification by product family that is used.

Table 29: Example of wording for each type of “nutritional” criterion (own elaboration)

²⁴¹ Belmira Neto, ‘Analysis of Sustainability Criteria from European Public Procurement Schemes for Foods services’, *The Science of the Total Environment*, 704 (2020), 135300 <<https://doi.org/10.1016/j.scitotenv.2019.135300>>.

COUNTRY	CONTENT	PUBLIC TARGETED	LEVER	Provision		
				TYPE	NAME	DATE
AUSTRIA	The menu or meal plan must be designed in such a way that a healthy and needs-based diet is ensured. With meat dishes in healthcare sector must be taken to ensure that high-quality meat is used and that the portion size of meat is adapted to the recommendations of nutritional science.	All	TS	Plan	naBe ²⁴²	2021
	Minimum requirements for food plan design (food group, frequency, meal preparation/design recommendations) for school lunches (1) and kindergarten	(1) School (2) Kindergarten	TS	Guidelines	(1) Austrian recommendation for school lunches (2) Austrian recommendation for lunch in kindergarten ²⁴³	(1) 2019 (2) 2017
CZECH REPUBLIC	Meals must comply with nutritional standards	Schools	Target	Regulation	Decree no. 107/2005 Coll. on school food and subsequent amendments ²⁴⁴	2005
	List of food products that can be sold in schools. Meals prepared in compliance with CZ nutritional standards. Maximum nutritional values are given per products groups	Schools	TS	Regulation	Decree no 282/2016 on requirements for foodstuffs for which advertising is permissible and which can be offered for sale and sold in schools and educational facilities ²⁴⁵	2016
ESTONIA	General requirements for the organisation of catering and food services in schools and nursery schools, for the preparation of menus and for the documentation and provision of information on the composition and nutritional value of foods	Schools	TS	Regulation	Health protection requirements for catering in preschool childcare institutions and schools ²⁴⁶	2012
	Restrict the marketing of products high in fat, salt and added sugar to children (<i>specific products or quantities not given</i>) Promote a balanced diet for children in and outside childcare settings, in cooperation with the family, educational institutions and the community.	Schools	Target	Plan	National Health Plan 2020-2030 ²⁴⁷	No found
FINLAND	General guidelines for the organisation of catering and food services in schools, for the preparation of menus and for the documentation and provision of information on the composition and nutritional value of foods (see list of nutritional criteria in the appendix)	Schools	Target	Guidelines	2005 Eating and learning together: recommendations for school meals ²⁴⁸	2017
	The call for tender must include: ❖ The party organising tendering must define the objectives of the service procurement, describe the service requirements, service content, quality and responsibilities, and monitoring of the contract in addition to defining sanctions for situations in which, for example, nutritional quality is not realised. ❖ Information on nutritional content calculations for the menu at the weekly level. ❖ The meal service entity must also take into account the sufficient number of meals per day, nutrient intake that complies with the nutrition recommendations, the permitted length of the night-time fast, and implementation of the meal. ❖ An enriched diet for which nutritional content calculations are required is offered in addition to the basic diet. The portion size is about half the size of a basic diet portion containing the same amount of energy. ❖ Enriched and texture-modified diets and other special diets must be tasty and have optimal nutritional content. ❖ All diets should be available in texture-modified form: Soft, Coarse, Smooth purée and Liquid	Elderly people in residential care	Target	Guidelines	Vitality in later years ²⁴⁹ 2016	2020

²⁴² [naBe action plan - naBe](#)

²⁴³ [Essen im Kindergarten und in der Schule \(richtigessenvonanfangan.at\)](#)

²⁴⁴ [vyhlaska_107_2005_Sb_ve_zneni_210_2017_Sb.pdf \(msmt.cz\)](#)

²⁴⁵ [282/2016 Coll. Décret relatif aux exigences applicables aux denrées alimentaires pour lesquelles la publicité est autorisée et qui peuvent être proposées à la vente et ... \(zakonyprolidi.cz\)](#)

²⁴⁶ [Tervisekaitsenõuded toitlustamisele koolieelses lasteasutuses ja koolis–Riigi Teataja](#)

²⁴⁷ <https://www.bing.com/ck/a?!&p=d31b29836d4f4863jmltdHM9MTcwNDQxMjg0ZD0xZDE2OWM3Ni05YjdlLTZkMTktMzgwZC04ZmU5OWE5MTZjZGUmaW5zaWQ9NTE5Nw&ptn=3&ver=2&hsh=3&fclid=1d169c76-9b7e-6d19-380d-8fe99a916cde&psq=National+Health+Development+Plan+2020%e2%80%932030+estonia&u=a1aHR0cHM6Ly93d3cuc20uZWUvbWVkaWEvMzA1NC9kb3dubG9hZA&ntb=1>

²⁴⁸ [Eating and learning together: recommendations for school meals](#)

²⁴⁹ [Vitality in later years \(julkari.fi\)](#)

	<ul style="list-style-type: none"> ❖ Sufficient protein intake is ensured in the tendering process so that the protein content accounts for 15–20% of the energy in the basic diet (on average, 18% of the energy at the weekly level) and 20% of the energy in an enriched diet. The main meal must contain at least 25 g of protein. ❖ The methods used to evaluate implementation of the contract. (see list of nutritional criteria in the appendix) 					
FRANCE	General requirements for nutritional targets, meal structure and menu design for Infants and young children in day-care or early childhood facilities, schoolchildren, adults in prisons, elderly people in care facilities (see list of nutritional criteria in the appendix)	Schools Health sector Elderly people in residential care Prison	TS	Guidelines	Nutritional guidelines for catering services ²⁵⁰	2015
	The size of portions served must be adapted to the type of dish and to each age group. School restaurant managers must require their suppliers to ensure that the food products they supply comply with the values specified in Appendix II of this order. Requirements concerning the frequency of dish presentation. Requirements concerning the weight of ready-to-eat products*(see list of nutritional criteria in the appendix)	Schools	TS	Regulation	Order of September 30, 2011, on the nutritional quality of meals served in school cafeterias ²⁵¹	2011
GERMANY	The majority of the criteria relates to the catering design. Criteria are presented along the process chain with the five steps of planning, purchase, preparation, serving as well as disposal and cleaning (see list of nutritional criteria in the appendix)	Health sector Elderly people Company canteens	TS	Guidelines	DGE Quality Standard ²⁵²	2022 Guidelines under review (expected beginning of 2024)
GREECE	Criteria for products authorized for sale in school canteens (see list of nutritional criteria in the appendix)	Schools	TS	Regulation	List of products authorised in school catering ²⁵³	2016
HUNGARY	The Public Caterer shall keep a raw material assessment sheet, information concerning diet planning, meals to be provided during the stay (energy requirements, etc.), and the distribution of information concerning menus, food to be provided and its daily use.	All public canteens	TS	Regulation	37/2014. (IV. 30.) EMMI rendelet - Nemzeti Jogszabálytár (njt.hu) ²⁵⁴	2014
ITALY	During the five meals of the week: starters should be cereals main courses should include white and red meats, fish, cold cuts, eggs, cheeses, meats, eggs, cheeses (with weights adapted to the age range of the age groups) Side dishes should be vegetables (potatoes no more than once a week), bread and fruit of at least three different types throughout the week. For seasoning: use extra-virgin olive oil. A mid-morning snack should be included in the menu	Schools	TS	Guidelines	National guidelines for school food service ²⁵⁵	2010
	In all primary schools, children should receive seasonal fruit on a weekly basis, currently twice a week.	Schools	TS	Plan	<i>Not found</i>	
LATVIA	<ul style="list-style-type: none"> - A meal is composed of food products (GMO-free) freshly prepared the same day. - Meals can be supplemented with processed food products (GMO-free, no sweeteners, flavour enhancers, preservatives, sweeteners, etc.). - List of food products that may be distributed - List of requirements concerning the use and composition of food products (see list of nutritional criteria in the appendix) 	Educational institutions Clients of social care and social rehabilitation institutions Patients of medical treatment institutions	TS	Regulation	Regulation No.172 ²⁵⁶	2012
MALTA	Only food that meets the requirements as Foods outlined in the criteria issued by the Advisory Council (the Healthy Lifestyle Promotion and Care of Non-Communicable Diseases Act) may be offered for sale or sold or in any manner provided by the administration of schools (see list in excel appendix)	Schools		Regulation	Procurement of food for schools' regulations ²⁵⁷	2018-2023
	Overall dietary targets by type of risk factor (see list in excel appendix)	All public canteens	Target	Plan	A Strategy for the Prevention and Control of Noncommunicable Disease in Malta ²⁵⁸	2010
	Increase statistically significant* increase share of fruits and vegetables and milk in children's children (see list in excel appendix)	Schools	Target	Plan	Strategy for the implementation of the school scheme in Malta	2017 amended on 2021

²⁵⁰ [nutrition.pdf \(economie.gouv.fr\)](#)

²⁵¹ [Arrêté du 30 septembre 2011 relatif à la qualité nutritionnelle des repas servis dans le cadre de la restauration scolaire - Légifrance \(legifrance.gouv.fr\)](#)

²⁵² [DGE Quality Standards | DGE](#)

²⁵³ [ΚΥΛΙΚΕΙΑ: Διαθέσιμα Προϊόντα και Κανόνες Υγιεινής σε Σχολικά Κυλικεία - edu.klimaka.gr](#)

²⁵⁴ [37/2014. \(IV. 30.\) EMMI rendelet - Nemzeti Jogszabálytár \(njt.hu\)](#)

²⁵⁵ [Linee di indirizzo nazionale per la ristorazione scolastica \(salute.gov.it\)](#)

²⁵⁶ [Noteikumi par uzturu normām izglītības iestāžu izglītojamiem, sociālās aprūpes un sociālās rehabilitācijas institūciju klientiem un ārstniecības iestāžu pacientiem \(likumi.lv\)](#)

²⁵⁷ [mlt179922.pdf \(fao.org\)](#)

²⁵⁸ [NCD_Final \(gov.mt\)](#)

					From 2017/2018 to 2022/2023 school year ²⁵⁹	
POLAND	List of foodstuffs and requirements concerning foodstuffs to be sold to children and the frequency with which they must be served (see list of nutritional criteria in the appendix)	Schools	Target	Regulation	Ordinance of the Minister of Health of July 26, 2016, item 1154 ²⁶⁰	2016
SLOVENIA	The National Dietary Guidelines for Healthy Nutrition in Kindergartens and Schools became obligatory by the renovated School Meals Act in 2010	Schools	TS	Regulation	School meal act ²⁶¹	2010
SPAIN	The foods and ingredients used to prepare menus (oils, industrial sauces, processed meats, soups, creams, cheeses, dairy desserts, yoghurts, etc.) must have the best nutritional profile, i.e. their composition or content of salt, sugar, saturated fats, trans fats, etc. must have the best nutritional profile, i.e. their composition or their content of salt, sugar, saturated fats, trans fats, etc. must comply with the levels required for a healthy diet (see list of nutritional criteria in appendix)	Schools	TS	Plan	Protocol of minimum criteria for evaluating Of food supply in schools: School canteens, food and beverage vending machines Food and beverage vending machines and cafeterias according to Program 16 of the national plan for the official control of the food The food chain 2021-2025 ²⁶²	From 2021 to 2025
	Ban on the sale of foods and drinks rich in saturated fatty acids fatty acids, trans-fatty acids, salt, and sugars in schools. The offer must be made up of fresh, seasonal, and local foods, typical of the Mediterranean diet. Ban on the sale of soft drinks with a high caffeine content in schools (>15 mg/100 mL) (see list of nutritional criteria in appendix)	Schools	TS	Regulation	Draft royal decree establishing rules for the implementation of articles 40 and 41 of law 17/2011, of July 5, 2011. ²⁶³	Not adopted yet
SWEDEN	The salad bar must contain at least 5 different ingredients each day, including: - at least five different varieties of fruits and vegetables at the salad bar. - at least one legume per day Recommended food frequencies (see list of nutritional criteria in appendix)	Schools	Target	Guidelines	The national guidelines for school meals ²⁶⁴	2019

Table 30: Provisions identified at national level regarding health and nutrition²⁶⁵

²⁵⁹ [mt-school-scheme-strategy-2017-23_en_0.pdf \(europa.eu\)](#)

²⁶⁰ [POL-AD-17-03-LAW-2016-eng-REGULATION-OF-THE-MINISTER-OF-HEALTH-regarding-the-foodstuffs-sold-children-youth-in-education-system-facilities.pdf \(who.int\)](#)

²⁶¹ [School Nutrition Law, Slovenia: Urban Food Policy Snapshot \(nycfoodpolicy.org\)](#)

²⁶² [PROTOCOLO DE CRITERIOS MÍNIMOS PARA LA EVALUACIÓN DE LA OFERTA ALIMENTARIA EN CENTROS ESCOLARES \(aesan.gob.es\)](#)

²⁶³ [Aesan - Agencia Española de Seguridad Alimentaria y Nutrición](#)

²⁶⁴ [Nationella riktlinjer för måltider i skolan \(livsmedelsverket.se\)](#)

²⁶⁵ Own elaboration based on literature review and stakeholders' consultation

A total of **25 nutritional provisions** have been identified in **15 countries** (59%) and 8 of these 15 countries have more than one provisions (see Table 30). In **12 countries**, these provisions only apply to **schools** and not to other catering sectors. As with local initiatives, the school sector has been identified as a priority area for policy for a number of reasons:

- -The importance of good nutrition during growth
- -The expectations of parents
- The fight against poverty at stake

Nutritional requirements also exist for the health sector and care facilities for the elderly.

These nutritional provisions are formulated in a simple way (asking for compliance with general nutritional recommendations), encouraging an increase in the proportion of certain products (fruits and vegetables, for example) and a reduction in other types of products (sugar, salt, fat). They all take the form of targets or TS, and **no award criteria** were identified.

5.1.2.2.1.1 Summary by nutritional criterion

- **Definitions and methodology for building the appendix**

All nutritional criteria are listed in the "**Appendix_nutritional_criteria**" attached to this report.

Due to the wide range of criteria, the table has been constructed so that each row corresponds to a criterion, and the columns correspond to the target audience as follows:

- **Infants:** criteria that apply for infant in kindergartens or nurseries
- **Children:** specific criteria for children attending school or a public healthcare facility
- **Specific diets:** specific nutritional criteria for people with special diets (vegetarian, vegan, gluten free...)
- **Adults:** nutritional criteria for adults using public canteens (administrative, healthcare, public-sector companies...)
- **Elderly:** nutritional criteria for elderly people in retirement or nursing homes
- **All:** criteria that apply to all the other categories above (infants, children, specific diets, adults, the elderly).

Each criterion is also classified into approaches, which are in turn divided into sub-dimensions, then the scope of application of the criterion is detailed in "details". Each of these terms is defined, according to our own definitions, in the following Table 31.

APPROACHES =way of formulating the criteria	SUB-DIMENSIONS = the different components of the approach	DETAILS = Scope of application of the sub-dimensional criterion
Energy approach = Criterion defined based on energy requirements defined in kJ or kCal	- Average Daily Energy Value - Daily Energy Intakes - Lunch Value...	All
Foodgroups = Criterion defined according to the product's food category	- Beverages (Incl. Also Alcoholic) - Cereal-Based Products - Confectionary Products...	All Chemical or biological specificities (polyunsaturated)
Ingredients approach = Criterion defined according to the physical and biological composition of a product	- Broth - Fats - Salt...	All Chemical or biological specificities (polyunsaturated)
Menu = Menu and meal composition criterion	- Composition - Variability	All Vegetarian Meal Main Meal Structure (breakfast, main meal, snack...) Cafeteria
Nutrients approach = Criterion defined according to a food's nutritional composition	- Carbohydrates - Lipids - Proteins - Vitamin B6...	All

Table 31: Definition of each selection factor in the Appendix nutritional criteria

Due to the multitude of criteria, it was also necessary to group them by cell, despite the even finer granulometry defined by the texts. **For the rest of the analysis of this table, and only for this nutritional table, a criterion does not correspond to a single value but to a single cell in the table.**

For example, the cell designating sodium requirements for children in Estonia for lunch is counted as a **single criterion** and not 4 specific ones:

"Lunch requirements (less than):

- 7-9 years old: 0,51g
- 10-12 years old: 0,57g
- 13-15 years old: 0,64g
- 16-18 years old: 0,71g"

Thus, **a criterion can correspond to one or more quantified requirements**, depending on the level of specificity chosen by the country.

- **General analysis of nutritional criteria**

A total of **889 nutritional criteria** (=889 cells) were identified in 15 out of 27 countries. This is the dimension of sustainability that is most closely addressed and framed. The nutritional criteria defined by each country are highly specific, right down to the age group.

- **Nutritional criteria by MSs**

Of all the MSs, 25 have defined nutritional criteria, but not with the same level of details as show in Figure 28.

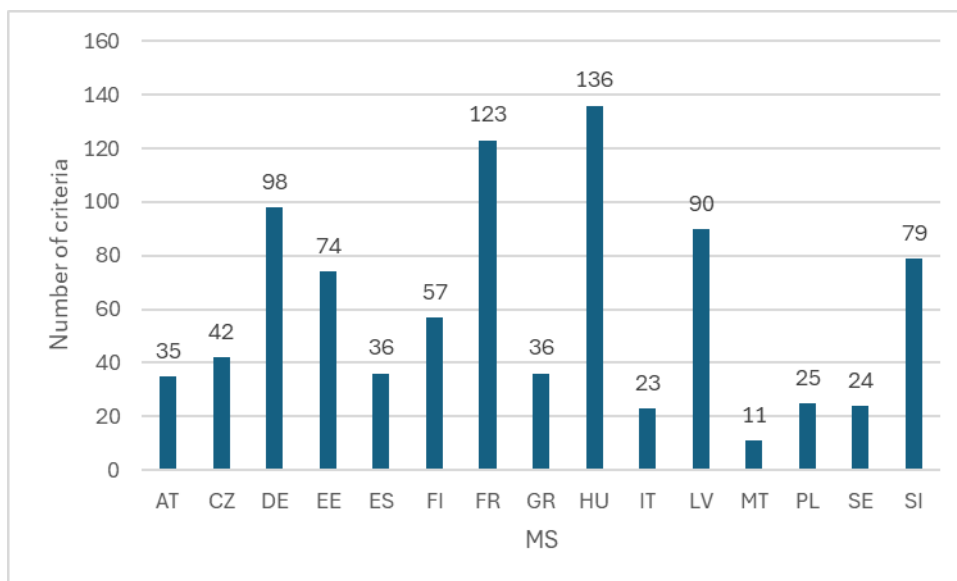


Figure 28: Number of nutritional criteria by MS

Hungary and France are the countries with the most nutritional criteria, with 136 and 123 criteria respectively. They have very detailed nutrition plans for the public sector. The Netherlands has no specific nutritional plans or strategies for public canteens, but only for the Dutch population in general.

- **Main approaches to formulating the nutritional criteria identified**

Several approaches can be chosen to determine nutritional criteria, and these and their occurrences are listed in the Figure 29.

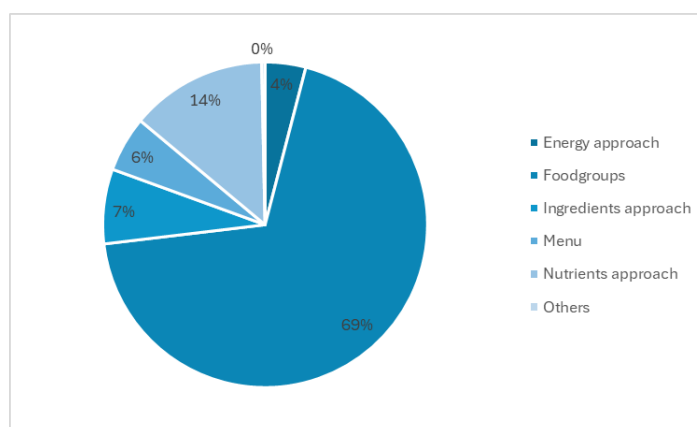


Figure 29: Nutritional criteria by approach²⁶⁶

Most nutritional criteria focus on **food groups** (69%). This approach is easy to understand because it involves the ingredients bought and seen directly on the plate. **The nutrient approach is also used, corresponding to 14%** of nutritional criteria. In general, nutritional criteria are derived from those related to health and metabolic needs. Thus, it seems coherent to define nutritional criteria by the nutrient approach, even if these data are much less accessible to the public (biological, physical, chemical definitions...) and difficult to measure on a daily basis.²⁶⁷

- **Focus on food group approach**

Figure 30 show the number of criteria per food group.

²⁶⁶ Own élaboration based on literature review and stakeholders'consultation

²⁶⁷ Own elaboration

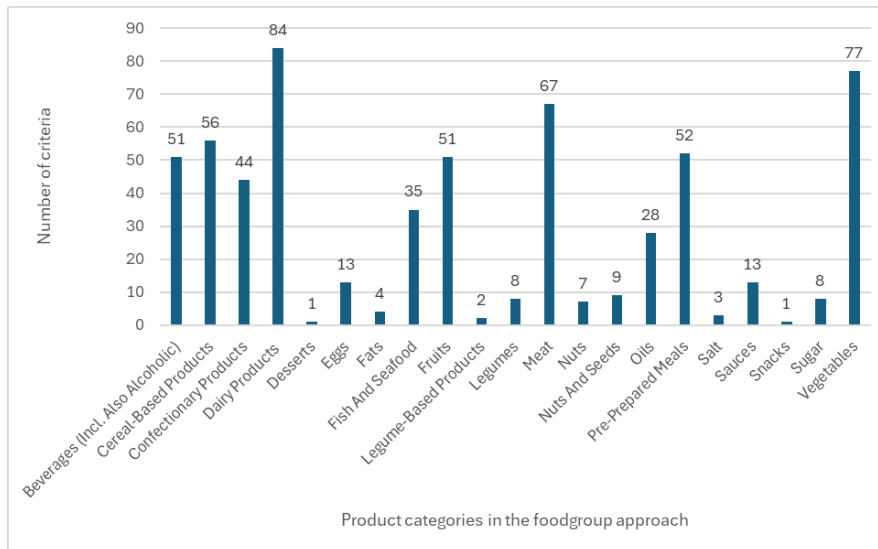


Figure 30: Number of criteria per food group

Dairy products have the most nutritional criteria, making up 14%. This could be because many criteria focus on children's nutrition, and dairy is important for calcium intake during growth²⁶⁸. Vegetables rank second with 13%, likely because they're consumed more than fruit. Meat is third, comprising 11% of nutritional criteria, while eggs have only 2%.²⁶⁹

- **Nutritional criteria by target audience**

Nutritional criteria can be adapted to each audience and can be broken down as follows in Figure 31.

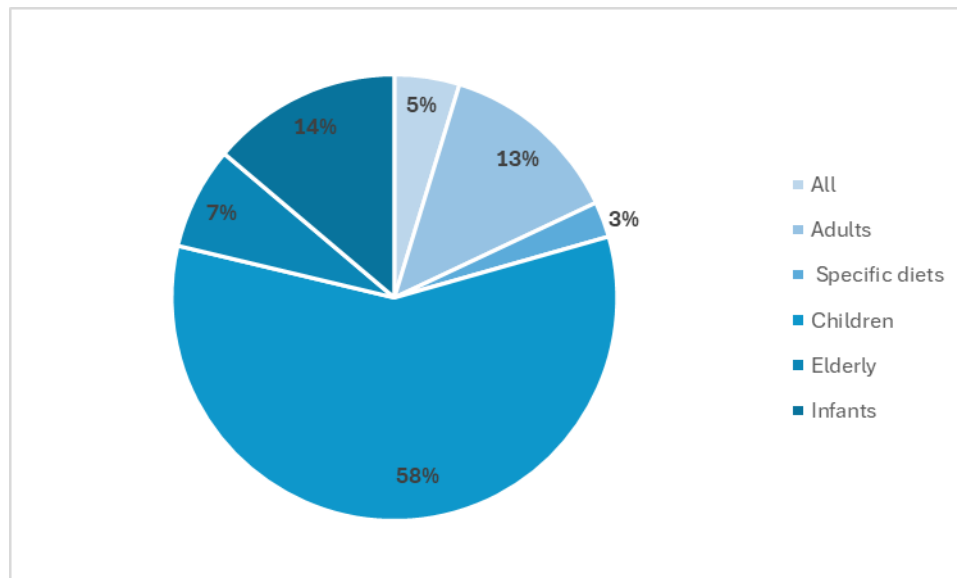


Figure 31: Number of criteria per target audience

Schoolchildren have the most nutritional criteria at 58%, followed by infants (14%) and infants (13%). Nutrition is a very important subject during childhood, to ensure optimal growth and metabolic development²⁷⁰. It is therefore a major issue, reflected in numerous requirements and restrictions on daily food consumption. The elderly, also a vulnerable target group like children, have fewer nutritional criteria. There are

²⁶⁸ Own assumptions

²⁶⁹ Own elaboration

²⁷⁰ Caldeira, S., Storcksdieck genannt Bonsmann, S., Bakogian, I. et al.,

many reasons for this, they are considered as adults, so the criteria are significantly the same. Moreover, this target audience corresponds essentially to the healthcare sector, where medical criteria are primarily applied.²⁷¹

5.1.2.2.1.2 Specific provisions regarding vending machines

The majority of vending machines - including those in hospitals - often stock packaged foods and drinks that are high in calories, sugar, saturated fat, and/or sodium. These machines are usually located in highly visible areas (i.e. entrances and exits) and are sometimes the only food available on site²⁷².

- # of countries with at least one provision on this criterion: 14
- Main product families concerned (if any): Drinks, Snacks
- The different forms of these criteria:

Type of criteria wording	Comments
Ban of vending machines or products	In that case, the buyer must know its baseline to measure the efforts.
Obligation to have a minimum of "healthy" products or to comply with nutritional recommendations	In general, depending on the overall product range

Table 32: Example of wording for each type of "vending machines" criterion²⁷³

There are several measures that can influence consumers to choose healthier products: increasing availability (compared to unhealthier products), reducing portion sizes (especially for sugary drinks), clearly displaying nutritional information on product packaging, and preferential pricing policies that promote healthier alternatives²⁷⁴.

COUNTRY	TYPE OF PROVISION	TITLE OF PROVISION	SECTORS TARGETED			CONTENT		
			Edu.	Health	Adm.	Ban	Restrictions?	Details
AUSTRIA	Guidelines, voluntary labelling	SIPCAN (Special Institute for Preventive Cardiology and Nutrition) ²⁷⁵	X				X	SIPCAN has developed simple and clear minimum criteria and tested them in practice for customer acceptance. They can certify vending machines according to minimum mandatory criteria: <ul style="list-style-type: none"> • Water and fruit juices mixed with water should represent at least 20% of the offer. • Min. 80% of the total offer (incl. juices mixed with water, water, & snacks) need to comply with the SIPCAN-criteria. For pupils below 10, no drinks with tea and caffeine can be offered, and for pupils below 15, no energy drinks permitted.
BELGIUM	Flemish guidelines	1. Supply channels Flanders institute for healthy drinks and snacks ²⁷⁶ 2. Towards a balanced supply of drinks in the secondary school ²⁷⁷	X				X	1. The guidance explains that a vending machine should be filled up with water and milk only for primary school. For secondary schools, the guide gives a checklist of criteria to help schools with their vending machines. 2. This guide explains the steps involved in setting up a balanced drinks offer.
	Brussels and Wallonia guidelines	No specific provision	X				X	Each school is obliged to have a plan to promote health and healthy food products.
CZECH REPUBLIC	Regulation	Law number 282/2016 ²⁷⁸ Decree on requirements for foodstuffs for which advertising is permissible and which can be offered for sale and sold in schools and educational facilities ²⁷⁹	X				X	This law has set requirements for maximum levels of salt, fat, and sugar for each food category. Products sold in schools and educational establishments must meet these 5 main requirements (see Czech's Nutritional criteria in excel appendix). a) do not contain sweeteners, except for sugarless chewing gum, or caffeine, except for tea and non-alcoholic drinks with tea extract and soft drinks with tea extract. b) they do not contain trans fats from partially hydrogenated oils; or c) they are not energy or stimulant drinks or foods intended for sportspersons or persons engaged in increased physical activity d) unprocessed fruit and unprocessed vegetables, defined as fruits and vegetables that have not undergone any treatment that has substantially altered their original state; such treatment does not include washing, peeling, trimming, dividing, cutting, blanching, grinding, crushing, or packaging; or e) fruit and vegetable juices and nectars without added sugars, which are defined as all monosaccharides and disaccharides with an energy value greater than 3,5 kcal/g from sources other than fruits and vegetables and, in the case of lactose, dairy products; added sugars are also defined as sugars present in foods, in particular honey, malt, molasses, all syrups or double or more concentrated fruit or vegetable juices when used for their sweetening properties (see list of nutritional criteria in appendix)
	Regulation	Decree no. 107/2005 Coll. on school food and subsequent amendments ²⁸⁰	X				X	School meals shall be governed by the nutritional standards set out in the decree (see list of nutritional criteria in appendix). Tobacco and alcohol are forbidden. Food service operators shall keep data on compliance with nutritional standards at least for a period of one calendar year.
ESTONIA	Guidelines	Healthy nutrition in the workplace					X	This guide gives some recommendations for employers to help them choose healthier products, but doesn't impose any restrictions, bans or limitations.

Table 33: List of specific provisions regarding vending machines

	Plan	Green Paper on Nutrition and Physical Activity ²⁷¹	X	X	X		X	The aim of this green paper is to increase regular physical exercise and make eating more balanced. To achieve this, one of the sub-objectives is to encourage healthy choices in vending machines.
FRANCE	Regulation	Law no. 2004-806 of August 9, 2004, on public health policy ²⁷²	X				X	Article 30 of this law prohibits the presence of vending machines for drinks and foodstuffs, which must be paid for and accessible to pupils, in schools from September 1, 2005.
	Plan	Recommendations on Diet, physical activity & sedentary lifestyles for adults ²⁷³	X	X	X		X	It is recommended to limit sugary drinks, fatty, sweet fatty, sugary, salty, and ultra-processed foods
IRELAND	Guidelines	The Health Service Executive (HSE) ²⁷⁴		X				The objective is to promote healthy vending food and drinks options to the public and HSE staff. Moreover, these guidelines are pushing for more food and drinks products to be clearly labelled 'Best Choice' and 'Other Choice'
LATVIA	Regulation	Regulation No. 172 ²⁷⁵	X	X	X			An amendment to this regulation aims to establish a list of foods that could be distributed in schools (<i>see list of nutritional criteria in appendix</i>).
MALTA	Regulation	Whole School Approach to Healthy Lifestyle Policy and Strategy ²⁷⁶	X				X	This strategy aims to ban all vending machines in state primary schools. In secondary schools, only some food and drinks products are allowed in vending machines (<i>see list of nutritional criteria in appendix</i>).
	Regulation	Procurement of Food for Schools Regulations ²⁷⁷	X					This regulation is part of the Healthy Lifestyle Promotion and Care of Non-Communicable Diseases Act. This law describes foods that can be provided in schools, including in vending machines (<i>see list of nutritional criteria in appendix</i>).
PORTUGAL	Regulation	Order No. 7516-A/2016 Determining products harmful to health in vending machines ²⁷⁸		X			X	This regulation relates to the products that can be sold in vending machines. For hot drinks vending machines, the law sets the maximum sugar content at 5g.
ROMANIA	Regulation	Law no. 123/2008 for healthy eating in pre-university schools ²⁷⁹	X				X	This law requires that menus served in canteens or canteen-like facilities be approved by medical staff and the unit manager.
	Regulation	Order no. 1563/2008 ²⁸⁰	X				X	The purpose of this law is to require economic operators who distribute and/or sell food within teaching units to prove the composition of the food by means of the label, the manufacturer's specifications, or analysis reports.
SLOVAKIA	Regulation	Decree of the Ministry of Health of the Slovak Republic No. 527/2007 ²⁸¹	X				X	In a facility for children and adolescents, the operator must ensure that the range of products offered in vending machines was nutritionally valuable and did not contain, in particular, alcoholic drinks, drinks containing caffeine and quinine and tobacco products.
SLOVENIA	Regulation	School Meals Act	X	X			X	This law prohibits the installation of vending machines in primary and secondary schools.
SPAIN	Plan	Protocol of minimum criteria for the evaluation Of food supply in schools: School canteens, food and beverage vending Vending machines and cafeterias in accordance with Program 16 of the national plan for official control of the food The food chain 2021-2025 ²⁸²	X				X	This plan aims to control the programming of school menus and the food offered in vending machines and cafeterias in all schools. One of objectives is food and drinks in vending machines and cafeterias do not contain caffeine or other stimulants (<i>see list of nutritional criteria in appendix</i>).
	Regulation	National Food Safety and Nutrition Act ²⁸³	X				X	The National Food Safety and Nutrition Act was approved which prohibits sweets, salty snacks, industrial bakery and refreshments in cafeterias and vending machines in schools and educational establishments

²⁷¹ Own elaboration

²⁷² Paula Hernández Olivan, *Procuring Vending Machines in Healthcare: Guidelines to Promote Healthier and Sustainable Choices* (HCWH Europe).

²⁷³ Own elaboration

²⁷⁴ Hernández Olivan.

²⁷⁵ <http://www.sipcan.at/aanbodkanalen-voor-dranken-en-tussendoortjes.pdf> (gezondleven.be)

²⁷⁶ [Kieskeurig-Fiche-dranken-SO.pdf](http://www.sipcan.at/Kieskeurig-Fiche-dranken-SO.pdf) (gezondleven.be)

²⁷⁷ <https://www.zakonyprolidi.cz/cs/2016-282>

²⁷⁸ [Decree on requirements for foodstuffs for which advertising is permissible and which can be offered for sale and sold in schools and educational facilities.pdf](#) (638,08 kB)

²⁸⁰ [vyhlaska_107_2005_Sb_ve_zneni_210_2017_Sb.pdf](#) (msmt.cz)

²⁸¹ [Green Paper on Nutrition and Exercise | Ministry of Social Affairs \(sm.ee\)](#)

²⁸² [Loi n° 2004-806 du 9 août 2004 relative à la politique de santé publique \(1\) - Légifrance \(legifrance.gouv.fr\)](#)

²⁸³ [dp-reco-nutritionnelles-220119.pdf](#)

²⁸⁴ [Healthier Vending - HSE.ie](#)

²⁸⁵ [Noteikumi par uztura normām izglītības iestāžu izglītotojumiem, sociālās aprūpes un sociālās rehabilitācijas institūciju klientiem un ārstniecības iestāžu pacientiem \(likumi.lv\)](#)

²⁸⁶ [MLT 2015 A Whole School Approach- Healthy Eating and Physical Activity Policy.pdf](#)

²⁸⁷ [Procurement of Food for Schools Regulations, 2018 \(L.N. 266 of 2018\). | UNEP Law and Environment Assistance Platform](#)

²⁸⁸ [Policy - Order No. 7516-A/2016 Determining products harmful to health in vending machines | Global database on the Implementation of Nutrition Action \(GINA\) \(who.int\)](#)

²⁸⁹ [Legea nr. 123/2008 pentru o alimentatie sanatoasa in unitatile de invatamant preuniversitar \(dreptonline.ro\)](#)

²⁹⁰ [Lista alimentelor nerecomandate prescolarilor si scolarilor. Ordin nr. 1563/2008 pentru aprobarea Listei \(dreptonline.ro\)](#)

²⁹¹ [ZZ_2007_527_20071201.pdf \(slov-lex.sk\)](#)

²⁹² [PROTOCOLO DE CRITERIOS MÍNIMOS PARA LA EVALUACIÓN DE LA OFERTA ALIMENTARIA EN CENTROS ESCOLARES \(aesn.gob.es\)](#)

²⁹³ [BOE-A-2011-11604 Ley 17/2011, de 5 de julio, de seguridad alimentaria y nutrición.](#)

Durability provisions for vending machines exist in almost all EU countries (19/27) listed in Table 33. These requirements are generally **linked to nutrition-related laws or directives**. These provisions mainly concern the **education sector**, as nutritional guides have specific recommendations for children. In addition, it can also be explained by the fact that it is necessary to control more closely the composition of freely available products for younger people. A vast majority of those criteria are mandatory (in 14 countries) except in Austria, Belgium, Estonia and Ireland.

Only 3 countries (France, Malta, and Slovenia) have a law prohibiting the presence of vending machines, and all 3 prohibit them in schools.

Other countries have **restrictions and guidelines for product types within the distributor**. There are many **restrictions on salty and sweet products** to promote healthy products in vending machines.

5.1.2.2.1.3 Plant-based menus

Sustainable development dimension (if not only social): Increasing the share of plant-based proteins on meals meets both an environmental and a nutritional objective. Depending on the approach, either the "climate" or the "nutrition" aspect is taken into account.

Eight countries have provisions for vegetarian menus or for reducing the share animal proteins:

- Definition: Depending on the country, the approach is to encourage vegetarian (meat-free) menus, but eggs and dairy products are still allowed, as in France. In others, a "plant-based" menu is completely vegan, with no animal products (e.g. In Sweden or Portugal). No official definition at EU level was found.
- % of countries with at least one provision on this criterion: 8
- Target: Once a week, of meat reduction
- The different forms of these criteria:

Type of criteria wording	Comments
Target: X free-day meat per week	The frequency of the vegetarian menu is imposed
TS: A maximum of X% proteins come from animal source	Reasoning is done by nutrient or product family

Table 34: Example of wording for each type of "plant-based menu" criterion²⁹⁴

The wording of the criteria depends on how the catering service is managed:

- **For catering services**: The contractor is generally required to provide a certain frequency of vegetarian meals (e.g. per week), as specified in the **technical specifications**. The Contracting Authority then asks to receive the menus to check that these specifications have been complied with. It is therefore a **purchasing criterion** that is directly integrated into **calls for tender**.
- **For directly managed kitchens**: The call for tenders will include several lots of vegetarian or animal-based products. Once the list of products has been contracted, it's up to the person who places the orders (e.g. the kitchen chef) to buy the products according to the planned menus. It is thus more part of a **procurement strategy or menu planning process** than a criterion directly considered in the tenders. These provisions do not translate directly into a technical specification or award criteria in cases where canteens are directly managed.
- It should also be noted this approach is not necessarily compulsory for guests:
 - o In Latvia for example, it is compulsory to offer the choice of a vegetarian menu, but a consumer who wants to eat a meat-based menu every day can do so.
 - o In France, for example, it is compulsory to offer a vegetarian menu once a week and there is no meat alternative.

²⁹⁴ Own elaboration

Country	Provision	Content
AUSTRIA	Austrian Action Plan for Sustainable Public Procurement (The naBe)	Recommendations to introduce one vegetarian meal by week in all public canteens.
DENMARK	The Danish Official Dietary Guidelines ²⁹⁵	Recommendations to introduce meat-free days and cutdown on meat in your meals.
	Action plan for plant-based foods ²⁹⁶	Denmark has published the first national action plan for plant-based foods. This plan encourages increased public purchasing of plant-based food products. In addition, under the plan, the state and municipalities have signed a new agreement on food purchasing, which agreement, which sets out more stringent requirements for organic and plant-based food products in kitchens and offers free courses to reinforce the skills of the employees.
FINLAND	Nutrition and food recommendations ²⁹⁷	Since the 2014 dietary guidelines, the Finnish government has recommended reducing red meat consumption (< 500 g a week) and encouraging preference for white meat, fish, and plant-based proteins.
FRANCE	<ol style="list-style-type: none"> 1. EGalim law²⁹⁸ 2. Climate and resilience law²⁹⁹ 3. National Health and Nutrition Program 2019-2023 4. The National Food and Nutrition Program 2019-2023 (PNAN) 	<ol style="list-style-type: none"> 1. In 2018, the EGalim has set up an experiment of one vegetarian menu per week in public canteens. 2. In April 2021, as part of the French Climate Law, the French Parliament voted in favour of a having mandatory meat-free menu in all canteens at least once a week thus making the previous provision permanent. <p>In addition, the law requires all administrative bodies to offer a compulsory vegetarian option every day (State, prisons, Universities..).</p> <ol style="list-style-type: none"> 3. The dietary recommendations of the French National Nutrition and Health Program (PNNS) are to increase the consumption of legumes (at least 2 per week), and to move towards wholegrain starchy foods, (at least one a day) for their high fibre content. 4. Promoting plant proteins in foodservice
GERMANY	Path to the German government's nutrition strategy ³⁰⁰	This strategy aims to increase the use of plant-based alternatives in catering. The aim is to make a plant-based diet with a high proportion of unprocessed fruit and vegetables as well as fibre-rich cereal products, pulses and nuts more easily accessible. At the same time, the reduction in the consumption of animal-based foods to a sustainable and health-promoting level is to be supported. <i>No frequency or quantities is mentioned.</i>
LATVIA	Not found	The government has focused on menu design to provide vegetarian options and more nutritionally balanced menus in public facilities.
NETHERLANDS	Not found	Contractors are encouraged to provide dishes with a low animal protein content - no more than 50% of animal protein.
PORTUGAL	Law #11-2017	The current law establishes the mandatory presence of a vegetarian meal option in the menus of public canteens (canteens and mess rooms managed by sovereignty bodies, as well as services and Public Administrative bodies, central, regional, and local, and mess rooms). An exemption is possible if there is no demand to limit food waste. Note: Here the law precises that vegetarian meal means a meal that does not contain any animal-based products.
SWEDEN	Not found	At least one plant-based meal should be offered in public kitchens and catering. For schools specifically, at least one dish needs to be plant-based and the school shall provide a separate salad buffet with at least five different components.

Table 35: Plant-based provisions per country – Data restated from ProVeg International and Plant-based Alliance sources [RA3]

Initiatives have also been developed at local level. For example, the cities of Malmö (Sweden), Copenhagen (Denmark), Lyon (France), or Barcelona (Spain) go further than national provisions in favour of a more plant-based diet. More information on those examples can be found in the European Vegetarian Union report³⁰¹.

5.1.2.2.2 Animal welfare

Sustainable development dimension (if not only social): Animal welfare can be indirectly included in certain environmental schemes such as the EU organic label.

²⁹⁵ [The Danish Official Dietary Guidelines \(fvm.dk\)](#)

²⁹⁶ [Handlingsplan-for-plantebaserede-foedevareer-digital_0kt_23.pdf \(fvm.dk\)](#)

²⁹⁷ [Nutrition and food recommendations - Finnish Food Authority \(ruokavirasto.fi\)](#)

²⁹⁸ [Restauration scolaire : tout savoir sur le menu végétarien hebdomadaire | Ministère de l'Agriculture et de la Souveraineté alimentaire](#)

²⁹⁹ <https://ma-cantine.agriculture.gouv.fr/blog/10/>

³⁰⁰ [Microsoft Word - 221206_224_ErnÄhrungsstrategie_BReg_imCD_224_\(004\).docx \(bmel.de\)](#)

³⁰¹ [Plant-Based Sustainable Public Procurement - Best Practices \(European Vegetarian Union, 2023\).](#)

- Definition: Animal welfare defined at EU level³⁰² reflects the five freedoms contained in the Council of Europe's Convention for the Protection of Animals kept for Farming Purposes:
 - freedom from hunger and thirst.
 - freedom from discomfort.
 - freedom from pain, injury, and disease.
 - freedom to express normal behaviour.
 - freedom from fear and distress.
- # of countries with at least one provision on this criterion: 4
- Target: The main criteria identified relate to **animal husbandry** and veterinary conditions
- Main product families concerned (if any): All animal products except honey.

³⁰² <https://eur-lex.europa.eu/EN/legal-content/glossary/animal-welfare.html>

Sub dimension	Country	Name	Type	Food group	Content	Type of management		Lever			
						DM	CS	Target		TS	AC
								Kg	€		
HUSBANDRY CONDITIONS	AT	naBe ³⁰³	Plan	Meat and poultry Dairy products Eggs	The food of animal origin procured must fulfil the requirements of the Austrian Animal Welfare Act and the 1st Animal Husbandry Ordinance	X	X	Y			
				Eggs	100% free-range or barn farming.	X	X	Y			
				Eggs	Beak-treated laying hens supply is forbidden.	X	X	Y			
				Pork	The total area per animal is: - At least 0.7 m2 if the animal weighed max. 50 kg - At least 0.9 m2 if the animal weighed max. 85 kg - At least 1.1 m2 if the animal weighed more than 85 kg At least 40 % of the required usable total area on which the animals were kept was enclosed and littered. The animals had sufficient material to keep them occupied at all times, at least in the form of straw or hay. The bedding and the bedding material were dry, clean, and apparently free of fungal infestation. Bedding and bedding materials were carefully stored and protected from contamination.	X	X			Y	
				Poultry	Stocking density for broilers max. 30 kg/m2, for turkeys max. 40 kg/m2.	X	X			Y	
				Beef	The total area per animal must be: - At least 3.0 m2 if the animal weighed max. 350 kg - At least 3.6 m2 if the animal weighed max. 500 kg - At least 4.2 m2 if the animal weighed more than 500 kg	X	X			Y	
				Beef	At least 40 % of the required usable total area on which the animals were kept was closed and littered. The bedding was dry, clean, and apparently free from fungal infestation. The material was carefully stored and protected from contamination	X	X			Y	
				Beef	If animals were dehorned, the dehorning was performed under local anaesthesia.	X	X			Y	
				Fish	The water quality corresponded to the physiological requirements of the respective fish species. The animals were professionally anaesthetized before slaughter. The fish were handled, fed, and transported in a species-specific and stress-reduced manner. The stocking density corresponded to the species-specific requirements.	X	X			Y	
				Fish Meat and poultry Dairy products Eggs	Additional points can be awarded for animal foodstuffs that come from animals whose husbandry takes more demanding animal welfare criteria into account, e.g. larger total areas per animal.	X	X				Y
	ES	Draft royal decree about food safety [...] centres ³⁰⁴	Regulation	Meat and poultry Dairy products Eggs	In schools, the priority will be given to the purchase of foodstuffs whose production has integrated production and animal welfare standards	X	X				Y
	FI	Guide for the Responsible	Guidelines	Pork	Pork must originate from pigs that have not had their tails docked to prevent tail biting	X	X			Y	
	FI			Poultry	Basic level: 1. The poultry meat used in products must come from birds living in flocks where foot pad lesions are monitored.	X	X				

³⁰³ [Food and catering services - naBe](#)

³⁰⁴ [Microsoft Word - RD y MAIN alimentación en centros escolares corrección \(consumo.gob.es\)](#)

		Procurement of Food ³⁰⁵			Forerunner: The poultry meat used in products must come from birds living in flocks where foot pad lesions are monitored, and the evaluation index score is less than 40. This score is obtained using the following formula: Foot pad evaluation rating J J=100 x (n1×0.5+n2×2)/ntot where • n1 is the number of class 1 feet • n2 is the number of class 2 feet • ntot is the total number of feet evaluated.							
	FI			Eggs	Eggs/egg products must come from farms where laying hens' beaks are not treated, e.g. by trimming them.	X	X					
MEDICAL INTERVENTION	AT	naBe ³⁰⁶	Plan	Pork	Castrated piglets (if any) and the tails of animals were docked, this was done with postoperative pain treatment	X	X				Y	
				Meat and poultry Dairy products Eggs	Animal products come from farm that are members of a recognized animal health service.	X	X				Y	
				Beef	If animals were dehorned, the dehorning was performed under local anaesthesia.	X	X				Y	
				Lambs and fawns	tail docking, castration, and destruction of the horn system (goat) were carried out with postoperative pain treatment.	X	X				Y	
	FI	Guide for the Responsible Procurement of Food ³⁰⁷	Guidelines	Pork / Poultry / Beef	Use of microbial medicines in the treatment of animals Microbial medicines such as antibiotics must only be used to treat sick animals under veterinary supervision. Records must be kept of the use of microbial medicines and made available on request. The following microbial medicines that are of critical importance to people have not been used to medicate pigs: • (Fluoro)quinolones • 4th generation cephalosporins Colistin • New broad-spectrum and slowly eliminated macrolides	X	X					Y
				Beef	Beef must originate from animals that have undergone an annual veterinary health check, which includes an assessment of animal welfare. Beef that fulfils this criterion must account for at least 70% of the total meat content. The farm has a health care agreement with a veterinarian and a written health care plan. The disbudding of calves, if performed, is carried out using sedation, local anaesthesia, and pain relief measures.	X	X					Y
				Milk	Milk must originate from animals that have undergone an annual veterinary health check, which includes an assessment of animal welfare. Milk that fulfils this criterion must account for at least 90% of the total milk content. The farm has a health care agreement with a veterinarian and a written health care plan. The disbudding of calves, if performed, is carried out using sedation, local anaesthesia, and pain relief measures.	X	X					Y
					At least 60% of the milk must come from animals that have not been raised/kept tethered in a tie stall.	X	X					Y
					At least X% of the milk must come from cows with regularly maintained hooves.	X	X					Y
	IT	C.A.M ³⁰⁸	Regulation	Beef / Pork	10% should be labelled or in accordance with voluntary labelling disciplines approved by the Ministry of Agriculture, Food and Forestry at least with the optional information "animal welfare on farm" and "feed free of antibiotic additives" or labelled with PDO or PGI or "mountain product".	X	X					Y

³⁰⁵ https://www.motiva.fi/files/21421/Guide_for_the_Responsible_Procurement_of_Food_2023_FINAL.pdf

³⁰⁶ [Food and catering services - naBe](https://www.motiva.fi/files/21421/Guide_for_the_Responsible_Procurement_of_Food_2023_FINAL.pdf)

³⁰⁷ https://www.motiva.fi/files/21421/Guide_for_the_Responsible_Procurement_of_Food_2023_FINAL.pdf

³⁰⁸ https://gpp.mite.gov.it/sites/default/files/2022-05/cam_ristorazione.pdf

SLAUGHTERING CONDITIONS	AT	naBe ³⁰⁹	Plan	Fish Meat and poultry Dairy products Eggs	The animals were professionally anesthetized before slaughter	X	X			Y	
	FI	Guide for the Responsible Procurement of Food ³¹⁰	Guidelines	Pork	Pigs destined for slaughter must be stunned before blood draining begins and should remain unconscious and insensate until their death	X	X			Y	
TRANSPORTATION	AT	naBe ³¹¹	Plan	Fish	The fish are handled, fed, and transported in a species-specific and stress-reduced manner.	X	X			Y	
	FI	Guide for the Responsible Procurement of Food ³¹²	Guidelines	Beef	The supplier's statement indicating the proportion of beef slaughter transports with a duration of at most 8 hours, and the proportion with a duration exceeding 8 hours.	X	X			Y	

Table 36: List of detailed "animal welfare" criteria by country³¹³

³⁰⁹ [Food and catering services - naBe](#)

³¹⁰ https://www.motiva.fi/files/21421/Guide_for_the_Responsible_Procurement_of_Food_2023_FINAL.pdf

³¹¹ [Food and catering services - naBe](#)

³¹² https://www.motiva.fi/files/21421/Guide_for_the_Responsible_Procurement_of_Food_2023_FINAL.pdf

³¹³ Own elaboration based on literature review and stakeholders' consultation

5.1.2.2.3 (Non)-GMO-related provisions

Sustainable development dimension (if not only social): This can be included also in the environmental dimension of sustainable development.

- Definition: Genetically modified organisms (GMOs) are officially defined in the EU legislation as "organisms in which the genetic material (DNA) has been altered in a way that does not occur naturally by mating and/or natural recombination".
- # of countries with at least one provision on this criterion: 2
- Target: Ban GMO in food (Latvia) or animal feed (Austria)

Country	Name	Type	Content	Type of management		Lever			Food groups	Sectors / target	
				DM	CS	Target		TS			AC
						Kg	€				
AT	naBe ³¹⁴	Plan	Beef, veal, and pork products must come from livestock reared with GMO-free feed	X	X			Y		Meat	All
AT		Plan	100% GMO-free feed for poultry and eggs	X	X			Y		Meat	All
LV	Regulation No.172 ³¹⁵	Regulation	Meals should be GMO-free	X	X			Y		All	All

Table 37: List of detailed "GMO" criteria by country³¹⁶

5.1.2.2.4 Social rights and labour conditions

Sustainable development dimension (if not only social): This is included only in the social dimension of sustainable development

- Definition: Not found
- % of countries with at least one provision on this criterion: 1 (Excluding fair-trade, in the economic section)
- Target: Respect for good working conditions
- General overview of the criteria:

Country	Name	Type	Content	Type of management		Lever			Food-groups	Sectors / target		
				DM	CS	Target		TS			AC	
						Kg	€					
GE	DGE standards ³¹⁷	Guidelines	Catering staff receive continuous training		X			Y				
FI	Guide for the Responsible Procurement of Food ³¹⁸	Guidelines	(Basic level) The supplier should have policies or established practices aimed at preventing and/or reducing social impacts in at least three of the following categories: working conditions, working hours, wage levels, workers' right to organise, forced labour, trafficking in human beings, and the exploitation of child labour. (Forerunner): The producer is paid a price that covers the costs of sustainable production, including a wage level that complies with laws and progressively moves towards a living wage, safe working conditions, and the right to join a trade union.	X	X			NC			All	All

Table 38: List of detailed "social rights and labour" criteria by country³¹⁹

5.1.2.2.5 Conclusion on social criteria

The criteria grouped under the "social" dimension of sustainable development cover very different subjects. The most frequently observed provisions concern the introduction of nutritional requirements in mass catering. Children are generally the main target audience. Systematic approaches are tending to develop, combining nutritional and environmental recommendations. 9 MSs have adopted this approach, advocating a

³¹⁴ [Food and catering services - naBe](#)

³¹⁵ [Noteikumi par uztura normām izglītības iestāžu izglītojamiem, sociālās aprūpes un sociālās rehabilitācijas institūciju klientiem un ārstniecības iestāžu pacientiem \(likumi.lv\)](#)

³¹⁶ Own elaboration based on literature review and stakeholders' consultation

³¹⁷ https://www.schuleplusessen.de/fileadmin/user_upload/medien/DGE-QST/DGE_QST_Meals_Schools.pdf

³¹⁸ https://www.motiva.fi/files/21421/Guide_for_the_Responsible_Procurement_of_Food_2023_FINAL.pdf

³¹⁹ Own elaboration based on literature review and stakeholders' consultation

plant-based diet. When it comes to animal welfare, it's farming conditions that are most targeted by existing criteria. Livestock (excluding fish), i.e. beef (including milk), poultry (including eggs) and pork. Less frequently (in 2 MS each time), other social criteria are proposed, such as non-GMO or working conditions of service providers (and its subcontractors).

5.1.2.3 Focus on economic provisions

This section presents the list of 3 provisions that strictly falls under the “economic” dimension of sustainability in section 5.1.2.3.1 and then the list of criteria by topic identified within broader provisions in the MSs in section 5.1.2.3.2.

5.1.2.3.1 Overview by country

Only two countries have provisions that fall within the strictly economic sphere of sustainable development and are specific to the food and drinks public procurements and are listed in Table 39.

Country	Type	Provision	Content
HUNGARY	Regulation	Regulation on short chains ³²⁰	80% of the total purchase (in value) should come from short chains. <ul style="list-style-type: none"> - The definition of “short chains” is not included in the regulation but in an amending document. A short chain purchase means a maximum of one intermediary between the buyer and the primary producer.
HUNGARY	Regulation	Decree 676/2020 (XII. 28.) on special rules for public procurement procedures for public catering ³²¹	Contracting authorities are obliged to procure from short public catering supply chains, respectively shall originate from local food products to insert as contract performance clause the following: <ul style="list-style-type: none"> - As of 1 January 2022, minimum 60% the total value of products procured, shall consist of products procured in short public catering supply chains. - As of 1 January 2023, minimum 80 percent of the total value of products procured, shall originate from local food products.
ROMANIA	Regulation	Emergency regulation on public procurement of food products ³²²	For the next two years, contracting authorities awarding public contracts, have to award 60 % of the total score to the quality of the food products. <p>This criterion must be made up of 30% for the “supply chain”, which favours smaller number of economic operators, and 30% for local production.</p>

Table 39: List of economic provisions per country³²³

5.1.2.3.2 Overview by economic criteria

5.1.2.3.2.1 Fair-trade criteria

Sustainable development dimension (if not only economic): This can be seen as a social criteria as well.

- Definition³²⁴: The concept of fair trade applies in general to trade operations which strengthen the economic position of small-scale producers and landowners in order to ensure that they are not marginalised in the world economy. It mainly relates to developing countries and, under the present communication, covers two main aspects:

³²⁰ 52/2010. (IV. 30.) FVM rendelet a kistermelői élelmiszer-termelés, -előállítás és -értékesítés feltételeiről

³²¹ <https://www.oneplanetnetwork.org/knowledge-centre/policies/government-decree-6762020-xii-28-special-rules-public-procurement>

³²² ORD DE URGENTA 34 12/05/2023 - Portal Legislativ (just.ro)

³²³ Own elaboration based on literature review and stakeholders' consultation

³²⁴ Definition from: <https://eur-lex.europa.eu/EN/legal-content/summary/fair-trade.html>

- ensuring that producers, including employees, receive a share of the total profit commensurate with their input;
 - improving social conditions, particularly those of employees in the absence of developed structures for social services and worker representation (trade union representation for instance), etc.;
- # of countries with at least one provision on this criterion: 5
 - Target: 100% in general for the products concerned
 - Main product families concerned (if any): Coffee, tea, chocolate, fruits.
 - The different forms of these criteria and feedback from stakeholders:

Type of criteria wording	Comments
XXX product types should be fair-trade	The provisions set out the corresponding product groups

Table 40: Example of wording for each type of "fair-trade" criterion³²⁵

- General summary of identified criteria:

Country	Name	Type	Content	Type of management		Lever			Food groups	Sectors / target	
				DM	CS	Target		TS			AC
						Kg	€				
AT	naBe ³²⁶	Plan	100% Coffee and black tea come from fair trade.	X	X			Y		Coffee, tea	All
GE	DGE standards ³²⁷	Guidelines	Fair trade products are used (nuts and bananas are given as examples)	X	X			Y		Fruits, nuts	All
FI	Guide for the Responsible Procurement of Food ³²⁸	Guidelines	Fair working conditions and price on coffee, tea, cocoa	X	X			Y		Coffee, tea, cocoa	All
FR	The climate and Resilience law ³²⁹	Regulation	Fair-traded products are counted as part of the 50% of products with a quality label	X	X		Y			Not specified	All
IR	Irish GPP criteria on food and drinks and catering services ³³⁰	Guidelines	Cocoa: The supplier should have policies or established practices aimed at preventing and/or reducing social impacts in at least three of the following categories: working conditions, working hours, wage levels, workers' right to organise, forced labour, trafficking in human beings, and the exploitation of child labour	X	X			Y		Cocoa	
IT	C.A.M ³³¹	Regulation	Exotic fruit must be organic or from Fair Trade	X	X			Y		Fruits	All
IT		Regulation	The chocolate must come from fair trade under a recognised certification scheme or multi-stakeholder initiative.	X	X			Y		Chocolate	All
IT		Regulation	Exotic products (pineapples, bananas, cocoa, chocolate, coffee, raw or whole cane sugar): 100% organic and/or from fair trade for the administration sector	X	X			Y		Fruits	Adm.

Table 41: List of detailed "fair-trade" criteria by country³³²

DM=Direct management, CS=Catering services, Y=Yes

Fair trade is the only criterion for which there is no overall target but only a list of eligible products. This is logical. In fact, a canteen that buys 100% locally cannot achieve its fair-trade objectives unless there is a local label on the subject. [IA4]

³²⁵ Own elaboration

³²⁶ [Food and catering services - naBe](#)

³²⁷ https://www.schuleplusessen.de/fileadmin/user_upload/medien/DGE-OST/DGE_QST_Meals_Schools.pdf

³²⁸ https://www.motiva.fi/files/21421/Guide_for_the_Responsible_Procurement_of_Food_2023_FINAL.pdf

³²⁹ [LOI n° 2021-1104 du 22 août 2021 portant lutte contre le dérèglement climatique et renforcement de la résilience face à ses effets \(1\) - Légifrance \(legifrance.gouv.fr\)](#)

³³⁰ [EPA GPP Criteria FoodCatering 2022_05.pdf](#)

³³¹ https://gpp.mite.gov.it/sites/default/files/2022-05/cam_ristorazione.pdf

³³² Own elaboration based on literature review and stakeholders' consultation

5.1.2.3.2.2 Local criteria

Sustainable development dimension (if not only economic): Local procurement can meet a triple challenge: environmental, social and economic.

Definition: There is no single definition of a “local” product.

From the interview responses, we have identified several types of definitions for the term "local":

- A concept rooted in distance, where a "local" product is produced within a specific range, typically no more than X kilometres from its point of sale.
 - An administrative concept, often associated with the state, region, or country.
 - A notion related to the number of intermediaries, leading to some respondents confusing the idea of "local" with that of short distribution chains.
- # of countries with at least one provision on this criterion: 7
 - Target: “As local as possible”
 - Main product families concerned (if any): Fruits and vegetables, fish, or all.
 - The different forms of these criteria and feedback from stakeholders:

Type of criteria wording	Comments
Target: At least X% of the products should be locally sourced	In general, the provisions qualify this objective by stating "where possible" or "where relevant".
AC: The distance that food will travel from point of production to point of use.	Not compliant with the European directive on public procurement (see Table 46)
TS: [Type of product] should be regional	

Table 42: Example of wording for each type of “local” criterion³³³

- General summary of identified criteria:

Country	Name	Type	Content	Type of management		Lever			Food groups	
				DM	CS	Target		TS		AC
						Kg	€			
AT	naBe ³³⁴	Plan	100% food procured from the region (as far as possible)	X	X	NS			All	
AT		Plan	Fish from regional water	X	X			Y	Fish	
DE	DGE standards ³³⁵	Guidelines	Seasonal and regional fruits are included	X	X			Y	Fruits and vegetables	
DE		Guidelines	Local foods are preferred in the menu	X	X			Y	All	
FR	The climate and Resilience law ³³⁶	Regulation	Encourage the sourcing of products from local food projects (PAT) (local and short chains) + compulsory display of the proportion of products sourced from local food projects.	X	X	N/A			All	
HR	Decree 676/2020 (XII. 28.) ³³⁷	Regulation	80% of the food procured should originate from local production as of 2023	X	X	NS			All	
IR	Irish GPP criteria ³³⁸	Plan	Public authorities should allocate some marks for food in season, regional food, organic food and/ or artisanal food, depending on market conditions	X	X			Y	All	
IR		Plan	Public sector contracting authorities should consider the distance that food will travel from point of production to point of use.	X	X			Y	All	

³³³ Own elaboration

³³⁴ [Food and catering services - naBe](#)

³³⁵ https://www.schuleplusessen.de/fileadmin/user_upload/medien/DGE-QST/DGE_QST_Meals_Schools.pdf

³³⁶ [LOI n° 2021-1104 du 22 août 2021 portant lutte contre le dérèglement climatique et renforcement de la résilience face à ses effets \(1\) - Légifrance \(legifrance.gouv.fr\)](#)

³³⁷ <https://www.oneplanetnetwork.org/knowledge-centre/policies/government-decree-6762020-xii-28-special-rules-public-procurement>

³³⁸ [EPA GPP Criteria FoodCatering 2022_05.pdf](#)

IT	C.A.M. ³³⁹	Regulation	Use of KM 0 (defined as the distance between the cultivated land/farming site and the cooking centre)	X	X				Y	All
LV	Cabinet Regulation No. 353 ³⁴⁰	Plan	The delivery of the foodstuffs will be carried out within a specified distance, as determined by the customer, from the place of origin (cultivation/production only) of the foodstuffs to a location/delivery address specified by the customer, for example within a maximum of 250 km using road infrastructure.	X	X			Y		All
RO	Emergency regulation on public procurement ³⁴¹	Regulation	At least 30% of the AC criteria in tenders should be for local production	X	X				Y	All

Table 43: List of detailed "local" criteria by country³⁴²

DM=Direct management, CS=Catering services, NS=Not specified, Y=Yes

5.1.2.3.2.3 Short-chains

Sustainable development dimension (if not only economic): This is included only in the economic dimension of sustainability.

Definition: Short chains are defined in Regulation (EU) No 1305/2013 as “a supply chain involving a limited number of economic operators, committed to co-operation, local economic development, and close geographical and social relations between producers, processors and consumers”. The definition is therefore based on the number of intermediaries and not on distance.

- # of countries with at least one provision on this criterion: 4
- Target: 80% (in HR)
- Main product families concerned (if any): Not specified.
- The different forms of these criteria and feedback from stakeholders:

Type of criteria wording	Comments
Target: At least X% of the products should be sourced from short chains	No detail on the product groups.
AC: Points are awarded for short-chain products	Rating method not specified (number of intermediaries? 1 intermediary maximum?) and seems to be confused with distance.

Table 44: Example of wording for each type of “supply chain” criterion³⁴³

³³⁹ https://gpp.mite.gov.it/sites/default/files/2022-05/cam_ristorazione.pdf

³⁴⁰ [Prasības zālajam publiskajam iepirkumam un to piemērošanas kārtība \(likumi.lv\)](https://www.zemlatiba.gov.lv/prasibas_zalajam_publicajam_ierirkumam_un_to_piemerosanas_kartiba_(likumi.lv))

³⁴¹ [ORD DE URGENTA 34 12/05/2023 - Portal Legislativ \(just.ro\)](https://www.legislativ.ro/ORD-DE-URGENTA-34-12-05-2023)

³⁴² Own elaboration based on literature review and stakeholders' consultation

³⁴³ Own elaboration

- General summary of identified criteria:

Country	Name	Type	Content	Type of management		Lever			Food groups	
				DM	CS	Target		TS		AC
						Kg	€			
HR	Decree 676/2020 (XII. 28.) ³⁴⁴	Regulation	80% of the total purchase (in value) should come from short chains.	X	X		Y		All	
FR	Article R. 2152-7 of the public procurement code ³⁴⁵	Regulation	Possibility to use the AC "developing direct supply of agricultural products" in tenders	X	X			Y	All	
IT	C.A.M ³⁴⁶	Regulation	Points are to be awarded in proportion to the highest number of Organic and/or 0 km and short supply chain products offered and their representativeness.	X	X			Y	All	
RO	Emergency regulation on public procurement ³⁴⁷	Regulation	At least 30% of the AC should be in favour of short-chains	X	X			Y	All	

Table 45: List of detailed "supply chain" criteria by country³⁴⁸
DM=Direct management, CS=Catering services, Y=Yes

5.1.2.3.3 Conclusion on economic criteria

Among the economic criteria, the most frequently encountered concerns the origin of the products purchased, with the aim of facilitating/promoting local purchasing. This criterion must be distinguished from that of short-circuit purchases, although there is sometimes confusion. Finally, among the economic criteria, those relating to fair trade are the only ones that focus specifically on imported products. No criteria relating to the fair trade purchase of European products have been identified. Most of the criteria we have grouped together under the "economic" dimension of sustainable development raise questions about compliance with the European Directive on Public Procurement (see Table 46).

³⁴⁴ <https://www.oneplanetnetwork.org/knowledge-centre/policies/government-decree-6762020-xii-28-special-rules-public-procurement>

³⁴⁵ https://www.legifrance.gouv.fr/codes/article_lc/LEGIARTI000037730485/2022-02-10

³⁴⁶ https://gpp.mite.gov.it/sites/default/files/2022-05/cam_ristorazione.pdf

³⁴⁷ ORD DE URGENTA 34 12/05/2023 - Portal Legislativ (just.ro)

³⁴⁸ Own elaboration based on literature review and stakeholders' consultation

5.2 Act: Key success factors and main challenges

This section analyses the implementation of the above criteria, the main difficulties encountered and the key success factors. Firstly, the author will analyze the compliance of the criteria with the European directive on public procurement in section 5.2.1, then the advantages and disadvantages associated with the different formulation methods and units used in section 5.2.2. Finally, the section 5.2.4 details the main key success factors and difficulties encountered, in general (in section 5.2.3) and by criterion (in section 5.2.5).

5.2.1 Author's analysis of compliance of criteria with the Directive 2014/24/EU on public procurement.

This section analyses the legal conformity of the technical specifications or award criteria identified above. Please refer to annex 6, which contains the extracts from the directive on which the author based its analysis. In summary:

- TS and AC must always be linked to the subject of the contract.
- Where reference is made to a label, provision must be made for equivalence.
- TS/AC should avoid an unreasonable limitation of the competitive comparison between economic operators afford equal access of economic operators to the procurement procedure.

Dimension	Criteria	Sub criteria	Compliance with the Directive	Comments	
Env.	Organic products	/	Yes	Always refer to the principle of equivalence (Art. 42 of Directive 2014/24/EU)	
	Sustainable products	/	Partly	Always refer to the principle of equivalence (Art. 42 of Directive 2014/24/EU) If the buyer refers to a label, it must comply with the ISO14024 standard, in particular the label must be: Open: anyone can access it, adopt a global life cycle approach, and certified by a third party	
	Seasonal products	/	Yes	<i>No legal barrier identified</i>	
	Packaging	/	Yes	If this does not completely close off competition and does not target a technical solution from a particular supplier	
	Transportation	Environmental impact		Yes	Cannot be assessed by distance alone, but must take into account other parameters such as the type of vehicles, the fill rate of lorries, the grouping of delivery rounds, etc.
		Referring to the distance		No	This is contrary to the "equal access of economic operators to the procurement procedure"
		Requesting a particular type of vehicle or compliance with a standard		Yes	Always refer to the principle of equivalence (Art. 42 of Directive 2014/24/EU)
	Food service		Yes	<i>No legal barrier identified</i>	
Food waste		Yes	<i>No legal barrier identified</i>		
Soc.	Nutritional criteria		Yes	<i>No legal barrier identified</i>	
	Plant-based menus		Yes	<i>No legal barrier identified</i>	
	Animal welfare		Yes	<i>No legal barrier identified</i> If the purchaser refers to a label, it is advisable to follow the ISO14024 standard, particularly with regard to an open label verified by a third independent party.	
Eco.	Fair-trade		Partly	Always refer to the principle of equivalence (Art. 42 of Directive 2014/24/EU) A judgment of the Court (Third Chamber), 10 May 2012 European Commission v Kingdom of the Netherlands (Document 62010CJ0368) confirms the possibility for buyers to apply for the Max Havelaar label for fair trade by opening the door to equivalence	
	Local products		No	Unless justified by the subject-matter of the contract, technical specifications shall not refer to a specific make or source, or a particular process, or to trademarks, patents, types or a specific origin or production with the effect of favouring or eliminating certain undertakings or certain products	
	SMEs		No	Article 42 Technical specifications shall afford equal access of economic operators. In this case, it does not seem possible to demand or value a particular type of company.	
	Fair pricing for producers		Partly	Contract performance conditions are compatible with this Directive provided that they are not directly or indirectly discriminatory and are indicated in the contract notice or in the contract documents. For instance, mention may be made, provisions of the basic International Labour Organisation (ILO) Conventions, assuming that such provisions have not been implemented in national law. ³⁴⁹ It is not certain that it is possible to demand specific remuneration from a subcontractor, as this is a matter of industrial and commercial confidentiality.	
	Short-chains		Partly	The MEAT method of assessment allows for considering price, or cost, and other criteria that relate, among other factors, to quality, social, environmental, and innovative aspects as well as delivery conditions such as delivery date, delivery process and delivery period. As things stand, it does not seem possible to put evaluate the number of intermediaries or to impose it.	

Table 46: Analysis of compliance of criteria with the Directive 2014/24/EU on public procurement³⁵⁰

³⁴⁹ <https://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX%3A32014L0024>

³⁵⁰ Own elaboration

The criteria related to local purchases or specific types of companies, such as Small and Medium-sized Enterprises (SMEs), do not appear to comply with European regulations on public contracts. It is not possible, in accordance with the Public Procurement Directive, to require or promote products solely on the basis of their origin, or to reserve contracts for certain types of enterprises. The economic criteria are still under debate, and it would be beneficial for the European Commission to clarify its position if these criteria become the subject of future considerations. The remaining criteria do not seem problematic, provided certain precautions are taken, such as ensuring equivalence.

It's important to note that while it is possible to set a target for a criterion that may not comply with the 2014/24/EU directive (e.g., purchasing from SMEs), this target cannot be directly translated into Technical Specifications (TS) or Award Criteria (AC) in calls for tender. In such cases, it is the responsibility of the purchaser, through effective allotment, market consultation, etc., to implement the necessary measures to achieve the target.

Please note that, as a catering company is not subject to the public procurement directive, it is free to choose suppliers based on their size or origin. Our own analysis is that it is nevertheless not possible for a public purchaser to require a catering company to specifically purchase local products or products from SMEs as this is still contrary to the freedom of access to public contracts promoted by the European Directive.

5.2.2 Overview of the different methods

5.2.2.1 What are the advantages and drawbacks of the different types of criteria?

The previous section shows that there are several ways of formulating a criterion, as a technical specification (TS), an award criterion (AC) or a target. Table 47 below shows the advantages and disadvantages of these different formulations.

	Advantages	Disadvantages
Target	<ul style="list-style-type: none"> Easier to formulate: The target is identical whatever the catering management method. [EO2] [EO8] Easy to monitor [CS12] More flexibility for the public buyer 	<ul style="list-style-type: none"> Perhaps too ambitious More complicated to measure as you have to compile all the data
Technical specification	<ul style="list-style-type: none"> Easier to implement because it directly guides buyers on what they should write in their contract, more clarity for the public buyer [RA6] Guaranteed results (compared to award criteria) [EO2] Possible to apply penalties to suppliers who fail to comply with the TS 	<ul style="list-style-type: none"> Overly specific targets are dependent on the local agricultural context and the type of production available in the country or region [IA5] [EO7] We need to be more exhaustive because we need to provide for the different types of management (direct/catering services). [EO2] Lack of flexibility to adapt supply circuits if specifications are too precise [IA5] [EO7] A TS too complex makes it too difficult for SMEs to respond [CS8]
Award criteria	<ul style="list-style-type: none"> Enables other buyer expectations to be taken into account (price, quality, delivery conditions, etc.) Less risky in a context where there are few offers from suppliers. Can be a good tool complementary to TS [CS11] [CS13] 	<ul style="list-style-type: none"> No obligation of results depending on the weight of the other criteria and the scoring method. Can we really talk about "minimum" criteria for choice criteria? [IA11] [RA4] [EO2] [EO9]– Example in Table 48 Can be vague or unclear for the bidder [CS10]

Table 47: Advantages and disadvantages of different ways of formulating a criterion³⁵¹.

³⁵¹ Own elaboration based on stakeholders' consultations.

A award criterion alone does not guarantee that a more sustainable tender will be awarded.

For example, consider the following award criteria:

- Price: 50points
- Quality: 40points
- Sustainable development: 10points

And two offers of equivalent quality:

- Bid #1 – Price is 100€, no sustainable solution is offered.
- Bid #2 – Price is 150€, the offer is sustainable.

Results of the tender analysis:

		Bid #1	Bid #2
Quality	40 points	40	40
Price	50 points	50	33
Sustainability	10 points	0	10
	TOTAL	90	83
	Rank	1	2

Table 48: Simulation of the impact of a 10% selection criterion on the award of a contract, when the sustainable bid is more expensive³⁵².

In this (fictitious) example, if the extra cost exceeds 25%, it is not in a supplier's interest to offer a "sustainable" alternative. The use of award criteria does not therefore guarantee the acquisition of more sustainable products:

- If the criterion is **not sufficiently weighted** in the rating (in Table 48, 10% of a "sustainability" criterion does not compensate for a 25% price difference.)
- If the **price difference** between a "sustainable" offer and a conventional offer is **significant**.
- If the **public buyer makes no or little significant difference in the assessment of offers** on the "sustainability criterion" (in example Table 48, the purchaser has given scores between 0 and 10 - in reality, if a supplier offers only a few sustainable products, he won't necessarily get maximum points).

Defining criteria lacks universally accepted methods, as different countries adopt distinct formulations.

- When dealing with **technical specifications**, it is crucial to avoid excessive ambition to prevent unduly restricting competition or missing potential offers. Despite this challenge, it is relatively straightforward for buyers, as they can directly translate these specifications into calls for tender.
- **Targets**, on the other hand, offer a simpler and more global formulation of criteria. However, it is the responsibility of the buyer to devise the right strategy to achieve the set targets.
- Finally, when considering **award criteria**, it is imperative to view them as obligations of means rather than guaranteed results. The ultimate decision relies on the supplier's performance across various criteria, emphasizing a holistic assessment rather than a narrow focus on specific outcomes. Award criteria alone may not be the most effective formulations, especially when dealing with a significant extra cost, such as in the case of organic products [EO2].

5.2.2.2 How to measure criteria?

Depending on the provisions, the criteria are measured in kg or in value. Table 49 presents the advantages and disadvantages of each type of measurement unit.

³⁵² Own elaboration

	Advantages	Disadvantages
In €	<ul style="list-style-type: none"> • Easy to monitor and measure: The data is based on orders or invoices and is often available in the financial management software. • No need to convert between units. • Easy to consolidate data between organisations 	<ul style="list-style-type: none"> • Tends to encourage substitution of more expensive products (meat, fish, eggs, and dairy products) such as animal products, which have a greater impact on the climate.
In kg	<ul style="list-style-type: none"> • Reflects actual quantities purchased [IAS] [CS14] • Buyers are encouraged to choose less expensive products. Additional costs can be limited. • The figure is stable independent of inflation [IAS] 	<ul style="list-style-type: none"> • Complexity of measurement: not all purchases are made in kilograms (e.g. by litres, by pieces...) and must be converted, even for products such as meat, it is sometimes difficult to measure by the kilo [IA1]. • It is also necessary to specify whether dry or cooked weights are involved, to compare results between organisations. • Tends to favour heavier products (e.g. drinks if included, cereals, fruits, and vegetables)

Table 49: Advantages and disadvantages of different ways of measuring a criterion³⁵³.

Table 49 shows that each method has its advantages and disadvantages. There's even the example of Latvia, where public buyers have the choice of measuring the proportion of organic in one or other of the units.

In example Figure 32 we illustrate the impact of the choice of value or kilo measurement on purchasing strategies in the case of a criterion relating to the percentage of organic products. The figures given are fictitious data based on plausible values found in the literature.

	Simulations hypothesis			
	Meal composition (g)	Price € (non-organic) / Kg	Price non-organic meal	Over cost Organic vs. Conventional
Beef	120	9,00 €	1,08 €	
Rice (cooked)	120	2,00 €	0,24 €	25%
Vegetable	150	2,50 €	0,38 €	
Fruit	100	2,50 €	0,25 €	

	% organic in kg	% organic in €
Strategy option 1: Organic rice is purchased	24%	15%
Strategy option 2: Organic beef is purchased	24%	56%

Figure 32: Simulation (fictitious) to illustrate the impact of a criterion measured in value or weight on purchasing strategy³⁵⁴

Conclusion: By substituting a cheap product, the impact on the organic target is the same when measured in kg but very different impact when measured in € → A value-based measure tends to favour the substitution of more expensive products [IA2]. In this example, the expensive product is the one with the greatest environmental impact (beef).

The following section analyses the main feedback received from stakeholders on the above criteria.

³⁵³ Own elaboration based on stakeholders' consultation

³⁵⁴ Own elaboration

5.2.3 General barriers to sustainable public procurement

In order to gain a better understanding of the barriers to integrating greater sustainability into public procurement, Ytera asked in the survey: "In your opinion, what are the main barriers to public procurement of sustainable food?" with the possibility to choose three topics from a list of options. Respondents were given the opportunity to explain their answers in free text.

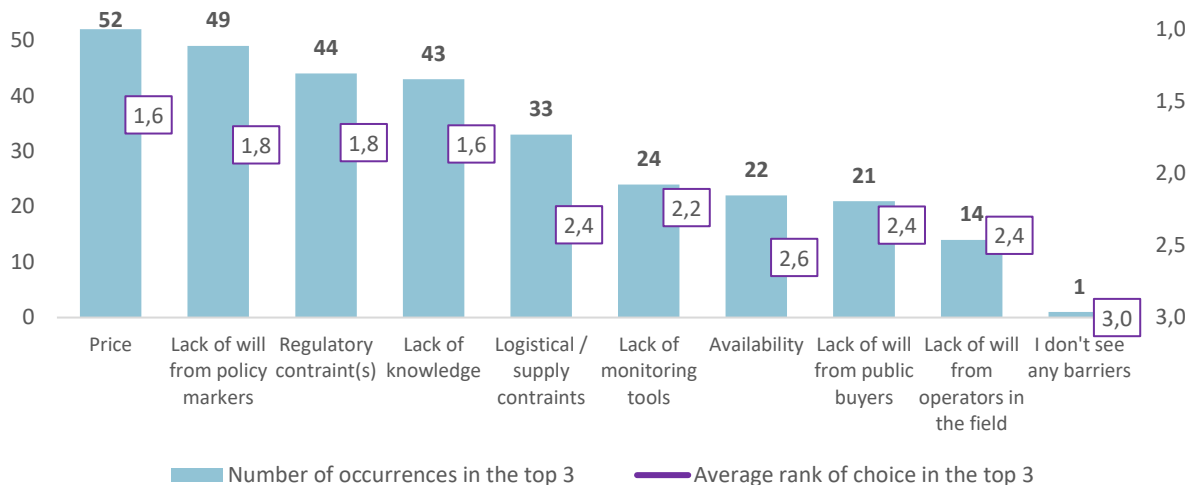


Figure 33: Ranking of barriers to sustainable public procurement by survey respondents³⁵⁵
 Categories: Institution and Administration, Academia and research, Civil Society.

It should be noted that there was no significant difference in the responses between categories of respondents.

The stakeholders interviewed identified 5 main barriers which were specified and detailed in the free-text responses:

- **Price:** this can be understood in two ways. This may be linked to the potential extra cost of sustainable products or criteria or the predominance of the "price" award criteria in public tender tends to favour the cheapest offer to the detriment of the most sustainable one. On this first point, the current economic context, and the inflation of the last two years (leading to an increase in the cost of food), with shortages, was highlighted by some respondents as a particular obstacle highlighted in the interview phase. [IA1], [IA4], [IA5] [IA11] [IA14]
- **Lack of will from policy makers:** Some respondents underlined the fact that the policy makers do not provide the necessary resources to ensure a sustainable supply. This could be in terms of human and financial resources or tools to assist public buyers. Some respondents also stressed the importance of the sustainable purchasing policy not being a project for the buyer alone, but for the organisation. Some respondents pointed out that the very legal approach and the fear of litigation prevent innovation in sustainable development. The lack of incentives for organisations to implement sustainable criteria in tenders does not help to improve the sustainability of public purchasing. [IA9] [IA10] [RA1] [RA4] [RA8] [CS4] [CS5] [CS10] [CS11]
- **Regulatory constraint(s):** Regulations are seen as a hindrance. In particular, the European public procurement directive and the following limitations are detailed: lack of flexibility (e.g. to negotiate with suppliers), the administrative burden of responding to calls for tender and prohibition of geographic or company-size criteria. It is also highlighted that despite a series of policies and regulatory instruments to support the inclusion of SMEs, these generally do not apply to farmers who still have great difficulty in gaining access to public contracts. [IA2] [IA4] [IA8] [IA10] [RA4] [RA8]
- **Lack of knowledge:** As this is a relatively new subject, and in the absence of sufficient support, it appears that purchasers do not always know how to introduce sustainability criteria into calls for

³⁵⁵ Source: survey

tender in a way that is legally sound and verifiable. In this respect, there is also a lack of tools to monitor and verifying the "sustainable" claims made by companies in public procurement contracts. The lack of clear requirements or directives for public buyers is also seen as a hindrance, as the contracting authorities do not always know which issues to prioritize in terms of sustainability. In fact, the challenges and possible criteria are multiple (environmental, social, economic) and differ according to the type of product. Buyers don't always know which criteria to choose or include in their tenders. [RA8] [EO2] [EO5] [EO9] [CS2] [CS5]

- **The fragmentation of regulations and the multiplication of different injunctions.** [IA9] [RA6] Social, environmental, and economic recommendations are not steered by the same ministries in the various countries, and there is little overall approach [IA10] [CS12]. This is the case in France, for example, where numerous different regulations and guidelines exist (on waste, packaging, labels, nutrition, etc.) [IA2].

Although the issue of the availability of sustainable food does not prominently appear in the top three choices, some respondents highlighted the **lack of availability and variety of options of sustainable (and local) products** [IA1] [IA2] [EO2] as a constraint. It should be noted that there was no significant difference in the responses between categories of respondents, and the results are therefore presented overall.

Conversely, the least relevant barriers according to respondents are:

- **Lack of will on the part of public buyers:** Most public purchasers have no objection in principle to committing to sustainable criteria, but this implies a change in working habits. Resistance to change, in a context of lack of resources or personnel, means that not enough effort can be invested in including criteria in public tenders.
- **Lack of will on the part of suppliers:** This seems to indicate that the stakeholders in the food chain are now fairly aware of the issues and are keen to do improve their operations towards increased sustainability, if the aforementioned barriers could be removed. However, the lack of dialogue between buyers and suppliers was identified as a potential barrier in some answers. This will be detailed as a key success factor.

A lever that did not surface in the questionnaires, but may be indicative of purchasing knowledge or available resources, is the **insufficient maturity and professionalism of buyers in local authorities**³⁵⁶. In small organizations, there is not always an identified "buyer" dedicated to catering issues. It may be the kitchen manager, for example, who draws up the contracts, with little knowledge or time to invest in the key stages (allotment, supplier sourcing, etc.). This dimension was not assessed in the survey.

The free-text responses also showed that the catering industry has specific needs in terms of logistics and packaging and that not all products considered as "sustainable" are convenient for use in commercial kitchens³⁵⁷. For fruit and vegetables, for example, a farmer can supply fresh and raw products (first range). Kitchens are not always sufficiently equipped to process vegetables, and prefer instead to buy 4th or 5th range fruit and vegetables. This means longer supply chains and more packaging. The challenge lies in ensuring the availability of sustainable products in the desired quantity and quality for the canteens. Additionally, there is a need for education and awareness among consumers, as variations in quality, such as fruit size, may occur.

What do economic operators have to say? Analysis of survey answers.

In the survey, economic operators were asked about the obstacles they faced as respondents to public procurement contracts with regard when they had to comply with sustainable criteria³⁵⁸.

These results should be treated with caution as we had few answers in the survey from economic operators and some (47%) are not direct suppliers to the public catering sector.

³⁵⁶ Own assumption based on some interviews

³⁵⁷ The specific scenario pertains to raw products. Not all canteens have the essential staff or equipment and, therefore, require partially processed products.

³⁵⁸ The question was put differently, as they are not in charge of setting criteria, but of complying with them.

We inquired with economic operators responding to public procurement tenders about the primary challenges they encountered in preparing their responses.

The main obstacles or difficulties encountered in responding to calls for tender are, in order:

- **The predominance of the price award criteria**, which tends to select a cheaper offer compared to a more sustainable one [EO1] [EO2] [EO5] [CS10].
- **Contradicting targets in public tenders**, between sustainability, ease of use, quality, and price.
- **Excessive paperwork and digitisation requirements** (quote) which makes it difficult for small companies (SME) and especially primary producers to answer to public tenders [EO5].

5.2.4 Key success factors

In the light of the above provisions and the interviews, it would appear that voluntary criteria such as guidelines are insufficient to bring about a global change in purchasing practices of food, drinks and catering services, especially when those criteria are ambitious [IA3] [IA11] [RA3] [EO1] [EO2]. This can even be counter-productive and discourage buyers [RA4].

- **The main success factors for the criteria themselves**³⁵⁹:
 - **Measure the time taken for transitions to allow buyers and the market time to adapt.** For example, a public procurement contract can last up to 4 years. The criteria can therefore only be changed every 4 years. Time-sequenced approaches with intermediate objectives seem to be a good option. This also means that at least 4 years' notice must be given to contracting authorities between the publication of the FPC and its application date.
 - **Define quantitative indicators** choose indicators that are easy to use and measure [IA2] [IA11]
 - **Clearly defining measurement methods** and definitions [IA11] to avoid general claims being included in the criteria. In this respect, labels are the simplest way for buyers to check that objectives are being met. [EO2] [CS11]
 - **Allow buyers some flexibility to adapt to the local context.** This argues in favour of specifications that are not too detailed or precise and of good training for buyers. [IA2] [IA5] [IA18] [IA19] [RA3]
- **Key success factors in implementing criteria:**
 - **Political support** is key [IA1] [RA1]. This poses a significant challenge, especially in federal states where variations in support across different regions can create complexities. Achieving uniform support for initiatives, especially those related to specific projects or policies, becomes challenging when political preferences and priorities diverge across different regions [RA7].
 - **Stakeholder engagement** plays a pivotal role in the policy development process, emphasizing the importance of involving key stakeholders such as farmers, health experts, and community representatives. This approach ensures a comprehensive and inclusive decision-making process that reflects the diverse perspectives and interests of those directly affected by the criteria. By engaging these key stakeholders, policymakers can benefit from a more holistic understanding of the challenges and opportunities associated with the proposed criteria [RA6] [RA8].
 - **Supporting and training buyers.** This will be detailed in section 4.4.
 - **Communication strategy on the criteria.** Develop a communication strategy to inform the public about the policy's objectives and benefits [IA6]. It should be noted that consumer education is also cited either as an obstacle (lack of acceptance of more sustainable solutions) or as a key success factor such as having a good eating environment or attractive menus [RA1] [RA6] [RA8] [CS5]. Instead of talking negatively about "reducing" or "limiting" fat or salt, communication has to be positive on the promotion of fruits and vegetables, and whole grains for instance [CS5]

Whatever the criteria identified, they do not replace good purchasing practices. Market consultation was often cited as a key factor in the success of the approach [IA1], [IA2], [IA4] and support measures for buyers or suppliers [IA3] [IA14]. We will go into more detail in the section 5.4.

³⁵⁹ Source: stakeholders' consultation (survey + interviews)

5.2.5 Barriers and challenges per criteria

Reading instructions on the tables Table 50 to Table 53: The tables are dependant of the number of people surveyed in countries with criteria on one topic. For example, we had little feedback on the "transport" criterion but did not interview many stakeholders in the countries concerned by these criteria.

5.2.5.1 Environmental criteria

Table 50 shows the main barriers identified by type of environmental criterion. On the right, suggestions for solutions put forward by stakeholders are mentioned.

Criteria	Challenges	Frequency (based on interviews)	Description
Organic	Price	+++ [IA1], [IA4], [IA5] [IA11] [IA14] [IA15] [IA16] [RA1] [EO1] [EO4] [EO7] [EO8] [CS1] [CS10]	<ul style="list-style-type: none"> - Inflation over the last 3 years has affected organic farming less than conventional farming [IA2] [IA14] - Several stakeholders mention that around 20% organic is the tipping point beyond which the additional cost is significant. [IA5] - Conversely, economic operators point out that public purchasers do not have the necessary resources to pay the price of organic products. [EO7]
	Availability	++ [IA2], [IA1] [IA13] [IA15] [IA16] [CS9] [CS5] [EO5]	<ul style="list-style-type: none"> - Availability varies by region / local agricultural context [IA2] - There is a fear that the organic provisions will encourage imports [IA1] [EO2]
	Target too ambitious	++ [IA2] [IA14] [RA2] [EO2]	<ul style="list-style-type: none"> - In some cases, targets were set without taking into account either the availability of products or the "starting level" of the canteens.
	Lack of will	+ [RA5]	<ul style="list-style-type: none"> - The development of organic food does not seem to be a political priority in some countries (the example cited is Poland). [RA5] [CS5]
Sustainable food	Price	+++ [IA1], [IA4], [IA5] [IA11] [IA14] [IA16] [EO1] [EO4] [EO7] [EO8] [CS10]	<ul style="list-style-type: none"> - The extra cost of labelled products is cited as a barrier. - Conversely, economic operators point out that public purchasers do not have the necessary resources to pay the price of sustainable products. [EO7]
	Availability	+++ [IA2], [IA1] [IA13] [IA16] [IA18] [EO2] [EO7]	<ul style="list-style-type: none"> - Availability varies by region / local agricultural context [IA2] - There is a fear that the sustainable provisions will encourage imports [IA1]
	Access for small producers	++ [IA8] [IA17] [IA2] [IA14] [EO8] [CS2]	<ul style="list-style-type: none"> - Obtaining certification can be complex and requires administrative and financial resources.
	Justification of equivalence/ definition	+ [IA2] [CS14]	<ul style="list-style-type: none"> - It's not easy to verify the principle of equivalence, and buyers fear litigation.
Packaging	The lack of an industrial alternative	+ [IA2] [IA13]	<ul style="list-style-type: none"> - There is not always a technical solution for replacing certain plastic containers (e.g. individual trays for meal delivery, etc.).
	Individual packaging helps prevent waste	+ [IA5]	<ul style="list-style-type: none"> - It's important to find the right balance: packaging helps to keep products fresh and avoids wastage.
	Logistical complexity of dishwashing	+ [EO8]	<ul style="list-style-type: none"> - Requires additional resources
	Health situation (COVID) and reintroduction of some single-use products	+ [RA6]	<ul style="list-style-type: none"> - In the process of being resolved, with gradual return to pre-COVID rules.
Transportation	Smallholders	+ [IA8]	<ul style="list-style-type: none"> - Requirements on the vehicles used may exclude small suppliers
Food-waste	Measurement	+ [IA5]	<ul style="list-style-type: none"> - Measuring waste (e.g. weighing waste) can be complex [IA14]
	Complex	+ [IA14]	<ul style="list-style-type: none"> - Implementation is complex. In decentralized organisations with direct management, this requires a major effort to train teams.
	Negative impact	[IA5]	<ul style="list-style-type: none"> - Some buyers choose not to write it this way for fear of perverse effects (less served on the plate) [IA5]

Table 50: Main barriers per environmental criteria³⁶⁰

³⁶⁰ Own elaboration based on stakeholders' consultation

Price and availability of "sustainable" products are the main obstacles to applying the criteria. It should be noted that certain criteria, such as the fight against food waste, should on the other hand lead to savings, which could then be partly reinjected into more costly measures.

Box 3. Focus on the Italy and France examples – what are the stakeholders feedback? [IA2] [IA4] [IA6] [RA6] [CS10] [CS14]

None of the stakeholders interviewed in France or Italy questioned the existing arrangements. They all feel that they are heading in the right direction and have made it possible to achieve results in terms of greater sustainability. As both countries have a regulatory provision, it does not give rise to discussion and the players do their best to apply it. All underlined that the ambition of the criteria is sometimes disconnected from the local market.

Specific feedback in France [IA2] [IA4] [RA6] [E08]

- Complexity linked to the fragmentation of regulations
- The role of private labels. Public purchasers do not always have the tools to justify equivalence. There is a margin of appreciation between labels.
- The lack of an industrial alternative to plastic, for example plastic trays for meals on wheels.

Specific feedback in Italy [IA6] [RA4] [E07]

- Most ambitious country [CS10]
- The criteria are not progressive and cannot be achieved overnight.
- Criteria are very ambitious and not implemented everywhere. Buyers can ask the contract catering company to pay penalties if the criteria are not met. However, it is not always possible to source sustainable products in accordance with these criteria [E07] [CS14]

It is also interesting to note a correlation between the criteria. Environmental requirements have resulted in more fresh produce being served, better nutritional quality menus and easier access for small-scale suppliers [IA8]

5.2.5.2 Social criteria

Table 51 shows the main barriers identified by type of social criterion. On the right, suggestions for solutions put forward by stakeholders are mentioned.

Criteria	Challenges	Frequency (based on interviews)	Description
Nutrition	Price	++ [IA7] [IA14] [RA7]	- Healthy food can be more expensive than unhealthy food
	Too complex	+ [IA10] [CS5]	- Too complex and too many validations necessary to put minimum mandatory criteria on nutrition
	Too many different directives	+ [CS6]	- There are nutritional guidelines for different age groups, sectors, and diets. [CS6]
	Public policy separation	+ [CS7]	- Dietary guidelines are often separated from public procurement policies. [CS7]
Provisions regarding vending machines	Availability of "healthy products"	+ [CS8]	- Lack of availability of sustainable products
	Logistic constraints	+ [C8]	- Fresh produce must be refilled every day
Animal welfare	No framework	++ [IA5] [IA14] [E01] [E02] [E09]	- The issues also differ from country to country. Some countries, such as Slovenia, emphasise that they only have small farms, and the animal welfare issues are therefore different from those of countries with intensive livestock farming. [IA14]
	No offer	+ [IA11] [IA16]	- Requirements that are too stringent are not applicable to contract caterers and there is a risk of severely restricting competition.
	Checking and traceability	+ [IA16] [CS7]	- There is insufficient traceability between the producer and the public purchaser. No precise knowledge of farming methods
	Price	+ [CS7]	- Animal-friendly options have a cost

Table 51: Main barriers per social criteria³⁶¹

The colors vary from darker to lighter depending on the number of times the challenge was mentioned in the interviews and questionnaire.

³⁶¹ Own elaboration based on stakeholders' consultation

The main challenges and opportunities identified in the interviews and survey on the implementation of the vegetarian menu are as follows in Table 52:

Challenges	Number of feedback	Solutions or tools
Acceptance by guests (including an increase in food waste)	+++ [IA3] [IA19] [RA7] [CS1] [CS6] [CS12]	<ul style="list-style-type: none"> - Good consumer communication and education [IA5] - Meat substitutes can be of good help esp. for adults transitioning to a more plant-based diet. - Training of the kitchen chefs on new recipes [CS11] - Do not label "vegetarian" or "vegan" menus [CS12]
Lack of consistency with other public policies	++ [IA10], [IA9] [CS12]	<ul style="list-style-type: none"> - Ensure that messages are consistent with different ministries (health, agriculture, food, etc.) and with European, national, and local public policies.
Lobby of the meat industry	++ [IA11] [RA1]	<ul style="list-style-type: none"> - Communication on the approach - Engage discussions with the meat lobby in Germany and promote in parallel local production [RA1]
Lack of skills from the chefs	++ [RA1] [CS1] [E08] [CS12]	<ul style="list-style-type: none"> - Initial and ongoing training courses for chefs must include practical and theoretical modules on vegetarian cooking. [CS1]
Contradiction with nutritional recommendations	++ [CS1] [RA3] [E01] [CS1]	<ul style="list-style-type: none"> - Revision of the nutritional guidelines considering a holistic approach incl. the ecological issue - Remember that for most people, the public canteen represents just one meal a day [CS2] [CS12] - Formulate nutritional recommendations adapted to vegetarian diets [RA3] - Communicate positively about the need to eat more fruits and vegetables and fibres.
Lack of availability of alternatives to animal products	++ [CS5] [RA3] [CS12]	<ul style="list-style-type: none"> - Work with food processors to find suitable alternatives for large-scale kitchens (e.g. pre-prepared vegetables) - Support the development of European agricultural production, particularly of legumes. - Plant-based alternatives can be highly processed food.
Acceptance by the contracting authority	++ [RA1] [CS7]	<ul style="list-style-type: none"> - Calculate the savings achieved with this "less but better meat" approach. - Adopt a gradual approach, with the possibility of carrying out experiments first

Table 52: Main challenges and opportunities with the introduction of plant-based diets provisions³⁶²
The colors vary from darker to lighter depending on the number of times the challenge was mentioned in the interviews and questionnaire.

³⁶² Own elaboration based on the stakeholders' consultation

The main key success factors identified are:

- **A Step-by-Step Approach:** Gradual implementation emerges as a key success factor, leading to smoother transitions and increased acceptance of dietary changes.
- **Good and Positive Communication:** The use of positive language to promote plant-based diets is highlighted, emphasizing the benefits rather than imposing restrictions on animal products.
- **Avoiding Explicit Terms on Menus:** The recommendation suggests that dishes should not be explicitly labelled as 'vegetarian' or 'vegan' on menus, potentially reducing perceived barriers, and making plant-based options more inclusive.
- **Adapting to the Audience:** Recognizing the importance of tailoring dietary changes to the specific context, acknowledging that altering diets may encounter different levels of acceptance in various settings, such as schools versus retirement homes.
- **Demonstrating Reinvestment of Savings:** Highlighting how the financial savings achieved through dietary changes have been reinvested in the procurement of better-quality products adds transparency and reinforces the positive impact of such initiatives [CS1].

It is noteworthy that, to the best of our knowledge, there is no national monitoring tool for these provisions. In France, compliance with regulations requires declaration through a government portal, but this data is declaratory in nature. In the countries under examination, regulatory checks in kitchens from hygiene inspectors typically focus on health and hygiene aspects, neglecting considerations of sustainable development provisions.

In contrast, Hungary stands out, where there is a legal requirement (EMMI Regulation 37/2014) (Njt.hu, 2022a) to include animal proteins (including eggs and dairy products) in every public sector meal. This may be compatible with a vegetarian menu, but not with a vegan menu.

In conclusion, regarding the social criteria, stakeholders noted fewer obstacles than with regard to the environmental criteria (with the exception of the vegetarian menu). This can be explained by a better understanding of the provisions on nutritional aspects, which generally predate the environmental provisions, and a more limited additional cost for implementation.

5.2.5.3 Economic criteria

Short-chains	Logistical constraints	+++ [IA10] [IA11] [IA13] [IA14] [RA8] [EO3]	The catering industry has major requirements in terms of volumes and security of supply throughout the year. This is not always compatible with sourcing from smaller suppliers. Lack of organisation and grouping of producers
	Amount of the contracts	+ [IA11] [RA8]	Contract amounts can be too high for small producers
	Time and resources	+ [IA14]	Small producers don't have the time or skills needed to bid for public contracts
	Definition, measurement	+ [RA8] [EO8]	Not all provisions define the terms and methods of counting, measurement is complicated

Table 53 shows the main barriers identified by type of economic criterion. On the right, suggestions for solutions put forward by stakeholders are mentioned.

Criteria	Challenges	Frequency (based on interviews)	Description
Fair-trade	Limited to some products, contradiction with local sourcing	+ [IA4] [IA11]	Complicated to use as a choice criterion: the person who has the most imported products will perhaps score more points than the person who has local products on this criterion.
	Diversity of labels and requirements	+ [CS13]	Very big differences between the labels and not all are ambitious
Local products	Regulatory constraints	Please refer to section 6.4.3	
Short-chains	Logistical constraints	+++ [IA10] [IA11] [IA13] [IA14] [RA8] [EO3]	The catering industry has major requirements in terms of volumes and security of supply throughout the year. This is not always compatible with sourcing from smaller suppliers. Lack of organisation and grouping of producers
	Amount of the contracts	+ [IA11] [RA8]	Contract amounts can be too high for small producers
	Time and resources	+ [IA14]	Small producers don't have the time or skills needed to bid for public contracts
	Definition, measurement	+ [RA8] [EO8]	Not all provisions define the terms and methods of counting, measurement is complicated

Table 53: Main barriers par economic criteria³⁶³

Not many obstacles are mentioned in this respect. Our hypothesis is that, generally speaking, there are fewer compulsory economic criteria and that they are more limited in scope (e.g. a few fair-trade certified products). Furthermore, Romania, which has criteria on this aspect, is not one of the countries whose stakeholders were interviewed.

5.2.6 Conclusion

Sustainable public procurement criteria may be **a good way of promoting more sustainable purchasing and creating the demand for sustainable products** [RA2].

On the environmental dimension, the impact of the EU's green public procurement criteria varies greatly from country to country. Around 33% have adopted them and transcribed them according to their own specificities. However, other countries such as France and Germany do not appear to be actively promoting these criteria and have not translated them into their national websites. These countries have their own sustainability provisions. Environmental measures are the most common, including the purchase of organic, sustainable, and seasonal products.

On the social side, nutritional provisions, particularly for schools, are the most represented, with different formulations possible depending on the country.

The economic provisions are rarer, and some raise the question of compliance with European regulations on public procurement.

In conclusion, it should be noted that the criteria may be interdependent, and one criterion may have beneficial effects on others. For example, increasing use of organic food has been suggested to result in meal compositions more in line with dietary guidelines in professional kitchens and have a positive impact on the reduction of food waste³⁶⁴.

³⁶³ Own elaboration based on the stakeholders' interviews

³⁶⁴ Lassen and others.

5.3 Check: Monitoring tools that have been identified

This section analyses the tools that governments use to assess whether the criteria they have developed are being properly implemented, for environmental and economic provisions (in section 5.3.1) and for social provision (in section 5.3.2). These methods are necessary for mandatory provisions (plans or regulations). In principle, the implementation of guidelines is not required.

5.3.1 Assessment of the means of implementing the provisions and implementation tools for environmental and economic provisions

Several methods and tools for control were identified to ensure that the criteria are properly applied. In order to analyse the suitability of these methods, Ytera relied on the interviews conducted and evaluated:

- The efficiency of the control method: Are the results reliable? (rated between 1 (weak) and 5 (strong))
- Cost/complexity of implementing the method: What is the additional cost of the method for the administration responsible for implementing the provision? (rated between 1 (high cost) and 5 (low cost))
- Ease of circumvention: How easy is it for a public purchaser to circumvent its obligations? This aspect is rated negatively, from -1 (no circumvention possible) to -5 (very easy to circumvent).

Findings are presented in Table 54 below.

Type of method	Example	Efficiency / reliability of method		Cost / complexity of method implementation		Ease of circumvention		Overall score*	Resources required and players involved
		Score 1to5	Comment	Score 1to5	Comment	Score 1to5	Comment		
Assessment by civil society	(Italy) Food Insider conducts surveys to rate canteens in terms of sustainability (on a small sample only, 1000 canteens in the last edition)	3	- Data are self-declared but the organisation in charge of the scorecard can check the overall consistency of responses - Contracting authorities can choose not to respond to the survey	4	- The cost is limited on the administration side. Calculation and control are delegated to the contracting authority and voluntary organisation	-3	It all depends on what happens to the sponsoring names, and whether they face "name and shame".	4	Institutional partner
Consolidated data from tender notices	(France): The target of 100% of contracts containing an environmental specification is controlled by a check box on the contract notice form. (Slovenia) Portal on public procurement ³⁶⁵	2	-The data provided is self-declared and is not subject to third-party verification. The notion of "specification" can also be open to interpretation	4	- The cost is limited on the administration side. A simple update of the forms may be required	-2	Market documents are published, and data entered can be checked	4	No special tools required. Notice forms may need to be updated.
Self-declaration portal	(France): The EGalim law is monitored through a government portal known as MaCantine. Each contracting authority is required to input its results and has the option to benchmark its performance against others [IA2]	2	-The data provided is self-declared and is not subject to third-party verification. - There may be different calculation methods between contracting authorities, even in good faith (e.g. certain unofficial labels are counted as equivalent).	4	- The cost is limited on the administration side. Calculation and control are delegated to the contracting authority	-3	Fairly easy Some organisations don't use the portal. Requires local data and tools to retrieve indicators [IA2], [IA4]	3	Website
On-site audit by government inspectors	(Malta): Hygiene inspectors also monitor compliance with regulations (in this case, nutritional regulations). [IA13] (Slovenia): canteens inspections [IA14]	4	- Reliable data thanks to third-party verification - Reliability is reduced because checks are generally carried out on a contracting authority's sample only	1	- Very costly, as the inspectors must travel to the site. - This cost can be reduced if audits are pooled with other sanitary inspections, for example.	-2	Depends on number of audits performed and sample size	3	Human resources and training
Voluntary labelling of canteens	(Germany): Canteens that meet the standards can obtain a label. Brussels (Goodfood label) Denmark: Label for canteens that respects the recommendations [CS10]	2	- A purely voluntary approach. Only the "best students" are likely to apply for certification. - To be credible, obtaining the label must be conditional on the provision of sufficient evidence.	3	Depending on the number of requests to be processed. A team is needed to validate the files	-4	In the absence of communication or consumer demand, the least advanced organisations do not seek labelling	1	Audit teams
No control	(Belgium), (Austria): No monitoring method was identified in Belgium or Austria.	0	- No means of control	5	- No cost at all	-5	No control	0	None

*Sum of all ratings

Table 54: Monitoring methods assessment³⁶⁶

³⁶⁵ [Statist \(gov.si\)](https://www.statist.gov.si/)

³⁶⁶ Own elaboration based on stakeholders' consultation

Main findings:

The main tools identified are:

- The collection of declarative data carried out by the authority responsible for the provision or by third parties.
- Consolidation of published public procurement data.
- Inspections and on-site checks
- Incentives such as voluntary labels

In some countries, such as Belgium and Austria, despite the existence of provisions, there do not seem to be any measurement or control tools.

Table 54 highlights the following key points:

- Various options are available, and there is no perfect monitoring system.
- The absence of monitoring tools remains a viable option, particularly in countries where provisions do not prescribe a specific monitoring method. This is likely the least satisfactory solution in the medium and long term.
- The system should minimize the time taken by public purchasers.
- Communication needs to be handled carefully, especially in the early stages of implementation, to facilitate its acceptance.

Nevertheless, it appears that the "no control" solution is the least effective. The most relevant control tools a priori are **third-party evaluation** or the use of **tenders notices data**. A **self-declaration portal** or **random audits** by the legislators themselves are also of interest.

Generally speaking, there seems to be a significant **lack of means of assessing the criteria** [IA9] [IA5] [RA3]. It's not easy to know today what results buyers are achieving in terms of sustainable food and catering services purchases specifically, even in countries where quantified targets have been identified.

Where they do exist, these tools come up against the following difficulties:

- Time and human resources available to measure the results [IA2]
- Reliability of the data [IA1], [IA2], [IA4]
- Lack of transparency from the food sector operators [IA4] [RA4] [CS2]
- Ability to monitor **subcontracting commitments** (for catering services contracts). The subcontractor is bound by the same commitments as the main supplier, but it is not always easy for the buyer to know the exact conditions of the subcontractor, particularly in terms of working conditions [CS4].

The issue of incomplete information is further exemplified by the French system's compulsory remote declaration, considered the most suitable method for ensuring comprehensive data. However, users criticize this approach due to the significant time investment necessary for completion. Addressing these challenges demands a careful balance between comprehensive data collection and the practical constraints faced by stakeholders, emphasizing the need for efficient and user-friendly evaluation tools to foster greater adherence and participation in sustainable procurement initiatives.

5.3.2 Social provisions on health and nutrition

Most MSs have age-specific nutritional recommendations. Holistic approaches are rare, with the "health" aspect the main focus.

There are several ways to set nutritional targets:

- With a % per nutrients
- With a share of different food groups in the diet
- Reduction or ban of some products.
- Promotion of some products
- Mandatory frequency of a certain type of meal or product

In terms of achieving sustainability objectives, there isn't necessarily any difference between the wording of the provisions, which can all lead to the same diet³⁶⁷. The difference lies in the public purchaser's ability to use and easily implement these provisions. This varies according to the type of catering. Similarly, depending on management methods, they cannot always be transcribed into technical specifications or award criteria, as detailed in Table 55 below:

³⁶⁷ Own elaboration

Ease of implementation and monitoring?			
Direct management		Catering services	
Score 1to5	Comment	Score 1to5	Comment
1	<ul style="list-style-type: none"> - Implemented during menu planning, not directly in calls for tenders. - Requires the presence of a dietetic service to compose menus, as the translation into a meal composition is not straightforward. 	3	<ul style="list-style-type: none"> - Can be a technical specification in a catering services contract - Implementation is the responsibility of the catering company - Checks on implementation can be carried out using menus and product data sheets but are not very straightforward.
3	<ul style="list-style-type: none"> - Implemented during menu planning, not directly in calls for tenders. - Requires the presence of a dietetic service to compose menus; however, translation into a menu is easier as the proportions of the different food groups are easily visible. 	4	<ul style="list-style-type: none"> - Can be a technical specification - Implementation by the catering company is straightforward - Monitoring can easily be done conducted on the menu sheet quite easily, as products can be grouped into large families
5	<ul style="list-style-type: none"> If products are prohibited: - Easy to set up for a contracting authority: they simply do not reference the products in the unit price schedule in the tenders. - Checks are simple, based on orders placed If prohibited products are ingredients - A technical specification is required to exclude controversial products - Monitoring is based on the reading of technical data sheets. 	4	<ul style="list-style-type: none"> - Can be a technical specification or an award criterion (more points are awarded to companies that limit or eliminate certain products) - Implementation by the catering company is straightforward - Monitoring can be conducted on the menu sheet ensuring that the menus on offer contain only authorized products
5	<ul style="list-style-type: none"> - Implemented during menu planning, not directly in calls for tenders. - The products required must be included in the unit price schedule at the tender stage. 	4	<ul style="list-style-type: none"> - Can be a technical specification (minimum frequencies or grammages must then be set, which comes back to the previous point) or an award criterion (more points are awarded to companies that promote some products). This can also be coupled with a food education criterion, such as discovering fruits and vegetables. - Implementation by the catering company is straightforward - Monitoring can be conducted on the menu sheet. - The impact may be less if consumers are given a choice between several types of more or less desirable products.
5	<ul style="list-style-type: none"> - Implemented during menu planning, not directly in calls for tenders. - Substitute products must be specified in the tender unit price schedule document. 	5	<ul style="list-style-type: none"> - Can be a technical specification in tenders - This can be coupled with award criteria based, for example, on the quality or diversity of the menus - Implementation by the catering company is straightforward, if chefs are well-trained in the theme. - Monitoring can be conducted on the menu sheet, for example, by identifying menu types with a logo.

Table 55: Analysis of how to implement and monitor the various nutritional provisions³⁶⁸

In direct management, **nutritional provisions are not generally directly reflected in calls for tenders**, either in the form of technical specifications or award criteria. Implementation is the responsibility of the kitchen teams when choosing menus and placing orders. In concession management, these nutritional provisions can be included directly in the tender documents. The contracting authority will then require its contract caterer to comply with these provisions.

5.4 Do: How contracting authorities are supported in implementing these provisions?

In this section, we analyse the support available to buyers and suppliers to help them implement the criteria. Several methods exist in different countries to support the implementation of sustainability criteria.

There are various tools available to support buyers. The advantages and disadvantages of each method are detailed in Table 56, the rating is carried out by the author.

³⁶⁸ Own elaboration

Type	Tool	Frequency	Examples	Easy to use for the buyers		Cost of the tool		Efficiency		Score (max 15)
				Score 1to5	Comment	Score 1to5	Comment	Score 1to5	Comment	
Individual support	Helpdesk (contact support person)	+	Austria Belgium (Flanders)	5	Just an email to write Specific response adapted to the context Can enable the central authority to identify the main difficulties encountered	2	Complicated scale-up Significant resources (salaries)	3	Feedback seems to be fairly positive, although use is not systematic One ministry is responsible for support (environment) and does not work with other ministries (silos) [IA9][CS15]	10
	Global helpdesk	++	Belgium France "Guichets Verts"	5	Send an email The quality of the response depends on the ability of the helper to adapt to the buyer's specific context.	3	Free for buyers but human resources needed to ensure responsiveness and quality of response	3	Positive feedback but only exists on the social side	11
	Specific support like "social clause facilitators"	++	Belgium France	5	This is a consultancy service Personalized support tailored to the local supplier context	4	Services sometimes subject to charges. The system can be partly self-financed by users	4	Positive feedback but only exists on the social side	13
	On-site trainings	++	Slovenia	4	Yes, some time to spare to take part in training	1	Very costly as no scale-up in possible	5	Positive feedback when used	10
Group support	Webinars	++	Italy France	5	Limited connection time	4	Scale-up is possible	2	Format not very interactive and not necessarily operational	11
	Guidebooks for buyers	+++	Czech Republic Finland Germany	3	Not enough time to read all guides (especially in small local authorities) [IA2]	5	Scale-up is possible	2	That all depends. It seems to give the broad guidelines, but often it's not operational enough, especially for small structures (too ambitious ?)	10
	Guidebooks for producers	+	Belgium France	2	This can be used by buyers to support suppliers, but the latter have the same constraints: lack of time, in particular.	5	Scale-up is possible	2	Not necessarily adapted to the supplier's level of maturity	9
	On-line	+	Czech Republic Slovenia	4	Accessible 100% of the time	3	Heavy maintenance	2	Few feedback. Useful on the face of it, but beyond the sustainability criteria.	9
	Impact calculators [IA1]	+	Norway	3	Depends on tools, training may be necessary if complicated Accessible 100% of the time A priori useful but not sufficient	4	Not very expensive if excel tools. The question is mainly about maintenance and upgrading the tool overtime	3	Takes into account only one dimension (climate) and not all the constraints of a menu (nutrition, costs...)	10
	Tenders template	+	Belgium (Wallonia)	4	Buyers are keen to see this type of tool with highly operational examples. However, care must be taken to adapt the model to the context	4	In principle, not very expensive to design	3	It should not be seen as an absolute reference. It needs to be adapted by buyers [IA10]	11
	Online criteria tool	++	Belgium	4	Buyers are keen to see this type of tool with highly operational examples. However, care must be taken to adapt the model to the context	3	In principle, not very expensive to design. In practice, difficult to be exhaustive because and consider the different management methods [IA11]	2	Very low use in principle, particularly for the most demanding TS/AC [IA11]	9
	Sharing experience	++	Italy (Forum) Poland (workshops)	4	Buyers are generally keen to share with their peers.	3	Complicated scale-up One-off event	2	Insufficient on its own, but seen as indispensable	9
Financial leverage or incentive	Incentives	++	Denmark Italy	3	It depends on how bureaucratic it is to obtain the subsidies.	1	Expensive by definition for the funding authority In addition, procedures must be put in place to monitor the allocation of funds	5	Feedback from countries using it has been fairly positive	9
	Penalties	-	Spain (draft decree) Slovenia [IA14] - not applied yet	1	Few feedback but we can imagine that change management would be complicated	3	Resources are needed to apply the penalties What's more, we can assume that the funds collected will be reallocated to support buyers.	2	No feedback on the application of penalties Complex to apply in reality as many canteens do not meet the targets [IA14]	6

Table 56: Supporting tools in implementing the sustainability criteria (own elaboration)

Some interesting examples:

On-line catalogue in Slovenia³⁶⁹: An electronic catalogue brings together a large number of products available nationwide. Its purpose is to help buyers to:

- naming of foodstuffs,
- the design of lots,
- the creation of excluded lots,
- designing criteria,
- printing out products with all the information,
- contacting suppliers directly via the supplier map or sending requests for the excluded lots,
- extracting information on nutritional value, allergens, and valid certificates,
- ensuring that the requirements of the Public Procurement Act on excluded lots and the Green Public Procurement Regulation on the percentage of organic and certified foodstuffs from quality schemes are met.

Helpdesk in Austria³⁷⁰: 4 people and 1 generic address are available to answer buyers' questions about implementing the requirements. This system works but is still limited in its ability to deal with a large number of questions or to investigate complex requests over a long period of time.

Online criteria tool³⁷¹ **in the Netherlands**: A web portal allows you to search for clauses directly by theme, level of ambition, family, etc. Buyers can even "add to basket" to select their clauses, just like on an ecommerce website.

We didn't identify any provisions, including legislation at the national level, that would lead to sanctions in case of non-compliance. Spain and Slovenia make provision for this, but it has not yet been applied. This is confirmed by a Dutch study that shows through a content analysis of policy documents that, out of 25 municipalities, a majority seem to use non-legally binding, soft instruments, number one being "strategic planning"³⁷².

Main findings:

This analysis shows that a range of tools is needed to support buyers, both in terms of individual support and in terms of easily scalable solutions. Buyers seem to prefer **the most operational and pragmatic tools** possible (example documents, contact email, etc.) [RA6] [EO8]. The **financial support mechanism** appears to be effective but does not rank very highly because of the **cost of implementation**.

³⁶⁹ <https://www.katalogzivil.si/>

³⁷⁰ <https://www.nabe.gv.at/en/>

³⁷¹ <https://www.mvicriteria.nl/en/webtool/#/19/2/nl>

³⁷² Lara Sibbing, Jeroen Candell, and Katrien Termeer, 'A Comparative Assessment of Local Municipal Food Policy Integration in the Netherlands', *International Planning Studies*, 26.1 (2021), 56–69 <<https://doi.org/10.1080/13563475.2019.1674642>>.

6 Gap analysis and stakeholder expectations

We can see from the previous section that in most countries, current provisions do not fully guarantee the sustainability of public catering purchases:

- **Lack of an overarching approach** to sustainability covering all environmental, social, and economic aspects
- When provisions exist, they are **weak or not binding**, based on the goodwill of the players.
- Lack of human and financial resources to implement provisions.
- **Few means of monitoring** the actual implementation of current provisions.

The following section looks at the main areas for improving the sustainability of public purchasing by sustainability dimensions. For each, the first section lists the respondents' views on the current situation, then proposes a gap assessment by criterion and identifies the priorities for FPE by product family from the point of view of the stakeholders surveyed by sustainability dimension, starting with increasing the positive environmental impacts of public food and drink procurements (in section 6.1), social positive impacts (in section 6.2 and 0) and economic impacts (in section 6.4).

6.1 Increasing the positive environmental impact of public food and drinks procurement

6.1.1 Opinion on the current situation

In the survey, we asked economic operators what they thought of the current calls for tender. Results are presented in Figure 34. 47% of respondents think that there are not enough environmental clauses in contracts, and 41% think that there are too few selection criteria. This is less than the number of respondents who think there are enough (35% and 24% respectively).

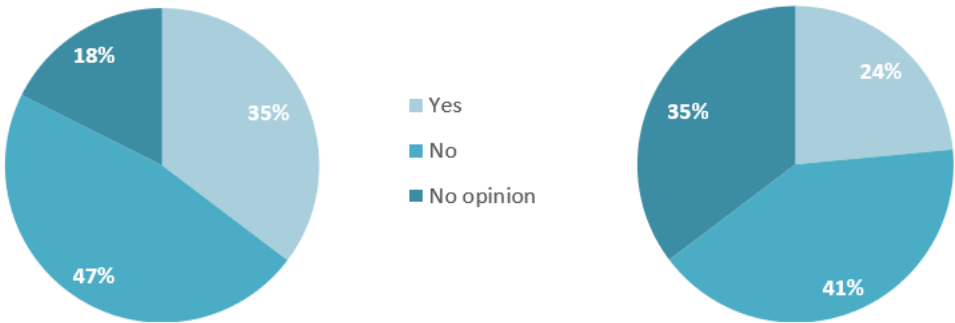


Figure 34: Answer to the question: do you think public tenders include enough environmental technical requirements (TS) (on the left) and award criteria (AC) (on the right)?³⁷³

The main feedback from economic operators on the **environmental** sustainability of public tenders includes the following:

- Confusion or misuse between technical specifications and award criteria. Some respondents pointed out that for organic products, for example, it is more appropriate to put it as a TS rather than an AC. According to some, a AC (alone) on sustainable products reflects a low level of maturity on the part of the buyer. Combined approaches are preferable (minimum rate of sustainable products as TC + AC for additional %). Depending on the weighting of the other criteria, one selection criterion does not guarantee a result and the choice of a more sustainable product (please refer to Table 48)
- The limitation of the notion of “sustainability” to environmental criteria, while the social components are not included as criteria.

³⁷³ Source: survey

6.1.2 Gap assessment per criteria

Criteria	# of countries with no provisions found on this criterion	Main areas for improvement on current identified provisions
Organic products	17	A target of 100% organic is not possible because fish products cannot be labelled ³⁷⁴
Sustainable products	19	Be careful not to think only in terms of the label, but also in terms of the menu as a whole: For example <ul style="list-style-type: none"> - Sustainable meat is still meat that has an impact on the climate. - Rather than certified fish (e.g. from France), give preference to the least overfished species or fish reduction.
Seasonal products	19	No criteria identified for sectors other than fresh fruits and vegetables (e.g. fish which can be seasonal). [E02]
Packaging	20	Current regulations specific to mass catering do not take into account the impact of packaging on health and possible risks (e.g. endocrine disruptors) [IA2]
Transportation	24	Be careful to consider impact and not just distance
Food service	21	N/A
Food waste	22	Contradiction with certain legislation concerning the possibility of selling "ugly" fruits and vegetables or donating foodstuffs to combat food waste [IA1] Possible adverse effect on the reduction in quantities served. No safeguards against certain purchasing mechanisms such as "buy-back clauses", which can have harmful effects on food waste ³⁷⁵ Food-losses does not seem to be covered by the existing criteria [E05]

Table 57: Gap assessment per environmental criteria currently in place³⁷⁶

We were unable to find any provisions dealing solely with **climate change**. This seems to be covered by instructions on reducing the proportion of animal proteins, i.e. via the "plant-based" menu criteria that we have classified as social or transportation. However, we have noted that the carbon impact of meals is increasingly measured, particularly in Nordic countries (Finland, Norway, Sweden) [IA1] [RA3] [E06].

³⁷⁴ [Organic production and products - European Commission \(europa.eu\)](https://ec.europa.eu/organic/organic-production-and-products)

³⁷⁵ Alisher Ismatov, 'The Sustainability Implications of "Product Take-Back Clause" in Supplier/Retailer Interface'.

³⁷⁶ Own elaboration based on stakeholders' consultation

6.1.3 Product category approach

Table 58 compares the environmental impact of each food product category with respondents' answers to the question "According to you, which product categories have the most harmful impact on the environment?".

Food product group	Ranking of the most impacting food product groups Impact per capita - single weighted score - EU27 - 2021 (PEF ³⁷⁷) Source: Consumption Footprint Platform EPLCA	% of respondents who judged this food group to have a negative impact on the environment Source: Ytera survey Categories: Institution and administration, Civil society, Academia, and research
Meat and poultry	0,172	86%
Dairy products*	0,102	62%
Fruits and vegetables	0,037	20%
Cold drinks	0,033	13%
Hot drinks	0,024	10%
Oils and fats	0,021	20%
Fish and sea food	0,018	43%
Frozen foods and ready meals*	0,018	40%
Bread and cereals	0,013	11%
Eggs	0,009	30%
Legume and legume products	Not evaluated	14%
*Under "Confectionary products" + "pre-prepared meals"		

Table 58: Environmental impact per food group and respondent perception

*Distinction between milk and dairy products not available

Stakeholder responses are consistent with the environmental impact calculated by food groups. Unsurprisingly, **animal products** (excluding eggs) are described as the categories with the greatest environmental impact, with meat in first place. There is an initial difference in perception for fish. 43% of respondents ranking this product family among the most impactful, despite having a low environmental footprint. Respondents also proportionally overestimated the environmental footprint of eggs (perhaps by analogy with dairy products) and frozen meals. Finally, respondents tended to underestimate the environmental footprint of drinks compared to their actual environmental impact.

6.1.4 Priority by product groups

The following chapter analyses stakeholder responses to the question "For each following product category, what would be the top 3 priorities to consider in future public procurements?" in the survey and additional free-text answers.

³⁷⁷ The Product Environmental Footprint (PEF) is a multi-criteria measure of the environmental performance of a good or service throughout its life cycle.

6.1.4.1 Meat and dairy, eggs

Results of the survey on meat, dairy and eggs priorities. These products have been grouped together in the same question so as not to overburden the survey.

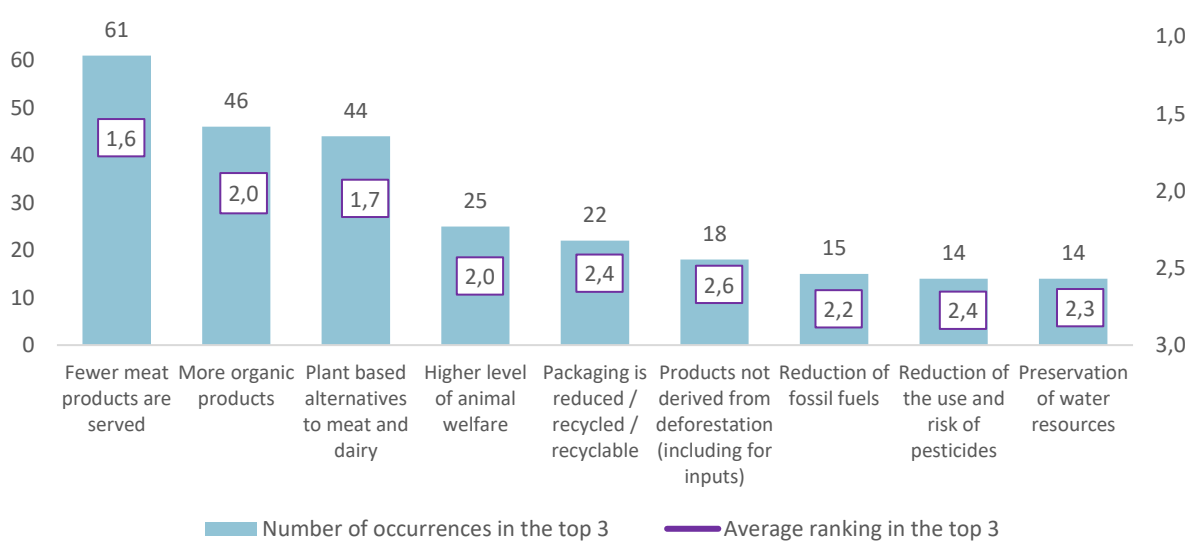


Figure 35: Priority for improvement for product group: meat, dairy and eggs³⁷⁸

Reducing the proportion of meat is by far the most important priority for public procurement according to our survey (with the answers “fewer meat products are served” and “plant-based alternatives to meat and dairy” that concern the same topic). The top priorities for meat and animal product purchases are, in order, to **increase purchases of organic products and to raise animal welfare standards**.

In this product group, several respondents referred to the saying “less but better meat”.

- In their additional comments, respondents emphasized:
- The development of local purchasing
- Increasing supply chain traceability
- Reducing land-use
- Reducing the climate impact

Improving animal welfare is a concern for some contracting authorities that are missing an official label. However, labels make it much easier for buyers to check that requirements have been met, by relying on a third-party certification body. For some, organic farming raises the bar for animal welfare, even though certification does not cover the entire life cycle (e.g., there are no specific requirements for animal transport or slaughter).

³⁷⁸ Source: Survey

6.1.4.2 Marine and aquaculture food products

Results of the survey on marine and aquaculture priorities. These products have been grouped together in the same question so as not to overburden the survey.

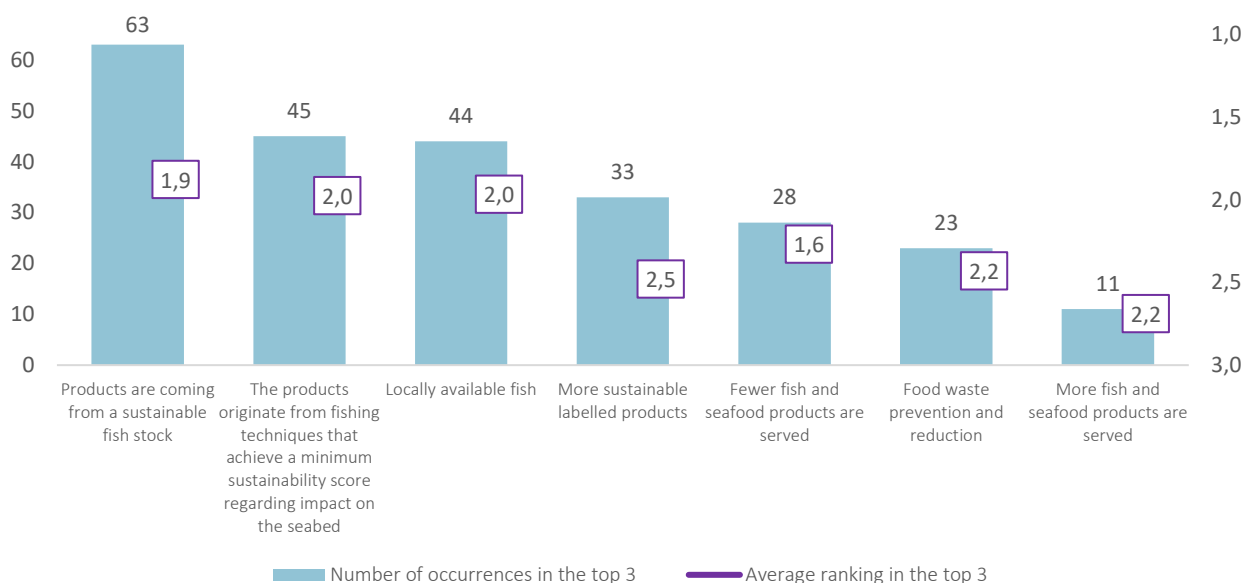


Figure 36: Priority for improvement for product group: Marine and aquaculture food products³⁷⁹

Preserving fish stocks is the main priority for this food group (top 2 choices “products are coming from a sustainable fish stock” and “products originate from fishing techniques that achieve a minimum sustainability score regarding impact on the seabed”) as illustrated in Figure 36. In contrast to the previous food group, the purchase of label products is only the 4th priority.

Other priorities were also mentioned:

- **Respecting the seasonality of seafood products (breeding season or in danger of extinction)**
- Serving more of the so-called **“neglected species”** garfish, shad, mackerel, ... whose stocks are in a satisfactory state.

Some respondents also made a distinction, *which should be included in the potential future criteria*, between farmed and wild caught fish. Available labels, for example, are not the same, nor are the challenges in terms of sustainability. Animal welfare issues were also raised, with the caveat that there is currently no legislation on the welfare of fished marine resources.

- Please note that there are very few certified sustainable fish on offer. So, you need to think by species and not just by label. [IA2]

On this point, the stakeholders note that there is no official list of species on which there is consensus at European level. [IA5]

One stakeholder pointed out that we have forgotten in this selection the role of algae in a balanced diet. Spirulina, for example, is known for its high protein and vitamin B12 content and could have a place in a sustainable diet³⁸⁰. However, we didn’t find any examples of public procurement using algae as an alternative to animal products, so we haven’t considered this subject in this report.

³⁷⁹ Source: survey

³⁸⁰ Silke Grosshagauer, Klaus Kraemer, and Veronika Somoza, ‘The True Value of Spirulina’, *Journal of Agricultural and Food Chemistry*, 68.14 (2020), 4109–15 <<https://doi.org/10.1021/acs.jafc.9b08251>>.

Finally, on an economic and not an environmental dimension, the issue of working conditions in the fisheries, human rights violation and non-compliance with the eight ILO Core Conventions should be considered in public tenders according to some NGOs.

6.1.4.3 Fruits and vegetables

Results of the survey on fruits and vegetables priorities

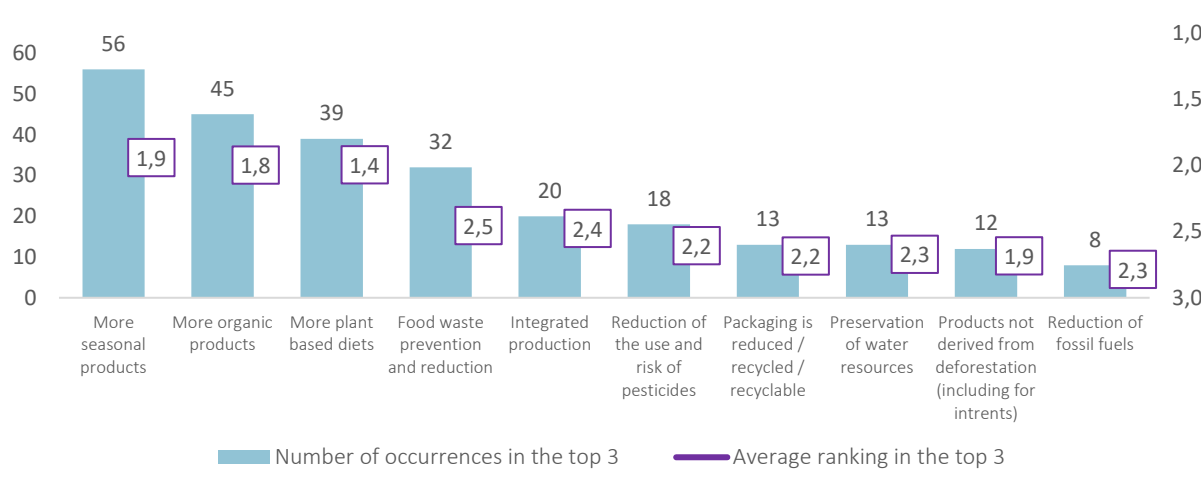


Figure 37: Priority for improvement for product group: fruits and vegetables³⁸¹
Categories: Institution and administration, Civil society, Academia, and research

Respecting the **seasonality of produce** is the top priority for respondents within the fruits and vegetables food group. Please note before considering this into future potential criteria:

- For catering services, this can be included as a criterion in invitations to tender (TS or AC).
- For direct purchases, this is not linked to public contracts, but to the orders and menus decided for each season.

The second priority is to **buy more organic products**. In free-text questions, agroecological practices in general are mentioned.

In addition to this list, respondents emphasize the following:

- The rate of product processing (which we'll come back to in the nutritional section) is also a recurring theme. Using more raw, unprocessed products appears to be a priority that was not included in the original list.
- Buying locally and/or directly from farmers. These two concepts, although different, seem to be priorities for this food group. We develop them further in the report in a specific insert on economic aspects.

This product family seems particularly sensitive to the local context, and the issues of proximity and seasonality can vary from one situation to another. [IA2]

³⁸¹ Source: survey

6.1.4.4 Bread and cereals

Results of the survey on bread and cereals priorities

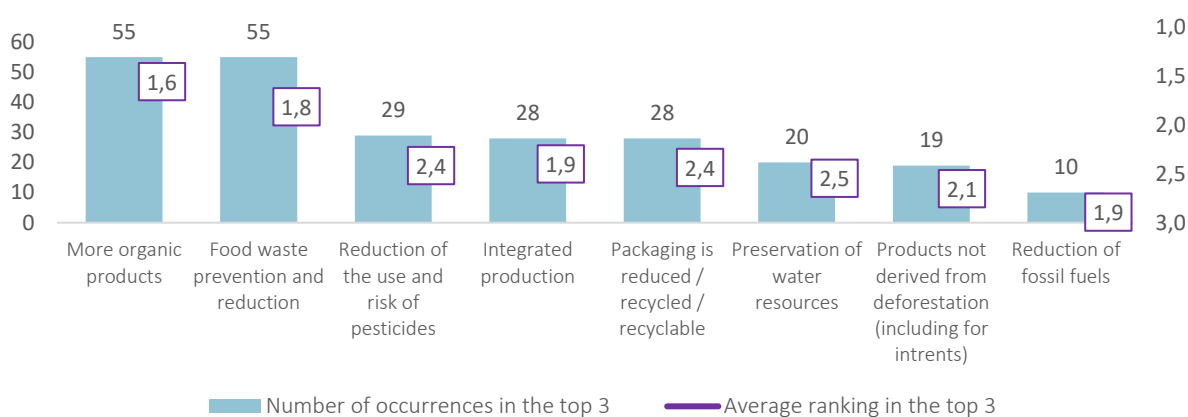


Figure 38: Priority for improvement for product group: bread and cereals³⁸²
 Categories: Institution and administration, Civil society, Academia, and research

For this food group, the first priority is **to increase purchases of organic products**. As with the previous food group, this can be extended to other greener production techniques such as agroecology.

Food waste comes second in this category. One hypothesis to explain this is that we know that bread is one of the most wasted products³⁸³.

In terms of nutrition, respondents added to the importance of whole grains cereals in the diet and the fact that we generally consume too many cereals compared to fruits and vegetables, not in line with nutritional recommendations. Finally, some point to the lack of variety in the cereals grown in Europe, with a diet based mainly on three (maize, wheat, rice). These crops consume a lot of water and fossil fuels³⁸⁴.

The specific challenge of local purchasing for bread was also highlighted. [IA2]

In conclusion, future public procurements of bread and cereals should prioritize organic products, improve the nutritional impact of cereals consumed, and focus on preventing and reducing food waste. Additionally, diversification of crops, local sourcing, social considerations, transparency, and support for sustainable practices are important criteria to be consider.

³⁸² Source: survey

³⁸³ Alan Dymchenko, Milan Geršl, and Tomáš Gregor, 'Trends in Bread Waste Utilisation', *Trends in Food Science & Technology*, 132 (2023), 93–102 <<https://doi.org/10.1016/j.tifs.2023.01.004>>.

³⁸⁴ Davide Danilo Chiarelli and others, 'The Green and Blue Crop Water Requirement WATNEEDS Model and Its Global Gridded Outputs', *Scientific Data*, 7.1 (2020), 273 <<https://doi.org/10.1038/s41597-020-00612-0>>.

6.1.4.5 Drinks

Results of the survey on drinks priorities

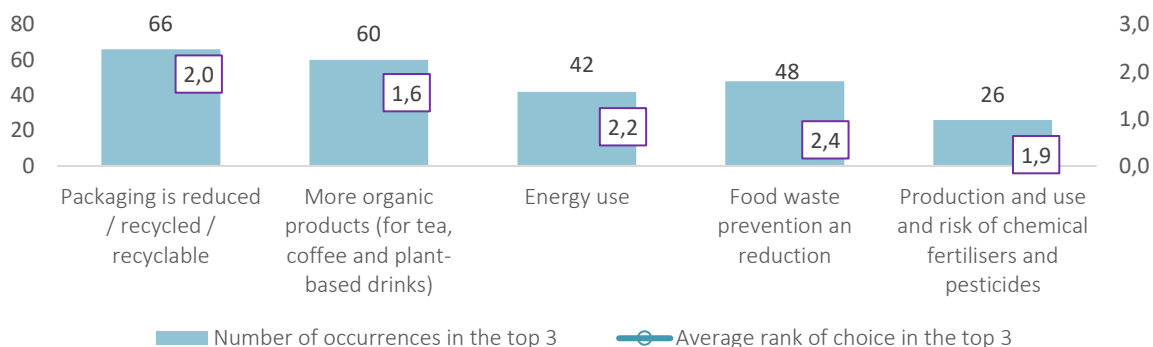


Figure 39: Priority for improvement for product group: Drinks³⁸⁵
Categories: Institution and administration, Civil society, Academia, and research

Top priorities for drinks are about **packaging** (often selected but with a rather low rank in top 3), **more organic products for tea, coffee and plant-based drinks** and **preventing and reducing food waste**.

Respondents may also stress the need to consider the nutritional quality of drinks, differentiating between healthy options such as water and potentially unhealthy high-sugar drinks. On the economic dimension, there is a call for fair trade practices, fair producer prices, and attention to social aspects in the supply chain. We can assume that this would apply to imported products such as tea and coffee in the stakeholders' opinion.

6.1.5 Transportation

When considering the environmental aspect of a public procurement policy, Cerutti and al³⁸⁶ note that the adoption of a life cycle approach is essential since the evaluation of single phases or aspects may lead to incorrect or incomplete assessments. In this same report, the authors note that the agricultural production stage is predominant in the environmental footprint of a product and accounts for 58% of the carbon footprint, 24% is due to operations at the canteens (e.g. the use of water and electricity, as well as disposal of food waste), and 8% can be attributed to cooking, 4% to packaging, and 6% to the transport from farm to the canteens.

The survey only covered the specific transport stage.

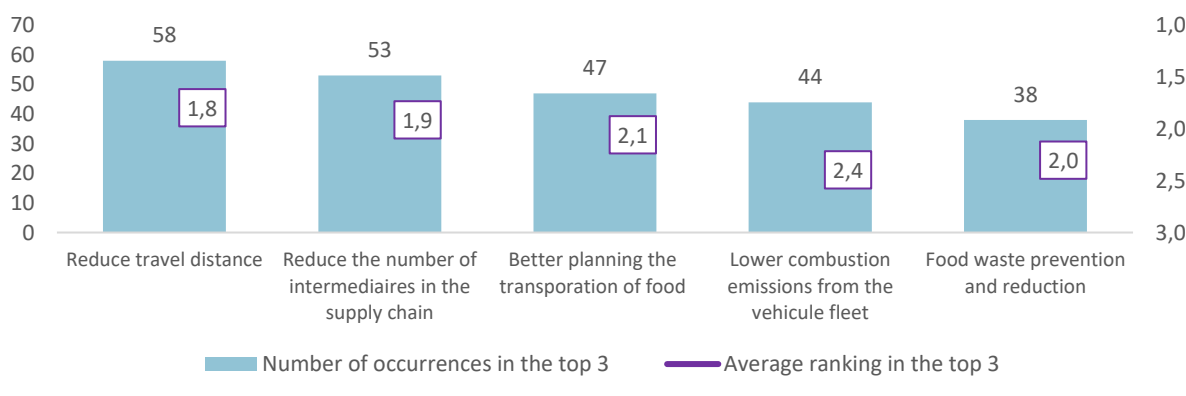


Figure 40: Priority for improvement for transportation³⁸⁷
Categories: Institution and administration, Civil society, Academia, and research

³⁸⁵ Source: survey

³⁸⁶ Alessandro Cerutti and others, 'Modelling, Assessing, and Ranking Public Procurement Options for a Climate-Friendly Catering Service', *The International Journal of Life Cycle Assessment*, 23 (2018) <<https://doi.org/10.1007/s11367-017-1306-y>>.

³⁸⁷ Source: survey

The two main priorities are:

- **Reducing the distance travelled** (see discussion on local purchasing)
- Reducing the number of intermediaries and short chains (this may be different from local procurement).

Legally, setting criteria on local purchasing is not authorized as such in the regulations on public procurement, but it seems authorized to set criteria on the number of intermediaries.

The free-text responses provide valuable insights into considerations related to animal welfare, transportation, innovative approaches, and environmental regulations in the context of public procurement:

- Animal Welfare: There is a strong emphasis on reducing transportation times for animals.
- Environmental impact of transportation: Respondents highlight the need for more fuel-efficient modes of transport, with an emphasis on finding alternatives to trucks, trains, and planes. Air transports are suggested as a potentially least environmentally friendly option.

Finally, some respondents' express challenges in verifying and obtaining comparable information related to transportation criteria in the procurement process. This highlights the need for standardized research-based information to inform decision-making.

6.1.6 Conclusions

To reduce the environmental footprint of public meals, we need to consider a combined approach:

- **By the type of product served.** Meat has a significant impact on the climate. Reducing the proportion of animal protein in meals reduces the carbon footprint of menus.
- **By life-cycle stage** (all products), prioritizing agricultural production, which accounts for the majority of a product's environmental footprint but also having criteria on transportation, packaging, and food-waste.
- **By food waste**, with criteria on frequency or portion size of dishes.
- **Within a product category**, by choosing criteria that reduce its environmental impact (e.g. alternative production methods).

In terms of priorities for future public procurements, the stakeholder responses are well aligned with environmental considerations. Stakeholders emphasize reducing meat consumption, increasing purchases of organic products, and improving animal welfare standards. The focus on local purchasing, supply chain traceability on the origin of products, and considerations for land use and climate impact underscores a holistic approach to sustainability.

For specific food groups, priorities vary. Preserving fish stocks is the primary concern for marine and aquaculture products, while respecting seasonality and increasing organic purchases are key priorities for fruits and vegetables. In the bread and cereals category, increasing organic produce and tackling food waste are top priorities.

6.2 Increasing the social positive impacts of public food and drinks procurement

6.2.1 Opinion on the current situation

In the survey, we asked economic operators what they thought of the current calls for tender regarding health and nutrition criteria.

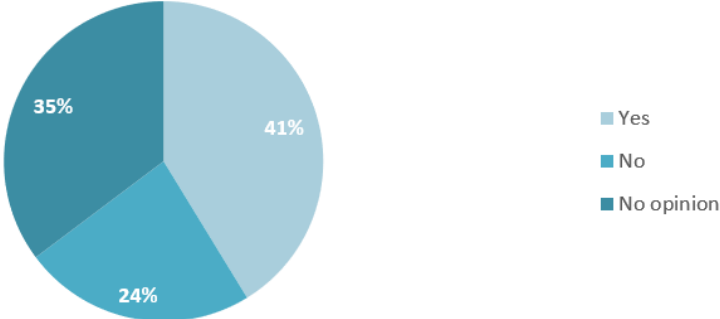


Figure 41: Answer to the question: do you think public tenders include enough health and nutrition technical requirements (TS) and award criteria (AC) (same results)?³⁸⁸

With regard to the **health and nutrition** aspects, respondents consider that there are enough technical specification or award criteria (41%). Only 24% think there should be more. 35% have no opinion on the question. The main obstacles cited are the price of better-quality products and the lack of monitoring tools. However, some respondents make suggestions for improving health and nutrition criteria.

6.2.2 Priorities regarding health and nutrition criteria

Results of the survey on health and nutrition priorities

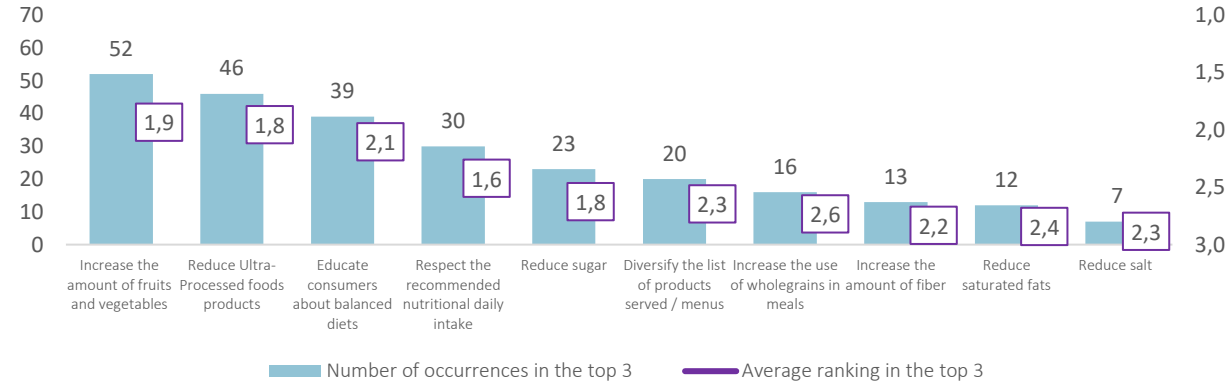


Figure 42: Answers to the question "In terms of health and nutrition, what would be the top 3 priorities to improve public procurement?"³⁸⁹

Categories: Institution and administration, Civil society, Academia, and research.

³⁸⁸ Source: survey

³⁸⁹ Source: survey

The top 3 priorities for future provisions regarding health and nutrition would be, according to the respondents:

- **Increase the amount of fruits and vegetables.**
- **Reduce ultra-processed foods** (as defined in the definition section of the report, the definition was provided in the survey)
- **Educate consumers about balance diets.**

“Respect the recommended nutritional daily intake” was selected by less than half the respondents but with a high rank (1,6/3 in average).

6.2.2.1 Gap assessment per criteria

Criteria	# of countries with no provisions found on this criterion	Main areas for improvement on current identified provisions
Nutritional guidelines	5	<p>The provisions are sometimes based on long-standing nutritional recommendations (ex. Slovenia)</p> <p>Not all of them have a global approach. Only a few of the most recent provisions combine nutritional and environmental aspects (e.g. Sweden and Denmark.)</p> <p>No criteria using the Nutriscore [E05] [E06]³⁹⁰</p> <p>If you think in terms of nutrients, you can't tell whether they come from animals or plants. The distinction between animal and plant-based proteins should be specified [IA1] [RA3]</p> <p>Regarding the possibility of reducing the quantities of certain types of products served in the catering sector, there is no baseline for knowing what quantities are currently served in collective catering. [IA2] [IA3] [IA6] [IA10]</p> <p>Few operational tools for buyers, such as sample menus [IA3]</p>
Provisions regarding vending machines	13	Banning vending machines would not be the solution, as all types of products can be found in vending machines (incl. fruits and vegetables) [CS8]
Plant based menus	18	N/A

Table 59: Gap assessment per nutrition criteria currently in place³⁹¹

Concerning the main issues not covered by the provisions identified, no criteria regarding the freshness of the ingredients were identified [IA3]

Price remains an important issue, and unfortunately healthy products are often more expensive than processed products. There don't seem to be any measures in place to reverse this trend in the catering sector [IA7] [IA13] [RA3]

6.2.2.2 Conclusions

In terms of nutrition, reducing the proportion of meat (and increasing the number of vegetarian menus) seems to be the priority area for optimization, followed by reducing the use of ultra-processed products.

Respondents emphasize the importance of a system approach linking health and nutrition criteria to local habits, culture, biodiversity conservation, and supporting local agriculture. Additionally, there is a call for

³⁹⁰ [Advocacy of the EU scientists and public health professionals – Nutriscore Europe \(nutriscore-europe.com\)](https://www.nutriscore-europe.com/)

³⁹¹ Own elaboration based on stakeholders' consultation

educational efforts and knowledge enhancement among procurement employees. The Nordic nutrition recommendations, Mediterranean diet, EAT Lancet³⁹² and WHO guidelines are suggested as valuable references for setting criteria. [RA7] [RA3] [E06] [CS12] [CS14].

6.3 Increasing animal welfare

6.3.1 Opinion on the current situation

In the survey, we asked economic operators what they thought of the current calls for tender regarding animal welfare criteria.

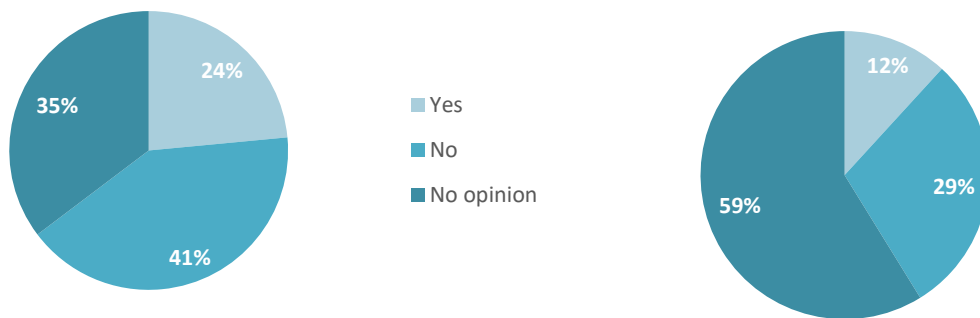


Figure 43: Answer to the question: do you think public tenders include enough animal welfare technical requirements (TS) (on the left) and award criteria (AC) (on the right)?³⁹³

Compared to other dimensions of sustainable development on which respondents were asked, **animal welfare** is the component for which public buyers appear to be least mature. This is particularly true for animal welfare criteria for which only 11% of respondents thought they were sufficient. In the feedback, it was mentioned several times that animal welfare is not taken into account at all (especially in the AC) but that this is an area for improvement in future tenders.

6.3.2 Priorities regarding animal welfare criteria

Results of the survey on animal welfare priorities

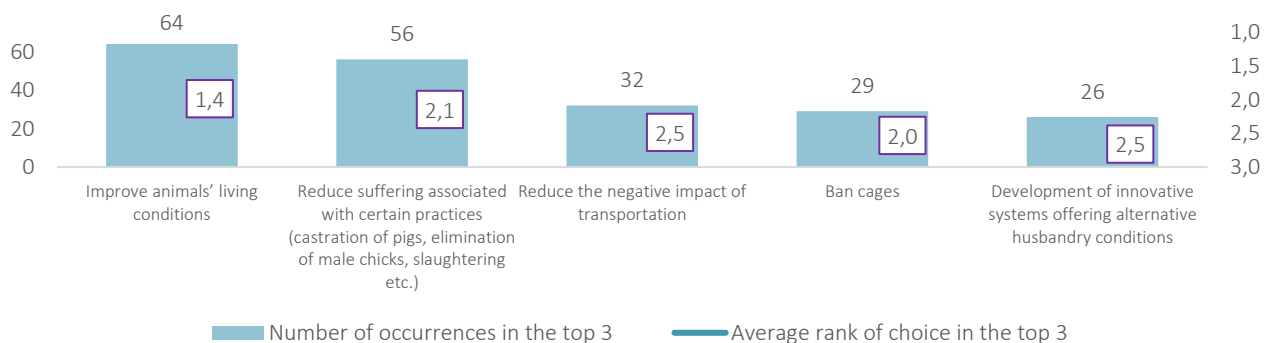


Figure 44: Priorities in terms of animal welfare³⁹⁴
Categories: Institution and administration, Civil society, Academia, and research

The main priority for improving the sustainability of public procurement in terms of animal welfare remains a fairly broad priority “**Improve animals' living conditions**”, this could also include other priorities identified, such as the elimination of certain farming practices or methods.

³⁹² [The Planetary Health Diet - EAT \(eatforum.org\)](https://eatforum.org/)

³⁹³ Source: survey

³⁹⁴ Source: survey

In general, the responses highlight the complexity and interconnectedness of animal welfare issues with the nutritional and environmental aspects. For example, several respondents advocate for reducing meat consumption as a key factor in improving animal welfare. This is in line with broader environmental and health concerns. The need for clear labelling, certification, and standards for animal welfare is also emphasized. Some respondents refer to existing criteria in countries such as Sweden and the importance of the EU organic label as the only label existing so far on animal welfare.

Missing a global framework or label [IA5]. The criteria seem to be more developed for eggs and poultry (free-range). There is no such standardised production method for other species. [IA5]

6.3.2.1 Gap assessment per criteria

Criteria	# of countries with no provisions found on this criterion	Main areas for improvement on current identified provisions
ANIMAL WELFARE	23*	With the exception of Sweden, there are no criteria aimed at limiting or preventing the rapid growth of chickens. [CS7] There is a lack of criteria for monitoring this respect for animal welfare [CS7] No criteria for fish [CS6] No criteria for fish, even though many die of asphyxiation [CS6] No criteria for transporting animals except fish in Austria

Table 60: Gap assessment per animal welfare criteria currently in place³⁹⁵

*Organic criteria that would include some components on animal welfare are not listed here

6.3.2.2 Conclusions

There are only a few animal welfare criteria, and none covers all the stages (feed, rearing conditions, transport, and slaughter). Limiting the consumption of meat and animal products is also an indirect way of improving animal welfare by limiting the number of animals slaughtered.

On social impacts in general, we have not found any provision on **handicap in catering services contracts** or on working conditions in general [IA11] [CS2] [CS5].

6.4 Increasing the economic positive impacts of public food and drinks procurement

We didn't ask the same question on the opinion about the economic criterion in current tenders because it can be confused with the simple "price" criterion. Nevertheless, the priorities mentioned in terms of economic criteria are presented in Figure 45.

³⁹⁵ Own elaboration based on stakeholders' consultation

6.4.1 Concerns and priorities

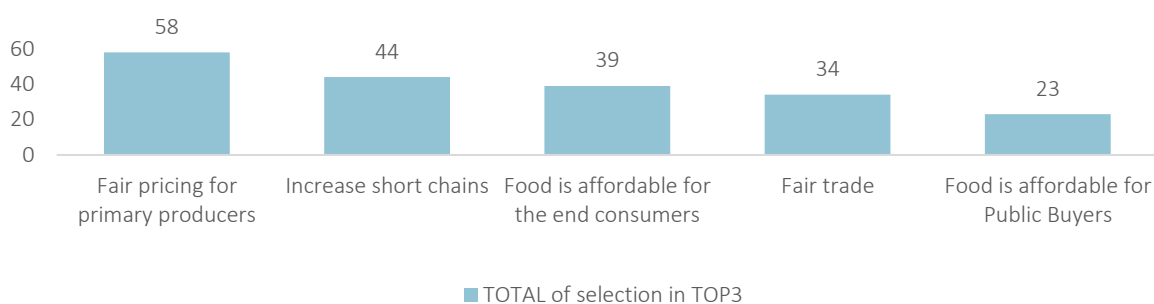


Figure 45: Priorities in terms of economic issues³⁹⁶
 Categories: Institution and administration, Civil society, Academia and research

Fair pricing for primary producers is the most selected issues when it comes to economic issues.

Potential other issues are identified by respondents as follows:

- The importance of taking into account **working conditions** for workers involved in food production,
- Fair pricing is deemed essential, not only for overseas primary producers but also for **local production**.
- However, there's a nuanced perspective that questions the relationship between fair prices and the affordability of food for consumers.
- Inclusion of small producers
- Advocacy for better planning through fixed, long-term contracts between stakeholders in the food supply chain is suggested. This includes contracts between consumers, kitchens, and farms.

6.4.2 Gap assessment per criteria

Generally speaking, we have identified the fewest existing provisions on the economic dimension.

Criteria	# of countries with no provisions found on this criterion	Main areas for improvement on current identified provisions
Fair-trade	22	No list of available products No definition of fair trade in the case of products from the European Union, although fair remuneration for the producer is an issue. Only applied to imported products and does not guarantee living wages for producers across the EU [RA4] It is very complicated to understand the Fair-Trade label for fish. [IA5]
Local	20	Cf. focus on section 6.4.3
Short-chains	23	No clear definition of how intermediaries are counted [E08] [E02] The link between sustainability and short-chains is not proven [E03]

Table 61: Gap assessment per economic criteria currently in place³⁹⁷

No provision (specific to the food and catering sector) was identified regarding the **SMEs access to public procurement** or **fair pricing for producers**.

³⁹⁶ Source: survey

³⁹⁷ Source: Own elaboration based on stakeholders' consultation

A decent income for farmers is a major issue highlighted by several stakeholders, even though there is no law on minimum wages in some countries (e.g. no law on minimum wages in agriculture in Italy) [RA4].

6.4.3 Focus on local procurement

[IA2] [IA4] [IA6] [IA10] [EO1] [EO2] [EO9] [CS1] [CS15] The local dimension is one of the **main expectations of our stakeholders**. Indeed, it is cited as a solution for improving all aspects of sustainable development - environmental, economic, and social:

- Buying locally **reduces a product's carbon footprint** during the transport and packaging phases of its life cycle. Even though LCAs for food show that transport is generally not one of the most impactful stages in the life cycle, because it's only 6% of the carbon footprint (see part 5.1.2).
- It is also a solution to social issues by **reconnecting farmers and consumers**.
- Finally, it's a solution for developing the local economy and supporting local producers.

Sociologist Ronan Le Velly defines local procurement as an *ideal candidate* for linking public purchasing and public policy, and a serious candidate for using social and environmental criteria in tendering³⁹⁸.

Some of the consulted stakeholders are strongly in favour of local procurement (20% of stakeholders interviewed expressed this criterion as priority for FPC), but they also identify two main barriers in favoring local purchases:

- The Public Procurement Directive sets out 3 main principles: "equal treatment of candidates", "freedom of access" and "transparency of procedures". These principles imply that local procurement is **considered discriminatory and contrary to free competition in the single market**. Local procurement remains strictly prohibited, even if it is defended in the name of sustainable development.
- There is **no clear definition** of local procurement, as it can take the form of a short or local circuit (see initial definition for difference).

These barriers entail that local purchasing cannot be included in the technical specifications? nor it can be mentioned in the award criteria. However, there are certain levers that can be used to circumvent these barriers:

- **Sourcing** is defined as the possibility for a purchaser to carry out consultations or market studies or inform economic operators of the project and its requirements in preparation for the award of a public contract. It does not distort competition but facilitates the broadest possible competition. It has been identified as a practice that contributes to increasing the sustainability of purchasing. A good communication between public buyer and economic operators is key to a **competitive stimulation**.
- **Allotment**, i.e. the division of the contract into a set of lots that can be awarded separately. This allows the buyer to target local producers and enable them to enter the competition. A criterion on the division of the market into small lots was also mentioned as a stakeholder expectation. The advantages of allotment for small suppliers is:
 - For technical allotment: This allows suppliers to respond if they only have a limited range of products or services.
 - For geographical allotment: This limits the volumes or number of sites to be supplied, for a supplier who does not have large volumes.
- **Innovative purchasing procedures such as dynamic purchasing system**. Any economic operator that submits a request to participate and meets the selection criteria is allowed to take part in procurement procedures carried out through the dynamic purchasing system over its period of validity. This eases the answer burden. No examples of dynamic purchasing system on food and beverages were mentioned among the stakeholders interviewed or success stories identified suggesting that the lever is little used or poorly known.

Several expectations or avenues of work in connection with FPC were raised during the interviews without changing the EU Public Procurement Directive:

³⁹⁸ Ronan Le Velly, 'When competition meets sustainability. The introduction of sustainable development in public procurement law', *Droit et société*, 110.1 (2022), 171-88.

- **Reservation** is a legal mechanism that allows the government to reserve certain procurement opportunities (such as the supply of food for the school feeding programme) to specific categories of suppliers who satisfy certain prescribed criteria linked to the designated policy objective. This is one of the ways in which local purchasing is currently possible. [IA2] [IA4]

Most players, and local authorities in particular, would like to see a **clear and precise definition of the notion of local purchasing** (number of kilometres, etc.), and expect minimum criteria to enable them to **develop these levers - sourcing, allotment, reservation** - in order to give priority to local purchasing.

6.4.4 Access for SMEs to public procurement

Based on discussions with stakeholders, this is not an issue that stands out as such. Rather, the issue raised is access for small producers/farmers to public contracts, which is dealt with in conjunction with short-chains criteria [IA8].

6.5 Future provisions

Provisions are evolving very rapidly in the areas of sustainability [RA1], and several projects in progress at the time of writing were brought to our attention.

55% of institutions surveyed said “Yes” to the question “Are you planning to adopt legal provisions or to provide tools in the future?”. The subject has therefore been constantly evolving in recent years and will continue to do so in the years to come.

The main subjects to be considered in more than half of the future provisions are:

Topic	%
Increase organic products	83%
Reduce food waste	78%
More seasonal products	70%
Buying at short chains	70%
Increase animal welfare standards	65%
Reduce packaging	65%
Develop plant-based menus	65%
Food education and communication on food served	61%
Fair trade	61%
Increase nutritional quality	57%

Table 62: Topics for future provisions regarding public procurement of food³⁹⁹

These responses are limited to a small panel of respondents, and therefore cannot be generalized to all MSs. The most noteworthy future provisions are, for example:

- Under consultation: A national Sustainable Public Procurement Strategy in Czech Republic which will also cover food [IA15]
- Co-creation of criteria for public procurement of food and catering services. This includes ongoing work on Dutch and Flemish criteria, which are influenced by European Green Public Procurement (GPP) criteria or efforts in the Czech Republic and the use of an e-tool that may become mandatory for public institutions.
- A draft royal decree about food safety and nutrition, for the promotion of a healthy and sustainable food in educational centres in Spain.
- Update of national nutritional guidelines which are long-established, as in France.

³⁹⁹ Source: survey

6.6 Conclusions

About the main areas for improvement, stakeholders raise the issue of the **lack of consolidated data** on current public procurement practices in relation to sustainability. This makes it difficult to prioritize areas for improvement. Today, it is impossible to know what proportion of purchases are made using this or that criterion in different EU countries.

Overall, the findings underscore a convergence of stakeholder perceptions and environmental considerations in shaping future public procurement priorities, reflecting a growing awareness and commitment to sustainable practices in the food procurement landscape. Regarding **the environmental dimension**, there seems to be a need for **improving the criteria**, especially regarding the reduction of the impact of meat, the increase of organic products, seasonal fruits and vegetables and sustainable fish.

Regarding the social dimension, nutritional criteria seem to be fairly well integrated into contracts, even if there is a need to update them and integrate the environmental dimension. Criteria relating to **animal welfare** need to be strengthened and those relating to working conditions need to be developed, as virtually no provisions have been identified.

On the economic aspect, there is a need for general criteria and better definitions of these criteria. “Fair pricing”, which is mentioned by respondents as a priority, is not at all covered by the current provisions.

In the next section 7, we will see how these priorities can be translated into criteria.

7 Outlook for potential future criteria

This section provides some initial ideas on what potential future criteria might look like. The topics to be covered are first prioritized in terms of respondents' expectations in section 7.1, then more generally in terms of ability to harmonize across Europe, potential additional costs, stakeholder expectations (based on the survey) and legal feasibility in section 7.2. Proposals for the formulation of these future criteria submitted by stakeholders are listed in bulk in section 7.3. Sections 7.4 to 7.9 highlight the challenges, key success factors and next steps.

7.1 Key stakeholder expectations

Table 63 presents the prioritization of stakeholders for potential future criteria answering the question "What are the main aspects of sustainability that should be considered in possible future sustainable public procurement criteria?" Survey respondents were asked to rate between 1 and 5 the relevance of several potential themes for future criteria.

Main aspects of sustainability that should be considered in possible future sustainable public procurement criteria	Average rank between 1 to 5
Increase nutritional quality	4,5
Fair pricing for producers	4,5
Reduce food waste	4,4
More seasonal products	4,4
Food education and communication on food served	4,3
Preservation of water resources	4,2
Reduction of pesticide use and risk for agricultural production	4,2
Short circuit purchases	4,2
Fair trade	4,2
A wider variety of products	4,2
Products not derived from deforestation (including for inputs)	4,1
Increase organic products	4,1
Develop plant-based menus	4,1
Reduce packaging	4,1
Increase animal welfare standards	4,0

Table 63: Average score for the various aspects of sustainability to be included in future minimum criteria⁴⁰⁰.

The results **are very similar**, and when we give respondents a choice of themes, **all seem to be priorities** in their eyes. It should be noted that deforestation issues are a priori covered by recent European legislation on imported deforestation⁴⁰¹.

We have therefore used the interviews as the basis for a more in-depth analysis of the situation. we listed the issues on which respondents had expectations in terms of number and category. Here are the main expectations in terms of FPC spontaneously mentioned by respondents:

⁴⁰⁰Source: survey

⁴⁰¹ [Parliament adopts new law to fight global deforestation | News | European Parliament \(europa.eu\)](#)

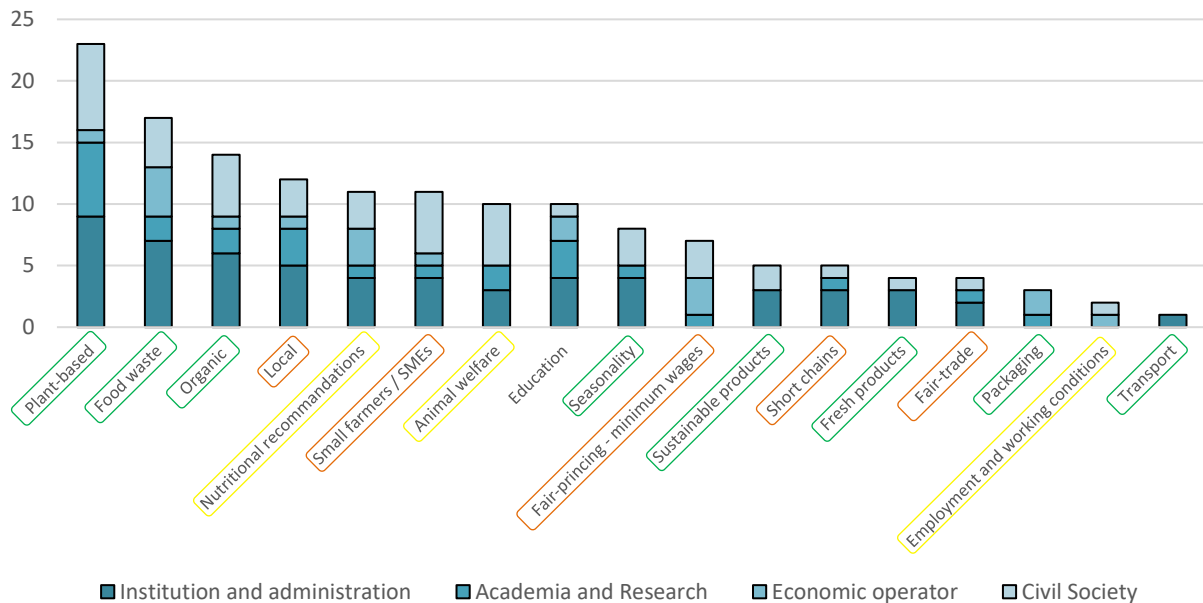


Figure 46: Main expectations regarding FPCs mentioned during the interviews⁴⁰²
 In green: Environmental criteria. In orange: Economic criteria. In yellow: Social criteria

In proportion, we note:

- **Institutions have higher expectations when it comes to environmental criteria**, including vegetarian menus, food waste and organic food.
- Stakeholders in the "**academia and research**" sector emphasise the need for criteria on **plant-based menus and education actions** for guests on sustainable food.
- **Economic operators** seem to prioritise criteria linked to **food waste, compliance with nutritional recommendations and fair remuneration of suppliers**.
- Proportionally, **civil society** expressed expectations regarding access for **small farmers and animal welfare**, more so than other types of stakeholders.

7.2 Assessment of the possibility of introducing criteria by dimension at European Union level

Based on the state of the art and the interviews, **mandatory criteria** (with a certain degree of flexibility, as described below) seem to be the most effective mechanism as opposed to voluntary approaches such as guidelines or plan.

While we have categorized environmental, social, and ecological aspects separately in this report, it is crucial to recognize their interconnectedness and emphasize the importance of adopting a holistic system approach that encompasses all dimensions of sustainability and involves various stakeholders [IA3] [IA8] [RA4] [RA8]. For instance, the impact of a vegetarian menu extends beyond nutrition and considers climate impacts and food affordability [RA7].

The questions the European Commission will have to answer in defining the criteria include:

- **Who? Where? Defining the countries and sectors concerned**

Do the criteria have to be the same for all catering sectors and all MSs? Criteria will have to take into consideration the initial level of maturity by country / sector. The complexity of establishing a single criterion becomes evident when considering the diversity in expectations, the cultural aspect of food, dietary preferences [IA4] and levels of maturity among different countries [IA4] [IA13] [RA7] [RA8] [EO1] [EO9] [CS5].

⁴⁰² Own elaboration based on stakeholders' interviews

Implementing a uniform criterion may not adequately address these variations, risking the imposition of standards that might be either too stringent for some countries or insufficient for others. Recognizing the need for inclusivity, the criteria must be achievable even for countries with limited provisions and lower levels of maturity in sustainable practices [RA5] [CS8]. The range of flexibility is a key consideration in defining effective criteria [IA4] [IA6] [IA19] [RA2] [RA4] [RA5] [EO1] [EO2] [EO3] [EO5] [EO6] [CS5] [CS9]. This flexibility should encompass various aspects, including the choice of indicators, methods of implementation, and adaptation to local conditions. Some stakeholders highlighted that a single, common criterion could prove counter-productive and complicated to implement [IA4] [IA5].

Conversely, while allowing for flexibility, there is merit in promoting relative harmonization of definitions and demands [EO6] [EO8] [CS12]. This ensures a common understanding of sustainability concepts and expectations, facilitating international collaboration and coherence in the industry. One solution might be to have a set of minimum criteria and the possibility of setting higher percentages in certain contexts or for certain countries.

- **When? How are these criteria approached over time?**

What is the realistic timeframe for implementing these criteria? They could also provide for a progressive approach to the objectives to be achieved. Measuring the time taken for transitions is a critical aspect of implementing sustainable criteria, as it allows both buyers and the market adequate time to adapt to evolving standards and expectations [IA2] [IA5] [EO2] [EO9]. Public tenders can last up to 4 years, underscoring the importance of establishing a realistic timeframe for criteria adjustments [EO2]. The criteria must provide for deadlines over time and make it possible to progressively measure the efforts made [IA10] [RA4] [RA8] [CS10] [CS11] [CS12] [CS13]. The EU Commission could also choose to set a pilot phase before full-scale implementation allows for testing the feasibility and effectiveness of the FPC. This approach involves selecting a subset of projects or contracts to apply the criteria initially, collecting feedback, and making adjustments based on the lessons learned [EO1].

- **How? How can these criteria be monitored over time?**

The EU Commission will have to reflect on the steering and monitoring of FPCs:

- Defining quantitative indicators allows for measurable and verifiable criteria. The European Commission can establish key performance indicators (KPIs) that enable the measurement of progress toward sustainability goals. This may involve collecting data on specific metrics, such as carbon footprint reduction or waste reduction.
- Monitoring Mechanisms: Implementing robust monitoring mechanisms involves regularly assessing and verifying compliance with sustainability criteria. This may include the use of data reporting tools, audits, and inspections to ensure that the intended sustainability goals are being achieved.

There are three monitoring options:

- **Option 1: No Short-Term Follow-up**
 - o Description: This option involves minimal or no immediate follow-up after the implementation of sustainability criteria. Monitoring is limited, and there is no specific mechanism for ongoing assessment in the short term.
 - o Advantages: Administrative simplicity and reduced burden on stakeholders.
 - o Disadvantages: Lack of oversight may result in non-compliance going unnoticed, hindering the effectiveness of sustainability initiatives.
- **Option 2: Delegated Implementation and Monitoring by MSs**
 - o Description: MSs take on the responsibility of implementing and the FPCs using methods they find most appropriate. Results are reported to the Commission.
 - o Advantages: Tailored approaches based on local contexts and conditions. Distributed responsibility.
 - o Disadvantages: Variability in monitoring standards and potential inconsistencies in reporting.
- **Option 3: Follow-up at EU Level**
 - o Description: Implementation and monitoring occur at the EU level. This option includes various methods such as follow-up on data entered in TED notices (with additional fields for sustainability criteria), a

declaration portal for self-declaration by contracting authorities, data collection from suppliers/contracting authorities through sampling, restaurant labelling, and on-site audits.

- Advantages: Centralized control and standardized monitoring methods can ensure consistency and comparability of data.
- Disadvantages: Increased administrative burden and potential challenges in coordinating and enforcing standards across diverse regions.

Most stakeholders interviewed stressed the **importance of monitoring the criteria**, which argues in favour of options 2 or 3 [IA10] [RA4] [RA8] [EO2] [CS2] [CS4] [CS10] [CS11].

Eventually, the Commission will also have to decide what happens if these criteria are not met.

	Ability to harmonize across Europe		Potential additional costs		Stakeholder expectations (based on the survey)		Legal feasibility		Global score (sum of all ratings)
	Score 1to5	Comment	Score 1to5	Comment	Score 1to5	Comment	Score 1to5	Comment	
Plant-based menus	5	Allow sufficient latitude to adapt menus to local customs and habits	5	Vegetarian menus are generally less expensive than meat menus	4,1		5	Yes	19,1
Seasonal products	3	The seasonality calendar must be defined at national or local level	5	Not really, seasonal products are generally less expensive.	4,4		5	Yes	17,4
Packaging	5	There are already European regulations on single-use plastics	3	It will probably depend on the products. If there is no extra cost, more staff may be needed to wash reusable containers, for example.	4,1		5	Yes, if it does not target a single technical solution	17,1
Food waste	2	A JRC report highlights the differences in measurements between countries and calls for greater harmonisation of measurement methods ⁴⁰³ .	5	On the face of it, this measure should generate savings	4,4		5	Yes	16,4
Education	4	Allowing flexibility to adapt to the audience and the cultural context	3	Slight additional cost to put actions in place	4,3		5	Yes	16,3
Nutritional recommendations	3	It all depends on how detailed the criteria are. Each country has its own nutritional recommendations, worded differently. A reference to international standards could help find a common baseline. Recommendations also have a cultural aspect [IA7]	3	Not really It's worth noting, however, that working with raw products takes more time than working with prepared products.	4,5		5	Yes	15,5
Fair pricing for producers	3	No official definition.	4	Slight additional cost because the supplier is better paid	4,5		4	Could be debatable	15,5
Short-chains	4	Yes, common definition but local contexts are different	3	Depending on products but allotment loses the mass effect	4,2		4	Could be debatable	15,2
Organic products	5	Organic production is harmonized across Europe with the Regulation (EU) 2018/848. However, the potential for local (even at national level) organic purchases varies widely from country to country.	1	Yes, this is cited as the main obstacle	4,1		5	Yes, as long as the criterion mentions equivalence	15,1
Sustainable products	3	Certified schemes could be very different from one country to another, with varying levels of requirements	3	Depending on the labels selected	4,2	If the sustainability scheme covers water preservation and pesticides use	4	Yes, as long as the criterion mentions equivalence. Geographical criteria (PGI) could be the subject of debate.	14,2
Fair-trade	4	There is a shared definition. However, not all European products have the label (e.g. French bananas from Martinique), which can penalize them in tenders.	2	There is generally an additional cost	4,2		4	Could be debatable	14,2

⁴⁰³ <https://publications.jrc.ec.europa.eu/repository/handle/JRC118985>

Transportation	5	Vehicle standards are defined at European level	4	Possible but limited		Not asked	5	Yes, on transportation impact and not on transportation distances	14
Animal welfare	2	No common label or rules apart from "organic" production which contains some specification on animal welfare.	2	Yes, production systems with better standards are often more expensive	4		5	Yes	13
Food service	3	Energy labels that rank appliances on a scale from A to G according to how much energy they consume exist at EU level, nothing exists on water consumption	4	Possible but limited		Not asked	5	Yes	12
SMEs	4	Yes, common definition but local contexts are different	3	Depending on products but allotment loses the mass effect		Not asked	2	It seems possible to formulate it as a target but not translated into a TS or AC.	9
Local products	3	No official definition. It depends on the place of production	3	Depending on products		Not asked	2	It seems possible to formulate it as a target but not translated into a TS or AC.	8

Table 64: Ytera analysis of priority themes for future FPCs⁴⁰⁴

⁴⁰⁴ Own elaboration

The criteria that seem most relevant to introduce in terms of stakeholders' expectations, ease of implementation, potential additional costs, and capacity for harmonisation at European level are those relating to plant-based menus, seasonal products, packaging, food waste and education. Together with the setting of FPC, there is the need for legal clarification regarding the use of criteria, such as short chains, origin requirements, and quality labels like Protected Geographical Indication [RA8].

The Commission should also take into consideration the combined effects of several criteria: for example, "seasonal" criteria tend to increase the share of fresh and local produced food, and short-chains is better for traceability and fair remuneration for suppliers [IA3].

To establish the target to be achieved or the level of ambition for each criterion, the Commission may choose to use the following methods:

Reference	What am I measuring?	Advantages	Disadvantages	Examples
History	Improvement in performance over time	Knowing if you've done better than last time	No comparison with the external environment	About food waste: Reduction targets for catering companies. About labels: Time-bound targets
Performance desired	Achieving objectives such as budget targets	Frame of reference in line with the company's objectives	The objective might not be realistic	About nutrition: <ul style="list-style-type: none"> - Following the national nutritional guidelines / WHO - Setting a target of plant-based proteins On environment: <ul style="list-style-type: none"> - Setting some of the GPP guidelines as mandatory - On economic - Setting on minimum % of small chains purchases
Performance of public buyers / Current provisions	Performance compared to the average of tenders	Takes into account tender trends and context	Does not encourage more mature organisations to improve	On all aspects: <ul style="list-style-type: none"> - Align with the current regulations of the most demanding country. - Apply % performance levels equivalent to those of the most advanced countries

Table 65: The different ways of setting an objective⁴⁰⁵.

Finally, formulations such as "increase" or "reduce" that are common to all countries should be avoided. Each country starts from a different baseline: It is easier for an immature organisation to improve than for those that have already taken action. [IA5]

7.3 Some criteria proposed by stakeholders during the study.

To inform the JRC of the expectations of those interviewed, here are the concrete proposals made to us for future FPCs for the various criteria. We have not oriented the answers on the proposals, so these are spontaneous proposals given during the interviews or in free text.

⁴⁰⁵ Own elaboration

7.3.1 Environmental criteria

In bulk, Table 66 presents proposals for criteria on the environmental dimension.

Criteria	List of criteria / Expectations
Organic	<p>Not just organic farming as a sustainable production method, but also other systems [IA5] Include conversion farms in the criteria [CS10] Open up to agro-ecological practices, not just organic products [IA8] [CS10] 30% Organic [RA2] in mass or value [EO2] 20% Organic [Manifesto for establishing minimum standards for canteens across the EU⁴⁰⁶] 25% organic (aligned with the farm-to-fork strategy) [RA4] Increase by 10% each year the share of organic products [EO1] 1/3 organic products in vending machines [EO2] The % is defined on the basis of the agricultural area of the country cultivated organically.[EO2] 50% organic [CS14]</p>
Sustainable products	<p>Marks are awarded for agro-ecological practices beyond the minimum organic requirement [Manifesto for establishing minimum standards for canteens across the EU] Promoting millet or cereals that use less energy/water [EO5]</p>
Seasonal products	Award criteria to prioritise seasonal products [CS5]
Packaging	<i>Not mentioned</i>
Transportation	No flight transportation for food [IA17]
Food service	<i>Not mentioned</i>
Food waste	<p>Measure food waste [RA2] Carry out a mandatory food waste audit [RA5]</p>
Climate	25% GHG emissions reduction through more plant-based food, food waste reduction and a low-carbon food chain from farm to fork [Manifesto for establishing minimum standards for canteens across the EU]

Table 66: List of environmental criteria proposed by respondents (in bulk)⁴⁰⁷

⁴⁰⁶ [Manifesto for establishing Minimum Standards for Public Canteens across the EU final.pdf \(iclei-europe.org\)](#)

⁴⁰⁷ Own elaboration based on stakeholders' consultation

7.3.2 Social criteria

In bulk, Table 67 presents proposals for criteria on the social dimension.

Criteria	List of criteria / Expectations
Nutritional recommendations	<p>Follow national nutritional guidelines [IA7] [IA13] [RA7] 100% of all public meals are based on dietary guidelines that ensure sustainable, healthy nutrition for all relevant age groups and social contexts. [Manifesto for establishing minimum standards for canteens across the EU]</p> <p><u>Drinks:</u> No added sugar in fruits juice [IA7] Use and availability of water as default drink (for free) in public places. [IA7] [IA13] [CS11] Reduce sugar levels in drinks [IA7] Ban sweet beverages [IA13] Ban high-sugar drinks and energy drinks and alcohol from public expenditure [CS5] Limit products high in fat and salt [CS5]</p> <p><u>All:</u> Reduce product high in fat, sugar, and salt [IA13] [IA18] [RA2] [EO1] Reduce the amount of processed and ultra processed food [IA18] [RA4] Promote products with nutriscore A or B [EO6]</p> <p><u>Fruits and vegetables:</u> 5 fruits and vegetables a day [IA7] Increase the amount of fruit and vegetable [IA20] More locally produced fruits and vegetables; [IA7] Include more portions of raw fruit and vegetables during main meals and breakfast. [CS10]</p> <p><u>Cereals:</u> Increase whole cereals [IA7] at least 75% [CS10] Less refined cereals, less sugars and salt in cereals [IA7]</p> <p><u>Nutrients</u> 5g of salt per day, reduce saturated fat intake. [IA7] Increase the amount of fibres [IA18]</p>
Vending machines	<p>Sale of mineral water, fruit juice, tea, or coffee only [CS5] In the case of energy criteria, please specify the type of vending machine concerned (refrigerated or not) [CS8]</p>
Plant-based menus	<p>Minimum 80% of the meal in kg should be plant-based [RA1] Minimum percentage of plant based meals served in collective catering (This percentage should be calculated on the basis of European greenhouse gas reduction targets) [CS1] [CS7] Mandatory plant-based (vegan) menu [RA2] Either a daily plant-based option or full plant-based days in collective catering, depending on the practical constraints of each collective restaurant. [CS1] Always have a vegetarian/plant-based option [RA3] Include a minimum threshold for plant-based proteins [RA3] 50% of vegetarian meals by 2030 [CS1] Minimum target of 80% of budget allocated to plant-based foods in the total purchase of food and drink products related to public procurement. [CS12]</p>
Animal welfare	<p>Reduce animal product consumption (following Mediterranean guidelines) [CS6] Criteria for anaesthetic ablation methods [CS6] Maximum of 4 hours [CS7] / 8 hours [CS6] of animal transport Minimum percentage of organic animal products [CS10] Ban fast-growing breeds of chicken [CS7] No mutilation practices for pork [CS7] Eggs in the shell used to fulfil the catering contract must not be labelled code 3 [CS11]</p>
Social rights and labours conditions	<p>100% compliance with decent working conditions in conformity with applicable collective bargaining agreements as well as relevant national, EU legislation and international standards, and encouraging the employment of vulnerable workers in the farm to fork food chain [Manifesto for establishing minimum standards for canteens across the EU]</p>

	<p>Economic operators and their subcontractors comply with the applicable obligations regarding wages, the right to organise and collective bargaining on wage-setting, in the field of social and labour law established by Union law, national law, collective agreements or international social and labour law provisions, including ILO Freedom of Association and the Protection of the Right to Organise Convention No 87 (1948) and the ILO Right to Organise and Collective Bargaining Convention No 98 (1949) [CS4]</p> <p>Add an award criterion on social practices [CS5]</p>
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Table 67: List of social criteria proposed by respondents (in bulk)⁴⁰⁸

7.3.3 Economic criteria

In bulk, Table 68 presents proposals for criteria on the economic dimension.

Criteria	List of criteria / Expectations
Fair-trade	<p>Have a list of Fairtrade certified products [IA1]</p> <p>At least 25% of the products typically originating from countries outside Europe, such as bananas, coffee, and tea, shall be fairly traded [Manifesto for establishing minimum standards for canteens across the EU]</p> <p>100% fair-trade for tea, coffee and cocoa [E02] + tropical fruits, spices [CS13]</p> <p>25% of fair-trade when it is possible [CS11]</p>
Local products	<p>Have a target on local food [RA2] [E02]</p> <p>Common criterion between organic and local [E02]</p>
SMEs	<p>At least 10% of food originates from small-scale farmers, defined by turnover, agricultural area, and number of employees. [Manifesto for establishing minimum standards for canteens across the EU]</p>
Fair pricing for producers	<p>Ensuring a minimum income for producers and small farmers – calculated according to living wages [RA4]</p> <p>Obligation to have reviewable prices in public contracts [E05] [E07] [CS10]</p>
Short-chains	<p>At least 10% of food originates from small-scale farmers, defined by turnover, agricultural area, and number of employees. [Manifesto for establishing minimum standards for canteens across the EU]</p>

Table 68: List of economic criteria proposed by respondents (in bulk)⁴⁰⁹

7.3.4 Other criteria

In bulk, Table 69 presents proposals for criteria on other topics.

Criteria	List of criteria / Expectations
Education	<p>Carrying out initiatives to educate people about a balanced diet and taste especially for the education sector [IA2] [E02]</p>
Weighting of the award criteria	<p>Minimum 50% weighting for the environmental AC [E05]</p>

Table 69: List of other criteria proposed by respondents (in bulk)⁴¹⁰

7.4 Main potential barriers to future potential criteria

The challenges and potential barriers to the implementation of FPC are multifaceted and require careful consideration.

⁴⁰⁸ Own elaboration based on stakeholders' consultation

⁴⁰⁹ Own elaboration based on stakeholders' consultation

⁴¹⁰ Own elaboration based on stakeholders' consultation

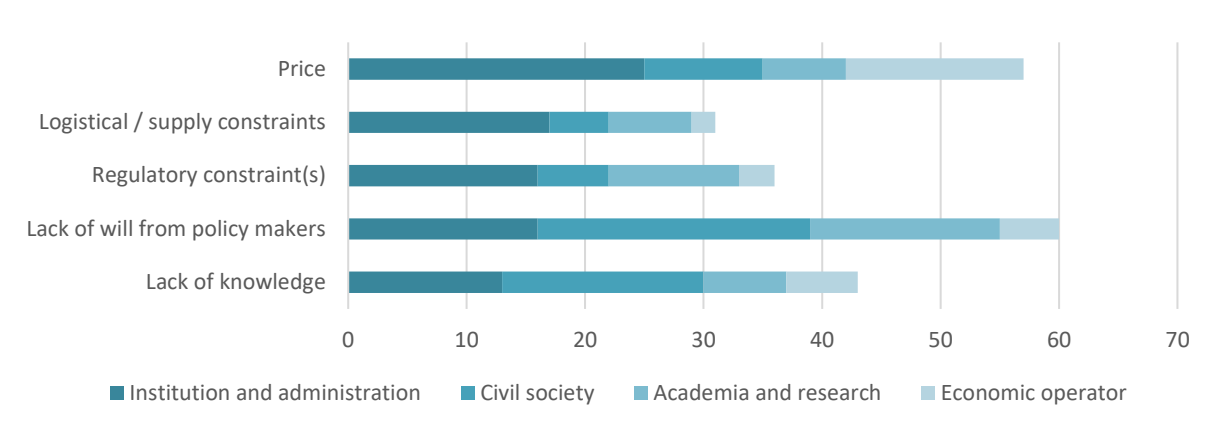


Figure 47: Main barriers to the implementation of FPC⁴¹¹

Categories: Institution and administration, Civil society, Academia and research, Economic operator.

Based on the survey results presented in Figure 47, the main barriers may be on price, logistical constraints, and regulatory constraints. The pricing dynamics of sustainable products, potential administrative burdens for suppliers or public purchasers, concerns about increasing imports, and fears of the loss of market outlets seem of particular concern [E05] [IA1].

The interviews revealed a notable concern is **the lack of a baseline on the current situation** and consolidated data [IA5] [CS12]. Without a comprehensive understanding of the existing landscape, formulating effective FPCs becomes challenging. Addressing this gap is crucial for informed decision-making and targeted interventions.

There is apprehension regarding the perceived ambition of FPCs and the **potential lack of local or political support** [IA11] [RA8] [E01] [E03] [E04] [E05]. Identifying and building a strong foundation of support is essential for the successful implementation of FPCs. Identifying the stakeholders who might resist FPCs reveals that economic operators, especially those in the realm of agriculture, are often reluctant [E03]. The economic sector expresses concern about the substantial investment required to adapt production lines to meet sustainability targets. Some argue that introducing voluntary minimum criteria might be a more pragmatic and effective approach [E05] [IA1].

We would also point out that these minimum criteria, if they exist, are intended to apply to EU candidate countries that are not yet members. Beware, therefore, of the level of ambition, as they could constitute an additional barrier to entry [IA12]

7.5 Recommended implementation methods.

In navigating these challenges, it will be essential to foster open dialogue and engagement with stakeholders, considering their perspectives and addressing concerns collaboratively. This approach will contribute to the development of more effective and widely accepted FPCs in the pursuit of sustainable practices: We advise the commission to conduct stakeholders' consultations to gather input and insights from various stakeholders, fostering inclusivity in the development of criteria [IA7] [IA9] [E06] [CS5] [CS9].

Supporting public buyers during the transition phase will also be crucial for the successful implementation of sustainability criteria. The Commission can employ various strategies to provide effective assistance [IA10] [E04] [E05] [E07] [CS5] [CS10] [CS14]:

- **Calculation and Accounting Tools:** Develop and provide calculation and accounting tools to assist public buyers in assessing and measuring their sustainability performance [RA8].
- **Chefs and buyers Trainings:** Offer training programs for chefs to enhance their understanding of sustainable practices and encourage the adoption of such practices in their culinary activities [IA3], [RA5] [CS1] [CS2], [CS11] [CS12] [CS14]. Train the buyers on the implementation of FPCs [IA8] [RA5].

⁴¹¹ Source: survey

- **Sharing Good Practices:** Facilitate the sharing of good practices through concrete examples and peer-to-peer exchanges, allowing public buyers to learn from each other's successful sustainability initiatives [IA14] [RA4] [RA6] [EO8] [CS10].
- **Collaboration with Formulation Industry:** Collaborate with the formulation industry to ensure that sustainability criteria are feasible and aligned with industry capabilities [IA13] [EO3].
- **Financial Support:** Consider financial support to alleviate the additional costs that public buyers may incur during the implementation of FPC. Stakeholders emphasize the necessity of financial aid to achieve sustainability objectives [IA9] [IA11] [RA8] [EO7] [CS10].
- **Training and Logistical Organisation of Producers:** Support the training and logistical organisation of producers to ensure a seamless integration of sustainable practices into the supply chain [IA2] [IA4] [RA8].
- **Clear Definitions:** Provide clear and globally applicable definitions for key terms such as "local," "seasonal," and "short-chains" to avoid ambiguity (IA17, IA19, EO5, EO8, EO2). If possible, create databases on sustainable products (fish, fair-trade products...)
- **Education and Communication:** Employ educational and communicative strategies, including infographics and concise communication materials, to convey the criteria clearly without overwhelming stakeholders with lengthy reports [CS2] [CS10] [CS12] [CS14] [CS11].

7.6 Possible limitations of the analysis

This time-constrained analysis has certain limitations, which we set out below in full transparency:

- The results of the survey and interview presented in the report are based on a panel of 100 answers of respondents. They should therefore be seen as trends or proposals, and not as a public consultation on the topic. For each result, please refer to the title of the table to find out which panel of respondents is being considered. Free text responses are treated as qualitative data, for example on the opportunities and barriers of current provision and are used to inform the JRC's thinking. **This report doesn't reflect the views of all MSs or a global view of stakeholder positions.**
- Although we used automatic translations, the language barrier made it difficult to collect data in some countries. For the countries of Eastern Europe in particular (Hungary, Poland, the Baltic States, the Czech Republic, etc.), the analyses in this report are fragmentary and we do not have feedback from the local players.
- Consolidating the criteria was made difficult by differences in wording between countries. This is particularly true for nutritional criteria, for which it is difficult to find a common synthetic basis because they depend so much on age, products, nutrients, grammages, etc.
- Note also the lack of representation of certain stakeholders in the survey. Economic operators were poorly represented. Consumers were not consulted during the survey.
- Through the administration of questionnaires and interviews, we amassed a substantial volume of content necessitating summarization and consolidation for this report. The intricacies and comprehensiveness of each stakeholder's stance are not fully captured in this presentation. It is important to highlight that the JRC possesses access to the unprocessed responses from the questionnaire and the interview scripts, should a more detailed analysis be deemed necessary.
- A final limitation is the rapid obsolescence of the inventory of fixtures, as regulations change very quickly. It is possible that new provisions will have emerged between the time of our research and the time of writing, finalising, and publishing the report.

7.7 Beyond minimum criteria, the importance of good purchasing practices

The results of Ytera's analysis underline the need to complement the setting of minimum criteria with good purchasing practices to ensure an effective implementation of sustainable food procurement. This section underscores the pivotal role played by the buyer in the tender preparation process, as highlighted by the World Health Organisation's guidelines⁴¹².

⁴¹² 'How Together We Can Make the World's Most Healthy and Sustainable Public Food Procurement' <<https://www.who.int/europe/publications/i/item/WHO-EURO-2022-6178-45943-66333>> [accessed 27 February 2024].

The primary lever highlighted for implementing criteria is the significance of market dialogue [IA1], [IA2], [IA8] [RA8 [CS9]. Understanding the structure of the supplier market, the availability of "sustainable" offerings, local products, and suppliers' expectations enables the public buyer to tailor its tender and avoid restricting competition in procurement calls. Effective communication is crucial to encourage suppliers to respond to tender invitations.

It is essential to involve all the stakeholders, from the producers to kitchen staff and finally to the final customers/guests, when defining tendering requirements. Furthermore, the buyer should be tasked with formulating a robust purchasing strategy that aligns with broader organisational goals and objectives. This entails a meticulous approach to drafting the tender dossier, ensuring clarity, transparency, and adherence to best practices in the procurement process. In essence, the emphasis on these key elements transcends the compliance with future potential criteria, paving the way for a more strategic and impactful approach to procurement activities.

7.8 To go further, link to other European policies

Over and above the minimum criteria, the Commission needs to think about overall consistency with its other policies. Here are a few examples of European policies that are indirectly linked to public procurement of food, beverage, and catering services:

- Coherence with **the Common Agricultural Policy (CAP)**: This involves supporting small-scale producers and promoting the development of organic products and legumes. A Swedish study underscores the impact of Green Public Procurement (GPP) criteria on organic production, emphasizing the interconnectedness with direct agricultural policy, including subsidies⁴¹³. Advocates propose integrating social measures into CAP to enhance sustainability [RA4] [CS2] and help meat producers to develop other sectors if the aim is to eat less meat [IA7]
- **Alignment with Corporate Sustainability Reporting Directive**: Stress the importance of aligning sustainability criteria with the objectives outlined in Directive (EU) 2022/2464 on corporate sustainability reporting for private companies. This alignment ensures a cohesive and comprehensive approach to sustainability practices across public and private sectors [EO1].
- Call for enhancements to the EU school **fruit, vegetable, and milk scheme** by including support for plant-based drinks. This expansion aligns with the broader goal of promoting sustainable and diverse dietary choices among schoolchildren [RA3].
- Some stakeholders are calling for changes to the European directive on public procurement in the name of a "food exception"⁴¹⁴. Thus, food-related public procurement contracts would be exempted from the general directive, and would benefit from certain adjustments to the directive. These proposals would require changes to European public procurement regulations and have not been identified here as potential minimum criteria. The issues raised include:
 - o the possibility of having a certain percentage of purchases by mutual agreement, i.e. exempt from any purchasing procedure [IA2] [IA4]
 - o The possibility of reserving certain invitations to tender for local producers, along the lines of what exists for the adapted and protected sector [IA2] [IA4]

7.9 Next steps and areas for analysis

Before establishing minimum criteria, further work needs to be considered, in particular a study of European agricultural production capacity for quality and organic products, broken down by country.

⁴¹³ Hanna Lindström, Sofia Lundberg, and Per-Olov Marklund, 'How Green Public Procurement Can Drive Conversion of Farmland: An Empirical Analysis of an Organic Food Policy', *Ecological Economics*, 172.C (2020) <<https://ideas.repec.org/a/eee/ecoec/v172y2020ics0921800919310031.html>> [accessed 27 February 2024].

⁴¹⁴ See for instance : <https://franceurbaine.org/actualites/renover-le-cadre-de-la-commande-publique-sur-lalimentation-lancement-de-la-campagne-de-signature/>

Italy's proactive approach in conducting a market capacity analysis before establishing criteria serves as an example [RA6] [E07]. However, there are remaining aspects that warrant assessment. The evaluation should extend to include additional levers such as sustainability labelling of food products and voluntary initiatives like local procurement platforms, communication campaigns..., acknowledging their potential impact on the overall sustainability landscape, even if not explicitly addressed in this report.

Conclusions

Public procurement, constituting 14% of European GDP⁴¹⁵, presents a major challenge for improving the supply chains. In 2022, European agricultural production amounted to €537.5 billion (Eurostat, 2023). Notably, public catering tenders in 2023 represented €19 billion for catering services and €12 billion for food supplies (Ytera, TED sources).

An emerging trend in MSs involves incorporating sustainable criteria into contract catering tenders. Various approaches are evident, influenced by the European GPP approach in 46% of cases or derived from other provisions in 54%:

- 56% of MSs have established environmental provisions, with only 38% being mandatory (in the form of a regulation). Among these, organic criteria prevail in 10 countries, featuring objectives ranging from 5% (in Malta or Belgium) to 100% for specific product categories, particularly notable in Italy. This aligns with market data, where 12% of food markets and 7% of catering markets included organic criteria in 2023 (TED data).
- Social provisions are present in 56% of states, primarily focusing on nutrition (notably in the school sector) or the introduction of vegetarian menus in 9 countries.
- Other social or economic criteria for sustainable development are less common, with considerations like short circuits or local procurement raising compatibility concerns with the European Directive on public procurement.

Italy and France are two examples with valuable feedback. While France has chosen to adopt a global approach, Italy has had detailed criteria for calls for tender in the form of clauses or criteria since 2020. Promising local initiatives serve as examples for other public purchasers. These criteria can be expressed globally as achievable targets, either general for all catering management or specific as technical specification or award criteria.

Price and a lack of political will appear as primary barriers to implementing purchasing criteria. Conversely, tools supporting purchasers and effective market dialogue are frequently cited as key success factors. The report highlights a dearth of tools for monitoring and controlling criteria implementation, with existing methods constrained by implementation costs or information reliability.

Meat emerges as the purchasing family with the greatest impact, and reducing meat consumption could be a prioritized criterion albeit facing acceptance challenges without incurring additional costs for purchasers. Additional criteria proposed during the study must be carefully considered in terms of wording and scope, accommodating differences in state maturity and agricultural context.

This work underscores the necessity for a holistic approach to FPCs, incorporating all dimensions of sustainable development. Nutritional criteria or animal welfare labelling could facilitate the implementation of specific criteria, with the success of any future approach reliant on proposed support tools for buyers and experience sharing, especially if future criteria become mandatory, as suggested by the majority of surveyed organisations. The work will have to continue in consultation with the MSs and the various Commission departments to ensure consistency between public policies.

⁴¹⁵ [Special report 28/2023: Public procurement in the EU \(europa.eu\)](https://european-council.europa.eu/media/en/press-communications/infographic/infographic_public_procurement_in_the_eu_2023.pdf)

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List of abbreviations

Abbreviations used in the report	
AC	Award Criteria
CAP	Common Agricultural Policy
CS	Catering services
DM	Direct management
FPC	Future Potential Criteria
GI	Geographical indication of spirit drinks
GPP	Green Public Procurement
MEAT	Most Economically Advantageous Tender
MS	Member states
NGO	Non-governmental organisation
NS	Not specified
PDO	Protected designation of origin
PGI	Protected geographical indication
TED	Tenders Electronic Daily
TS	Technical Specification
FSFS	Framework for Union sustainable food systems
SME	Small and medium-sized enterprises
Country codes	
Austria	AT
Belgium	BE
Bulgaria	BG
Croatia	HR
Cyprus	CY
Czech Republic	CZ
Denmark	DK
Estonia	EE
Finland	FI
France	FR
Germany	DE
Greece	EL
Hungary	HU
Ireland	IE
Italy	IT
Latvia	LV
Lithuania	LT
Luxembourg	LU
Malta	MT
Poland	PL

Portugal	PT
Romania	RO
Slovakia	SK
Slovenia	SI
Spain	ES
Sweden	SE
The Netherlands	NL

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Annexes

Annex 1. Stakeholders panel by country and category

European and international stakeholders are not represented in this table.

	Civil society	Economic Operators	Institutions & Administrations	Academia & Researcher	Total
Austria			4		4
Belgium	1	5	8	3	17
Bulgaria		1			1
Croatia		3	2		5
Czechia		1	6		7
Denmark	2		3		5
Estonia		3	6		9
Finland		8	4	1	13
France	3	3	21		27
Germany	2	14	4	8	28
Greece			1	1	2
Hungary	1	7	5	1	14
Ireland			2		2
Italy	3	16	11	2	32
Latvia			1		1
Luxembourg			1		1
Malta			4		4
Netherlands		16	4		20
Norway			3	1	4
Poland	2	1	3	3	9
Portugal	1		2	1	4
Romania			1		1
Slovakia			1		1
Slovenia			4		4
Spain		15	10	1	26
Sweden			4	1	5
Other countries (outside EU)			1	2	3
Grand total	15	93	116	25	249


Annex 2. Interview template description

The general interview framework was structured as follows:

- **Part1. You and your organisation.** The objective is to understand the person's role within the organisation, why they are interested in the public procurement of food and drinks and if they consulted anyone within the organisation or network before answering.
- **Part2. Feedback on current/future provisions at national or local level, based on the survey:** the strengths and difficulties of the implementation, sustainability achievements, monitoring tools, methods to support implementation, difficulties and strengths linked to the implementation of current provisions, current best practices that they would like to share, potential future provisions if any.
- **Part3. Expectations in terms of potential Criteria,** overall opinion on the Commission's work on potential future criteria, main expectations or priorities, if possible, detailing the different dimensions: economic, environmental, and social.
- **Part4. Open comments.** Interviewees can express themselves on how the FPC could be introduced, if they see any criteria that should be avoided or pitfalls, open discussions and comments, questions if any.

The interview template can be found in the attachment to this report entitled "Ytera_JRC_Stakeholder_interview_template".

Annex 3. Success stories descriptions

SUSTAINABILITY SUCCESS STORY IN PUBLIC PROCUREMENT		
[CS9] CITY OF VIENNA  City of Vienna		
Why it is a success story?	The City of Vienna has been consistently providing organic meals in its public facilities for an extended period.	
What was the main reason(s) for success?	Provision	ÖkoKauf Wien is the city's ecologically sustainable procurement program. Since 1998, the city council has been purchasing and using products that are as environmentally friendly as possible, including organic food.
	Monitoring	No monitoring tools identified
	Commitment	"Naturally good plate", A pilot project launched by the city of Vienna, which aims to prepare dishes according to comprehensive sustainability criteria such as organic, regional, seasonal... The project is also being offered in Vienna's retirement homes and hospitals.
	Other key success factors	A systemic vision of sustainability is a key success factor, and the City of Vienna achieves sustainable purchasing in all purchasing families (furnishings, food, clothing, cleaning, and cars).
What were the objectives set? Have they been achieved?	One of our food objectives is to achieve 30% organic content in all food purchases for public canteens and events in the city of Vienna to come from organic agriculture.	
What are the results (figures)?	In several areas, the share of organic products has been raised above the minimum of 30%, including in nursing homes, where currently about 35% of products are organic. More than 50% of the food used in Vienna's crèches is organic	
What are the main challenges?	No main challenges identified	
What tools, monitoring methods, criteria could help to develop FPC for sustainable public procurement of food, catering services and vending machines?	Sustainability criteria implemented by the city in food procurement: <ul style="list-style-type: none"> - Organic food - Regional - Seasonality and freshness - GMO-free - Waste minimization - Reduction of animal products - Respect for animals (ethical treatment of animals) - High social standards in production and trade - Low degree of processing 	
Link for more information: https://smartcity.wien.gv.at/en/ecobuy-vienna/		

SUSTAINABILITY SUCCESS STORY IN PUBLIC PROCUREMENT

[IA5] [CS9] [CS10] CITY OF GENT 

Why it is a success story?		The City of Ghent was among the pioneers in developing a local food policy, achieving a 23% organic rate (in kilograms) in school meals, along with ensuring that 100% of coffee and tea are fair-trade.
What was the main reason(s) for success?	Provision	The city launched the Ghent en Garde food strategy in collaboration with many stakeholders, the Ghent protein strategy and the "Thursday Veggie Day"
	Monitoring	The city created the Food council composed by thirty players (agricultural organisations, associations, knowledge institutions, representatives of trade and the catering industry, etc.)
	Commitment	The City of Ghent signed 4 agreements: <ul style="list-style-type: none"> > Covenant of Mayors (2009) > Milan Urban Food Policy Pact (2015) > Cool Food Pledge (2018) > Glasgow Food and Climate Declaration (2021)
	Other key success factors	Cities can move quickly, have a lot of concrete impact on the ground and are very close to their citizens.
What were the objectives set? Have they been achieved?		<ul style="list-style-type: none"> • A short and sustainable food chain • Everyone eats sustainably. • Nothing goes to waste
What are the results (figures)?		<p>It is committed to reducing the climate impact of food purchases by city services by 25% by 2030.</p> <p>40% of the inhabitants of Ghent eat at least one meatless meal a week and 7% of the inhabitants of Ghent are vegetarian or vegan</p>
What are the main challenges?		No challenges identified
What tools, monitoring methods, criteria could help to develop FPC for sustainable public procurement of food, catering services and vending machines?		Introduce specific minimum provision criteria such as the Ghent protein strategy

Link for more information: [De Gentse Voedselraad | Stad Gent](#)

Project: [Gentse Green Bowl: de lokale eiwitstrategie van... \(stad.gent\)](#)

SUSTAINABILITY SUCCESS STORY IN PUBLIC PROCUREMENT

[IA10] WALLONIA



Why it is a success story?	The distribution of nutritious and well-balanced meals, sourced from local products (short circuits) in Wallonia's primary and nursery schools, emphasizes organic and sustainable agriculture.	
What was the main reason(s) for success?	Provision	Guidelines on sustainable food tenders and training
	Monitoring	No monitoring yet but planned for the coming years
	Commitment	No commitment identified
	Other key success factors	DEVENIRS is a non-profit organisation that trains kitchen assistants in a global "fork-to-fork" approach and develops an educational approach for children through activities and awareness-raising about quality food, limiting waste and taste.
What were the objectives set? Have they been achieved?	The aim was to buy local and organic products In 2022 the results are 3,6% organic in %	
What are the results (figures)?	Meals based on local, organic, or sustainable produce are served every day to 20 schools in the Wallonia region.	
What are the main challenges?	The main challenge is to combine a balanced diet with product quality	
What tools, monitoring methods, criteria could help to develop FPC for sustainable public procurement of food, catering services and vending machines?	Deferred distribution of meals in canteens is a good way of increasing the proportion of local produce	

Link for more information: mangerdemain.be/wp-content/uploads/2022/08/Marches-publics-dans-les-restaurations-de-collectivite-miseajour-310122.pdf

SUSTAINABILITY SUCCESS STORY IN PUBLIC PROCUREMENT

CITY OF JIČÍN 

Why it is a success story?		The City of Jicin prioritizes the use of local, seasonal food in its offerings.
What was the main reason(s) for success?	Provision	The city has been committed to the concept of responsible public procurement since 2018 via the public procurement directive approved by the city council -
	Monitoring	Sector-specific working groups (refreshments, promotional items promotional items, cleaning products, waste, etc.), form the Responsible Authority platform. responsible, seeks responsible and sustainable solutions for the efficient use of public funds entrusted to it. entrusted to it.
	Commitment	Jičín strategic development plan Jičín City Council Declaration approved by City Council Memorandum of cooperation on the development of responsible public procurement with the Ministry of Labor and Social Affairs, approved by the city council
	Other key success factors	The key to success is to develop sustainability in all the city's purchasing activities.
What were the objectives set? Have they been achieved?		The aim is to promote the purchase of seasonal, fresh, local, and sustainable raw materials.
What are the results (figures)?		The use of disposable plastic utensils has been completely eliminated. The use of sugars, honey, coffee creamers, individually wrapped teas and other similar products. Use of tap water The occasional orange juice has been completely replaced by local ciders in glass bottles purchased directly from the primary producer. Tea and coffee are fair trade, and efforts are being made to source coffee from local, non-industrial roasters. For small snacks, the emphasis is on local, seasonal fruit (apples, pears, plums)
What are the main challenges?		Initiative slowed by covid crisis
What tools, monitoring methods, criteria could help to develop FPC for sustainable public procurement of food, catering services and vending machines?		The city's commitment to a number of strategic plans is a good way of achieving sustainability objectives.

Link for more information: [Společenská odpovědnost: Jičín \(mujicin.cz\)](https://spolecnskaodpovednost.jicin.cz)

SUSTAINABILITY SUCCESS STORY IN PUBLIC PROCUREMENT

[IA17] CITY OF COPENHAGEN



Why it is a success story?		The City of Copenhagen has managed to switch public canteens to organic food at no extra cost.
What was the main reason(s) for success?	Provision	The city of Copenhagen founds the Copenhagen House of Food to guarantee the improvement of public food quality for its citizens. In 2008, this organisation created the "Copenhagen model".
	Monitoring	No specific method identified
	Commitment	The capital is committed to ensuring that public canteens obtain the "Organic Catering" label (Det Økologiske Spisemærke), which indicates the proportion of organic products used in the preparation of meals in restaurants, canteens, etc. This label provides for three levels corresponding to the proportion of organic products products used, i.e. gold for 90-100%, silver for 60-90%, and bronze for 30-60%.
	Other key success factors	Training and advice for to professionals in the public catering sector have been key to the success of organic food in the Danish capital and the improved quality of the meals served in its public establishments.
What were the objectives set? Have they been achieved?		<p>The main objectives are:</p> <ul style="list-style-type: none"> ➤ Minimising food waste ➤ Sourcing seasonal ingredients ➤ Embracing more plant-based menus ➤ Reducing meat consumption
What are the results (figures)?		Copenhagen is now over 90% organic in more than 900 municipal kitchens.
What are the main challenges?		The main challenge was to get wholesalers to offer a varied range of organic products, as they were that demand would be insufficient.
What tools, monitoring methods, criteria could help to develop FPC for sustainable public procurement of food, catering services and vending machines?		An interdisciplinary method could help to develop FPC.

Link for more information : [CITY OF COPENHAGEN.pdf](#)

[Organic production \(agricultureandfood.dk\)](#)

SUSTAINABILITY SUCCESS STORY IN PUBLIC PROCUREMENT

[IA4] CITY OF BORDEAUX



Why it is a success story?	The City of Bordeaux successfully incorporates 50% organic and 60% local products into its offerings.	
What was the main reason(s) for success?	Provision	The territorial food project 2020-2026 (PAT) developed by the Bordeaux metropolis has enabled us to consolidate a wide-ranging action plan (catering, precariousness, sensibility, etc.) with 45 action sheets.
	Monitoring	The main indicators monitored by the PAT project team are: <ul style="list-style-type: none"> - Quantity of local and quality - Quality products in collective restaurants - Number of collective kitchens that have worked with local operators
	Commitment	<i>No commitment</i>
	Other key success factors	They take a comprehensive approach to sustainability in catering, acting at every stage: <ul style="list-style-type: none"> - sourcing - awareness-raising - training for foodservice professionals - other aspects of sustainability (food waste, packaging, etc.)
What were the objectives set? Have they been achieved?	Its main objectives are: <ul style="list-style-type: none"> - Those of the EGalim law - 50% sustainable products, of which 20% organic - Supply 70% of our foodservices with regional, healthy, quality products (by volume), 50% of which are organic, and offer 2 vegetarian menus per week. - Reduce food waste by 50% by 2025 and recycle 100% of bio-waste in school catering. 	
What are the results (figures)?	50% the menu consists of organic food, with 60% of that portion sourced locally.	
What are the main challenges?	The biggest challenge is to standardize sustainable purchasing, when there are 4 different types of operating methods: <ul style="list-style-type: none"> - concession management <p style="text-align: center;">Direct management:</p> <ul style="list-style-type: none"> - Via local authorities who draw up their own public procurement contracts - Local authorities that go through a central purchasing body - Local authorities that join a purchasing group for all or part of their purchases 	
What tools, monitoring methods, criteria could help to develop FPC for sustainable public procurement of food, catering services and vending machines?	The Bordeaux example teaches us that we need to see whether minimum mandatory criteria are possible and the same for each possible operating model (concession management, grouping, etc.).	

Link for more information: [Campagne de subventions PAT Bordeaux Métropole 2023 & 2024 - Le Lab Alimentation Nouvelle-Aquitaine \(lab-alimentation-nouvelle-aquitaine.fr\)](https://www.lab-alimentation-nouvelle-aquitaine.fr/)

SUSTAINABILITY SUCCESS STORY IN PUBLIC PROCUREMENT

[CS9] DEPARTMENT OF DORDOGNE



Why it is a success story?	The Department of Dordogne achieves 100% organic, local, and homemade meals in school without incurring significant additional costs.
What was the main reason(s) for success?	Provision The Department launched the 100% organic, local, and homemade school food project in 2016.
	Monitoring The department monitors the project with a specific digital tool called "Webgerest", which allows to follow the execution of the contract for each school in terms of purchases, stock management and finances.
	Commitment The department is committed to ECOCERT certification requirements.
	Other key success factors The department developed and used tools such as the "A table" software to estimate the food needs of each school. Moreover, the department has advised each school in drafting the tender documents including technical specifications and award criteria.
What were the objectives set? Have they been achieved?	<p>The Dordogne's school food project has 4 main objectives:</p> <ul style="list-style-type: none"> - To serve quality food (organic, fresh, seasonal, and raw ingredients) - To provide market opportunities to SMEs and local producers - To recover the social role of the school canteen - To ensure transparency in food purchasing process and compliance with public procurement rules
What are the results (figures)?	20 schools have been awarded the ECOCERT En Cuisine label, of which 9 have reached the 100% organic target. In terms of food waste, the average is 40 gr/meal/pupil compared to a national average of 135 gr.
What are the main challenges?	<p>The main challenges are:</p> <ul style="list-style-type: none"> - lack of key performance indicators to measure benefits. - lack of regular communication between different departments within the school and between schools themselves to share knowledge.
What tools, monitoring methods, criteria could help to develop FPC for sustainable public procurement of food, catering services and vending machines?	<p>3 positive aspects of this project could contribute to the development of FPC:</p> <ul style="list-style-type: none"> - Integration of a cross-sectoral methodology - Development and use of user-friendly digital tools - Creation of social dialogue between school stakeholders and between producers and consumers.

Link for more information : [Final-Report Sustainable-School-Meals-in-Dordogne_C.pdf \(sapiensnetwork.eu\)](#)

SUSTAINABILITY SUCCESS STORY IN PUBLIC PROCUREMENT



Why it is a success story?	The City of Lyon offers two types of menus: one 100% vegetarian and a second with two vegetarian meals per week.
What was the main reason(s) for success?	Provision The city has set up the Lyon Educational Project 2021-2026 , one of whose aims is to promote healthy, responsible eating
	Monitoring No monitoring information found
	Commitment The city is committed to ECOCERT certification requirements. Committed to sustainable, organic, local, and healthy collective catering level 2 label. This label guarantees the use of organic and local produce in the restaurants, the quality of the menus served, the ecological management of the site, clear information on the steps taken and the level of certification obtained.
	Other key success factors The city requires vegetarian meals by registering for one of two menus at the beginning of the year: <ul style="list-style-type: none"> - 1 menu 100% vegetarian menu - 1 menu that includes 2 meat or fish-based meals as well as 2 vegetarian meals (eggs, vegetable and/or cheese) per week. Is it also possible to have a mix these 2.
What were the objectives set? Have they been achieved?	The new 2022-2026 catering offer aims to achieve: - 100% organically grown products, with a progressive requirement for a minimum of 50% of purchases in 2022/2023, rising to 75% in 2025/2026. - 50% of purchases of products sourced locally (less than 200 km), with 20% sourced within 50 km. All non-minced meats, including poultry, are fresh and 100% organic or Label Rouge. Fish is sourced exclusively from sustainable and responsible fisheries. Eggs and omelettes are free-range and 100% organic.
What are the results (figures)?	The results are: <ul style="list-style-type: none"> - 50% of organic products in menus - 50% of local products (<200 km) - Reduction of food waste.
What are the main challenges?	The biggest challenge is to get parents to sign their children up for the 100% vegetarian menu, but also to buy a variety of local produce.
What tools, monitoring methods, criteria could help to develop FPC for sustainable public procurement of food, catering services and vending machines?	A high level of consumer awareness is very important to increase demand for more sustainable purchases.

Link for more information: <https://www.lyon.fr/enfance-et-education/education/la-restauration-scolaire>

4 PAGES V2.indd (lyon.fr)

[Le Projet Educatif de Lyon 2021 - 2026 | Ville de Lyon](#)

SUSTAINABILITY SUCCESS STORY IN PUBLIC PROCUREMENT

CITY OF BERLIN



Why it is a success story?	Berlin's canteens have developed a successful training method to increase plant-based and organic products at no extra cost to the kitchen.	
What was the main reason(s) for success?	Provision	<i>No provision identified</i>
	Monitoring	<p>First meeting with all kitchen managers (complete inventory, shopping analysis, meal plan and site visit).</p> <p>Meetings with a steering group to set objectives and deadlines.</p> <p>Implementation meetings (purchasing, menus, recipes, and food preparation)</p> <p>Comprehensive final evaluation, showing whether the objectives set jointly have been achieved.</p>
	Commitment	Berlin's canteens have developed the "Berlin Method" in the context of "Kantine Zukunft", which aims to ensure that the training they provide in kitchens is successful (in terms of organic, increasing plant-based, improving the uptake of new recipes, allowing kitchens to stay within the same budget).
	Other key success factors	Kantine Zukunft's advice is based on the "Berlin method", which has developed ten clear and precise principles pointing the way towards sustainable catering - towards a new canteen culture.
What were the objectives set? Have they been achieved?	The aim of the canteen workshop is to increase the organic share to a maximum of 60%, without exceeding existing budget limits.	
What are the results (figures)?	On average, establishments achieve 60% organic content in their canteen workshops, spread across all product groups.	
What are the main challenges?	The main barrier is the price of meals. So, the results are limited by the subsidies.	
What tools, monitoring methods, criteria could help to develop FPC for sustainable public procurement of food, catering services and vending machines?	<p>Clear, precise objectives</p> <p>Tools such as a digital learning platform</p> <p>A reward system for particularly efficient kitchens</p>	

Link for more information: [Canteen Future - Accueil \(kantine-zukunft.de\)](http://kantine-zukunft.de)

SUSTAINABILITY SUCCESS STORY IN PUBLIC PROCUREMENT

CITY OF BERGAMO



Why it is a success story?		Bergamo has developed a real food policy with concrete tools, plans and programmes to achieve sustainable food.
What was the main reason(s) for success?	Provision	<i>No Bergamo-related provision identified</i>
	Monitoring	The municipality of Bergamo uses the following instruments: <ul style="list-style-type: none"> • Delegation of institutional coordination to the Director General/Secretary General. • Food policy team within the General Manager/General Secretariat. • The Food Policy Table
	Commitment	The Municipality of Bergamo signed: <ul style="list-style-type: none"> - a multi-year agreement to share the development of the Bergamo Food Policy for the two-year period 2021-2023 to promote and implement a general strategy on food for the city of Bergamo -the European project Food Trails Building pathways towards FOOD 2030-led food policies, a four-year project aimed at fostering innovation in the food sector and supporting the development of urban food policies.
	Other key success factors	The pilot project "The Good Canteen" raises awareness of food, agriculture, and the land,
What were the objectives set? Have they been achieved?		The objective is to establish an integrated system in Bergamo, focusing on improving the quality of food production, distribution, and disposal with considerations for wholesomeness, equitable access, environmental impact, and economic value redistribution.
What are the results (figures)?		<i>These programs are still in progress, and results are not yet available.</i>
What are the main challenges?		<i>No feedback on the challenges yet.</i>
What tools, monitoring methods, criteria could help to develop FPC for sustainable public procurement of food, catering services and vending machines?		The city's food policy has tried to develop optimal food governance by: <ul style="list-style-type: none"> • Encouraging collaboration between organisations and municipal departments • Promoting stakeholder participation • Identifying, mapping, and evaluating local initiatives • Developing urban food policies • Developing or improving multi-sectoral information systems
Link for more information: Accueil - Politique alimentaire (foodpolicybergamo.it)		

SUSTAINABILITY SUCCESS STORY IN PUBLIC PROCUREMENT

CITY OF ROME



Why it is a success story?		The city of Rome employs an incremental approach in designing its food and catering tenders and services, gradually making them more sustainable and innovative.
What was the main reason(s) for success?	Provision	In Rome, the "All for Quality" food program has been in place since 2001. In January 2010, the Council of Rome adopted a decision on green public procurement for food and canteens.
	Monitoring	A large number of nutritionists and dieticians advise and monitor the service, which also relies on the involvement of canteen commissions made up of parents and school canteen staff.
	Commitment	<i>No commitment identified</i>
	Other key success factors	<i>No other key success factors identified</i>
What were the objectives set? Have they been achieved?		The aim of Rome's approach is to support organic farming and organic food chains, guarantee food safety and nutritional balance, and encourage good environmental performance from current and potential suppliers, through its school meals service.
What are the results (figures)?		Organic foods account for 69% of all foods served in schools, with the exception of meat, fish and cured meats. There are plans to extend the practice of school feeding to other public canteens (prisons, hospitals, etc.) in Rome.
What are the main challenges?		Evaluating the bids was complex, and the support of expert staff members was necessary, but in the end, they achieved good results.
What tools, monitoring methods, criteria could help to develop FPC for sustainable public procurement of food, catering services and vending machines?		Precise and demanding minimum criteria for foodstuffs: <ul style="list-style-type: none"> - Organically produced foods - Ban on the inclusion of GMO products in collective catering or animal feed. - Guaranteed freshness" criteria for fruits and vegetables - Freshness of meat - Seasonality based on Rome's seasons. - Meat is served twice a week (maximum) to further reduce the environmental impact of the catering service.
<i>Link for more information: Sustainable food procurement for schools in Rome - Cocoreado</i>		

SUSTAINABILITY SUCCESS STORY IN PUBLIC PROCUREMENT

SKI AGREEMENT 50.90 FØDEVARE



Why it is a success story?		The SKI 50.90 Fødevarer agreement aims to provide 77 municipalities with a variety of more sustainable products (organic, plant-based, rich in legumes) and to train kitchen staff in sustainable purchasing and cooking practices.
What was the main reason(s) for success?	Provision	These municipalities are involved in the 50.90 Fødevarer agreement
	Monitoring	They will be able to monitor the total carbon footprint of their purchases thanks to a climate report and an indicator on the organic share of their total purchases.
	Commitment	SKI has just completed the evaluation of the two sub-agreements on the joint municipal agreement 50.90 Fødevarer, which commercial kitchens in 77 municipalities, two regions and three other public organisations will act on from 1 March 2024.
	Other key success factors	<ul style="list-style-type: none"> - The creation of a pool between municipalities. - The aspect that all sustainability is global will be considered in all parts of the tender in relation to production, delivery, procurement, and use. - The nutritional aspect, which will be included in the guidelines. - Learning how to plan and prepare more climate-friendly meals, thanks to courses given to kitchen staff.
What were the objectives set? Have they been achieved?		The main objective is to serve more climate-friendly meals with more sustainable products (organic, plant-based, etc.) in order to significantly reduce the carbon footprint of public kitchens.
What are the results (figures)?		<i>No result yet, as it will take effect at the beginning of 2024.</i>
What are the main challenges?		The main challenge is to have a sufficient supply of organic and plant-based products for the kitchens of all municipalities
What tools, monitoring methods, criteria could help to develop FPC for sustainable public procurement of food, catering services and vending machines?		<i>No feedback yet</i>
<i>Link for more information: See tender - SKI</i>		

RANDERS HOSPITAL		
Why it is a success story?	Hospital canteens serve healthy, organic meals, with a 90%-100% organic composition, prepared from unprocessed ingredients.	
What was the main reason(s) for success?	Provision	<i>No information mentioned</i>
	Monitoring	<i>No information mentioned</i>
	Commitment	<i>No information mentioned</i>
	Other key success factors	The recipe for success is based on seasonal raw materials, less food waste, reduced meat consumption and more beans and lentils as well as the phasing out of semi-finished products.
What were the objectives set? Have they been achieved?	In 2009, the hospital set itself the goal of converting its canteen to organic production	
What are the results (figures)?	1st hospital in Denmark to be awarded the gold label for organic catering in 2016	
What are the main challenges?	The main challenge was to stay within the budget.	
What tools, monitoring methods, criteria could help to develop FPC for sustainable public procurement of food, catering services and vending machines?	This example of a success story shows that a holistic vision of environmental issues is essential to achieving objectives.	
Link for more information: the-organic-way-eng.pdf (agricultureandfood.dk)		

SUSTAINABILITY SUCCESS STORY IN PUBLIC PROCUREMENT

HAVELHÖHE COMMUNITY HOSPITAL 

Why it is a success story?		For 25 years, the Havelhöhe Community Hospital has been on a transformative path to becoming an ecological and sustainable healthcare facility.
What was the main reason(s) for success?	Provision	They created a guide named “Great climate in the house”. It gives some tips, resources, and stories about climate transformation in hospitals.
	Monitoring	They have set up 14 working groups, each dedicated to a specific area: chemicals, waste, energy, water, mobility, nutrition, medication, building, purchasing, training, activities, public Relations, air. They created their own climate lab.
	Commitment	<i>Not identified</i>
	Other key success factors	Collaboration between the hospital's various departments to take direct action on all the area's most harmful to the environment (food, energy, etc.).
What were the objectives set? Have they been achieved?		The goal is to achieve carbon neutrality by 2030.
What are the results (figures)?		- A reduction of their CO2 emissions by 70% by 2020 - They created a decentralised and neighbourhood-based 100% fossil-free energy generation for our medical activities
What are the main challenges?		The main challenges are the same as across the healthcare sector: recession, inflation, shortage of skilled workers, pent-up demand for digitalization, demographic change, economization, vulnerable supply chains.
What tools, monitoring methods, criteria could help to develop FPC for sustainable public procurement of food, catering services and vending machines?		They don't buy products from suppliers who don't meet their commitment to climate neutrality.

Link for more information: [CFH Praxisleitfaden zur Klimatransformation im Krankenhaus \(havelhoehe.de\)](https://www.havelhoehe.de/CFH-Praxisleitfaden-zur-Klimatransformation-im-Krankenhaus)

SUSTAINABILITY SUCCESS STORY IN PUBLIC PROCUREMENT

[IA1] CITY OF OSLO



Why it is a success story?		The city of Oslo has taken significant steps to enhance fairness in production, earning its designation as a Fair-Trade City.
What was the main reason(s) for success?	Provision	Since 2017, the city of Oslo has participated in the project Cut food waste 2020 - the goal is to cut food waste by 20%.
	Monitoring	The City of Oslo's monitoring is based on different measures: <ul style="list-style-type: none"> - % of organic/labelled products - Amount of food waste (report once a year) - Vegetarian menu available - Amount of meat in number
	Commitment	The city launches 3 new commitments: <ul style="list-style-type: none"> - Strengthened climate education in schools. - Dedicated programmes for the city districts - Business Programme
	Other key success factors	The city has developed a carbon footprint tool.
What were the objectives set? Have they been achieved?		The aim is to increase the sourcing of labelled food (fair trade and organic) with a focus on animal welfare. The city has set a target to reduce all meat procurement by 50% by 2025 and food waste by 50% by 2030.
What are the results (figures)?		The city's results are: <ul style="list-style-type: none"> - 100% organic milk and eggs (7% of total food purchases) - 100% fair trade coffee, bananas, tea, and cocoa - no meat served on the municipal order
What are the main challenges?		There are some challenges related to Denmark in general, such as the low production of organic food in the country. According to the city the main challenge is to find a good indicator of the consumption of meat
What tools, monitoring methods, criteria could help to develop FPC for sustainable public procurement of food, catering services and vending machines?		Having a range of tools and indicators to measure benefits could help the development of FPC.

Link for more information : [Oslo-European-Green-Capital-2019-final-report_screen.pdf](#)

Annex 4. List of organisations that completed the survey.

AGACA ; Agency for Facility Operations (AFFO) ; Agency for Improvement and Development, Oslo municipality ; Agora Agriculture ; AGORES, France ; Albron ; Anima International ; Austrian Ministry for Social Affairs, Health, Care and Consumer Protection ; Ayuntamiento de Barcelona, Spain ; Bel Group ; BIO in MV e.V. ; BioForum ; Birdlife Europe and Central Asia ; BMEL, Federal Ministry of Agriculture of Germany ; Bordeaux Métropole, France ; Braga Municipality, Portugal ; Brasov Municipality, Romania ; Changing Food ; Charles University Environment centre (Czech Republic) ; City Council of València, Spain ; City of Ghent, Belgium ; City of Milan, Italy ; City of Strasbourg and Eurometropole of Strasbourg, France ; ClientEarth ; CLITRAVI ; Compassion in World Farming EU (CIWF EU) ; Comune di Nuoro, Italy ; CONCITO ; Copa-Cogeca ; Corvinus University of Budapest ; Cuisine centrale de Lons le Saulnier, France ; Department for Educational Services, Ministry for Education, Sports, Youth, Research and Innovation of Malta ; Deutsche Umwelthilfe ; Ecocert ; EFCEM ; EFFAT ; EFSA - European Food Safety Authority ; Essere Animali ; ESU-services ; EU Commission ; Eurogroup for Animals ; European Alliance for Plant-based Foods ; European Environmental Bureau ; European Heart Network ; European Public Health Alliance ; European Vending & Coffee Service Association (EVA) ; Fair Trade Advocacy Office ; Federal Public Service of Public Health (SPF Santé publique) , Federal Institute for Sustainable Development (FIDO) , Government of Flanders – Agency for Facility Operations (AFFO), Bruxelles Environment , SPW (et Cellule Manger Demain) ; Food and Agriculture Organisation of the United Nations (FAO) ; Food Council Frankfurt am Main ; FoodDrinksEurope ; Foodservice Europe ; Fundacion Restaurantes Sostenibles ; Global Child Nutrition Foundation ; GOURMALLIANCE ; Government of Flanders - Department of Environment & Spatial Development ; Green REV Institute ; Harokopio University ; Health Promotion and Disease Prevention Directorate Superintendence of Public Health, Ministry for Health Malta ; Hørkram Foodservice A/S ; Hungarian University of Agriculture and Life Science (MATE) ; ICLEI European Secretariat ; IFOAM Organics Europe ; Institute of Public Health of Federation of Bosnia and Herzegovina ; Kuluttajaliitto (The Consumers' Union of Finland) ; Luxembourgish Veterinary & Food Administration ; Medical University of Silesia, Poland ; Mensa Cívica ; Métropole de Lyon, France ; Ministère de l'Agriculture et de la Souveraineté alimentaire / Direction générale de l'alimentation / Bureau de la politique de l'alimentation ; Ministry for Health, Central Procurement Supplies Unit of Malta ; Ministry for the Ecological Transition and the Demographic Challenge (MITECO) of Spain ; Ministry of Agriculture and Forestry of Finland ; Ministry of Agriculture of Latvia ; Ministry of Agriculture, Forestry and Food of Slovenia ; Ministry of Agriculture, Forestry and Food of Slovenia ; Ministry of health, welfare and sport of the Netherlands ; Ministry of Regional Affairs and Agriculture of Estonia ; Ministry of Regional Development, Czech Republic ; Ministry of Social Affairs and Health of Finland ; MOIN-Der Ernährungsrat für Bremerhaven, das Cuxland und Umzu LFV Donnern ; Municipality of Copenhagen, Denmark ; Municipality of Vicenza, Italy ; National institute of public health Slovenia ; NATurschutzbund Deutschland (NABU) ; Oatly AB ; Office of Government Procurement of Ireland ; ÖMKi Research Institute of Organic Agriculture, Hungary ; Paulig ; Pellegrini SpA ; Plant-Food Sweden (Växtbaserat Sverige) ; ProVeg International ; Public Procurement Authority of Hungary ; REFCCO ; Republic of Austria Federal Ministry for Climate Action, Environment, Energy, Mobility, Innovation and Technology ; Romero Initiative ; Roundtable on Sustainable Palm Oil ; SAPIENS Network ; Skutocne zdrava skola ; Slow Food ; Spanish Food Safety and Nutrition Agency ; Superintendence of Public Health Ministry for Health, Malta ; Sustain, the alliance for better food and farming ; Swedish Agency for public procurement/ Upphandlingsmyndigheten ; The Danish Veterinary and Food Administration ; The German Nutrition Society (DGE) ; The Public Health Institute of Republic of Srpska ; UGB Dr. Sulzer ; University of Antwerp, Faculty of Law ; University of Pisa ; University of Porto ; Ville de Lyon, France ; WWF Germany

Annex 5. The author would like to thank the following organisations for answering our questions in an interview.

Agora Agriculture
AGORES
Albron B.V Utrecht
Anima International
Austrian Federal Ministry of Climate Action, Environment, Energy, Mobility, Innovation and Technology
BIOFORUM
Bordeaux Métropole
Changing Food
City of Gent
City of Oslo
City of Nuoro
Corvinus University of Budapest
Deutsche Umwelthilfe
EFFAT
EPHA
Essere Animali
Eurogroup for animals
European Alliance for Plant-based Foods (EAPF)
European Vending & Coffee Service Association
European Heart Network (EHN)
FAO
Federal Ministry of Social Affairs
FoodDrinksEurope
Foodservice Europe
FPS Health
Government of Flanders
Hørkram
ICLEI
IFOAM Organics Europe
Institute of Public Health of Federation of Bosnia and Herzegovina
University of Silesia
Mensa Civica
Ministry for Health of Malta
Ministry of regional development CZ
Ministry of the Ecological Transition and the Demographic Challenge (MITECO)
Municipality of Copenhagen
Paulig
ProVeg International
Romero Initiative (CIR)
SAPIENS Network
Skutečně zdravá škol
Slow Food
Spanish Food Safety and Nutrition Agency
The German Nutrition Society (DGE)
WWF Germany
University of Antwerp

Annex 6. Extracts from DIRECTIVE 2014/24/EU on public procurement

In addition to the general principles, the European Directive lays down the following conditions:

Article 42 – Technical specifications.

[...]

Technical specifications shall afford equal access of economic operators to the procurement procedure and shall not have the effect of creating unjustified obstacles to the opening-up of public procurement to competition.

[...]

Without prejudice to mandatory national technical rules, to the extent that they are compatible with Union law, the technical specifications shall be formulated in one of the following ways:

(a) in terms of performance or functional requirements, including environmental characteristics, provided that the parameters are sufficiently precise to allow tenderers to determine the subject-matter of the contract and to allow contracting authorities to award the contract.

(b) by reference to technical specifications and, in order of preference, to national standards transposing European standards, European Technical Assessments, common technical specifications, international standards, other technical reference systems established by the European standardisation bodies or - when any of those do not exist - national standards, national technical approvals or national technical specifications relating to the design, calculation and execution of the works and use of the supplies; each reference shall be accompanied by the words 'or equivalent';

[...]

Unless justified by the subject-matter of the contract, technical specifications shall not refer to a specific make or source, or a particular process which characterises the products or services provided by a specific economic operator, or to trademarks, patents, types or a specific origin or production with the effect of favouring or eliminating certain undertakings or certain products.

Article 67 - Contract award criteria.

1. Without prejudice to national laws, regulations or administrative provisions concerning the price of certain supplies or the remuneration of certain services, contracting authorities shall base the award of public contracts on the most economically advantageous tender.

2. The most economically advantageous tender from the point of view of the contracting authority shall be identified on the basis of the price or cost, using a cost-effectiveness approach, such as life-cycle costing in accordance with Article 68, and may include the best price-quality ratio, which shall be assessed on the basis of criteria, including qualitative, environmental and/or social aspects, linked to the subject-matter of the public contract in question. Such criteria may comprise, for instance:

(a) quality, including technical merit, aesthetic and functional characteristics, accessibility, design for all users, social, environmental, and innovative characteristics and trading and its conditions.

[...]

Annex 7. Food categories_EUROSTAT_PRODCOM_list_correspondence_grid

Food categories	PRCCODE (Codes)	PRCCODE (Labels)
Meat	10111140	Fresh or chilled carcasses, half-carcasses and quarters with bone in, of beef and veal
Meat	10111190	Fresh or chilled cuts, of beef and veal
Meat	10111230	Fresh or chilled carcasses and half-carcasses, of pig meat (including fresh meat packed with salt as a temporary preservative)
Meat	10111250	Fresh or chilled hams, shoulders and cuts thereof with bone in, of pig meat (including fresh meat packed with salt as a temporary preservative)
Meat	10111290	Fresh or chilled pig meat (including fresh meat packed with salt as a temporary preservative; excluding carcasses and half-carcasses, hams, shoulders and cuts thereof with bone in)
Meat	10111300	Fresh or chilled carcasses, half-carcasses and cuts, of lamb or sheep
Meat	10111400	Meat of goats, fresh or chilled
Meat	10111500	Meat of horses and other equines, fresh or chilled
Meat	10112000	Edible offal of bovine animals, swine, sheep, goats, horses and other equines, fresh or chilled
Meat	10113100	Frozen carcasses, half-carcasses, quarters and cuts, of beef and veal
Meat	10113230	Frozen carcasses and half-carcasses, of pig meat
Meat	10113250	Frozen hams, shoulders and cuts with bone in, of pig meat
Meat	10113290	Frozen pig meat (excluding carcasses and half-carcasses, hams, shoulders and cuts thereof with bone in)
Meat	10113300	Frozen carcasses, half-carcasses and cuts, of lamb or sheep
Meat	10113400	Frozen meat, of goats
Meat	10113500	Frozen meat, of horses and other equines
Meat	10113910	Edible offal of bovine animals, swine, sheep, goats, horses and other equines, frozen
Meat	10113930	Fresh, chilled or frozen edible meat and offal (including meat and offal of rabbits, hares and game; excluding frog legs, and meat and offal of poultry, bovine and equine animals, swine, sheep and goat)
Meat	10113931	Fresh, chilled or frozen edible meat and offal (including meat and offal of rabbits, hares, game and insects; excluding frog legs, and meat and offal of poultry, bovine and equine animals, swine, sheep and goat)
Meat	10115040	Pig fat free of lean meat; fresh; chilled; frozen; salted; in brine or smoked (excluding rendered)
Meat	10115060	Lard and other pig fat; rendered
Meat	10115070	Fats of bovine animals; sheep or goats; raw or rendered
Meat	10116030	Guts, bladders and stomachs of animals, whole or in pieces (excluding fish)
Meat	10121010	Fresh or chilled whole chickens
Meat	10121020	Fresh or chilled whole turkeys
Meat	10121030	Fresh or chilled whole geese, ducks and guinea fowls
Meat	10121040	Fresh or chilled fatty livers of geese and ducks
Meat	10121050	Fresh or chilled cuts of chicken
Meat	10121060	Fresh or chilled cuts of turkey
Meat	10121070	Fresh or chilled cuts of geese, ducks and guinea fowls
Meat	10122013	Frozen whole chickens
Meat	10122015	Frozen whole turkeys
Meat	10122017	Frozen whole geese, ducks and guinea fowls
Meat	10122053	Frozen cuts of chicken
Meat	10122055	Frozen cuts of turkey
Meat	10122057	Frozen cuts of ducks, geese and guinea fowls
Meat	10122080	Frozen poultry livers
Meat	10123000	Fats of poultry
Meat	10124000	Edible offal of poultry
Meat	10124020	Fresh or chilled poultry offal (excluding fatty livers of geese and ducks)
Meat	10124050	Frozen poultry offal (excluding liver)
Meat	10125000	Prepared skins of birds with feathers or down, feathers, etc.
Meat	10131120	Hams, shoulders and cuts thereof with bone in, of swine, salted, in brine, dried or smoked
Meat	10131150	Bellies and cuts thereof of swine, salted, in brine, dried or smoked
Meat	10131180	Pig meat salted, in brine, dried or smoked (including bacon, 3/4 sides/middles, fore-ends, loins and cuts thereof; excluding hams, shoulders and cuts thereof with bone in, bellies and cuts thereof)
Meat	10131200	Beef and veal salted, in brine, dried or smoked
Meat	10131300	Meat salted, in brine, dried or smoked; edible flours and meals of meat or meat offal (excluding pig meat, beef and veal salted, in brine, dried or smoked)
Meat	10131310	Meat salted, in brine, dried or smoked; edible flours and meals of meat or meat offal (including insects; excluding pig meat, beef and veal salted, in brine, dried or smoked)
Meat	10131430	Liver sausages and similar products and food preparations based thereon (excluding prepared meals and dishes)
Meat	10131460	Sausages and similar products of meat, offal or blood and food preparations based thereon (excluding liver sausages and prepared meals and dishes)
Meat	10131461	Sausages and similar products of meat, offal, blood or insects and food preparations based thereon (excluding liver sausages and prepared meals and dishes)
Meat	10131505	Prepared or preserved goose or duck liver (excluding sausages and prepared meals and dishes)
Meat	10131515	Prepared or preserved liver of other animals (excluding sausages and prepared meals and dishes)
Meat	10131525	Prepared or preserved meat or offal of turkeys (excluding sausages, preparations of liver and prepared meals and dishes)
Meat	10131535	Other prepared or preserved poultry meat (excluding sausages, preparations of liver and prepared meals and dishes)
Meat	10131545	Prepared or preserved meat of swine: hams and cuts thereof (excluding prepared meals and dishes)
Meat	10131555	Prepared or preserved meat of swine: shoulders and cuts thereof, of swine (excluding prepared meals and dishes)
Meat	10131565	Prepared or preserved meat, offal and mixtures of domestic swine, including mixtures, containing < 40 % meat or offal of any kind and fats of any kind (excluding sausages and similar products, homogenised preparations, preparations of liver and prepared meals and dishes)
Meat	10131575	Other prepared or preserved meat, offal and mixtures of swine, including mixtures (excluding sausages and similar products, homogenised preparations, preparations of liver and prepared meals and dishes)
Meat	10131585	Prepared or preserved meat or offal of bovine animals (excluding sausages and similar products, homogenised preparations, preparations of liver and prepared meals and dishes)
Meat	10131595	Other prepared or preserved meat or offal, including blood (excluding sausages and similar products, homogenised preparations, preparations of liver and prepared meals and dishes)
Meat	10131596	Other prepared or preserved meat or offal, including blood or insects (excluding sausages and similar products, homogenised preparations, preparations of liver and prepared meals and dishes)
Meat	10131600	Flours, meals and pellets of meat or meat offal unfit for human consumption; greaves

Meat	10139100	Cooking and other preparation services for the production of meat products
Fish and seafoods	10201100	Fresh or chilled fish fillets and fish meat, whether or not minced
Fish and seafoods	10201110	Fresh or chilled fish fillets and fish meat (including shark fins), whether or not minced
Fish and seafoods	10201200	Fresh or chilled fish livers and roes
Fish and seafoods	10201330	Frozen whole salt water fish
Fish and seafoods	10201360	Frozen whole fresh water fish
Fish and seafoods	10201400	Frozen fish fillets
Fish and seafoods	10201500	Frozen fish meat, whether or not minced (excluding fillets)
Fish and seafoods	10201510	Frozen fish meat, whether or not minced (excluding fillets and surimi)
Fish and seafoods	10201520	Frozen surimi raw
Fish and seafoods	10201600	Frozen fish livers and roes
Fish and seafoods	10202100	Fish fillets, dried, salted or in brine, but not smoked
Fish and seafoods	10202200	Flours, meals and pellets of fish, fit for human consumption; fish livers and roes, dried, smoked, salted or in brine
Fish and seafoods	10202250	Fish livers, roes, fins, heads, tails, maws and other edible offal dried, smoked, salted or in brine; flours, meals and pellets of fish, fit for human consumption
Fish and seafoods	10202300	Dried fish, whether or not salted; fish, salted but not dried; fish in brine (excluding fillets, smoked)
Fish and seafoods	10202350	Dried fish, whether or not salted; fish, salted but not dried; fish in brine (excluding fillets, smoked, heads, tails and maws)
Fish and seafoods	10202420	Smoked Pacific, Atlantic and Danube salmon (including fillets)
Fish and seafoods	10202425	Smoked Pacific, Atlantic and Danube salmon (including fillets, excluding heads, tails and maws)
Fish and seafoods	10202450	Smoked herrings (including fillets)
Fish and seafoods	10202455	Smoked herrings (including fillets, excluding heads, tails and maws)
Fish and seafoods	10202470	Smoked trout (incl. fillets, excluding heads, tails and maws)
Fish and seafoods	10202475	Smoked fish (excl. herrings, trout, Pacific, Atlantic and Danube salmon)
Fish and seafoods	10202480	Smoked fish (including fillets) (excluding Pacific, Atlantic and Danube salmon, herrings)
Fish and seafoods	10202485	Smoked fish (excluding herrings, Pacific, Atlantic and Danube salmon), including fillets, excluding head, tails and maws
Fish and seafoods	10202510	Prepared or preserved salmon, whole or in pieces (excluding minced products and prepared meals and dishes)
Fish and seafoods	10202520	Prepared or preserved herrings, whole or in pieces (excluding minced products and prepared meals and dishes)
Fish and seafoods	10202530	Prepared or preserved sardines, sardinella, brisling and sprats, whole or in pieces (excluding minced products and prepared meals and dishes)
Fish and seafoods	10202540	Prepared or preserved tuna, skipjack and Atlantic bonito, whole or in pieces (excluding minced products and prepared meals and dishes)
Fish and seafoods	10202550	Prepared or preserved mackerel, whole or in pieces (excluding minced products and prepared meals and dishes)
Fish and seafoods	10202560	Prepared or preserved anchovies, whole or in pieces (excluding minced products and prepared meals and dishes)
Fish and seafoods	10202570	Fish fillets in batter or breadcrumbs including fish fingers (excluding prepared meals and dishes)
Fish and seafoods	10202580	Other fish, prepared or preserved, whole or in pieces (excluding minced products and prepared meals and dishes)
Fish and seafoods	10202590	Prepared or preserved fish (excluding whole or in pieces and prepared meals and dishes)
Fish and seafoods	10202630	Caviar (sturgeon roe)
Fish and seafoods	10202660	Caviar substitutes
Fish and seafoods	10203100	Crustaceans frozen, dried, salted or in brine
Fish and seafoods	10203200	Molluscs (scallops, mussels, cuttle fish, squid and octopus), frozen, dried, smoked, salted or in brine
Fish and seafoods	10203250	Molluscs (scallops, mussels, cuttle fish, squid and octopus), frozen, dried, salted or in brine
Fish and seafoods	10203300	Other aquatic invertebrates (striped venus, jellyfish, etc.), frozen, dried, smoked, salted or in brine; flours, meals and pellets of aquatic invertebrates other than crustaceans, fit for human consumption, frozen, dried, smoked, salted or in brine
Fish and seafoods	10203350	Other aquatic invertebrates (striped venus, jellyfish, etc.), frozen, dried, salted or in brine; flours, meals and pellets of aquatic invertebrates other than crustaceans, fit for human consumption, frozen, dried, salted or in brine
Fish and seafoods	10203400	Crustaceans, molluscs and other aquatic invertebrates and seaweed, otherwise prepared or preserved
Fish and seafoods	10204100	Flours, meals and pellets of fish or of crustaceans, molluscs or other aquatic invertebrates, unfit for human consumption
Fish and seafoods	10204200	Other inedible products of fish, crustaceans, molluscs or other aquatic invertebrates or seaweed (including fish waste; excluding whalebone and whalebone hair, coral or similar materials, shells an cuttle-bone, unworked or simply prepared/natural sponges)
Fish and seafoods	10204250	Fish heads, tails and maws, other edible fish offal: dried, salted or in brine, smoked
Tubers	10311110	Frozen potatoes, uncooked or cooked by steaming or boiling in water
Tubers	10311130	Frozen potatoes, prepared or preserved (including potatoes cooked or partly cooked in oil and then frozen; excluding by vinegar or acetic acid)
Tubers	10311200	Dried potatoes whether or not cut or sliced but not further prepared
Tubers	10311300	Dried potatoes in the form of flour, meal, flakes, granules and pellets
Tubers	10311430	Potatoes prepared or preserved in the form of flour, meal or flakes (excluding frozen, crisps, by vinegar or acetic acid)
Tubers	10311460	Potatoes prepared or preserved, including crisps (excluding frozen, dried, by vinegar or acetic acid, in the form of flour, meal or flakes)
Fruit and vegetable juices	10321100	Tomato juice
Fruit and vegetable juices	10321210	Frozen unconcentrated orange juice
Fruit and vegetable juices	10321220	Unconcentrated orange juice (excluding frozen)
Fruit and vegetable juices	10321230	Orange juice n.e.c.
Fruit and vegetable juices	10321300	Grapefruit juice
Fruit and vegetable juices	10321400	Pineapple juice
Fruit and vegetable juices	10321500	Grape juice (including grape must)
Fruit and vegetable juices	10321600	Apple juice
Fruit and vegetable juices	10321700	Mixtures of fruit and vegetable juices
Fruit and vegetable juices	10321910	Unconcentrated juice of any single citrus fruit (excluding orange and grapefruit)
Fruit and vegetable juices	10321920	Unconcentrated juice of any single fruit or vegetable, not fermented and not containing added spirit (excluding orange, grapefruit, pineapple, tomato, grape and apple juices)
Fruit and vegetable juices	10321930	Other fruit and vegetable juices n.e.c.
Vegetables and products	10391100	Frozen vegetables and mixtures of vegetables, uncooked or cooked by steaming or boiling in water (excluding potatoes)
Vegetables and products	10391200	Vegetables provisionally preserved by sulphur dioxide gas, in brine, in sulphur water or in other preservative solutions, but unsuitable in that state for immediate consumption
Vegetables and products	10391330	Dried onions, whole, cut, sliced, broken or in powder, but not further prepared
Vegetables and products	10391350	Dried mushrooms and truffles, whole, cut, sliced, broken or in powder, but not further prepared
Vegetables and products	10391390	Dried vegetables (excluding potatoes, onions, mushrooms and truffles) and mixtures of vegetables, whole, cut, sliced, broken or in powder, but not further prepared
Legumes	10391500	Beans, preserved otherwise than by vinegar or acetic acid, except prepared vegetable dishes
Legumes	10391600	Peas, preserved otherwise than by vinegar or acetic acid, except prepared vegetable dishes
Vegetables and products	10391710	Preserved tomatoes, whole or in pieces (excluding prepared vegetable dishes and tomatoes preserved by vinegar or acetic acid)

Vegetables and products	10391721	Unconcentrated tomato puree and paste
Vegetables and products	10391725	Concentrated tomato puree and paste
Vegetables and products	10391730	Prepared or preserved mushrooms and truffles (excluding prepared vegetable dishes and mushrooms and truffles dried, frozen or preserved by vinegar or acetic acid)
Vegetables and products	10391740	Frozen vegetables and mixtures of vegetables (excluding prepared vegetable dishes, frozen vegetables and mixtures of vegetables uncooked or cooked by steaming or boiling in water, or preserved by vinegar or acetic acid)
Vegetables and products	10391750	Preserved sauerkraut (excluding prepared vegetable dishes and sauerkraut dried, frozen or preserved by vinegar or acetic acid)
Vegetables and products	10391760	Preserved asparagus (excluding prepared vegetable dishes and asparagus dried, frozen or preserved by vinegar or acetic acid)
Vegetables and products	10391770	Prepared or preserved olives (excluding prepared vegetable dishes and olives dried, frozen or preserved by vinegar or acetic acid)
Vegetables and products	10391780	Prepared or preserved sweetcorn (excluding prepared vegetable dishes and sweetcorn dried, frozen or preserved by vinegar or acetic acid)
Vegetables and products	10391790	Vegetables and mixtures of vegetables, n.e.c. (excluding prepared vegetable dishes and frozen vegetables and mixtures of vegetables)
Vegetables and products	10391800	Vegetables (excluding potatoes), fruit, nuts and other edible parts of plants, prepared or preserved by vinegar or acetic acid
Fruits	10392100	Frozen fruit and nuts uncooked or cooked by steaming or boiling in water
Fruits	10392230	Citrus fruit jams, marmalades, jellies, purees or pastes, being cooked preparations (excluding homogenised preparations)
Fruits	10392290	Jams, marmalades, fruit jellies, fruit or nut purees and pastes, being cooked preparations (excluding of citrus fruit, homogenised preparations)
Nuts and seeds	10392330	Prepared or preserved groundnuts (including peanut butter; excluding by vinegar or acetic acid, frozen, purees and pastes)
Nuts and seeds	10392390	Prepared or preserved nuts (other than groundnuts); and other seeds and mixtures (excluding by vinegar or acetic acid, frozen, purees and pastes, preserved by sugar)
Fruits	10392410	Peel of citrus fruit or melons, fresh, frozen, dried or provisionally preserved in brine, in sulphur water or in other preservative solutions
Fruits	10392430	Other fruit and nuts provisionally preserved by sulphur dioxide gas, in brine, sulphur water or in other preservative solutions, but unsuitable for immediate consumption
Nuts and seeds	10392500	Groundnuts and nuts, shelled and sunflower seeds, peeled
Fruits	10392510	Dried grapes
Nuts and seeds	10392511	Groundnuts and nuts, shelled and sunflower seeds, peeled
Fruits	10392520	Dried fruit (excluding bananas, dates, figs, pineapples, avocados, guavas, mangoes, mangosteens, citrus fruit and grapes); mixtures of nuts or dried fruits
Fruits	10392550	Fruit, prepared or preserved, n.e.c. (excluding Müsli)
Fruits	10392910	Dried grapes
Fruits	10392920	Dried fruit (excluding dates, pineapples, avocados, guavas, mangoes, mangosteens, citrus fruit and grapes); mixtures of dried nuts and/or dried fruits
Fruits	10392930	Dried fruit (excluding grapes); mixtures of dried nuts and/or dried fruits
Fruits	10392950	Fruit, prepared or preserved, n.e.c. (excluding Müsli)
Animal fats	10411100	Lard stearin, lard oil, oleostearin, oleo-oil and tallow oil (excluding emulsified, mixed or otherwise prepared)
Animal fats	10411200	Fats and oils and their fractions of fish or marine mammals (excluding chemically modified)
Animal fats	10411900	Other animal fats and oils and their fractions, whether or not refined (excluding chemically modified)
Vegetable oils	10412100	Crude soya-bean oil and its fractions (excluding chemically modified)
Vegetable oils	10412110	Crude groundnut oil and its fractions (excluding chemically modified)
Vegetable oils	10412200	Crude groundnut oil and its fractions (excluding chemically modified)
Vegetable oils	10412210	Virgin olive oil and its fractions (excluding chemically modified)
Vegetable oils	10412220	Oils and their fractions obtained solely from olives, crude (including those blended with virgin olive oil, refined) (excluding virgin olive oil and chemically modified oils)
Vegetable oils	10412221	Crude olive pomace oil and its fractions not chemically modified (including those blended with virgin olive oil or its fractions) (excluding virgin olive oil)
Vegetable oils	10412300	Crude sunflower-seed and safflower oil and their fractions (excluding chemically modified)
Vegetable oils	10412310	Virgin olive oil and its fractions (excluding chemically modified)
Vegetable oils	10412330	Oils and their fractions obtained solely from olives, crude (including those blended with virgin olive oil, refined) (excluding virgin olive oil and chemically modified oils)
Vegetable oils	10412400	Crude sunflower-seed and safflower oil and their fractions (excluding chemically modified)
Vegetable oils	10412410	Crude rape, colza or mustard oil and their fractions (excluding chemically modified)
Vegetable oils	10412500	Crude cotton-seed oil and its fractions (excluding chemically modified)
Vegetable oils	10412510	Crude palm oil and its fractions (excluding chemically modified)
Vegetable oils	10412600	Crude rape, colza or mustard oil and their fractions (excluding chemically modified)
Vegetable oils	10412700	Crude palm oil and its fractions (excluding chemically modified)
Vegetable oils	10412800	Crude coconut (copra) oil and its fractions (excluding chemically modified)
Vegetable oils	10412900	Other vegetable oils, crude (excluding chemically modified oils)
Vegetable oils	10412910	Other vegetable oils, crude (excluding chemically modified oils)
Nuts and seeds	10414200	Flours and meals of oil seeds or oleaginous fruits (excluding of mustard)
Vegetable oils	10415100	Refined soya-bean oil and its fractions (excluding chemically modified)
Vegetable oils	10415200	Refined groundnut oil and its fractions (excluding chemically modified)
Vegetable oils	10415310	Refined olive oil and its fractions (excluding chemically modified)
Vegetable oils	10415330	Oils and their fractions obtained solely from olives (including those blended with virgin olive oil, refined) (excluding crude oils, virgin olive oil and chemically modified oils)
Vegetable oils	10415331	Other oils and their fractions obtained solely from olives not chemically modified (including those blended with virgin olive oil or its fractions) (excluding crude olive pomace oil, virgin olive oil)
Vegetable oils	10415400	Refined sunflower-seed and safflower oil and their fractions (excluding chemically modified)
Vegetable oils	10415500	Refined cotton-seed oil and its fractions (excluding chemically modified)
Vegetable oils	10415600	Refined rape, colza or mustard oil and their fractions (excluding chemically modified)
Vegetable oils	10415700	Refined palm oil and its fractions (excluding chemically modified)
Vegetable oils	10415800	Refined coconut (copra) oil and its fractions (excluding chemically modified)
Vegetable oils	10415900	Other oils and their fractions, refined but not chemically modified; fixed vegetable fats and other vegetable oils (except maize oil) and their fractions n.e.c. refined but not chemically modified
Animal fats	10416030	Animal fats and oils and their fractions partly or wholly hydrogenated, inter-esterified, re-esterified or elaidinised, but not further prepared (including refined)
Animal fats	10416050	Vegetable fats and oils and their fractions partly or wholly hydrogenated, inter-esterified, re-esterified or elaidinised, but not further prepared (including refined)
Animal fats	10417100	Vegetable waxes (including refined) (excluding triglycerides)
Dairy	10511133	Milk and cream of a fat content by weight of $\leq 1\%$, not concentrated nor containing added sugar or other sweetening matter, in immediate packings of a net content $\leq 2\text{ l}$
Dairy	10511137	Milk and cream of a fat content by weight of $\leq 1\%$, not concentrated nor containing added sugar or other sweetening matter, in immediate packings of a net content $> 2\text{ l}$
Dairy	10511142	Milk and cream of a fat content by weight of $> 1\%$ but $\leq 6\%$, not concentrated nor containing added sugar or other sweetening matter, in immediate packings of a net content $\leq 2\text{ l}$

Dairy	10511148	Milk and cream of a fat content by weight of > 1 % but <= 6 %, not concentrated nor containing added sugar or other sweetening matter, in immediate packings of a net content > 2 l
Dairy	10511210	Milk and cream of a fat content by weight of > 6 % but <= 21 %, not concentrated nor containing added sugar or other sweetening matter, in immediate packings of <= 2 l
Dairy	10511220	Milk and cream of a fat content by weight of > 6 % but <= 21 %, not concentrated nor containing added sugar or other sweetening matter, in immediate packings of > 2 l
Dairy	10511230	Milk and cream of a fat content by weight of > 21 %, not concentrated nor containing added sugar or other sweetening matter, in immediate packings of <= 2 l
Dairy	10511240	Milk and cream of a fat content by weight of > 21 %, not concentrated nor containing added sugar or other sweetening matter, in immediate packings of > 2 l
Dairy	10512130	Skimmed milk powder (milk and cream in solid forms, of a fat content by weight of <= 1,5 %), in immediate packings of <= 2,5 kg
Dairy	10512160	Skimmed milk powder (milk and cream in solid forms, of a fat content by weight of <= 1,5 %), in immediate packings of > 2,5 kg
Dairy	10512230	Whole milk powder or full cream powder (milk and cream in solid forms, of a fat content by weight of > 1,5 %), in immediate packings of <= 2,5 kg
Dairy	10512260	Whole milk powder or full cream powder (milk and cream in solid forms, of a fat content by weight of > 1,5 %), in immediate packings of > 2,5 kg
Dairy	10513030	Butter of a fat content by weight <= 85 %
Dairy	10513050	Butter of a fat content by weight > 85 % and other fats and oils derived from milk (excluding dairy spreads of a fat content by weight < 80 %)
Dairy	10513070	Dairy spreads of a fat content by weight < 80 %
Dairy	10514030	Unripened or uncured cheese (fresh cheese) (including whey cheese and curd)
Dairy	10514050	Grated, powdered, blue-veined and other non-processed cheese (excluding fresh cheese, whey cheese and curd)
Dairy	10514070	Processed cheese (excluding grated or powdered)
Dairy	10515104	Condensed or evaporated milk, unsweetened
Dairy	10515108	Condensed or evaporated milk, sweetened
Dairy	10515241	Curdled milk, cream, yogurt and other fermented products
Dairy	10515242	Curdled milk, cream, yogurt and other fermented products
Dairy	10515244	Flavoured liquid yoghurt or acidified milk (curdled milk; cream; yoghurt and other fermented products flavoured or containing added fruit; nuts or cocoa, chocolate, spices, coffee or coffee extract, plants, parts of plants, cereals or bakers' wares)
Dairy	10515245	Flavoured liquid yoghurt or acidified milk (curdled milk; cream; yoghurt and other fermented products flavoured or containing added fruit; nuts or cocoa)
Dairy	10515263	Buttermilk powder
Dairy	10515265	Buttermilk
Dairy	10515300	Casein and caseinates
Dairy	10515400	Lactose and lactose syrup (including chemically pure lactose)
Dairy	10515530	Whey and modified whey in powder, granules or other solid forms, whether or not concentrated or containing added sweetening matter
Dairy	10515560	Whey and modified whey in liquid or paste forms; whether or not concentrated or containing added sweetening matter
Dairy	10515600	Products consisting of natural milk constituents, n.e.c.
Dairy	10521000	Ice cream and other edible ice (including sherbet, lollipops) (excluding mixes and bases for ice cream)
Cereals and cereal products	10611100	Husked (brown) rice
Cereals and cereal products	10611230	Semi-milled or wholly milled (bleached) rice, whether or not polished or glazed
Cereals and cereal products	10611250	Broken rice
Cereals and cereal products	10612100	Wheat or meslin flour
Cereals and cereal products	10612200	Cereal flours (excluding wheat or meslin)
Cereals and cereal products	10612300	Flour and meal of dried peas, beans, lentils, sago, manioc, arrowroot, salep, jerusalem artichokes, sweet potatoes or similar roots or tubers; flour, meal, powder of edible fruit, nuts
Cereals and cereal products	10612400	Mixes and doughs for the preparation of bread, cakes, pastry, crispbread, biscuits, waffles, wafers, rusks, toasted bread and similar toasted products and other bakers' wares
Cereals and cereal products	10613133	Groats and meal of durum wheat
Cereals and cereal products	10613135	Groats and meal of common wheat and spelt
Cereals and cereal products	10613230	Groats and meal of oats, maize, rice, rye, barley and other cereals (excluding wheat)
Cereals and cereal products	10613240	Pellets of wheat
Cereals and cereal products	10613250	Pellets of oats, maize, rice, rye, barley and other cereals (excluding wheat)
Cereals and cereal products	10613333	Rolled, flaked, hulled, pearled, sliced or kibbled cereal grains (excluding rice)
Cereals and cereal products	10613335	Germ of cereals, whole, rolled, flaked or ground (excluding rice)
Cereals and cereal products	10613351	Muesli type preparations based on unroasted cereal flakes
Cereals and cereal products	10613353	Other prepared foods obtained by the swelling or roasting of cereals
Cereals and cereal products	10613355	Cereals in grain form, precooked or otherwise prepared (excluding maize)
Cereals and cereal products	10613356	Cereals in grain form, precooked or otherwise prepared (excluding maize and insects)
Cereals and cereal products	10614010	Bran, sharps and other residues from the sifting, milling or other working of maize (corn)
Cereals and cereal products	10614030	Bran, sharps and other residues from the sifting, milling or other working of rice
Cereals and cereal products	10614050	Bran, sharps and other residues from the sifting, milling or other working of wheat
Cereals and cereal products	10614090	Bran, sharps and other residues from the sifting, milling or other working of cereals (excluding maize (corn), rice, wheat)
Starch and products	10621111	Wheat starch
Starch and products	10621113	Maize (corn) starch
Starch and products	10621115	Potato starch
Starch and products	10621119	Starches (including rice, manioc, arrowroot and sago palm pith) (excluding wheat, maize (corn) and potato)
Starch and products	10621130	Inulin
Starch and products	10621150	Wheat gluten (excluding wheat gluten prepared for use as a glue or as a glazing or dressing for the textile industry)
Starch and products	10621170	Dextrins and other modified starches (including esterified or etherified, soluble starch, pregelatinised or swelling starch, dialdehyde starch, starch treated with formaldehyde or epichlorohydrin)
Starch and products	10621200	Tapioca and substitutes therefor prepared from starch, in the form of flakes, grains, pearls, siftings or similar forms
Starch and products	10621310	Glucose and glucose syrup (excluding with added flavouring or colouring matter)
Starch and products	10621320	Chemically pure fructose in solid form; fructose and fructose syrup, containing in the dry state > 50 % of fructose; isoglucose excluding with added flavouring or colouring matter
Starch and products	10621330	Maltodextrine and maltodextrine syrup (excluding with added flavouring or colouring matter)
Starch and products	10621390	Other sugars (including invert sugar) n.e.c.
Starch and products	10621430	Crude maize (corn) oil and its fractions (excluding chemically modified)
Starch and products	10621460	Refined maize (corn) oil and its fractions (excluding chemically modified)
Starch and products	10622000	Residues of starch manufacture and similar residues
Cereals and cereal products	10711100	Fresh bread containing by weight in the dry matter state <= 5 % of sugars and <= 5 % of fat (excluding with added honey; eggs; cheese or fruit)
Cereals and cereal products	10711200	Cake and pastry products; other bakers' wares with added sweetening matter

Cereals and cereal products	10721130	Crispbread
Cereals and cereal products	10721150	Rusks, toasted bread and similar toasted products
Cereals and cereal products	10721230	Gingerbread and the like
Cereals and cereal products	10721253	Sweet biscuits; waffles and wafers completely or partially coated or covered with chocolate or other preparations containing cocoa
Cereals and cereal products	10721255	Sweet biscuits (including sandwich biscuits; excluding those completely or partially coated or covered with chocolate or other preparations containing cocoa)
Cereals and cereal products	10721257	Waffles and wafers with a water content > 10 % by weight of the finished product (excluding ice cream cornets, sandwiched waffles, other similar products)
Cereals and cereal products	10721259	Waffles and wafers (including salted) (excluding those completely or partially coated or covered with chocolate or other preparations containing cocoa)
Cereals and cereal products	10721910	Matzos
Cereals and cereal products	10721920	Communion wafers, empty cachets of a kind suitable for pharmaceutical use, sealing wafers, rice paper and similar products
Cereals and cereal products	10721940	Biscuits (excluding those completely or partially coated or covered with chocolate or other preparations containing cocoa, sweet biscuits, waffles and wafers)
Cereals and cereal products	10721950	Savoury or salted extruded or expanded products
Cereals and cereal products	10721990	Bakers' wares, no added sweetening (including crepes, pancakes, quiche, pizza; excluding sandwiches, crispbread, waffles, wafers, rusks, toasted, savoury or salted extruded/expanded products)
Cereals and cereal products	10731130	Uncooked pasta, containing eggs (excluding stuffed or otherwise prepared)
Cereals and cereal products	10731150	Uncooked pasta (excluding containing eggs, stuffed or otherwise prepared)
Cereals and cereal products	10731200	Couscous
Sugar	10811100	Raw cane and beet sugar in solid form, not containing added flavouring or colouring matter
Sugar	10811230	Refined white cane or beet sugar in solid form
Sugar	10811290	Refined cane or beet sugar in a solid form (excluding white sugar)
Sugar	10811300	Refined cane or beet sugar, containing added flavouring or colouring matter; maple sugar and maple syrup
Sugar	10811430	Cane molasses
Sugar	10811450	Molasses obtained from the extraction or refining of sugar (excluding cane molasses)
Sugar	10812000	Beet-pulp, bagasse and other sugar manufacturing waste (including defecation scum and filter press residues)
Confectionary products	10821100	Cocoa paste (excluding containing added sugar or other sweetening matter)
Confectionary products	10821200	Cocoa butter, fat and oil
Confectionary products	10821300	Cocoa powder, not containing added sugar or other sweetening matter
Confectionary products	10821400	Cocoa powder, containing added sugar or other sweetening matter
Confectionary products	10822130	Chocolate and other food preparations containing cocoa, in blocks, slabs or bars > 2 kg or in liquid, paste, powder, granular or other bulk form, in containers or immediate packings of a content > 2 kg, containing \geq 18 % by weight of cocoa butter
Confectionary products	10822150	Chocolate milk crumb containing 18 % or more by weight of cocoa butter and in packings weighing > 2 kg
Confectionary products	10822170	Chocolate flavour coating containing 18 % or more by weight of cocoa butter and in packings weighing > 2 kg
Confectionary products	10822190	Food preparations containing <18 % of cocoa butter and in packings weighing > 2 kg (excluding chocolate flavour coating, chocolate milk crumb)
Confectionary products	10822233	Filled chocolate blocks, slabs or bars consisting of a centre (including of cream, liqueur or fruit paste; excluding chocolate biscuits)
Confectionary products	10822235	Chocolate blocks, slabs or bars with added cereal, fruit or nuts (excluding filled, chocolate biscuits)
Confectionary products	10822239	Chocolate blocks, slabs or bars (excluding filled, with added cereal; fruit or nuts, chocolate biscuits)
Confectionary products	10822243	Chocolates (including pralines) containing alcohol (excluding in blocks, slabs or bars)
Confectionary products	10822245	Chocolates (excluding those containing alcohol, in blocks, slabs or bars)
Confectionary products	10822253	Filled chocolate confectionery (excluding in blocks, slabs or bars, chocolate biscuits, chocolates)
Confectionary products	10822255	Chocolate confectionery (excluding filled, in blocks, slabs or bars, chocolate biscuits, chocolates)
Confectionary products	10822260	Sugar confectionery and substitutes therefor made from sugar substitution products, containing cocoa (including chocolate nougat) (excluding white chocolate)
Confectionary products	10822270	Chocolate spreads
Confectionary products	10822280	Preparations containing cocoa for making beverages
Confectionary products	10822290	Food products with cocoa (excluding cocoa paste, butter, powder, blocks, slabs, bars, liquid, paste, powder, granular, other bulk form in packings > 2 kg, to make beverages, chocolate spreads)
Confectionary products	10822291	Food products with cocoa (excluding cocoa paste, butter, powder, blocks, slabs, bars, liquid, paste, powder, granular, other bulk form in packings > 2 kg, to make beverages, chocolate spreads, based on insects)
Confectionary products	10822310	Chewing gum
Confectionary products	10822320	Liquorice cakes, blocks, sticks and pastilles containing > 10 % by weight of sucrose, but not containing any other substances
Confectionary products	10822330	White chocolate
Confectionary products	10822353	Sugar confectionery pastes in immediate packings of a net content \geq 1 kg (including marzipan, fondant, nougat and almond pastes)
Confectionary products	10822355	Throat pastilles and cough drops consisting essentially of sugars and flavouring agents (excluding pastilles or drops with flavouring agents containing medicinal properties)
Confectionary products	10822363	Sugar-coated (panned) goods (including sugar almonds)
Confectionary products	10822365	Gums, fruit jellies and fruit pastes in the form of sugar confectionery (excluding chewing gum)
Confectionary products	10822373	Boiled sweets
Confectionary products	10822375	Toffees, caramels and similar sweets
Confectionary products	10822383	Compressed tablets of sugar confectionery (including cachous)
Confectionary products	10822390	Sugar confectionery, n.e.c.
Confectionary products	10822391	Sugar confectionery, n.e.c. (excluding based on insects)
Confectionary products	10822400	Drained, glace or crystallised fruit, nuts, fruit-peel and other parts of plants
Coffee	10831130	Decaffeinated coffee, not roasted
Coffee	10831150	Roasted coffee, not decaffeinated
Coffee	10831170	Roasted decaffeinated coffee
Coffee	10831210	Coffee substitutes containing coffee
Coffee	10831240	Extracts, essences and concentrates, of coffee, and preparations with a basis of these extracts, essences or concentrates or with a basis of coffee
Tea	10831300	Tea in immediate packings of a content \leq 3 kg
Tea	10831400	Extracts, essences and concentrates of tea or maté, and preparations with a basis of these extracts, essences or concentrates, or with a basis of tea or maté
Tea	10831500	Herbal Infusions
Pre-prepared meals	10851100	Prepared meals and dishes based on meat, meat offal or blood
Pre-prepared meals	10851110	Prepared meals and dishes based on meat, meat offal, blood or insects
Pre-prepared meals	10851200	Prepared meals and dishes based on fish, crustaceans and molluscs
Pre-prepared meals	10851300	Prepared meals and dishes based on vegetables
Pre-prepared meals	10851410	Cooked or uncooked pasta stuffed with meat, fish, cheese or other substances in any proportion
Pre-prepared meals	10851430	Dried, undried and frozen pasta and pasta products (including prepared dishes) (excluding uncooked pasta, stuffed pasta)

Pre-prepared meals	10851900	Other prepared dishes and meals (including frozen pizza)
Pre-prepared meals	10851910	Other prepared dishes and meals, including frozen pizza, excluding fresh pizza
Pre-prepared meals	10861010	Homogenised preparations of meat, meat offal or blood (excluding sausages and similar products of meat; food preparations based on these products)
Pre-prepared meals	10861011	Homogenised preparations of meat, meat offal, blood or insects (excluding sausages and similar products of meat; food preparations based on these products)
Pre-prepared meals	10861030	Homogenised vegetables (excluding frozen, preserved by vinegar or acetic acid)
Pre-prepared meals	10861050	Homogenised preparations of jams, fruit jellies, marmalades, fruit or nut puree and fruit or nut pastes
Pre-prepared meals	10861060	Homogenised composite food preparations for infant food or dietetic purposes p.r.s. in containers <= 250 g
Pre-prepared meals	10861070	Food preparations for infants, p.r.s. (excluding homogenised composite food preparations)
Pre-prepared meals	10891100	Soups and broths and preparations therefor
Eggs	10891230	Egg products, fresh, dried, cooked by steaming or by boiling in water, moulded, frozen or otherwise preserved (excluding albumin, in the shell)
Eggs	10891250	Egg albumin
Beverages (incl. Also alcoholic)	11011020	Spirits obtained from distilled grape wine or grape marc (important: excluding alcohol duty)
Beverages (incl. Also alcoholic)	11011030	Whisky (important: excluding alcohol duty)
Beverages (incl. Also alcoholic)	11011040	Rum and other spirits obtained by distilling fermented sugar-cane products (important: excluding alcohol duty)
Beverages (incl. Also alcoholic)	11011050	Gin and geneva (important: excluding alcohol duty)
Beverages (incl. Also alcoholic)	11011063	Vodka of an alcoholic strength by volume of <= 45,4 % (important: excluding alcohol duty)
Beverages (incl. Also alcoholic)	11011065	Spirits distilled from fruit (excluding liqueurs, gin, geneva; grape wine or grape marc (important: excluding alcohol duty))
Beverages (incl. Also alcoholic)	11011070	Pure alcohols (important: excluding alcohol duty)
Beverages (incl. Also alcoholic)	11011080	Spirits, liqueurs and other spirituous beverages (excluding spirits distilled from grape wine, grape marc or fruit/whisky, rum, tafia, gin and geneva, Vodka of an alcoholic strength by volume of <= 45.4%, spirits distilled from fruit) (important: excluding alcohol duty)
Beverages (incl. Also alcoholic)	11021130	Champagne (important: excluding alcohol duty)
Beverages (incl. Also alcoholic)	11021190	Sparkling wine from fresh grapes (excluding champagne; alcohol duty)
Beverages (incl. Also alcoholic)	11021193	Sparkling wine from fresh grapes, of an actual alcoholic strength by volume of > 8.5 % volume (excluding Champagne; alcohol duty)
Beverages (incl. Also alcoholic)	11021195	Sparkling wine from fresh grapes, of an actual alcoholic strength by volume of <= 8.5 % (excluding alcohol duty)
Beverages (incl. Also alcoholic)	11021211	White wine with a protected designation of origin (PDO)
Beverages (incl. Also alcoholic)	11021213	White wine (other), not v.q.p.r.d.
Beverages (incl. Also alcoholic)	11021215	Wine and grape must with fermentation prevented or arrested by the addition of alcohol, put up with pressure of CO2 in solution >= 1 bar < 3, at 20 °C (excluding sparkling wine)
Beverages (incl. Also alcoholic)	11021217	Quality wine and grape must with fermentation prevented or arrested by the addition of alcohol, with a protected designation of origin (PDO) produced of an alcoholic strength of <= 15 % (excluding white wine and sparkling wine)
Beverages (incl. Also alcoholic)	11021219	Wine and grape must with fermentation prevented or arrested by the addition of alcohol, of an alcoholic strength <=15% (excluding white wine and sparkling wine v.q.p.r.d.)
Beverages (incl. Also alcoholic)	11021220	Wine and grape must with fermentation prevented or arrested by the addition of alcohol, of an alcoholic strength <= 15 % (excluding sparkling wine and wine (PDO))
Beverages (incl. Also alcoholic)	11021230	Port, Madeira, Sherry and other > 15% alcohol
Beverages (incl. Also alcoholic)	11021231	Port, Madeira, Sherry and other > 15 % alcohol
Beverages (incl. Also alcoholic)	11021250	Grape must (excluding alcohol duty)
Beverages (incl. Also alcoholic)	11031000	Fermented beverages and mixtures thereof (including with non-alcoholic beverages, cider, perry and mead; excluding malt beer, wine of grapes flavoured with plants or aromatic substances)
Beverages (incl. Also alcoholic)	11041000	Vermouth and other wine of fresh grapes flavoured with plants or aromatic substances (excluding alcohol duty)
Beverages (incl. Also alcoholic)	11051000	Beer made from malt (excluding non-alcoholic beer, beer containing <= 0,5 % by volume of alcohol, alcohol duty)
Beverages (incl. Also alcoholic)	11051010	Non-alcoholic beer and beer containing <= 0.5% alcohol
Beverages (incl. Also alcoholic)	11071130	Mineral waters and aerated waters, unsweetened
Beverages (incl. Also alcoholic)	11071150	Unsweetened and non-flavoured waters; ice and snow (excluding mineral and aerated waters)
Beverages (incl. Also alcoholic)	11071930	Waters, with added sugar, other sweetening matter or flavoured, i.e. soft drinks (including mineral and aerated)
Beverages (incl. Also alcoholic)	11071950	Non-alcoholic beverages not containing milk fat (excluding sweetened or unsweetened mineral, aerated or flavoured waters)
Beverages (incl. Also alcoholic)	11071970	Non-alcoholic beverages containing milk fat

Annex 8 Food categories_FAOSTAT nomenclature_correspondence grid.xlsx

Food categories	Item Code (FBS)	Label (FBS)
Meat	S2943	Meat
Meat	S2945	Offals
Dairy	S2948	Milk - Excluding Butter
Eggs	S2949	Eggs
Fish and seafood	S2960	Fish, Seafood
Vegetables and vegetable-based products	S2918	Vegetables
Fruits and fruit-based products (incl. also fruit juices)	S2919	Fruits - Excluding Wine
Starchy roots and products	S2907	Starchy Roots
Legumes	S2911	Pulses
Vegetable oils	S2914	Vegetable Oils
Coffee and tea	S2630	Coffee and products
Coffee and tea	S2635	Tea (including mate)
Alcoholic beverages	S2924	Alcoholic Beverages
Nuts and seeds	S2912	Treenuts
Nuts and seeds	S2913	Oilcrops
Cereals and cereal-based products	S2905	Cereals - Excluding Beer
Confectionary products	S2633	Cocoa Beans and products
Pre-prepared meals	S2928	Miscellaneous
Sugar	S2908	Sugar Crops
Sugar	S2909	Sugar & Sweeteners

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