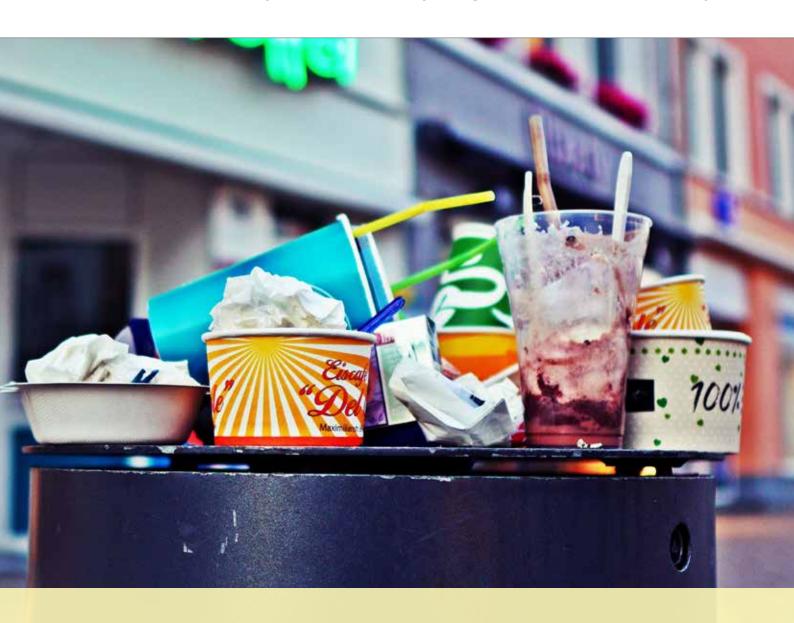
Overview of national waste prevention programmes in Europe





2021

hoto: © Mario Cvitkovic from Pixabay

General information

Name of the country/region	France
Coverage of the waste prevention programme (national/regional)	National
Type of programme (stand alone or integrated into waste management plan)	Stand-alone programme
Title of programme and link to programme	Dossier de concertation. Plan national de prévention des déchets (Consultation document. National waste prevention plan) https://www.preventiondechets.gouv.fr/comprendre/concertation-dupublic-plan-prevention-dechets
Duration of programme	2021-2027
Language	French
Development process of the programme/revision	In progress: revision of national waste prevention plan Published: prior consultation document for public participation from 30 July to 30 October 2021 (including draft of national waste prevention plan 2021-2027)
Budget envisaged for implementation of the project	,

Waste generation

The following figures illustrate the progress towards waste prevention and decoupling of waste generation from economic growth in France.

Municipal solid waste

- Between 2004 and 2019, the generation of municipal solid waste (MSW) per capita increased marginally from 519 kg to 522 kg (see Figure 1).
- Between 2004 and 2007, MSW generation increased steeply and followed a decreasing trend in the years that followed. The decreasing trend between 2011 and 2013 might be influenced by the global financial crisis that developed shortly before this period.
- In 2015, the MSW generation reached its lowest level (516 kg per capita), one year after the first French waste prevention plan (WPP) came into force.
- MSW generation has been stable since 2015, which might be influenced by many factors (population, household expenditure), including the effect of implementing the WPP.
- Overall, the average MSW generation of 522 kg per capita is above the European average of 502 kg per capita per year.

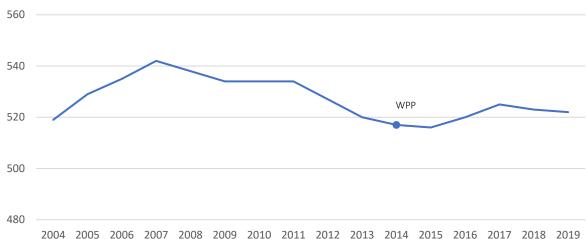


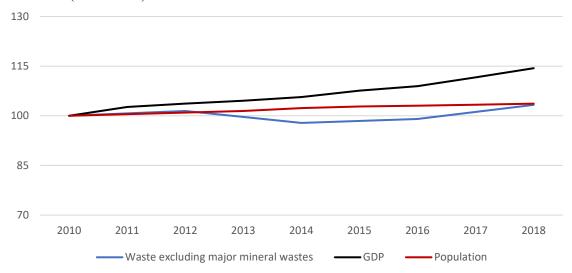
Figure 1: Municipal waste generation in France (kg per capita), 2004-2019

Source: Eurostat Circular Economy Monitoring Framework.

Total waste

- Total waste (excluding major mineral wastes) generation in France decreased between 2010 and 2014 but continued to increase until 2018 (see Figure 2).
- A different trend can be observed for France's economic growth in terms of GDP, which continuously increased between 2010 and 2018.
- Although a longer time series is needed for confirmation, France seemed to be on track to decouple total waste generation from economic growth until 2014 but not for the years that followed.
- A similar link between waste generation and population growth, which increased steadily over time, can be observed.

Figure 2: Growth rate of waste (excluding major mineral wastes), GDP and population in France, 2010-2018 (2010=100)



Source: Eurostat

Waste prevention programme

Objectives and priorities

1. Waste prevention objectives of the programme: quantitative objectives (waste reduction) and qualitative objectives (reduction of hazardous substances/environmental impacts)

The anti-waste law for a circular economy (AGEC) as of 10 February 2020 sets the following waste prevention targets:

- reduce the amount of household and similar waste produced per capita by 15 % (AGEC, Article 3) in 2030 compared with 2010
- reduce by 5 % the quantities of waste from economic activities per unit of value produced, in particular from the building and public works sector, in 2030 compared with 2010 (AGEC, Article 3)
- achieve the reuse and recycling of the equivalent of 5 % of household waste tonnage in 2030 (AGEC, Article 4)
- achieve a share of reused packaging placed on the market of 5 % in 2023 and 10 % in 2027 (AGEC, Article 9)
- reduce food waste by 50 % by 2025, compared with 2015, in food distribution and catering, and by 50 % by 2030, compared with 2015, in consumption, production, processing and commercial catering (AGEC, Article 11) aim to end the marketing of single-use plastic packaging by 2040 (AGEC, Article 7)

2. Sectors covered

- Households
- Consumers
- Local authorities
- Administrations
- Economic actors as waste producers
- Companies producing consumer products
- Sectors covered by extended producer responsibility schemes
- Agri-supply and fishing sectors
- Eco-organisations and producers
- Manufacturers
- Electronics and software manufacturers
- Distributors
- Packaging sector
- Printed paper sector and print media
- Repair sector
- Reuse and recycling sectors
- Construction sector
- Public works sector
- Importers of goods and equipment
- Industry players
- Take-away and delivery catering sectors
- Events sector
- Food sector
- 3. Priority waste types
- Household and similar waste
- Waste from economic activities, in particular from the building and public works sector

	Food wasteNon-food product waste (p. 34)
4. Target groups	To meet the challenge of collective mobilisation, the plan's measures affect different audiences:

1.	Indicators proposed	The WPP has indicators for monitoring the following objectives: • the quantity of household and similar waste produced per inhabitant • the quantity of waste from economic activities per unit of value produced • the quantity of household products reused/repurposed • the share of reused and re-employed packaging placed on the market • the amount of food waste produced (distribution, catering, household consumption, processing, commercial catering)	
		It will also contain indicators for monitoring the achievements of each of the plan's actions (p. 34)	
2.	Quantitative targets	define venteries of each of the plan's actions (p. 34)	
3.	Monitoring of programme	The NDP has indicators for monitoring the objectives. It will also contain indicators for monitoring the achievements of each of the plan's actions (p. 34)	
4.	Evaluation of the programme		

Prevention measures

Prevention measures implemented in accordance with Article 9 of the Waste Framework Directive

Table 1: Specific waste prevention measures structured in accordance with Article 9 of the Waste Framework Directive

Promote and support sustainabl	e
consumption models	

Axis 2: Extend the useful life of products by promoting their maintenance and repair

2.1 Facilitate the use of repair for individuals

- 2.1.2 Create networks of registered repairers, map them and make information about repair services freely available (p. 35)
- 2.1.4 Prohibit practices aimed at making it impossible to repair or recondition appliances and ensure repair professionals have access to spare parts, operating instructions or technical information
- 2.1.5 Extending the 6-month legal guarantee of conformity for any product repaired instead of being replaced by a new product (p. 36)

Axis 3: Develop reuse and recycling

3.2 Facilitate the provision of deposits for social economy actors and associations

3.2.2 Facilitate donations to associations (of unsold goods, medical equipment) through the implementation of donation agreements (p. 36)

Axis 4: Fight against waste and reduce waste

4.1 Reduce use of single-use products

- 4.1.3 Encourage economic sectors to reduce single use through voluntary agreements (take-away sales, catering, events)
- 4.1.4 Ban single-use plastic products when alternatives are available, present fruit and vegetables for sale without plastic packaging
- 4.1.5 Reduce the consumption of plastic beverage bottles, particularly in public buildings and business premises and at cultural and sporting events
- 4.1.6 Invest in the reduction, reuse or development

	of alternatives for plastics
	4.3 Act against food waste throughout the food chain
	4.3.2 Promote food donation and recovery of unsold food (p. 37)
Encourage the design, manufacture and use of products that are resource-efficient,	Axis 1: Integrate waste prevention into the design of products and services
durable (including in terms of life span and absence of planned obsolescence), repairable, reusable and upgradeable	1.1 Mobilise extended producer responsibility (EPR) schemes
repairable, reusable and upgradeable	1.1.1 Implement modifications of contributions to EPR schemes, in the form of premiums and penalties, to encourage the eco-design of products
	1.1.2 Develop joint 5-year prevention and ecodesign plans within each EPR sector
	1.1.3 Support research and development (R&D) efforts in the field of eco-design and assist producers to make more efficient use of natural resources, especially critical raw materials (p. 35)
	Axis 2: Extend the useful life of products by promoting their maintenance and repair
	2.1 Facilitate individuals' access to repair services
	2.1.4 Prohibit practices aimed at making it impossible to repair or recondition appliances and ensure repair professionals have access to spare parts, operating instructions or technical information
	2.1.5 Extend the 6-month legal guarantee of conformity for any product repaired instead of being replaced by a new product
	2.2 Inform consumers about product repairability and repair
	2.2.1 Deploying the repairability index on electrical and electronic equipment and proposing a sustainability index on products (p. 36)
Target products containing critical raw materials to prevent those materials	Axis 1: Integrate waste prevention into the design of products and services
becoming waste	1.1 Mobilise EPR schemes 1.1.3 Support R&D efforts in the field of eco-design and assist producers to make more efficient use of natural resources, especially critical raw materials (p. 35)

Encourage the reuse of products and the setting up of systems promoting repair and reuse activities, including in particular for electrical and electronic equipment, textiles and furniture, as well as packaging and construction materials and products

Axis 2: Extend the useful life of products by promoting their maintenance and repair

2.1 Facilitate individuals' access to repair services

2.1.1 Set up dedicated funds to finance repair for the EPR sectors of electrical and electronic equipment, textiles, furniture, toys, DIY and sports goods (p. 35)

Axis 3: (Develop reuse) measures

- 3.1.1 Set reuse objectives for EPR schemes (especially for textiles, electrical and electronic equipment and furniture)
- 3.1.2 Set funds for EPR schemes to finance reuse (especially for textiles, electrical and electronic equipment and furniture)

(Note: there are two types of funds in EPR schemes, namely repair funds and reuse funds)

- 3.1.3 Increase the reuse of packaging, and support research and the implementation of its outcomes to achieve the national objectives
- 3.1.4 Develop reuse in the building sector following the establishment of the EPR schemes/compulsory waste diagnosis in the demolition of buildings
- 3.2.1 Establish reuse areas in local waste collection sites
- 3.2.2 Facilitate donations (especially of unsold products) to associations

Encourage, as appropriate and without prejudice to intellectual property rights, the availability of spare parts, instruction manuals, technical information, or other instruments, equipment or software enabling the repair and reuse of products without compromising their quality and safety

Axis 2: Extend the useful life of products by promoting their maintenance and repair

2.1 Facilitate individuals' access to repair services

- 2.1.3 Ensure the availability of spare parts, especially for vehicles, electrical and electronic equipment, DIY tools, bicycles and motorised mobility devices, and develop the supply of spare parts from the circular economy (CEIP)
- 2.1.4 Prohibit practices aimed at making it impossible to repair or recondition appliances, and ensure repair professionals have access to spare parts, operating instructions or technical information

2.2 Inform consumers about product repairability and repair

2.2.2 Increase the availability of information to consumers and repairers on product repair (technical information, availability of spare parts) (p. 36)

Reduce waste generation in processes related to industrial production, extraction of minerals, manufacturing, construction and

Axis 1: Integrate waste prevention into the design of products and services

demolition, taking into account best available techniques	1.1.1 Implement modifications to contributions to EPR schemes, in the form of premiums and penalties, to encourage the eco-design of products
	1.1.3 Support R&D efforts in the field of eco-design and assist producers to make more efficient use of natural resources, especially critical raw materials
	1.2.4 Help companies to produce better products with fewer resources and to control their waste by providing them with operational guides
	Axis 3: Develop reuse and recycling
	3.1.4 Develop the reuse of products and materials from the building sector (p. 36)
Reduce the generation of food waste in	Axis 4: Fight against waste and reduce waste
primary production, in processing and manufacturing, in retail and other distribution of food, in restaurants and food	4.3 Act against food waste throughout the food chain
services as well as in households as a contribution to the UN Sustainable Development Goal to reduce by 50 % per	4.3.1 Support operators in the food chain who are obliged to carry out a waste diagnosis and reduction measures
capita global food waste at the retail and	4.3.3 Deploy a national anti-waste label
consumer levels and to reduce food losses along production and supply chains by 2030	4.3.4 Clarify information on the use-by dates of food products by developing the display of the additional statement clarifying the 'date of minimum durability' (DDM) (p. 37)
Encourage food donation and other	Axis 4: Fight against waste and reduce waste
redistribution for human consumption, prioritising human use over animal feed and reprocessing into non-food products	4.3 Act against food waste throughout the food chain
	4.3.2 Promote food donation and recovery of unsold food (p. 37)
Promote the reduction of the content of hazardous substances in materials and	Axis 1: Integrate waste prevention into the design of products and services
products, without prejudice to harmonised legal requirements concerning those	1.2 Mobilise economic players
materials and products laid down at EU level, and ensure that any supplier of an article as defined in point 33 of Article 3 of Regulation (EC) No 1907/2006 of the European Parliament and of the Council provides the information pursuant to Article 33(1) of that regulation to the European Chemicals Agency as from 5 January 2021	1.2.2 Prevent the content of hazardous substances in materials and products by encouraging manufacturers to substitute hazardous substances in everyday objects (p. 35)
Reduce the generation of waste, in particular waste that is not suitable for preparing for	Axis 1: Integrate waste prevention into the design of products and services
reuse or recycling	1.2 Mobilise economic players
	1.2.3 Eliminate mineral oils in packaging and printing for the public

1.2.4 Help companies to produce better products with fewer resources and to control their waste by providing them with operational guides (p. 35)

Axis 2: Extend the useful life of products by promoting their maintenance and repair

2.1 Facilitate individuals' access to repair services

2.1.4 Prohibit practices aimed at making it impossible to repair or recondition appliances, and ensure repair professionals have access to spare parts, operating instructions or technical information (p. 36)

Axis 4: Fight against waste and reduce waste

4.1 Reduce use of single-use products

4.1.4 Ban single-use plastic products when alternatives are available, and present fruit and vegetables for sale without plastic packaging (p.37)

Identify products that are the main sources of littering, notably in natural and marine environments, and take appropriate measures to prevent and reduce litter from such products; where Member States decide to implement this obligation through market restrictions, they should ensure that such restrictions are proportionate and non-discriminatory

Axis 1: Integrate waste prevention into the design of products and services

1.3 Combat product obsolescence

1.3.1 Identify ways to limit the risks of software obsolescence related to operating system and software updates (p. 35)

Axis 4: Fight against waste and reduce waste

4.1 Reduce use of single-use products

- 4.1.1 Develop bulk sales and encourage the use of reusable containers and packaging in businesses
- 4.1.2 Reduce excessive packaging by involving consumers
- 4.1.3 Encourage economic sectors to reduce use of single-use items through voluntary agreements (takeaway sales, catering, events)
- 4.1.4 Ban single-use plastic products when alternatives are available, and present fruit and vegetables for sale without plastic packaging
- 4.1.5 Reduce the consumption of plastic beverage bottles, particularly in public buildings and business premises and at cultural and sporting events
- 4.1.6 Invest in the reduction, reuse or development of alternatives for plastics

4.2 Limit the environmental impacts associated with the production and consumption of products containing plastics

- 4.2.1 Phase out added microplastics in products
- 4.2.2 Prevent pellet losses to the environment during production, handling and transport

	4.2.3 Prevent losses of plastic microfibres from textile cleaning	
	4.4 Act to prevent the waste of non-food products	
	4.4.1 Prohibit the disposal of unsold new non-food products	
	4.4.2 Prohibit the distribution of free samples in the context of commercial activities, unless requested by consumers	
	4.4.3 Reduce the amount of unsolicited printed material (p. 37)	
Aim to half the generation of marine litter as a contribution towards the UN Sustainable Development Goal to prevent and significantly reduce marine pollution of all kinds		
Develop and support information campaigns to raise awareness about waste prevention and littering	Axis 2: Extend the useful life of products by promoting their maintenance and repair	
	2.1 Facilitate individuals' access to repair services	
	2.1.2 Create networks of labelled repairers, map them and make information about repair services freely available	
	2.2 Inform consumers about product repairability and repair	
	2.2.2 Increase the availability of information to consumers and repairers on product repair (technical information, availability of spare parts) (pp. 35-36)	
	4.4 Act to prevent the waste of non-food products	
	4.4.4 Implement communication campaigns aimed at the general public to raise awareness of waste prevention, including the prevention of illegal dumping (p. 37)	

Additional implemented prevention measures, not covered by Article 9 of the Waste Framework Directive

Food waste prevention

Food waste generation

According to the French Ministry of the Environment, Energy and Sea, France produces 10 million tonnes of food waste per year, equivalent to 30 kg of food waste per person. A French study shows that 33 % of total food waste is thrown away by consumers, followed by food producers (32 %), processors (21 %) and retailers (14 %) (¹).

⁽¹⁾ https://www.ecologie.gouv.fr/gaspillage-alimentaire-0

Measures to prevent food waste

From 2016 to date, France has strongly reinforced its legislation to fight food waste, especially to promote and set a framework for food donations and to implement food waste reduction measures along the food chain (food operators, retail and collective catering). France has also implemented integrated strategies and plans involving all the stakeholders to avoid food waste, such as the French national pact on food waste (2017-2020), the national waste prevention programme (2014-2020) and the national food programme (2019-2023).

In 2013, the Minister of Agriculture, Farming and Forestry launched the first national pact to combat food waste. After the launch, France was the first European country to ban food waste by food retailers. At first, these policy measures were classed as voluntary, but they became legally enforceable in 2016.

In 2017, the national pact to combat food waste was renewed for the period 2017-2020. Its main objective was to reinforce the food waste actions of the national food programme and the national waste prevention programme 2014-2020. It aimed to bring together all stakeholders along the food chain and to reduce food waste by 50 % by 2025. It lists 10 state commitments expressed in 19 measures, and many partners are working alongside the state to meet these measures (2).

Some examples of these measures are listed below:

- Measure 4A: Facilitate donation agreements between distributors and associations by requiring food retailers with a store area of more than 400 square metres to donate surplus food to aid organisations (3).
- Measure 4B: Ensure a tax reduction of 60 % of the value of donation is applied to the agricultural producer in cases where the donation has passed through a processing and/or packaging intermediary.
- Measure 5A: Maintain the fight against food waste, and support its understanding as a priority of the national food programme and the national waste prevention programme. For example, promote financial support through direct or national/regional projects.
- Measure 5B: Make information on food waste prevention available to all stakeholders of the food chain by creating a website with the most innovative actions. For example, websites such as gaspillagealimentaire.fr (https://agriculture.gouv.fr/lutte-contre-le-gaspillagealimentaire) provide documents, information on local initiatives and projects on food waste.
- Measure 6A: Promote awareness-raising activities on food waste in schools, secondary education institutions and leisure centres based on Article L 312-17-3 of the education code. For example, in 2020, a national 'zero waste' challenge in secondary and high schools was created (4).
- Measure 7: Strengthen efforts to raise consumer awareness of the fight against food waste through public communication campaigns, documents and tips. For example, the communication campaign 'Jeter moins c'est manger mieux!' (Throwing away less means eating better!) raises awareness through tales from our childhood in a world without food waste (5).
- Measure 8B: Work with representatives of the catering industry to encourage the implementation of actions to combat food waste within companies. For example, since 2021, French restaurants have been obliged to offer take-out bags (6).

In terms of legislative measures to incentivise food waste prevention by economic operators and/or organisations, making foodstuffs that are still consumable unfit for consumption has been forbidden in

⁽²⁾ https://agriculture.gouv.fr/pacte-national-de-lutte-contre-le-gaspillage-alimentaire-les-partenaires-sengagent

⁽³⁾ https://www.cec-zev.eu/de/themen/umwelt/lebensmittelverschwendung-in-frankreich/

⁽⁴⁾ Ministère de l'agriculture et de l'alimentation, 2019, France's national food programme. The regions in action 2019-2023.

⁽⁵⁾ https://agriculture.gouv.fr/lutte-contre-le-gaspillage-alimentaire

⁽⁶⁾ https://www.cec-zev.eu/de/themen/umwelt/lebensmittelverschwendung-in-frankreich/

the retail sector since 2016, in the collective catering, food and drink industry since 2019, and by wholesalers since 2020 (with reinforced sanctions since 2020). Operators above a certain size are required to partner with an approved food aid association. In France, food donation qualifies for a tax reduction of 60 % of the value of the food donated.

Action plans against food waste, including an analysis, are mandatory for collective catering and food operators (in accordance with the law against food waste (2016), EGAlim law (2018) and the anti-waste law, (2020)). The law establishes voluntary product labelling that clarifies the 'best before' date (anti-waste law, 2020) and a national anti-waste label to promote ambitious initiatives in the distribution and catering sectors. There are also food waste commitments in education and training programmes.

The anti-waste law for a circular economy, issued in February 2020, sets the objective to halve food waste by 2025 for the retail and collective catering sectors, and by 2030 for the other sectors (compared with 2015).

For a more comprehensive mapping of country efforts towards food waste prevention, please visit the European Commission's Food Loss and Waste Prevention Hub.

Reuse of products

Data

With regard to the Commission Implementing Decision (https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv%3AOJ.L_.2021.010.01.0001.01.ENG&toc=OJ%3AL%3A2021%3A010%3ATOC), this section will be updated by the EEA accordingly.

Measures to support reuse

The fight against non-food waste started in 2015 with Article 99 of Law No 2015-992. In the context of the energy transition for green growth, the law reinforces the fight against programmed obsolescence and promotes the extension of the duration of use of products. It recognises the offence of programmed obsolescence, which is punishable by 2 years' imprisonment and a fine of EUR 300 000.

The anti-waste law for a circular economy contains a large number of measures aimed at promoting reuse. The law strictly prohibits the destruction of unsold non-food products while strengthening the fight against food waste. In practice, where companies were previously authorised to destroy their unsold products, they will now be required to give them a use, for example by donating them to associations $\binom{7}{8}$.

The government has also submitted a report to parliament on the advisability of extending the legal guarantee of conformity from 2 to 5 years, or even to 10 years, for certain targeted categories of products (9).

In 2021, a repairability index for electrical appliances was introduced (applicable to washing machines, smartphones, laptops, etc.), providing a score between 1 and 10 and giving a quick assessment of repairability by number and colour (10). In addition, there are differentiated EPR schemes depending on how easily a product can be repaired, which in turn, depends on the availability of spare parts or on having the knowledge to repair a product.

⁽⁷⁾ https://circulareconomy.europa.eu/platform/sites/default/files/antiwaste law in the daily lives of french people.pdf

⁽⁸⁾ https://www.legifrance.gouv.fr/eli/loi/2020/2/10/2020-105/jo/texte; Article 35

⁽⁹⁾ https://www.ecologie.gouv.fr/duree-vie-des-produits

⁽¹⁰⁾ https://www.bluhmsysteme.com/blog/eu-forciert-reparatur-label-fur-elektrogerate/



Best practice examples

Avoiding food waste

Intermarché, a French supermarket chain, created a special section for crooked, imperfect fruit and vegetables, selling them up to 30 % cheaper than those in the regular fresh produce section. With names such as 'the grotesque apple' and 'the unfortunate clementine', they encourage consumers to sympathise with the product. Store traffic increased by 24 % and the programme reached 13 million people in the first month (12).

Reuse of products

On 1 January 2021, the law containing the Repairability Index Regulation came into force in France. The Repairability Index for electrical appliances (washing machines, smartphones, laptops, etc.) provides a quick assessment of the repairability of the product. The index has a scale from 1 to 10 and assigns products to different colours, depending on the degree to which they fulfil five criteria: (1) available technical information and instructions on the product; (2) dismantlability; (3) access and tools; (4) availability and price of spare parts; and (5) other product-specific criteria (13).

PhoneHubs, managed by the French company Dot Hubs SAS, deals with the problem of repairing a smartphone. The PhoneHubs.com website offers a quick and transparent way of finding high-quality phone repairers (14).

⁽¹²⁾ https://cozzo.app/blog/how-french-lead-food-waste-revolution-public-policy/

⁽¹³⁾ https://www.ecologie.gouv.fr/indice-reparabilite

^{(14) &}lt;u>La réparation sans stress | PhoneHubs.com</u>

Links to the circular economy

Waste prevention is an integral part of the comprehensive transformation towards a circular economy. It reduces not only the input of natural resources into the economy but also the efforts required to collect and recycle waste.

Approaches to improving circularity are often linked to successful waste prevention. The following table shows which circular strategies are explicitly integrated into the French waste prevention programme.

Topic	Addressed in the programme	Comments and examples
Eco-design	Yes	 Implement modifications of contributions to EPR schemes, in the form of premiums and penalties, to encourage the ecodesign of products (p. 35) Integrate waste prevention and eco-design approaches into voluntary agreements between the state and economic sectors, particularly in the agri-supply and fishing sectors (p. 35)
Repair, refurbishment and remanufacture	Yes	• Facilitate individuals' access to repair services (p. 35)
Recycling	Yes	Mobilise EPR channels and economic actors to encourage reuse and recycling (p. 36)
Economic incentives and finance	Yes	• Set up dedicated funds to finance repair for the EPR sectors of electrical and electronic equipment, textiles, furniture, toys, DIY and sports goods (p. 35)
Circular business models	No	<i>5</i>
Eco-innovation	No	
Governance, skills and knowledge	No	