

THE EU COMMUNITY AGRICULTURAL POLICY ON FOOD SAFETY AND QUALITY OF FOOD CONSUMPTION

Maria Gemma Grillotti Di Giacomo, Pierluigi De Felice*

Abstract

The last half-century of European agricultural history deserves to be filed as a slow and contradictory process of converting values of the area, or rather, the relationship between environmental resources, local traditional cultivation techniques and cultural food patterns. The Common Agricultural Policy (CAP), established by the Treaties of Rome in 1957, over a few decades has changed the face of European farmland. Firstly by adapting production facilities, cropping systems and agricultural landscapes in a pattern of sectoral development and production required by the laws of the market and the relationship between supply and demand of food products. Increasing production and unitary yields, price support and set-aside policies - then supporting with increasing conviction, the integrated territorial development and the preservation of cultivated resources, local cultural and environmental structural policies, incentivisation of multifunctional and sustainable agriculture, development and protection of quality produce marked - PDO, PGI, TSG, BIO - all leading to the introduction of the "single farm payment". The concern of ensuring food security for the whole population of the Union, in the evolution of the CAP, was then soon overcome by the desire to protect the food quality of typical local products. The different objectives that characterize the directives of the CAP are, especially in recent years, contradictory and have caused unresolved problems, which have been aggravated by the recent global economic crisis. Along with the food loss and waste, also no-food crops have increased and the number of people with difficulty accessing food has dramatically risen, as confirmed by some quantitative analysis of hunger in Europe. The authors critically examine history and programming of the CAP in light of the new incentives 2014-2020 and outcomes that could ensure both food safety and the quality of food consumption.

1. Contradictions, potentials and apories of the Community Agricultural Policy (CAP)

In the current phase of rethinking and redefining the commitments and ideals that led to the creation of the European Union, the Community Agricultural Policy (CAP), which plays a leading role, is today called to combine multifunctionality of the primary sector with the instances of environmental, food and sociocultural sustainability. The latest reform (2014-2020) in the illusion of greening and food security has in fact ended up aggravating the oppression between family farming and agro-industrial systems: the first hold in their possession the models and cultivation techniques that guarantee food quality and typicality; the second is readily responsive to the question of bioenergy sources that boost no food crops.

The history of the first sixty years of the CAP clearly highlights the inhomogeneous and contradictory attribution of support to the different types of productive units and local realities (see par.2), a general wide spread discontentment due to the lack of attention to waste and production surpluses (see par.3). Delivered incentives have been too often

* Maria Gemma Grillotti Di Giacomo, Department of Medicine and Surgery, University of Campus Bio-Medico di Roma, 21 Via Álvaro del Portillo 00128 Rome. E-mail: m.grillotti@unicampus.it. Pierluigi De Felice, Department of Medicine and Surgery, University of Campus Bio-Medico di Roma, 21 Via Álvaro del Portillo 00128 Rome. E-mail: p.defelice@unicampus.it. Maria Gemma Grillotti Di Giacomo is the author of chapters 1 and 2; Pierluigi De Felice is author of chapter 3.

engulfed by agro-industrial systems in North-Atlantic Europe in spite of the long-standing will to support family businesses and lagging regions in the Mediterranean countries.

The re-reading of the various evolutionary phases, the impact that the European Community directives have had on the extraordinary evolution of local agricultural systems and the analysis of waste, paradoxically accompanied by the increase in poverty and malnutrition in a growing number of European citizens, allow to stigmatize many mistakes made in the past to support the primary agri-food sector, as well as to propose future incentives more coherent with the goals that they intend to pursue.

Residential agriculture and quality productions should be rewarded rather than expect small family farms to meet the demand for biodiesel and biomethane, which can be better met by larger-scale enterprises, which are today often responsible for the cultivation of farmland in developing countries

2. The contradictory evolution of the CAP between high-quality food production and ecologist flamboyance

Together with the European Economic Community (EEC) and the European Atomic Energy Community (EAEC), March 25, 1957, with the signing in the Capitol of the Treaties of Rome, originates the Common Agricultural Policy (Articles 38-47 of the EEC Treaty), to which the six founding Member States (Belgium, France, Germany, Italy, Luxembourg and the Netherlands) assigned not only economical goals but also social and political tasks. A key role was given to the primary sector in the development policies and community cohesion and we are looking to it to ensure a fair standard of living for farmers; to stabilize the markets and prices for the benefit of farmers and to ensure food security and reasonable prices of agricultural products to consumers.

The European Common Agricultural Policy (CAP) aims to achieve these targets through incentives to increase agricultural productivity through technical progress and competitiveness of companies. This is an agricultural policy model aimed at growth with productivity, based on the amount and profitability of the results obtained, from which the CAP in its first half century of life, however, gradually moved away to support multifunctional agriculture enhancement of quality: this model is also protagonist of sustainable and integrated projects of territorial development and it is able to involve other economic sectors (artisanship, tourism, commerce, services) and all aspects of social reality (values, traditions, ethics, aesthetics).

The transition of the CAP from the sectorial development model to the territorial development model can be summarized into at least six programmatic phases: 1) promoting increased production and crop yield (Sixties); 2) supporting pricing policy and start of structural policies (the Seventies/Eighties); 3) Set-aside policy and reinforcement of structural funds for the integrated development of the territory (PIM - Mediterranean integrated plans; LEADER Programs 1991-199 and LEADER II 1994-1999 - *Liaisons entre actions de développement de l'économie rural* - and Rural Development Plans) (Nineties) 4) Integrated territorial development policies and multifunctional and sustainable agriculture enhancement (LEADER + program Reform *Agenda 2000*); 5) Regionalization of support interventions and introduction of the "single farm payment scheme", free from production activity and subject to the adoption of "virtuous" agricultural practices, environmentally friendly, respectful of farmers, consumers and cattle raised (Fischler Reform of June 2003); 6) reduction of direct incentives and support initiatives for greening and food safety (2014-2020 Reform).

The decades that separate the guidelines designed to ensure the supply of food from those aimed at food quality protection, have grown surplus production and environmental pollution, along with the number of Member States more than quadrupled¹, phenomena that the CAP initially tried to restrain with the price support policy, soon became unsustainable and the set-aside policy. In the nineties of the last century, however, the same results of the CAP sectoral model led to a new awareness of farmers and consumers: it's necessary to focus on the amount of productivity, rather than the quality of food products.

In the third millennium, the term 'food security' has taken on a double meaning of supply certainty and protection of food quality. Instances that are combined in one important goal: improving the population nourishment and ensuring the availability for future generations. Now it is accepted that feeding ourselves in a healthy and balanced way equates to protecting natural resources from erosion of exploitation. New phenomena of malnutrition and food poverty are increasingly evident and outrageously present in rich European countries, where excess and wastage of food products accompany without counteracting the increasing number of hungry people (cf. par. 3).

All quality food production is the result of the commitment and wisdom of the farmers who have been able to increase the value of the peculiarities of their rural areas, tying in consumption to the seasonality of products and collective rites of farming actions. The protection of this heritage of manufacturing experiences, processing and methods of consumption of local products are some of the goals which the European Union set, ahead of all other organizations and countries in the world, in order to establish a suitable legislative apparatus that would guarantee them and that today is also demanded from non-European countries to protect their productions.

Already since the last decade of the twentieth century among the EC legislation measures, the territorial dimension of development has been launched to promote those labels concerning the attribution of quality for agricultural and food products of excellence achieved in respect to accurate regulations Production². They are identifier documents of each product-deposited upon submission of the request for attribution of trademark protection: *Protected Designation of Origin (PDO)*, *Protected Geographical Indication (PGI)*, *Traditional Speciality Guaranteed (TSG)* and *Products of Organic Farming (BIO)*³.

¹ Currently there are 28 EU Member States (Austria, Belgium, Bulgaria, Croatia, Cyprus, Denmark, Estonia, Finland, France, Germany, Greece, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, United Kingdom, Czech Republic, Romania, Slovakia, Slovenia, Spain, Sweden, Hungary).

² The production regulations for the protection of European trademarks has to state: the name and the type of product; the boundaries of its geographical distribution area of reference; the elements that attest to its link with the geographical environment of origin; the detailed and full description of technical and production phases; the codes of the reference standards, which must be clearly legible on the label; monitoring organizations officially recognized at European level which will address the periodic checks in companies. The product specification is deposited and can be changed only after the granting of the trademark, for example, to expand the production area, established within limits that later may be too restrictive (PDO, PGI), or to make changes to the phases of production as a result of new advances in technology (STG).

³ The Protected Designation of Origin (PDO) is granted to products for which all stages of "production, processing and preparation" take place "in a specific geographical area and are characterized by a recognized and established expertise"; Protected Geographical Indication (PGI) is attributed to the productions in which the link with a specific geographical area is at least in a phase of realization: The Traditional Speciality Guaranteed (TSG) is independent of geographic location and only guarantees the traditional production method; organic farming (BIO) embraces the totality of environmental technological

New concerns and new demands have thus brought the CAP to transit from the food supply to the protection of quality products⁴. The purposes that the rules of the primary sector in fact intend to pursue through the attribution of quality labels are: 1) support for diversification (biodiversity and food crafts) and to local development; 2) fight against food fraud which is becoming more easily recognizable; 3) consumer education towards conscious and adequate nutrition. PDO, PGI, TSG and BIO are therefore given to combat imitations of quality food production, only production related to the various environmental and/or local traditions.

The territorial features of each certified product are enhanced and protected, and consumers not only benefit by being geared towards quality choices, they are also protected from food mystifications which can often be dangerous to our health. The achievement of the quality trademark EU, in fact, engages the manufacturer, through the Regulations, to ensure strict compliance with rules of production and to accept, by supporting the cost, the checks required by the Monitoring Organization in charge of inspections. Overall there are 1,033 food production brands, of which 515 DOP, IGP 476 and 40 STG, Italy with as many as 230 products among PDO, PGI and TSG is in first place in the production and quality productions certified registration; France, Spain, Portugal and Greece follow respectively with 184, 150, 116 and 90 accredited products in the same period running from 21 June 1996 to 30 June 2011⁵.

The interpretation of the Italian record is even taken for granted: our country has an extremely diverse environment natural heritage, from a geological point of view, morphologically and concerning the climate, it has a variety of micro-environments that go with the equally extraordinary concentration of history, traditions and different local cultures, expressed in symbolic form and in food rituals.

Europe has therefore a normative primacy, compared to all other regions in the world, for the attention to the quality of the relation Food-Agriculture-Environment – The EU member states also ratified the “European Convention landscape” expression of the fruitful relation between “culture and nature”⁶ – our country is a leader in the

and managerial features of agricultural production because it requires that all agricultural practices are free of artificial agents, fertilizers and chemical pesticides.

⁴ The safeguard of typical products of quality and enhancement of the specificities of food products are realized at first through EC Regulations n. 2081/92 and EC n.2082/92; later the new EC Regulation 509/2006 and Regulation (EC) No 834/2007 of June 2007 on organic production and labeling of organic products (abolishing Regulation (EEC) 2092/91), they have intervened to perfect them.

⁵ Looking at the data of EU protected products the presence of registrations to trademarks PDO astonishes, PGI and TSG by third countries, non-EU, a clear sign of EU legislative project leadership that will attract attention and accessions to planetary scale. Since 1992 the first regulations (Art.12 of Reg. (EEC) n. 2081/92 concerning (EEC PGI and PDO; Art.16 of Reg.) no. 2082/92 on STG) had hoped for reciprocity of guarantees, valid for quality production both from European countries and from outside Europe. The new regulations of 2006, reiterating the opening to the extra-Community dimension, grant however to Third Countries also the autonomy to indicate their national supervisory bodies, which means that the European Union is found to protect agricultural food production where it can't exercise checks or controls.

⁶ Even compared to the rural landscape protection legislation, Italy and Europe have anticipated all other countries in the rest of the world. Opened for signature by member States in October 2000, the European Landscape Convention has recognized to the traditional techniques of exploitation of natural resources, economic and productive new features: the ability to save potential and production capacities for future generation; the force of attraction of tourist flows and active employment; the power to expand trade flows of quality production; in other words, they have recognized the rural landscape the role of driving force of local development.

rediscovery of the *genius loci* and in the preservation of rural landscape and local production and it protects food and agricultural with the national brand PAT⁷.

Therefore, within the European Community, Italy has always urged reflection on the landscape and agri-environmental issues, so that rightly in January 2002 the city of Parma was chosen as headquarters of the European Food Safety Authority (EFSA), a politically independent organisation of all Union countries, with scientific consulting and information functions on different risks of the food chain⁸.

The Nineties marked the emergence of ecological issues in agricultural policies of many countries in the world and in the CAP that the reform proposed by the Irishman MacSharry in 1992, known as the set-aside policy, redefines the same objectives. The over industrialized and competitive agriculture has now imposed, both in Western and socialist countries, the need to restore a healthier and more balanced relationship with the environment in order to protect biodiversity and quality of agro-food production. Prompted by opposing food production problems – overproduction and market saturation in Western countries and lack of basic nutritional elements in developing countries and in many countries of the socialist coalition (especially Cuba) – an extraordinary convergence of interests occurs, paradoxically supported by radically different ideological contexts (capitalist agriculture and collectivist agriculture), united by the desire to adopt agricultural practices that respect the environmental balance, to save non-renewable energy and get closer to the local food market demand. With the beginning of the third millennium the buzzwords within the European Union therefore become: regionalization of operations, enhancement of rural landscape and protection of quality food products.

The impact of the increasing agricultural production policy on the ground is far from painless for the natural environment and for the organization of rural areas. The belief that an economically vital business size should not be smaller than 20 hectares – minimum threshold indicated by the CAP rules for access to funds – without discouraging the rational use of the most modern soil cultivation tools and without causing its exit from commercial channels, has always conveyed the incentives on the large capitalist enterprise, rewarding the most appropriate annual monocultures, in spite of the use of fertilizers and mechanical tools, to cut down on expenses thanks to the increase in unit yield per hectare of cultivated land.

A productive pattern certainly more suited to the North Atlantic Europe farmland, than to those of the Mediterranean area where the prevailing less aggressive and specialist family farming, remained the prerogative of the middle and small production units.

The reform of the set-aside in 1992 was apparently based on principles of ecological feature and it was pressed for by the desire to respect the necessary natural environmental rhythms to replenish the agronomic properties of soils, its approval is in fact urgent and imperative to cut down on expenses, which have become unsustainable, absorbed by the price support of surplus products. It is therefore a dual interest, to reduce crops which are superior to market demand and balancing the environmental damage, to push European countries towards an agricultural policy that paradoxically encourages the “non-

⁷ The mark is awarded by our Ministry of Agriculture and Forestry to be published every year in the Official Journal on an updated list of PAT products. The Ministerial Decree of 18 July 2000 defines Foodstuffs (PAT) all productions "whose methods of processing, storage and aging prove time-honored, homogeneous throughout the territory concerned, according to traditional rules for a period of not less than twenty-five years".

⁸ The decision to set up a supranational authority for food protection was taken as a result of repeated food warnings in the late nineties.

production” and rewards companies that renounce cultivating the land, i.e. the so called fallow land. The reduction of arable land does not go along with the best care of the fields, but it is abandoned to fallow and the rewards for the withdrawal of land from cultivation are again swallowed by larger production units which have more surfaces to be used as meadow pasture. On the other hand, the medium and small companies are still penalized. They are the only ones that can ensure the defence of the territory and the preservation of both less aggressive and less ecocidal traditional farming techniques.

In the nineties, however, a new experimental phase of the CAP sought the direct involvement of local communities in the redevelopment and enhancement of environmental and cultural heritage of the territory in which they live. The breakthrough, achieved after the publication of the Green Paper “Perspectives of the Common Agricultural Policy”, led to approve the Community Regulation 1257 “Rural Development Plan” of 1999, which called for farmers “good behaviour”, encouraging them to comply with environmental, landscape and cultural resources of their countryside. The regionalization of interventions, the support of multifunctionality of agriculture and greening policies, converge in the 2000 Agenda, which marked the final transition of the CAP from the sectional development pattern to the territorial development one (Program Leader I and Leader II, Leader program + and Fischler Reform spread by Regulations (EC) no. 1782/2003 and no. 1783/2003)⁹.

The landing of the CAP to its most mature expression, that is, to a pattern of development closer to the territory and to the farm, coincides chronologically with the EU opening to 10 new member states, which joined it in May 1, 2004. Although it was preceded by the adjustment to a series of specific political and economic criteria (PHARE and SAPARD programs), and even if it was guaranteed by the adoption of the new member country of the *acquis communautaire*¹⁰, the entry of new Member States stirred up in the farmers and in the local administrators – whose role as the leaders of development has already been recognized – many worries and legitimate concerns that the aids to farms might be reduced, both those aids already earmarked for market policies and those ones which support the rural development policies, especially in the marginal regions.

The latest CAP reform (2014-2020), in an attempt to reconcile greening and food security, had to face old and unresolved conflicts between family farming and agro-industrial systems, worsened by the new social and energy emergencies: bursting of migration flows and increasing demand for bioenergy. The conversion process to the territory and the quality of products, which had focused its efforts on the recovery of a crop and food wisdom able to get data from the environmental features and experiences stratified in local traditions, is thus put at risk by the demand that too many agricultural areas have for the annual extensive monocultures, which are responsible for the serious environmental damage (desertification and soil pollution), are now paradoxically financed to protect the environment by means of biomass grown for energy purposes (climate-energy package “20-20-20”).

The demand for new agricultural policies, especially in Western countries, must therefore clarify some contradictory issues symbolically represented by the huge changes

⁹ The new guidelines introduce the "single farm payment" and "decoupled support", that is no longer linked to the quantity of production and to the breadth of the farm, but it is connected to the land ownership and bound to ecofriendly farming practices (i.e: sustainable), quality and wholesomeness of production techniques (safety on work and animal welfare) and agricultural products (quality and safe food).

¹⁰ That is, the *acquis communautaire*: institutional stability, democratic order, protection of human rights and cultural minorities; compliance with the obligations binding on all Member States and market laws.

to the Italian agricultural systems (fig.1) and by the alarming increase in people at risk of poverty and social exclusion (fig.4).

In our country, censuses conducted between the 2000 and 2010 show an accelerated evolution of regional agricultural systems with a sharp reduction of micro and small farms (from 0 to 2 ha.), going down from a total of 1.586.777 to 824.652 with a 44% decrease. Also due to this phenomenon, on the one hand a general decrease of TAA (Total Agricultural Area) up to 8% (17.081.099 ha. in 2010 compared to 18.766.895 in 2000), has been recorded and on the other hand an increase in the average soil available per farm from 7.8 to 10.6 ha. In some remarkable cases, as illustrated in the graphics depicting them, the provincial agricultural systems¹¹ overturned the supporting foundation of their economic productivity, shifting from medium to large-scale enterprises (fig. 1).

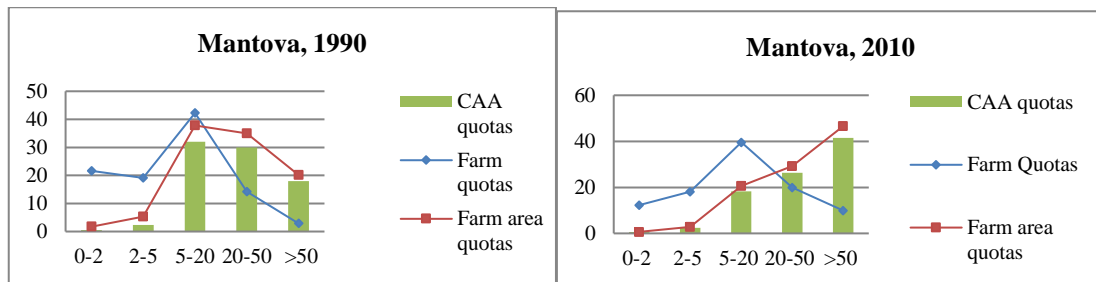


Fig. 1 – The transformation of production from one type of enterprises to another in the agricultural system of Mantova (1990 and 2010). Source: ISTAT data, our elaboration

3. Europe of surpluses: from the price support policy to the scandal of food waste

The CAP already in its planning documents (The Treaty establishing the European Economic Community, 1957) posed among its objectives, in addition to the increase of productivity, the security of supply (art. 39), this in response to a food suffering condition exasperated by the war that had devastated Europe and the world.

To achieve these objectives a number of measures were established such as «the regulation of prices, aids for the production and marketing of the various products, systems for the constitution of stocks» (*Ibidem*, art. 40). They were created to guarantee the supply and, at the same time, favor the survival of farmers in difficulty, these actions led to the accumulation of «mountains of food» unsold and to the uncontrolled growth of production (tab.1).

The “butter mountains and wine lakes” generated a media response to which the Commission itself had to respond with an official document (European Community, 1980) declassifying, though, the questioned surpluses¹² into “untapped in best way resources”, not recognizing the damage and at the same time minimizing the effects.

This document states “relatively light adjustments can affect significantly and durably on the production, while persistent shortcomings are likely to lead to a waste of resources far greater than that due to abundant availability”. The foreword to the document ends by saying that “so many and so different were the meanings attributed to the term “surplus”, that most of its positive aspects have been concealed”. From these quotes it’s very clear justification purpose of this document which didn’t attempt to deal critically or try to solve the problem rather belittling it, continuing to favour “production growth at a pace

¹¹ The analysis of the agricultural systems was conducted according to the research method (registered SIAE n. 2007005663) by the university research team «GECOAGRI LANDITALY».

¹² With the world surplus, we mean food that while being safe on quality level is not purchased or consumed by those for whom it has been prepared. See Garrone et al., 2012.

that didn't always correspond to the market's absorption capacity"¹³ (Commission of the European Communities, 1991).

	Cereals	Sugar crude value	Beef	Butter	Skimmed milk powder
World	1204,4	92,5	47,9	6,2	4,1
USA	267,1 (22,5%)	5,2 (5,6%)	11,3 (23,6%)	0,5 (8,1%)	0,4 (9,8%)
USSR	229,5 (19%)	9,4 (10,2%)	6,6 (13,8%)	1,4 (22,6%)	0,5 (7,3%)
EEC	116 (9,6%)	12,8 (13,8%)	6,4 (13,49%)	1,9 (30,6%)	2,2 (53,7%)
Canada	41,7 (3,5%)				0,1 (2,4%)
Brazil		7,9 (8,5%)			
Cuba		7,7 (8,3%)			
Argentina			3,2 (6,7%)		
Australia			2,1 (4,4%)		
India				0,6 (9,7%)	
New Zealand				0,2 (3,2%)	0,2 (4,9%)

Tab. 1 – World production of major agricultural products in 1978 in millions of tons. Source: European Community, 1980.

The imbalances between consumption and production persisted in the 90s so that the same EEC stated in 1991, “the basic problem due to the growth of surpluses, had not been resolved”. In 1992, the structural reform of the CAP leads to a reduction of public stocks¹⁴ although the problem surpluses are persisting also in the light of international agreements (Uruguay Round). In its document *Agenda 2000* (European Commission, 1997) we can read: “structural surplus was already provided for beef even before the situation was further aggravated by the bovine spongiform encephalopathy (BSE) crisis. Growing difficulties can also arise in areas of cereals, sugar, wine, olive oil, skimmed milk powder and certain other dairy products, and the Union risks losing more and more ground in world markets in expansion”.

This reference confirms that even in the 2000s the problem of excess in relation to the CAP was still very present. At the same time, it clarifies how ineffective and inefficient were the actions taken by the EU agricultural policy to curb the problem of excess production that seems to have been totally forgotten in the European Commission document «the CAP towards 2020». The document does not even mention the word ‘surplus’ and above all there is no mention of the problems of unsustainable management of the production. This document focuses on food security and generally promotes the ‘productivity’ ignoring, however, the imbalances that may result from overproduction. In addition, we hope that in the document the CAP may contribute to the Europe 2020 objectives through a smart, sustainable and inclusive growth.

¹³ The volume of agricultural production in the EEC increased between 1973 and 1988 by 2% per year, while domestic consumption only 0.5% favouring the accumulation of increasingly expensive stocks (Commission of the European Communities, 1991).

¹⁴ They carried out a number of strategies to avoid surpluses such as, for example, in the case of cereals, arable lands were set-aside lands to keep production under control. Besides, the increased price competitiveness allowed selling significant additional quantities of products on the domestic market (Agenda 2000, 1997).

We wonder how it is possible, considering these objectives, not to mention the problems associated with production and, above all, as it is not combined with the values of sustainability, considering that food security, as well as the CAP calls, can be guaranteed not so much from production alone, but rather by careful planning and a conscious, intelligent management of the production chain in its different stages.

In the CAP policy documents towards 2020 there is no reference either to the issues related to that food loss that FAO (2014) calls “the decrease in the quantity or quality of food” or the waste “food waste which refers to the removal from the FSC of food which is fit for consumption, or which has spoiled or expired, mainly caused by economic behaviour, poor stock management or neglect”. Despite the same Europe produces it (fig. 2)¹⁵.

Even on these issues, therefore, there was an unusual silence in the CAP and therefore even more deafening, bucking the trend of the international bodies – (FAO, 2013, 2014; International Food Policy Research Institute, 2016) that recently have recognized not only an economic loss but also environmental with an ecological footprint assessment by waste¹⁶ (FAO, 2013, De Felice, Grillotti, 2015) – and with the European Commission itself which in recent years has been interested in the problems of waste and food losses (http://ec.europa.eu/food/safety/food_waste/stop/index_en.htm) assessing the scope.

The CAP, therefore, in its various reforms, including the one projected towards 2020, turns out to be incomplete with respect to the problems of surplus due to there being no indication of a link between the various stages of the food chain, no lines toward waste valorization - remember that Europe counts its largest waste values in the consumption phase (fig. 2) - nor any planning actions for wastes in order to be properly enhanced in the human, animal, plant or energy fields.

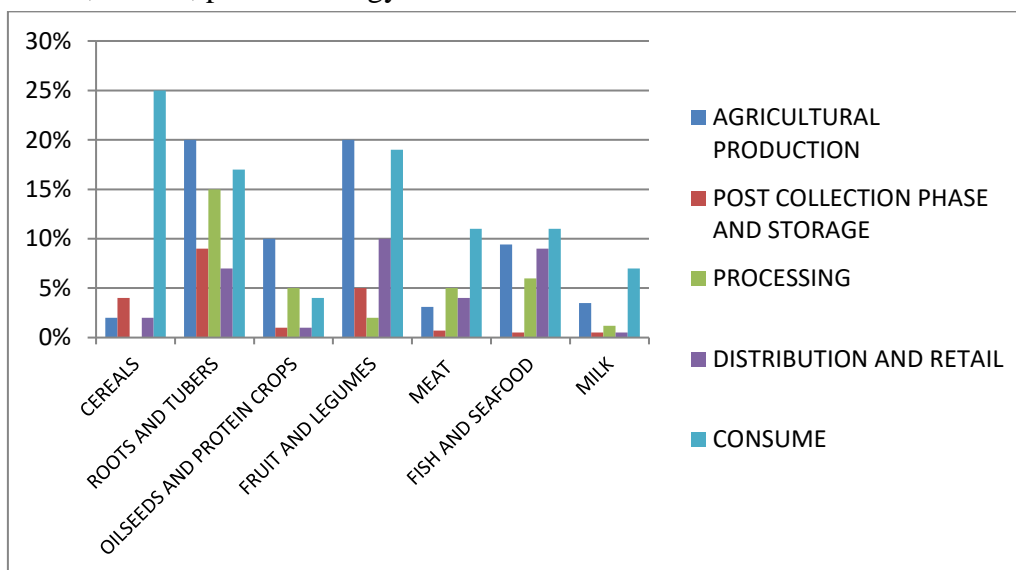


Fig. 2 – Percentage relative to the estimated or certified waste in the different groups of products at different stages of the food chain in Europe including Russia. Source: our processing of data FAO, 2012.

¹⁵ The complex and delicate problem of surplus is also reflected in the terminology definition which depending on the actual perspective (social, economic, cultural etc.) takes different terms and meanings. A good summary is found in Garrone 2012. We see also FAO 2012 and International Food Policy Research Institute, 2016 that distinguishes in addition to food waste and loss also the potential food loss that takes into account the resources lost before harvest because of pests or because they are deliberately left on the fields.

¹⁶ FAO has devoted a report to the environmental footprint of food waste and loss estimating that it is the largest emitter of carbon dioxide after the United States and China.

The CAP also plays a strategic and important role in regard to the problems of hunger¹⁷. The latter in some European countries (North and West) mainly takes on the meaning of malnutrition¹⁸, which indicates overnutrition but low intake of micronutrient-rich foods. The phenomenon of hunger in Europe is to be attributed to a new latent poverty, dark, which is also gripping the population of the middle class and to a political management of the agricultural sector, which doesn't meet the sustainability values. The latter are manifested in a lack of attention to small businesses, to the enhancement of the female figure, to energy efficiency and to biodiversity.

Quantitative data confirm that around 23.7% (estimated value) of the European population is at risk of poverty (Eurostat, 2016) and this situation is manifested by the difficulty "to eat meat, fish or an equivalent protein every two days"¹⁹(fig. 3).

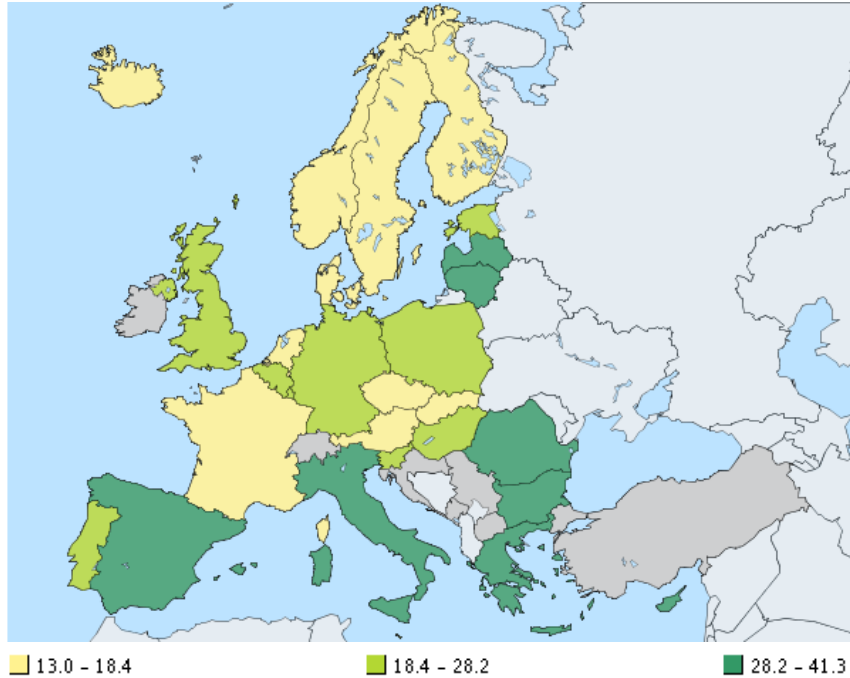


Fig. 3 – *People at risk of poverty and social exclusion in Europe. Values are expressed as a percentage of the total population. Source: Eurostat, 2015.*

¹⁷ According to FAO, a person goes hungry if they consume an average of less than 1800 calories per day.

¹⁸ In the EU-28 (we still include the United Kingdom), the nutrition-related problems differ among Member States. On the one hand we have some countries such as Croatia, Estonia, Latvia, Lithuania, Romania and Slovakia, where there are, though diminishing, the Index values Global Hunger - known by the acronym GHI - (von Grebmer K. et al., 2016) relating to the malnutrition, childhood decay, childhood nutritional stunting, infant mortality. The remaining European countries, however, are characterized by the food problems more closely linked to an over nutrition.

¹⁹ This indicator is of the kind of material deprivation. Eurostat has given rise to the indicator of poverty considering people who are at risk of poverty and/or those living in material deprivation and/or those living in families where there is a lack of employment. The «material deprivation» index draws the indicators related to the economic difficulties, material assets, housing and residential environment. Disadvantaged people seriously have given up four or more of the following indicators: the inability I) to pay rent or utility bills, II) to adequately heat the house, III) to face unexpected expenses, IV) to eat meat, fish or a protein equivalent every two days, V) to go away from home on holiday one week per year, VI) to buy a car, VII) to buy a washing machine VIII) to buy a colour TV, IX) to pay a phone connection.

The CAP will not cover issues related to the overproduction of food, to the waste and loss or to malnutrition. It cares myopically about food security without the possibility of governance linked to production issues and to the management of commodities. It's the latter problems that Europe and its agricultural policy should cautiously deal with, in order to stem the paradox of a part of the population starving and another that wastes and consumes excessively.

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