



 **Voedselbanken Nederland**
The Netherlands



**ESF+ and the European
Food Banks Federation**

IMPLEMENTATION REPORT 2025 →

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1.ABOUT THIS REPORT

Across Europe, the **European Social Fund Plus (ESF+)** helps reach people experiencing the most severe forms of deprivation, improving access to essential goods while helping implementing organisations, such as the members of the **European Food Banks Federation (Fédération européenne des banques alimentaires – FEBA)**, be more reliable and effective.

By financing food and/or basic material assistance, together with accompanying measures that support social inclusion, ESF+ enables its network of food banks and partner organisations to sustain this support throughout the year, ensuring that assistance remains both consistent and effective for those who need it most¹.

To assess ESF+ implementation and its operational impact in 2025, FEBA carried out a survey covering the period from January to December 2025. The survey gathered both qualitative and quantitative information from **ten organisations** benefiting from ESF+ support, documenting how the fund contributes to operational capacity, outreach to vulnerable groups, and the combination of material assistance with accompanying measures, in the following countries:



¹For more information, see Regulation (EU) 2021/1057 (ESF+) on [EUR-Lex](#).



“This report reflects the daily reality faced by FEBA members across Europe as they support people experiencing material deprivation through practical, frontline action. The 2025 implementation experience confirms that ESF+ remains one of the EU’s most visible and effective social instruments. As discussions on the next Multiannual Financial Framework reshape the future of EU social funding, including through the proposed National and Regional Partnership Plans, this evidence makes one point clear: anti-poverty commitments must be backed by dedicated, accessible, and adequately earmarked funding for material support”

Esteban Arriaga Miranda

CEO of the European Food Banks Federation

2.ESF+ OVER THE YEARS

In 2025, around **92.7 million people in the EU** were at risk of poverty or social exclusion, representing **20.9% of the population** (approximately one in five people). This indicator captures people experiencing at least one of three risks: income poverty, severe material and social deprivation, or very low work intensity. It remains one of the EU's key reference indicators for understanding the scale of social need. (Eurostat, 2026)²

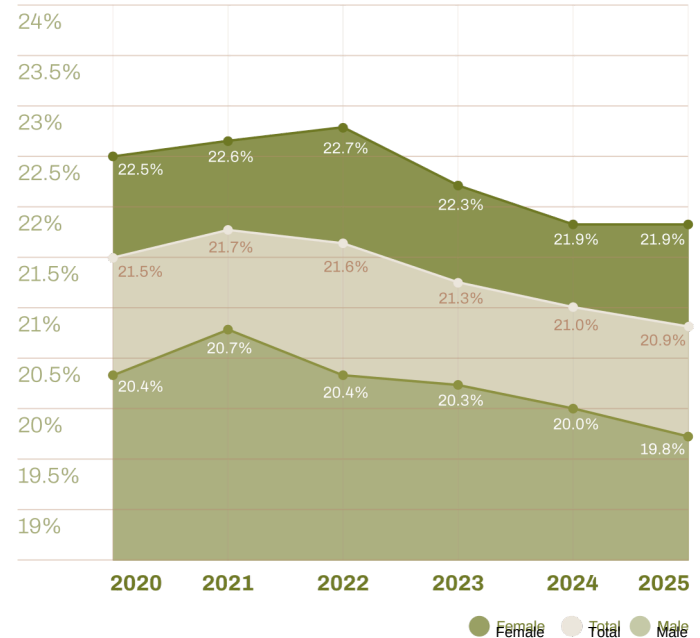
People at risk of poverty or social exclusion:



Although the share of the population at risk of poverty or social exclusion has declined slightly since 2020, **gender disparities** persist, with women consistently more likely than men to be affected by poverty or social exclusion (Figure 1).

One of the most widely used EU indicators of material deprivation is the **inability to afford a meal with meat, fish, chicken, or a vegetarian equivalent every second day**. While imperfect as a proxy for food insecurity, it remains a relevant indicator of food-related hardship, according to the European Pillar of Social Rights Action Plan³.

Figure 1. Trends in the percentage of people at risk of poverty or social exclusion in the EU-27, 2020–2025, by gender.



Data source: Eurostat

²For more information, see [Eurostat data on people at risk of poverty or social exclusion](#).

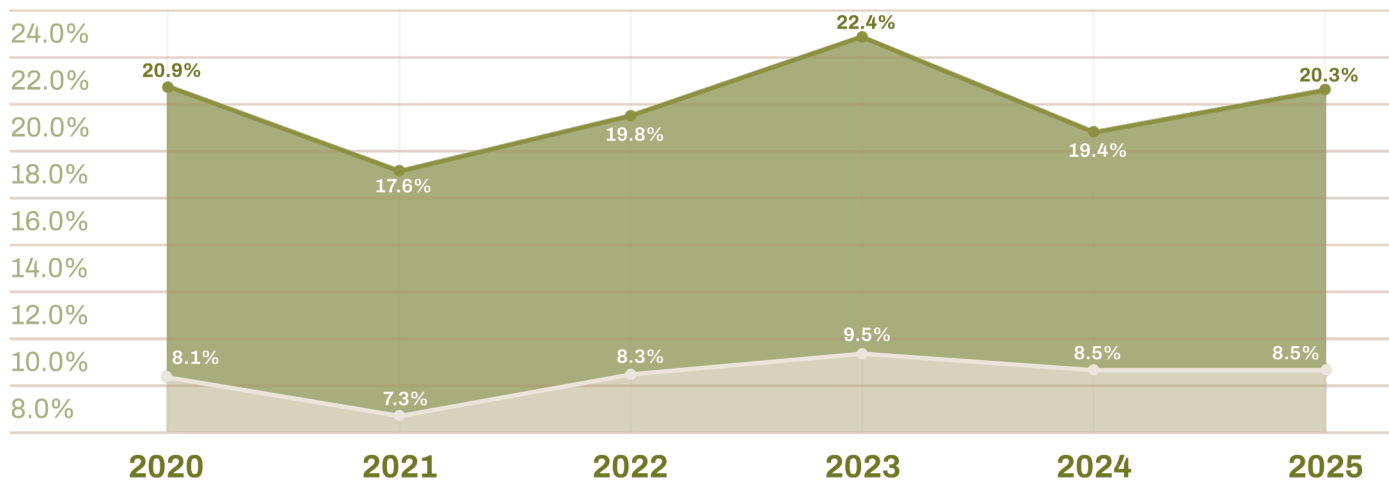
³For more information, see [the European Pillar of Social Rights](#).

In 2025, 8.5% of the EU population was unable to afford such a meal every second day, a share that remained stable compared with 2024 (Figure 2). However, focusing on people at risk of poverty, the share at the EU level in 2025 was 20.3%, indicating a 0.9 percentage point increase compared with 2024 (19.4%). (Eurostat, 2026)

People experiencing food hardship:



Figure 2. Trends in the percentage of people unable to afford a meal with meat, fish, or a vegetarian equivalent every second day in the EU-27, 2020–2025.



Data source: Eurostat

● Total ● At risk of poverty

EVOLVING EU SUPPORT FOR MATERIAL DEPRIVATION

The EU's approach to supporting the most deprived has also evolved over time. To address the most severe forms of poverty, including food insecurity, the **Fund for European Aid to the Most Deprived (FEAD)** was established in 2014, enabling Member States and partner organisations to provide food assistance and basic material support to people in need across the EU.

Since 2021, the **European Social Fund Plus (ESF+)** has replaced FEAD, embedding material support within a broader **social inclusion logic**. Under ESF+, this integrated approach is anchored in the legal framework. EU Regulation 2021/1057 defines accompanying measures as activities provided in addition to the distribution of food and basic material assistance with the aim of addressing social exclusion and **contributing to poverty eradication**, including referrals to social and health services (including psychological support), provision of relevant information on public services, or advice on managing a household budget.

Member States are required to complement food and basic material assistance with **accompanying measures**, reinforcing the expectation that material support should be connected to inclusion pathways. This approach reflects the recognition that, while food and material support address immediate needs, they are often insufficient on their own to overcome the structural barriers that keep people in poverty⁴.

⁴ For more information, see Regulation (EU) 2021/1057 (ESF+) on [EUR-Lex](#).



Through this **integrated approach**, ESF+ supports access to essential food and basic material assistance while enabling beneficiaries to engage with accompanying measures that can strengthen resilience, autonomy, and social participation. For food banks, this dual mandate continues to reinforce their role not only as providers of essential aid, but also as broader inclusion actors, an operational reality that is particularly significant in 2025 as policymakers debate how social funding, performance reporting, and material-deprivation support will be structured after 2027.

In 2025, FEBA members continued to report a diverse set of accompanying measures implemented alongside material support, tailored to beneficiary needs and local delivery capacity.

These measures included initiatives such as healthy nutrition and food budgeting sessions, financial literacy workshops, and guidance on social territorial services. While often smaller in scale than the distribution of food and basic goods, these initiatives are widely regarded as critical for reinforcing dignity and supporting pathways towards inclusion.



ESF+ contributed to financing social support actions of the FEBA members, particularly through several programmes:

The Bons Gestes, Bonne Assiette programme in France

The Bons Gestes, Bonne Assiette programme in France, a social support initiative focused on nutrition and health prevention.

The Financieel Paspoort in the Netherlands

The Financieel Paspoort was introduced to beneficiaries on a limited scale in the Netherlands, alongside information and guidance provided to territorial partner organisations on social territorial services.

Educational activities in Lithuania

In Lithuania, ten different educational activities were organised across 37 municipalities, covering topics such as financial literacy, training sessions, and nutrition education.

The FEPŻ programme in Poland

The FEPŻ programme in Poland complements food aid by providing educational, social, and advisory support to people in need. These forms of support are an integral and mandatory part of the programme and are considered equally as important as food distribution. Activities include workshops, counselling, and guidance aimed at preventing social exclusion and reducing poverty, such as household budgeting, healthy nutrition, and food waste prevention.

Since 2025, the use of ESF+ for material assistance has increasingly been discussed in the context of negotiations on the post-2027 EU budget architecture. The European Commission's proposals for the 2028–2034 period envisage the European Social Fund⁵ as one of the funds delivered through **National and Regional Partnership Plans**, with a stronger emphasis on coordinated planning and common performance and expenditure tracking.

In this setting, 2025 implementation evidence from food banks is relevant not only for assessing annual delivery, but also for informing what should be safeguarded in the next Multiannual Financial Framework, particularly the **earmarking for material deprivation support**, monitoring requirements, and practical access for civil society organisations, the feasibility of accompanying measures and proportionate administrative requirements.



⁵For more information, see the European Parliament briefing on [the European Social Fund 2028-2034](#).

⁶For more information, see the European Commission's [EU Anti-Poverty Strategy](#).



This evidence is also relevant in light of the publication of the **EU Anti-Poverty Strategy**⁶, presented on 6 May 2026 by the European Commission, which frames poverty reduction through a life-cycle approach and places a strong emphasis on effective delivery, monitoring, and access to essential services for people at risk of poverty or social exclusion.

Additionally, it is relevant to strengthening and implementing the **European Child Guarantee**⁷, given that food insecurity and material deprivation are among the concrete barriers affecting **children's effective access to key services**, and because ESF+ and material-support delivery partners often constitute part of the practical local access chain for vulnerable households with children⁸.

⁷For more information, see the European Child [Guarantee](#) on the European Commission's website.

⁸For more information, see the [FEBA report on children and food banks](#).

3.ESF+ IMPACT IN 2025

Over the past decade, FEBA members have played a structural role in implementing EU food aid, with their food banks redistributing more than **1.5 million tonnes** of food products under the FEAD and ESF+ frameworks. Following the major structural transition in 2024, which saw a sharp contraction in overall food volumes and a reduction in participating FEBA countries from eleven to ten as some nations shifted towards indirect voucher schemes, 2025 marked a period of consolidation and recovery.

While the systemic landscape remains permanently altered by these policy shifts, the strategic value of ESF+ for the participating members has reached new heights. Rather than a continuation of the previous year's decline, the latest reporting period demonstrates the profound resilience of the food bank network and a robust upward trajectory in integrated support, combining material assistance with vital accompanying measures for social empowerment.

 **10** FEBA MEMBERS[®]
benefited from ESF+
funding support in 2025

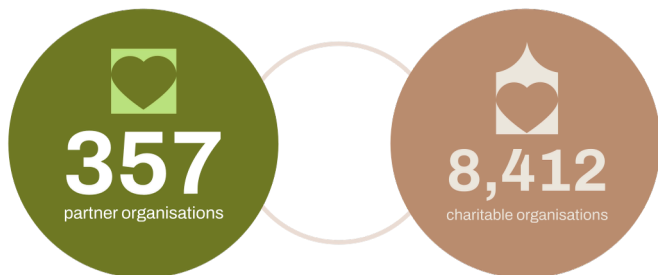
9As of 2025, 22 of FEBA's 30 members are eligible for ESF+ funding.



This enduring impact is clearly reflected in the latest data:

In 2025, the ESF+ programme provided widespread support across the network, enabling the ten reporting FEBA members¹⁰ to reach **over 5 million final beneficiaries**. To achieve this, FEBA members handled **over 106,300 tonnes of ESF+ food products**, reflecting a significant upward trend in both absolute and relative terms.

On the one hand, the total volume of ESF+ food distributed has grown, enabling the provision of **over 212.6 million meals**¹¹ (an 85% increase compared to 2024). On the other hand, the strategic importance of the ESF+ programme has intensified: these products now account for around **11.8% of the total food received across all 30 FEBA members**, up from 6.6% in 2024.



¹⁰ Belgium, Czech Republic, France, Ireland, Italy, Lithuania, Luxembourg, the Netherlands, Poland, Portugal.

¹¹ Meals are estimated by converting total tonnes of food into kilograms and dividing by an average meal weight of 0.5 kg, meaning 1 kg of food corresponds to two meals.



Most significantly, among the nine FEBA members that received ESF+ food products, these resources now account for **27% of their total food supply**, underscoring the programme's critical role for these primary relief providers.

This vital support was made possible through the collaboration of **357 partner organisations** and **8,412 charitable organisations**, whose grassroots involvement was directly supported by ESF+. Furthermore, food aid volumes were complemented by a diverse range of **non-food products** (provided by four members) and **e-vouchers** (implemented by two members¹²), alongside essential **accompanying measures** to support social inclusion (offered by all ten members).

¹² Notably, one member operates exclusively through e-vouchers.

USE OF ESF+ IN 2025

9/10

FEBA members reported ESF+ to be an essential pillar for their organisation, regardless of whether the support took the form of material assistance (food and non-food) or e-vouchers.

Belgium, Czech Republic, France, Ireland, Italy, Lithuania, the Netherlands, Poland, Portugal.

8/10

FEBA members reported that ESF+ helped address the needs of charitable organisations.

Belgium, Czech Republic, France, Ireland, Italy, the Netherlands, Poland, Portugal.

According to [EU Regulation 2021/1057](#)¹³, operationally, the ESF+ framework also provides simplified cost arrangements relevant to food distribution partners, including flat-rate provisions that can cover distribution-related administrative and logistics costs and flat-rate support for costs for accompanying measures when declared by the beneficiaries delivering food and basic material assistance.

These provisions matter in practice because they shape whether delivery organisations can resource both the material assistance itself and the inclusion-oriented support expected to accompany it.

In 2025, FEBA members made use of this flexibility across a range of activities. **Food products** remained the cornerstone of ESF+ assistance, reaching 90% of members (nine out of ten) and forming the basis of their distribution efforts (Figure 3).

Figure 3. ESF+ support in 2025: number of FEBA members by type of support.



13 For more information, see Regulation (EU) 2021/1057 (ESF+) on [EUR-Lex](#).

Data source: FEBA, ESF+ Implementation Survey 2025

However, the broader financial reach of the programme enables a wider range of support. For example,

5/10 FEBA members (50%) also benefited from economic reimbursements to cover administrative, transport, and storage costs, an essential backing that allows food banks to operate efficiently.

4/10 FEBA members (40%) received reimbursements specifically for accompanying measures aimed at social inclusion, such as counselling, training, or referral services.

2/10 FEBA members (20%) accessed reimbursements for collection, distribution, and awareness-raising activities (Figure 3).

Beyond food and financial support,

4/10 FEBA members (40%) received non-food products, such as hygiene items, to complement their food distributions.

2/10 FEBA members (20%) also received e-vouchers to distribute alongside surplus food to people in need.

Finally, while less widespread, additional funding for surplus food distribution and technical assistance for partner organisations, each provided to one member (10%), represent strategic investments that strengthen the long-term resilience and capacity of the food bank network (Figure 3).



As shown, **food was the main form of ESF+ support**, received by **90% of members** (nine out of ten). However, a closer look at the food products themselves reveals considerable variety, as detailed below (Figures 4.1 & 4.2).

Staple products (rice, pasta, flour) **and canned fish or meat** were the most widely provided type of food, reaching eight members (89% of the nine). This near-universality suggests that ESF+ ensures a core basket of essential non-perishable goods shared across the network. **Oil, dairy products, and canned fruits or vegetables** followed closely, provided to seven members each (78%), adding essential fats and nutrients to round out the basic food supply.

Figure 4.2. ESF+ food support in 2025: number of FEBA members by food category.



Data source: FEBA, ESF+ Implementation Survey 2025

Figure 4.1. ESF+ food support in 2025: number of FEBA members by food category.



Data source: FEBA, ESF+ Implementation Survey 2025

Other canned food items reached six members (67%), providing versatile options for balanced meal preparation. **Snacks and coffee or tea** (important products that help restore a sense of normality for beneficiaries) were each received by five members (56%).

Baby food, frozen food, and breakfast cereals were each received by two members (22%), reflecting specific demographic targeting or localised cold-chain capabilities. Finally, **beverages, gluten-free products, long-life milk, and fresh fruits and vegetables** were each reported by only one member (11%).

Out of the nine members benefiting from ESF+ food products, four also received **non-food items** (Figure 5). Here too, the specific categories of products distributed varied according to each member's targeted needs.

For example, reported data from the four members show that **personal hygiene products** (e.g., shampoo, toothpaste) were the most common non-food items, provided by three out of the four members (75%).

Baby nappies were distributed by two members (50%), representing a targeted effort to support vulnerable families with young children.

Similarly, **home cleaning products**, were provided by two members (50%), while **absorbent hygiene products** (e.g., incontinence products and sanitary pads), were reported by only one member (25%).

Figure 5. ESF+ non-food support in 2025: number of FEBA members by non-food category.



Data source: FEBA, ESF+ Implementation Survey 2025

Together, these diverse forms of support illustrate how ESF+ is not merely a source of food volumes, but a multifaceted tool that enables FEBA members to respond to local needs in flexible, effective, and sustainable ways.

The strategic alignment of these resources depends heavily on the governance and selection processes established across the network. When looking at all ten participating members, the decision-making process regarding which products or e-vouchers to distribute is predominantly led by **national managing authorities** (such as the Ministry of Labour, the Ministry of Social Security, or Federal Public Services).

This structured management framework is underpinned by a strong spirit of cooperation: indeed, members evaluated their overall **collaboration with their respective managing authorities** highly, yielding an outstanding average score of **4.1 out of 5**. This positive dynamic is further reflected in the **members' perceived capacity to shape the direction of the programme**.

When asked to rate their ability to influence its implementation, the network returned an average score of **3.8 out of 5**. Notably, no member reported a low level of influence (scores 1 or 2) and six out of ten members reported feeling highly or entirely empowered (scores 4 and 5) to guide the implementation process.

ASSESSMENT OF ESF+ PRODUCTS

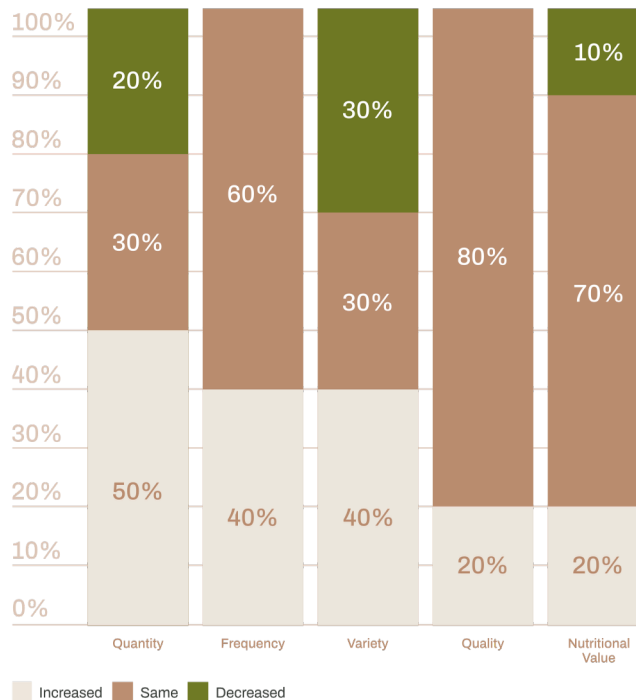
FEBA members reported an overall positive evolution in ESF+ support throughout 2025, marking a step forward in implementation compared to the previous year.

In 2025, FEBA members observed how funding has actively contributed to scaling up or maintaining the baseline of assistance across several core dimensions (Figure 6).

The most significant progress was achieved in terms of **quantity**, with half of the responding members (50%) managing to increase the volume of products distributed compared to 2024. Positive trends were also noted in **frequency** and **variety**, which both saw a 40% increase. However, while distribution frequency remained stable for the rest of the network (60%), variety showed some vulnerability, with three members (30%) reporting a decrease in the diversity of products available.

Finally, **quality** and, by extension, **nutritional value** experienced the least expansion, with only 20% of members reporting an increase. However, while quality remained stable for the remaining network (80%), nutritional value showed a more mixed trend, with 70% of members reporting no changes compared to 2024, and one member (10%) reporting a decrease. Nevertheless, the funding proved crucial in securing a solid baseline for these dimensions overall.

Figure 6. Quantity, quality, variety, nutritional value, and frequency of ESF+ products in 2025 compared to 2024.



Data source: FEBA, ESF+ Implementation Survey 2025

CHALLENGES AND HIGHLIGHTS OF ESF+ IN 2025

Results from the FEBA ESF+ implementation survey also highlight the **key challenges and positive outcomes** experienced by the ten FEBA members in 2025.

As already mentioned, ESF+ represents an important source of support, and this is reflected across several dimensions.

In addition, ESF+ also worked as a tool to **strengthen collaborations** between members and partner organisations.

6/7 of relevant FEBA members (86%) reported cooperation with other charitable organisations.

8/8 of relevant FEBA members (100%) reported cooperation with other entities such as social services or public administrations.

5/10 FEBA members (50%) reported that ESF+ contributed to making charitable organisations and final beneficiaries feel part of the local community, while the remaining half did not have this information available.

8/10 FEBA members (80%) reported that the availability of ESF+ releases economic and non-economic resources for partner organisations to be allocated to other social inclusion activities for the most deprived, such as health initiatives.

8/10 FEBA members (80%) again reported that ESF+ fosters the involvement of charitable organisations and final beneficiaries in pathways towards social inclusion, such as social skills development, training, and job searches.

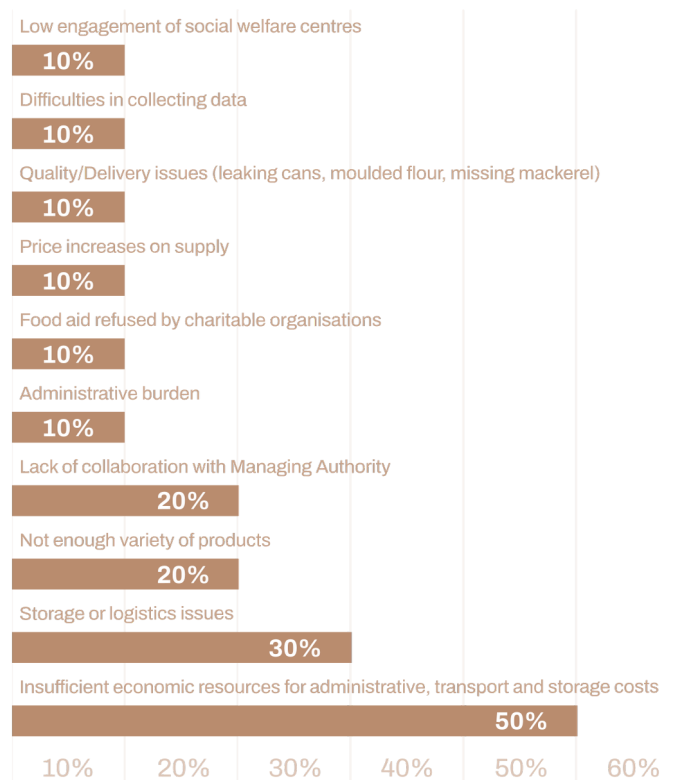


Despite members highly valuing the impact of ESF+, some challenges persist (Figure 7). Financial constraints remain the main hurdle, with insufficient economic resources reported by 50% of members (five out of ten), indicating persistent funding pressures across the network. This strain is closely linked to infrastructure constraints, as storage or logistics issues affect 30% of members.

Beyond these primary resource gaps, a further 20% of members (two out of ten) highlighted challenges linked to a lack of collaboration with managing authorities (MAs) and a lack of product variety.

Additionally, 10% of members (one out of ten) reported challenges linked to administrative burden and difficulties in collecting data, which are tied to the strict monitoring requirements of ESF+ regulations. Other barriers each affecting 10% of members included low engagement from social welfare bodies and price increases in supply. Finally, minor operational issues, such as delivery or quality defects including leaking cans, mouldy flour, and missing mackerel, and instances where food aid was refused by charitable organisations, also stood at 10%.

Figure 7. Main challenges related to ESF+ in 2025.



Data source: FEBA, ESF+ Implementation Survey 2025

4.ESF+ IMPLEMENTATION INSIGHTS FROM FEBA MEMBERS

Feedback from FEBA members indicates that ESF+ funding remains a **decisive factor for operational continuity** and for the ability to deliver integrated support that combines material assistance with accompanying measures. Several members report that ESF+ resources constitute a significant proportion of their overall funding, representing a significant share of total programme resources for some participating organisations.

This dependency is not presented as a short-term aspect but as a **structural element**, because ESF+ financing shapes the capacity to plan procurement and logistics, to ensure a diversified food basket throughout the year, and to sustain the additional human resources and partnerships required to implement social inclusion measures alongside distribution. In FEBA members' experience, the value of ESF+ therefore lies not only in volumes delivered but in the **stability and predictability** it can provide to a system that must respond continuously to high levels of need.

Within this context, FEBA members express a strong consensus that future EU-level budget allocations should be sustained or increased in order to match the scale of regional activity and the operational realities of frontline provision. FEBA members emphasise that implementation increasingly involves diversified delivery models, including innovative approaches such as voucher distribution and surplus-food package donations, which require predictable funding and adequate coverage of operational costs.

The feedback also points to growing concern regarding the **2026 programming year**, where a perceived **reduction in funding** compared to 2025 is described as a **direct threat to the continuity of support** for vulnerable populations across the network. FEBA members link this concern to the practical risks of discontinuity, including a reduced ability to secure supply, pressure on storage and distribution systems, and constraints on staffing and partner coordination, which together can weaken the reliability and reach of assistance.



RECOMMENDATIONS FOR SUCCESSFUL PLANNING AND IMPLEMENTATION OF ESF+

FEBA members' recommendations on how to successfully plan and implement ESF+ place strong emphasis on **governance structures** that enable consistent coordination and timely resolution of delivery issues. Experience reported across the FEBA network suggests that structured, **regular dialogue between managing authorities and partner organisations** is central to moving implementation beyond minimum compliance and towards a more effective and responsive delivery model.

In particular, FEBA members highlight the usefulness of formal mechanisms such as monthly coordination committees, which can provide continuity in communication, reduce uncertainty around requirements, and facilitate early identification of administrative or operational bottlenecks.

Members also underline that stronger institutional support can substantially **improve delivery conditions**, particularly where public authorities contribute technical expertise or assume responsibility for procurement processes, thereby reducing the burden placed on aid distribution organisations and strengthening consistency across implementation.

Operationally, members indicate that implementation benefits from approaches that allow learning and adaptation rather than relying on rigid processes that may not fit local delivery conditions.



Several FEBA members recommend the use of pilot projects to test administrative workflows, reporting routines and distribution processes before full-scale roll-out.

Alongside this, **technological integration** (such as Microsoft-based warehouse management systems and Power BI reporting) is repeatedly cited as a factor that can reduce administrative issues and improve reporting quality, particularly where warehouse management systems and structured reporting tools are used to support traceability, stock management, and data consolidation.

According to FEBA members, these systems help make monitoring requirements more manageable and can improve the reliability of information flows between partner organisations, food banks and managing authorities.

Practical experience from food banks also highlights that **logistical constraints** can become a limiting factor for implementation quality, particularly when order volumes exceed storage capacity or when delivery patterns do not reflect local distribution realities. Members stress that **better alignment between procurement volumes, storage capacity, and distribution plans** is necessary to avoid backlogs and unnecessary storage fees, which can consume resources that would otherwise be used for direct support.

This concern is particularly notable in relation to products with a short shelf life and in contexts where inflation and market volatility affect supply conditions. In response, FEBA members recommend **more flexible ordering and planning cycles**, including quarterly ordering systems that allow adjustments to volumes based on changes in production, demand and price conditions during the year. The feedback also points to the need for clearer controls and **shared planning**, as requesting quantities beyond what can be stored or distributed creates inefficiencies that ultimately reduce delivery effectiveness.



A further implementation insight relates to the role and resourcing of accompanying measures. FEBA members report a strong consensus that **accompanying measures are essential** for addressing the broader realities of poverty and social exclusion and for ensuring that material support contributes to inclusion pathways rather than remaining limited to food distribution alone. They describe these measures as enabling stronger engagement with beneficiaries, expanding the support ecosystem around food assistance, and improving the capacity of the programme to respond to holistic needs.

At the same time, FEBA members caution that accompanying measures require **realistic resourcing and efficient design**. Rising wages and operational costs are reported as a growing pressure for food banks, and FEBA members therefore recommend increasing funding for accompanying measures in order to maintain effectiveness and ensure that inclusion-oriented activities remain feasible and of sufficient quality.

LESSONS LEARNT ON THE IMPLEMENTATION PROCESS OF ESF+

The experience of FEBA members can be summarised in three main lessons learnt.

The first is that **governance and strategic partnerships** are an operational determinant of delivery quality, and that implementation is significantly strengthened when dialogue with managing authorities is regular, proactive and supported by clear contact networks and cooperation with municipalities and other local public bodies.

The second lesson is that **operational flexibility is essential**. Delivery systems must be able to adapt to changing supply conditions, product characteristics, and local distribution realities without generating avoidable inefficiencies.

The third lesson is that **accompanying measures are central to social impact** and should be treated as a core investment, because they shift the programme's focus from delivery of material assistance alone towards improving the quality and sustainability of support for people experiencing deprivation.

In conclusion, FEBA members' experience confirms that effective ESF+ implementation depends on predictable funding, proportionate administrative requirements, operational flexibility, and strong governance arrangements. As discussions continue on the future of EU social funding, these practical implementation lessons should inform the design of the next programming period.



Members also report that administrative burden remains a recurring challenge and that dedicated training prior to the programme starting can improve readiness and reduce delays or compliance risks.



For a more comprehensive overview on the implementation of FEAD, REACT-EU, and ESF+ by European food banks, read our previous yearly reports.



 [Report 2021](#)



 [Report 2022](#)



 [Report 2023](#)



 [Report 2024](#)





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