

FDF Scotland response to Scottish Circular Economy legislation consultation

Do you agree in principle that Scottish Ministers should have the power to set charges for environmentally harmful items, for example single-use disposable beverage cups?

We urge the Scottish Government to very carefully consider the full impact of the proposed powers. The primary legislation would allow, in theory, anything that the Government deemed to be “*single-use disposable items, that are harmful to the environment, that can be replaced with sustainable alternatives or are problematic to recycle*” to be in scope for environmental charges.

These powers could have serious implications for the food and drink manufacturing industry who are already taking steps to improve the sustainability of food and beverage packaging working within the constraints of food contact legislation whilst also seeking to avoid unintended consequences for food waste and food safety. We therefore seek further clarity of how these powers would be used.

Do you agree with the proposal to prioritise introduction of charges for single-use disposable beverage cups?

No. FDF supports continuation of voluntary approaches for the collection of used cups rather than a charge until a reformed producer responsibility system comes into effect from 2023. When this happens, producers will be paying full net costs for the end of life management of all cups. In 2018, the UK government concluded that a levy on all disposable cups would not be effective in encouraging widespread reuse.

We note that the Scottish Government has not yet defined which beverage cups would be in scope. We understand the details of the charging regime, such as the level and scope of the charge, will be developed through secondary regulations and will be consulted on at that time.

Are there any other items that these new powers for environmental charging should be applied to in the future?

To strengthen monitoring, measurement and reporting of waste across all sectors, do you agree with the principle that Scottish Ministers should have the power to require mandatory public reporting of:

I) business waste?

II) business surplus?

Whilst we are not opposed to the principle of mandatory reporting of business waste and surplus, it is important that this does not become yet another burden on businesses.

FDF members have already achieved significant reductions in food waste from within their own operations. As part of our [Ambition 2025](#) commitments our members are

engaging with entire supply chains, including end consumers to drive down waste with a focus on reducing avoidable food waste rather than production residues and inedible parts. Our members in Scotland have a long track record of being committed to improving the sustainability of their businesses e.g. Macsween of Edinburgh which has been zero waste to landfill since 2014.

Future requirements should be seamless with existing voluntary requirements, most notably the UK Food Waste Reduction Roadmap and Courtauld 2025 reporting and that different requirements by nation should be avoided. We recommend the Scottish Government looks at how these existing reporting mechanisms which have already been widely adopted by the food and drink supply chain can be used to gather Scottish specific data rather than coming up with an additional reporting system.

The Scottish Government must also think carefully about the potential negative impact public reporting of business food waste could have on certain sectors particularly those whose food waste includes a large quantity of inedible parts as a result of the processes carried out. For example, a meat processor will generate a large tonnage of “food waste”. This could be sensationalised in the media but the reality is that most of the waste arising will neither be avoidable nor suitable for human consumption.

Further clarity at this stage from the Scottish Government around the purpose of gathering the data and how it intends to share and report this publicly would be welcome.

Do you agree with the proposal to prioritise introduction of mandatory public reporting for businesses of:

I) food waste?

II) food surplus?

Whilst we are not opposed to the principle of reporting, we await the Scottish Government’s more detailed consultation on mandatory reporting of food waste before commenting in detail.

We ask the Scottish Government to consider the following points when drafting the consultation:

- Include a clear definition of food waste compatible with existing reporting commitments e.g. UK Food Waste Reduction Roadmap.
- How the mandatory reporting of food waste would account for inedible waste arising from food and drink processing such as shells, bones or vegetable peelings.
- How to ensure a consistent approach to reporting food waste across the UK whilst still allowing for the Scottish data to be easily identified and analysed.
- How the Scottish Government can minimise burdens on business by aligning reporting with existing requirements e.g. The UK Food Waste Roadmap.
- How support for businesses to reduce food waste can tie in to existing sources of innovation and research funding.
- The importance of taking a whole chain approach to reporting, not just manufacturers to avoid waste moving up or down supply chains.

Taking into account the accompanying Business and Regulatory Impact Assessment (BRIA), do you think that the proposals contained in this consultation are likely to increase or reduce the costs and burdens placed on any business or sector?

The Accompanying BRIA provides no detail or evidence that the Scottish Government has, at this stage considered the impact of the primary legislation proposed.

Do you think that the proposals contained in this consultation are likely to have an impact on the environment? If so, which ones and how?

It is unclear from the information within the consultation whether the proposals will have an impact on the environment.

Do you agree with the principle of greater consistency in household recycling collections in different local authority areas?

FDF considers that local authorities should look to introduce consistent collections as soon as possible and prior to 2023 when the new packaging producer responsibility system is due to become operational across the UK according to the consultation issued jointly by the Scottish Government and the other UK Governments in February this year.

Do you consider that we should move away from the current voluntary approach to Scotland's Household Recycling Charter towards a more mandated approach, whereby implementation of the Charter and its supporting Code of Practice becomes a statutory obligation?

Yes, this will be necessary to support the measures put forward by the Scottish Government and other UK Governments in the consultation on reforming the packaging producer responsibility system published this year. This included proposals to introduce a mandatory national labelling scheme to make recycling easier for consumers. For such a scheme to work it is imperative that all local authorities move to a system of consistent collections in time otherwise we will lose citizen support and trust and the transformation in recycling that we all want to see will not come about. Industry support for a mandatory recyclability labelling scheme is also conditional on the introduction of consistent collections.

We would urge the Scottish Government to work with the other Governments of the United Kingdom to ensure that policies supporting household collections are implemented in a consistent way to minimise the burdens on industry and to avoid creating unnecessary complexity for citizens

Do you have any other comments that you would like to make, relevant to the subject of this consultation, that you have not covered in your answers to other questions?

The Food and Drink Manufacturing Industry

Food and Drink Federation (FDF) Scotland represents the food and drink manufacturing industry in Scotland. We are Scotland's largest manufacturing sector, accounting for 30 per cent of total manufacturing turnover¹. Our gross value added to the economy is £3.6billion,

¹ Source: Scottish Annual Business Statistics.

representing 30 per cent of Scottish manufacturing value added². We have 1080 food and drink manufacturing businesses, employing 44,000 people, which represents 24 per cent of the Scottish manufacturing workforce³. In 2017, manufactured food and drink exports from Scotland increased by 10 per cent to £6.4billion⁴.

FDF Scotland is a division of the Food and Drink Federation (FDF). FDF is the voice of the UK food and drink manufacturing industry, the largest manufacturing sector in the country. Our industry has a turnover of £104billion, which is 19 per cent of total UK manufacturing, and Gross Value Added (GVA) of £31.1billion⁵. Food and drink manufacturers directly employ over 450,000 people in every corner of the country⁶. Exports of food and drink make an increasingly important contribution to the economy, exceeding £22billion in 2018, an increase of 2.8 per cent on the previous year⁷. The UK's 7,290 food and drink manufacturers⁸ sit at the heart of a food and drink supply chain which is worth £121billion to the economy and employs over four million people⁹.

The following Associations are members of the Food and Drink Federation:

ABIM	Association of Bakery Ingredient Manufacturers
ACFM	Association of Cereal Food Manufacturers
BCA	British Coffee Association
BOBMA	British Oats and Barley Millers Association
BSIA	British Starch Industry Association
BSNA	British Specialist Nutrition Association
CIMA	Cereal Ingredient Manufacturers' Association
EMMA	European Malt Product Manufacturers' Association
FA	Food Association
FOB	Federation of Bakers
GPA	General Products Association
MSA	Margarine and Spreads Association
SMA	Salt Association
SN	Sugar Nutrition UK
SNACMA	Snack, Nut and Crisp Manufacturers' Association

² Source: Scottish Annual Business Statistics.

³ Source: Scottish Annual Business Statistics. Figures include tobacco manufacturing.

⁴ Source: Exports Statistics Scotland.

⁵ Source: ONS Annual Business Survey (2017).

⁶ Source: ONS Annual Business Survey (2017).

⁷ Source: UK HM Revenue and Customs (2018).

⁸ Source: ONS Business Population Estimates (2018).

⁹ Source: ONS Annual Business Survey (2017).

SPA	Soya Protein Association
SSA	Seasoning and Spice Association
UKAMBY	UK Association of Manufacturers of Bakers' Yeast
UKTIA	United Kingdom Tea & Infusions Association Ltd

Within FDF there are the following sector organisations:

Biscuit, Cake, Chocolate and Confectionery Group (BCCC)

Frozen Food Group

Ice Cream Committee

Meat Group

Organic Group

Seafood Committee