

Primary Food Processors position on food waste

The Primary Food Processors (PFP) Association is welcoming the efforts taken at EU level to improve the sustainability of the food supply chain, and the initiatives to assess and prevent food waste. In this regard, while taking note of the recently published European **Commission Draft Delegated Decision for the uniform measurement of levels of food waste**¹ and notably, its Annex II, PFP sectors covered by this Annex II (the sugar manufacturers, the vegetable oil and protein meal industry, the cocoa sector and the starch industry), are concerned to note that, according to the Commission, their processes result in food waste to be measured across the EU. This does not reflect the realities of production for PFP sectors.

PFP sectors acknowledge the definition of food laid down in Regulation (EC) No 178/2002², and the definition of 'food waste' as defined in Directive (EU) 2018/851³ amending Directive 2008/98/EC on waste ("Waste Framework Directive). To be considered as food waste, PFP believe that products/materials must first and foremost be covered by the definition of food as defined in Regulation (EC) No 178/2002. This would not apply to stages of the food supply chain where certain products have not yet become 'food' as the use of the products have not yet been determined.

Many products of PFP sectors are also "by-products" as defined by article 5 of Directive (EU) 2018/851 and should therefore not be considered as waste. These products are usually not edible, and/or (if edible) are not intended for human consumption. They do not, therefore, satisfy the criteria to be considered as food waste.

PFP sectors therefore consider that any part of the agricultural raw materials, that is not edible, and/or that is not – and never was - intended for human consumption, should not be considered as food waste, so as not to hinder the global resource efficiency of the food chain.

Primary food processors strive for resource efficiency and have a long history of processing agricultural raw materials and of separating all of their valuable components for use in food, feed and industrial applications. Loss/wastage of products that would actually qualify as 'food waste' as explained above are considered to be null within PFP sectors. PFP processes optimise the valorisation of raw materials by producing a wide range of products and by-products. Industrial applications of these latter include, among others, pharmaceuticals,

¹ [https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=pi_com:Ares\(2019\)1520826](https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=pi_com:Ares(2019)1520826)

² <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A32002R0178>

³ <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:32018L0851>

detergents, cosmetics, bioplastics, lubricants, fuels, paper, paint and other industrial products. PFP products and by-products are substituting fossil-based ingredients with renewable ones and are hence contributing to the development of the EU bioeconomy.

PFP therefore asks the European Commission to reconsider the inclusion of cereals, cocoa, sugar and edible oils processing in the Delegated Act on food waste measurement published on the 3rd of May 2019, as no food waste results from the processing of sugar manufacturing, edible oils, cocoa processing and cereals processing for starch production (see Annex I). This is because the mandatory measurement of food waste that does not exist in our processing activities would create administrative burden without delivering any environmental benefit.

Annex I

1. Cocoa

In the case of cocoa, Annex II of the Commission Delegated Decision mentions code 02 03 of the European list of waste. After the cocoa beans are dried, fermented and roasted, processing leads to semi-finished products such as cocoa butter (mainly used in chocolate making), cocoa powder (used in biscuits and cocoa drinks), cocoa liquor and cake (mainly used for colouring and flavouring in cocoa based food products). The remaining parts of the cocoa bean – the cocoa pod husks and cocoa shells, together with the cocoa pulp, can be used for several by-products, but are not intended for human consumption, and therefore, do not constitute food waste. For example, cocoa pod husks can be transformed into animal feed, ingredients for soap making, fertilizer and binder in the pharmaceutical industry. In addition, cocoa husks can be used to produce paper packaging, and this is already taking place.

2. Sugar manufacturing

In the case of sugar manufacturing, Annex II of the Commission Delegated Decision refers to code 0204 from the European Waste Catalogue. When cited correctly, this code contains four sub-categories: 02 04 01 (soil from cleaning and washing beet), 02 04 02 (off-specification calcium carbonate), 02 04 03 (sludges from on-site effluent treatment), and 02 04 99 wastes not otherwise specified. These materials are not fit for any kind of human consumption. Sugar manufacturers have developed their processes in order to find a use in every part of the beet in the most efficient manner. Developing mandatory measurement and, in the long-term, binding targets on food waste from sugar manufacturing is unnecessary.

3. Edible oils processing and manufacturing

In the case of vegetable edible oil production, Annex II of the Commission Delegated Decision refers to code 0203 from the European Waste Catalogue. When cited correctly, this code contains four sub-categories: 02 03 01 (sludges from washing, cleaning, peeling, centrifuging and separation), 02 03 02 (wastes from preserving agents), 02 03 03 (wastes from solvent extraction), 02 03 04 (materials unsuitable for consumption or processing), 02

03 05 (sludges from on-site effluent treatment) and 02 03 99 (wastes not otherwise specified).

These materials are not fit for any kind of human consumption. Vegetable edible oil manufacturers have developed their processes in order to value every part of the oilseed or crude vegetable oil that the edible oil is derived from. Developing mandatory measurement and, in the long-term, binding targets on food waste from vegetable edible oil processing and manufacturing is unnecessary.

4. Manufacture of starches and starch products

The starch industry processes cereals and starch potatoes to produce a wide range of products for food, feed and industrial applications. At the time of the processing, the raw materials processed are not as such intended to be ingested by humans. The main processes consist in the separation of the components of the raw materials. Some parts are intended for the production of food and/or industrial. Most co-products are, from the start of the process, intended to be used as feed as per their nature. All components of the raw materials are valorised in the process. Due to the nature and efficiency of the process, no product qualifying/and intended to be used as food, is wasted during production. There is therefore no food wastage happening in the manufacture of starches and starch products.

5. Flour milling

In the case of flour milling, Annex II of the Commission Delegated Decision refers to code 0203 (i.e. cereals processing) from the European Waste Catalogue, although none of the sub-categories directly refer to possible wastes from the milling process in particular. Indeed, resource efficiency is a cornerstone for the milling industry, which has a long tradition of valorisation of agricultural raw materials to produce food, feed and non-food products. Food losses are therefore close to zero within our activities and have reached a technical optimum.

The **Primary Food Processors Association (PFP)** is composed of:

European Committee of Sugar Manufacturers ([CEFS](#))

European Cocoa Association ([ECA](#))

European Flour Milling Association ([European Flour Millers](#))

European Starch Industry Association ([Starch Europe](#))

European Vegetable Protein Association ([EUVEPRO](#))

European Vegetable Oil and Proteinmeal Industry Association ([FEDIOL](#))

PFP members process approximately **220 million tons of raw materials** (cereals, sugar beet, rapeseeds, soybeans, sunflower seeds, crude vegetable oil, cocoa products, starch potatoes...) **employing over 120 000 people** in the European Union.