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MEETING DOCUMENT

From: To:	General Secretariat of the Council Working Party on the Environment
Subject:	Industrial Emissions Directive: WPE meeting on 14 February 2023 - Steering note of the Presidency

Delegations will find in Annex a steering note and an accompanying table on the Proposal to amend the Industrial Emissions Directive prepared by the Presidency in view of the meeting of the Working Party on the Environment on 14 February 2023.



Working Party on the Environment

Presidency Steering note for the WPE on 14 February 2023 Industrial Emissions Directive

The Working Party on the Environment (WPE) will at the meeting 14 February continue the examination of the proposed revised IED. The Presidency has prepared this steering note to guide the discussions.

The Presidency invites the Member States to continue the discussions on what the Presidency considers to be the remaining elements in Cluster 6 and 7 and proposal for a new derogation in an event of an exceptional situation in Article 15.5. Based on the discussions in the WPE meetings in January (16-17 and 30) the Presidency has identified where most MS see the need for further clarification or changes in Cluster 6 and 7 and the derogation in an event of an exceptional situation in Article 15.5. Those remaining elements are specified and explained in the steering note below, accompanied by text proposals in the annex to the steering note for MS considerations. The Presidency proposes to at this stage focus the discussions on those remaining issues and invites MS to indicate whether they can accept the proposed way forward, or if not, encourages MS to share concrete text proposals.

The Presidency would welcome the delegations' reactions and thoughts on the proposed way forward. The previous CZ Presidency's changes are marked in red while the current Presidency's new proposals are marked in blue (the latest ones for WPE 14 Feb in *blue*).

Cluster 1 – Limited derogation in the event of an exceptional situation

The Presidency suggests coming back to the derogation in article 15.5. At the meeting on 30 January the Presidency found a broad support from MS to include a limited and carefully balanced derogation possibility in the event of an unforeseeable exceptional situation or crises.

MS in general highlighted the importance of a limited derogation, carefully balanced not to open for loopholes or relaxation of the requirements in the directive and preserving the integrity and the aim of the IED. Based on the comments the Presidency has further developed the article as well as two complementing recitals. The Presidency has also looked

into the communication from the Commission "Save gas for safe winter" to ensure that the derogation in 15.5. is aligned with the requisites in the communication.

In order to make the derogation more specific, as discussed and wished for at the previous WPE-meeting, the circumstances justifying a derogation are more developed and clearly stated in point A-C. Point A concerns situations where there is a shortage of fuel and an overriding need to maintain energy supply. Point B concerns situations where there is a shortage of resources, materials or equipment, like urea or SNCR, making it impossible for the operator to comply with BAT conclusions. Point C concerns situations when there is a disruption or shortage of a resource, material or equipment leading to a need to increase the production due to public health, safety or other overriding public interests.

Several MS highlighted that the respond to a crisis needs to be swift. With regard to this the Presidency proposes a possibility to derogate from the requirement of public participation in Art. 24(1), complemented by recital [Z].

To ensure the environmental protection setting less strict emission limit values shall be the last resort when all other less polluting measures are exhausted. And in accordance with other derogation possibilities the Competent authority shall ensure that no significant pollution is caused due to the derogation. As soon the conditions are restored the installation shall comply with ordinary permit conditions. The emissions shall also be monitored and the derogation shall be made public on the internet, like derogations according to 15.4 and 15.4a.

To ensure the level playing field and the integrity of the internal market the Commission is proposed to develop a guidance on what circumstances that may be taken into account. Member states shall notify the Commission immediately, which gives the Commission a possibility to take action in case of abuses. Likewise other decisions on derogation there is an obligation for the MS to report these derogations to the Commission annually.

MS will be invited to indicate if they can accept the Presidency's proposed way forward.

Cluster 6 - Rules and scope of agro-industrial activities

It is the Presidency's understanding that several Member States expressed a will at the WPE 30 January to exempt smaller farms and therefore raise the proposed LSU threshold value. There are however different views among Member States on how much higher the LSU-numbers should be. At the same time other Member States expressed that the proposed threshold could be accepted or even lowered. Some Member States have also pointed out the balance with higher LSU-numbers and the linked environmental aim explained in the proposal and most Member States have accepted that the agricultural sector should contribute to the reduction of emissions. Several Member States want to

combine the LSU threshold value with other amendments so that extensive rearing production of cattle are not covered by the Directive. Points were also raised that the additional administrative burden and costs should be reduced and that the increased burden on Member States that comes from a higher number of permits or registrations should be considered.

The main task for the Working Party will be to explore a possible compromise proposal balancing all these aspects.

Based on the input from Member States and taking into account the Commission's presentation of updated data at the WPE 30 January the Presidency proposes a package where the Presidency has tried to find a balance between the different aspects explained above. The proposal consists of a higher threshold value (*Annex Ia*), exemptions for extensive rearing (*Articles 3.23 d, Annex 1 a*), clearer rules on when installations located close to each other should be seen as one (*Article 70 b and recital 4 a*) and a stepwise approach for when the new rules shall apply (*transitional provision X*). The stepwise approach gives both smaller farms longer time to adopt and Member States an opportunity to handle the increase in permits and registrations.

Some Member States also expressed at the meeting the 30 January a need for clarification on operating rules and the use of implementing acts. To make it clear that only one document is intended to be adopted the proposed text in *Article 3.12 a* is adjusted.

The Presidency also proposes to clarify in *Article 70c.4* that a Competent Authority has a possibility to request an operator to apply for a permit. This can be the case if a substantial change in an installation leads to the threshold for obtaining a permit in a Member State being exceeded. An installation that before the substantial change only needed to be registered can in those situations need to have a permit according to national law. In these cases the Competent Authority should have the possibility to request that the operator applies for a permit instead of registration.

MS are invited to share their views on the Presidency's proposed way forward.

Cluster 7 – Scope of industrial activities

Hydrogen

The Presidency's understanding is that there in January was support among MS for excluding this activity from *Chemical industries* in point 4.2. Listening to the comments from MS the Presidency proposes to move hydrogen from *Energy industries*, point 1.5, to *Other industries*, point 6, in order to clarify that production of hydrogen with electrolyse from water does not only include installations for energy use but also for other purposes. Based on the comments from MS the Presidency is of the understanding that there is a support for having a threshold in tonnes but that there is a request to increase the threshold. Based on that and the environmental impact from theses installations the Presidency propose a threshold on 20 tonnes per day.

Battery factories

Several Member States pointed out in the WPE in January that the threshold for battery factories needed to be clearer on how the threshold in tons should be calculated. Changes are therefor made to make it clear that the threshold is for 12 000 tons of battery cells (cathode, anode, electrolyte, separator, capsule) as introduced in the steering note for WPE 16-17 January.

Extraction and treatment of minerals

On the meeting 16-17 January several Member States expressed concerns regarding the inclusion of extraction and treatment of minerals in IED, this was in particular the case for industrial minerals. The purpose of the Commission's proposal is to level the Union's playing field while ensuring a high level of protection of human health and the environment. It is the Presidency's understanding that most Member States can accept that mining activities are covered by IED, at least if the proposed threshold for industrial minerals are raised. However, when raising the threshold it should be considered both that the need for exempting smaller mines as well as that the environmental impact of the mine is not exclusively related to the size of the mine. Aiming at finding a balance between these factors of protection of the environment and keeping the aim of a level playing field the Presidency proposes to raise the threshold to 100 tons (*Annex I point 3.6*).

MS will be invited to indicate if they can support the Presidency's proposed way forward under Cluster 7 or if not, encouraged to contribute with concrete text proposals.

We are looking forward to seeing delegations on 14 February!

The SE Presidency IED Team

ANNEX to the steering note, WPE on IED 14 February 2023

Proposal for a directive amending Directive 2010/75/EU on industrial emissions (integrated pollution prevention and control) and directive 1999/31/EC on the landfill of waste

Changes of COM proposal in green bold.

Changes the CZ Presidency in red bold.

Changes the SE Presidency in blue bold. For WPE 14 Feb: blue bold underlined italic

Cluster 1

Recital	In recent years there have been exceptional
	situations of crises affecting the European
<u>Y</u>	Union and its Member States, like the
	COVID-19 pandemic and the Russian war of
	aggression against Ukraine. These crises
	have suddenly and directly affected the
	supply of energy and of societally critical
	resources, materials or equipment, leading to
	severe shortage and disruption, to which it is
	necessary to reply swiftly.
	In case of such crises, it may be necessary to
	set less strict emission limit values and
	environmental performance limit values than
	the levels in the BAT-conclusions, in order to
	maintain energy production or the production
	of other equipment of critical importance or
	to allow the continuity of the operations of
	critical installations.
	The need to set less strict emission limit
	values and environmental performance limit
	values is to be balanced with the need to
	protect the environment and human health as
	well as to ensure the level playing field and
	the integrity of the internal market.
	Consequently, less strict limits may be set
	only as a last resort, when all other less
	polluting alternative measures have been
	exhausted. The competent authority should
	ensure that no significant pollution is caused
	due to emissions from the installation.
	In order to supervise the impact on the
	environment and public health, the emissions
	should be monitored.
	In order to ensure the level playing field and
	the internal market, the Commission should
	the internal manage the Solithioston should

		provide strict guidance regarding the
		emergencies and their circumstances that
		could be taken into account.
		The Member States should notify the
		Commission of the decision taken by the
		competent authority to allow the Commission
		to take action in case of abuses.
<u>Z</u>		The case law of the Court of Justice
		acknowledges that in cases of imperative
		reasons of overriding public interest, such as
		the security of the energy supply in a Member
		State, provisions on public participation in
		decision making can be derogated from. In
		any case, the provisions of the United
		Nations Economic Commission for Europe
		(UNECE) Convention on Access to
		Information, Public Participation in
		Decision-making and Access to Justice in
		Environmental Matters ('the Aarhus
		Convention') regarding access to information,
		public participation in decision-making, and
		access to justice in environmental matters,
		and in particular, the obligations of Member
		States relating to public participation, remain
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		applicable.
Art. 15 (5)	5. The competent authority may grant	applicable. By way of derogation from paragraph 3 and
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or public safety, or other imperative reasons of overriding public interests.

essential resources, materials or equipment! in case there is an overriding need to maintain energy supplies [or other imperative reasons of public interests of particular importance].

As soon as the supply conditions are restored, the Member State shall ensure that the decision to set less strict emission limit values and environmental performance limit values ceases to have effect, and the installation shall comply with permit conditions set in accordance with paragraph 3 and 3a.

The competent authority shall <u>in any case</u> ensure that no significant pollution is caused and <u>set less strict limit values only that a</u> <u>derogation only is granted</u> when all <u>other</u>less polluting measures have been exhausted.

The Members States shall take measures to ensure that the emissions are monitored.

The derogation shall not be granted for more than 3 months. If the reasons justifying the derogations persists the derogation may be prolonged, prolonged for a period of maximum 3 months.

In duly justified cases of urgency and imperative reasons of overriding public interests, Member States may take measures to derogate from Article 24(1) when the competent authority sets less strict values under this paragraph.

The competent authority shall document the temporary conditions in an Annex to the permit conditions, including the justification for make the derogation and the conditions imposed. That annex to the permit shall be made publicly available in accordance with Art. 24(2).

On the basis of information provided by Member States in accordance with Article 72(1), in particular concerning the application of this paragraph. The Commission may, where necessary, assess and further clarify, through guidance, the criteria to be taken into account for the application of this paragraph.

Member states shall notify the Commission of any derogation granted under this paragraph, including the reasons for <u>justifying</u> the derogation and the conditions imposed.

Cluster 6

Recital	COM proposal	PRES proposal
4 a		In order to prevent the artificial splitting of
		farms, which could result in the reduction
		of the farm LSU capacity to a threshold
		below the one established for the
		application of this Directive, the Member
		State should adopt measures to ensure that
		if two or more installations are located
		close to each other and if their operator is
		the same or if the installations are under
		the control of operators who are engaged
		in an economic or legal relationship, the
		competent authority may consider those
		installations as a single unit for the
		purpose of calculating the capacity
		threshold for livestock.
29		In order to ensure that Directive
		2010/75/EU continues meeting its
		objectives to prevent or reduce emissions
		of pollutants and achieve a high level of
		protection of human health and the
		environment, <u>Member States have to</u> the
		power to adopt measure to establish acts
		in accordance with Article 290 1 TFEU
		should be conferred on delegated to the
		Commission to supplement that Directive
		in order to establish uniform conditions
		<u>for</u> operating rules <u>containing</u>
		<u>requirements</u> for activities relating to
		rearing of poultry, pigs and cattle, <u>and to</u>
		amend Annexes I and Ia to that Directive
		by adding an agro-industrial activity to
		ensure that it meets its objectives to
		prevent or reduce pollutants emissions and
		achieve a high level of protection of
		human health and the environment. In
		order to take into account the specificity of
		each sector of activity, and to ensure
		uniform conditions for the implementation
		of such operating rules, implementing powers should be conferred on the
		Commission. Those powers should be
		exercised in accordance with Regulation
		(EU) No 182/2011 of the European
		Parliament and of the Council. It is of
		particular importance that the
		Commission carry out appropriate
		consultations during its preparatory work,
		including at expert level. <i>and that those</i>
		consultations be conducted in accordance
		with the principles laid down in the
		Interinstitutional Agreement on Better
		Law-Making of 13 April 201677. In
		particular, to ensure equal participation in
		the preparation of delegated acts, the
		European Parliament and the Council
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	receive all documents at the same time as
	Member States' experts, and their experts
	systematically have access to meetings of
	Commission expert groups dealing with
	the preparation of delegated acts.

Article	COM proposal	PRES proposal
Art. 03 (12a)		(12 a) Operating rules means <u>a document</u> <u>describing</u> <u>the description of</u> best available techniques associated to activities referred to in annex I a, information to assess their applicability, the emission levels associated with the best available techniques, the environmental performance levels associated with the best available techniques, associated monitoring requirements, and where relevant land spreading practices, pollution prevention and mitigation practices, nutritional management, feed preparation, housing, manure management (collection, storage, processing, land spreading) and storage of dead animals. [Text moved from article 70i.1]
Art. 03 (23d)		'Installations operating under extensive production regimes' means installations with rearing of cattle where the stocking density is less than 2 LSU/hectare used for grazing or fodder.
Art. 70a	This Chapter shall apply to the activities set out in Annex Ia which reach the capacity thresholds set out in that Annex.	This Chapter shall apply to the activities set out in Annex Ia which reach the capacity thresholds set out in that Annex.
Art. 70b (1)	If two or more installations are located close to each other and if their operator is the same or if the installations are under the control of operators who are engaged in an economic or legal relationship, the installations concerned shall be considered as a single unit for the purpose of calculating the capacity threshold referred to in Article 70a.	Member States-may opt to provide shall adopt measures to ensure-that if two or more installations are located close to each other and if their operator is the same or if the installations are under the control of operators who are engaged in an economic or legal relationship, the competent authority may consider those installations concerned shall be considered as a single unit for the purpose of calculating the capacity threshold referred to in Article 70a.
Art. 70b (2)		By [OP please insert the date = the first day of 48 months following the date of entry into force of this Directive], the Commission shall publish guidelines, after consulting the Member States, on the criteria to consider different installations as a single unit under paragraph 1.

Art. 70c (4)	4. Member States shall take necessary measures to ensure that the operator informs the competent authority, without delay, of any planned substantial change to the installations falling within the scope of this Chapter which may have consequences for the environment. Where appropriate, the competent authority shall reconsider and update the permit.	4. Member States shall take necessary measures to ensure that the operator informs the competent authority, without delay, of any planned substantial change to the installations falling within the scope of this Chapter which may have consequences for the environment. Where appropriate, the competent authority shall reconsider and update the permit or request the operator to apply for a permit or make a new the registration.
Art. 70i (3)	3. Member States shall ensure that all the permit conditions for the installations concerned are in compliance with the operating rules referred to in paragraph 1 within 42 months of the entry into force of the delegated act establishing those rules.	3. Member States shall ensure that all the permit conditions for the installations concerned are in compliance with the operating rules referred to in paragraph 1 within 42 48 months of the entry into force of the implementing delegated act under paragraph 2 establishing those rules. [Text moved to transitional provision X]

Transitional provisions

	COM proposal	PRES proposal
X		In relation to installations carrying out
		activities referred to in Annex I a Member
		States shall apply the laws, regulations and
		administrative provisions adopted in
		accordance with this Directive
		- within 4 years of the entry into force of
		the implementing act referred to in Article
		70i (2), if the installation has a capacity of
		600 LSU or more.
		- within 5 years of the entry into force of
		the implementing act referred to in Article
		70i (2), if the installation has a capacity of
		400 LSU or more.
		- within 6 years of the entry into force of
		the implementing act referred to in Article
		70i (2), if the installation has a capacity of
		250 LSU or more.
		Until that day such installations shall
		comply with Directive 2010/75/EU.
		[Text partly moved from Article 70i (3)]

ANNEX Ia Activities referred to in Article 70a

COM proposal PRES proposal

1.	Rearing of cattle, pigs or poultry in installations of 150 livestock units (LSU) or more.	Rearing of cattle, pigs or poultry in installations of <u>250</u> 450 livestock units (LSU) or more, <u>excluding</u> rearing of cattle in installations operating under extensive production regimes.	
2.	Rearing of any mix of the following animals: cattle, pigs,poultry, in installations of 150 LSU or more. The approximate equivalent in LSU is based on the conversion rates established in Annex II to Commission Implementing Regulation (EU) No 808/2014*.	Rearing of any mix of the following animals: cattle, pigs, poultry, in installations of -250 150 LSU or more, excluding rearing of cattle in installations operating under extensive production regimes. The approximate equivalent in LSU is based on the following conversion rates: established in Annex II to Commission Implementing Regulation (EU) No 2018/1091 808/2014*.	
		Type of animal Bovine animals Less than 1 year 0,400 1 to less than 2 0,700 years old Male, 2 years 1,000 old and over Heifers, 2 years 0,800 old and over Dairy cows 1,000 Non-dairy cows 0,800 Pigs Piglets, live weight of under 20 kg Breeding sows, live weight 50 kg and over Other pigs 0,300 Poultry Broilers 0,007 Live Weight 0,007 Poultry Broilers 0,007	
		Laying hens 0,014 Other poultry Turkeys 0,030 Ducks 0,010 Geese 0,020 Ostriches 0,350 Other poultry 0,001 fowls n.e.c.	

Cluster 7

ANNEX I Categories of activities referred to in Article 10

	COM proposal	PRES proposal
1. Energy industries	 1.4. Gasification, or liquefaction or pyrolysis of: (a) coal; (b) other fuels in installations with a total rated thermal input of 20 MW or more. 	1.5 Electrolysis of water for production of hydrogen with electrical input of 20 MW or more with the electricity [stemming from renewable sources] [where the production capacity exceeds 5 tonnes per day]
2. Production and processing of metals	2.3. Processing of ferrous metals: (a) operation of hot-rolling mills with a	
	capacity exceeding 20 tonnes of crude steel per hour; (aa) operation of cold-rolling mills with a capacity exceeding 10 tonnes of crude steel per hour;	
	(ab) operation of wire drawing machines with a capacity exceeding 2 tonnes of crude steel per hour;	
	(b) operation of smitheries with hammers the energy of which exceeds 20 50 kilojoule per hammer, where the calorific power used exceeds 20 MW;	
	(ba) operation of smitheries with forging presses the force of which exceeds 10 mega-newton (MN) per press;	
	(c) application of protective fused metal coats with an input exceeding 2 tonnes of crude steel per hour.	
	2.7. Manufacture of lithium-ion batteries (including assembling battery cells and battery packs), with a production capacity of 3,5 GWh or more per year.	2.7. Manufacture of [lithium ion] batteries, other than exclusively assembling, (including assembling battery cells and battery packs), with a production capacity of 3,5 GWh 12 000 tons of battery cells (cathode, anode, electrolyte, separator, capsule) or more per year.
3. Mineral industry	3.5. Manufacture of ceramic products by firing, in particular roofing tiles, bricks,	

	COM proposal	PRES proposal
	refractory bricks, tiles, stoneware or porcelain with (a) a production capacity exceeding 75 tonnes per day; and/ or with (b) a kiln capacity exceeding 4 m3 and with a setting density per kiln exceeding 300 kg/m3. 3.6. Extraction and treatment (operations such as comminution, size control, beneficiation and upgrading) of the	3.6. Extraction and treatment (operations such as comminution, size
	beneficiation and upgrading) of the following non-energy minerals: (a) industrial minerals, including barite, bentonite, diatomite, feldspar, fluorspar, graphite, gypsum, kaolin, magnesite, perlite, potash, salt, sulphur and talc; (b) metalliferous ores, including bauxite, chromium, cobalt, copper, gold, iron, lead, lithium, manganese, nickel, palladium, platinum, tin, tungsten and zinc.	control, beneficiation and upgrading) of the following non-energy minerals and ores: (a) industrial minerals, including barite, bentonite, diatomite, feldspar, fluorspar, graphite, gypsum, kaolin, magnesite, perlite, potash, salt, sulphur and talc with a capacity exceeding [50 100] tonnes per day; (b) metalliferous ores, including bauxite, chromium, cobalt, copper, gold, iron, lead, lithium, manganese, nickel, palladium, platinum, tin, tungsten and
4. Chemical industry		4.2 Production of inorganic chemicals, such as: (a) gases, such as ammonia, chlorine or hydrogen chloride, fluorine or hydrogen fluoride, carbon oxides, sulphur compounds, nitrogen oxides, hydrogen except when produced by electrolysis of water, sulphur dioxide, carbonyl chloride; (b) acids, such as chromic acid, hydrofluoric acid, phosphoric acid, nitric acid, hydrochloric acid, sulphuric acid, oleum, sulphurous acids; (c) bases, such as ammonium hydroxide, potassium hydroxide, sodium hydroxide; (d) salts, such as ammonium chloride, potassium chlorate, potassium carbonate, sodium carbonate, perborate, silver nitrate; (e) non-metals, metal oxides or other inorganic compounds such as calcium carbide, silicon, silicon carbide.
5. Waste management	5.3. (a) Disposal of non-hazardous waste with a capacity exceeding 50 tonnes per day involving one or more of the following activities, and excluding activities covered by Council Directive 91/271/EEC of 21 May 1991 concerning urban waste-water treatment (39):	

	COM proposal	PRES proposal
	(i) biological treatment (such as anaerobic digestion); (ii) physico-chemical treatment; (iii) pre-treatment of waste for incineration or co-incineration; (iv) treatment of slags and ashes; (v) treatment in shredders of metal waste, including waste electrical and electronic equipment and end-of-life vehicles and their components. (b) Recovery, or a mix of recovery and disposal, of non-hazardous waste with a capacity exceeding 75 tonnes per day involving one or more of the following activities, and	PRES proposal
	excluding activities covered by Directive 91/271/EEC: (i) biological treatment (such as anaerobic digestion); (ii) pre-treatment of waste for incineration or co-incineration; (iii) treatment of slags and ashes; (iv) treatment in shredders of metal waste, including waste electrical and electronic equipment and end-of-life vehicles and their components. When the only waste treatment activity carried out is anaerobic digestion, the capacity threshold for this activity shall be 100 tonnes per day.	
6. Other activities	6.2. Pre-treatment (operations such as washing, bleaching, mercerisation), or dyeing or finishing of textile fibres or textiles where the treatment capacity exceeds 10 tonnes per day	
	6.5. Disposal or recycling of animal carcases or animal by-products waste with a treatment capacity exceeding 10 tonnes per day	
	6.6. Intensive rearing of poultry or pigs: (a) with more than 40 000 places for poultry; (b) with more than 2 000 places for production pigs (over 30 kg), or (c) with more than 750 places for sows.	Electrolysis of water for production of hydrogen with electrical input of 20 MW or more with the electricity [stemming from renewable sources where the production capacity exceeds 20 tonnes per day.