

A sustainable bioenergy policy for the period after 2020

Fields marked with * are mandatory.

Introduction

EU Member States have agreed on a new policy framework for climate and energy, including EU-wide targets for the period between 2020 and 2030. The targets include reducing the Union's greenhouse gas (GHG) emissions by 40 % relative to emissions in 2005 and ensuring that at least 27 % of the EU's energy comes from renewable sources. They should help to make the EU's energy system more competitive, secure and sustainable, and help it meet its long-term (2050) GHG reductions target.

In January 2014, in its Communication on A policy framework for climate and energy in the period from 2020 to 2030,[1] the Commission stated that '[a]n improved biomass policy will also be necessary to maximise the resource-efficient use of biomass in order to deliver robust and verifiable greenhouse gas savings and to allow for fair competition between the various uses of biomass resources in the construction sector, paper and pulp industries and biochemical and energy production. This should also encompass the sustainable use of land, the sustainable management of forests in line with the EU's forest strategy and address indirect land-use effects as with biofuels'.

In 2015, in its Energy Union strategy,[2] the Commission announced that it would come forward with an updated bioenergy sustainability policy, as part of a renewable energy package for the period after 2020.

Bioenergy is the form of renewable energy used most in the EU and it is expected to continue to make up a significant part of the overall energy mix in the future. On the other hand, concerns have been raised about the sustainability impacts and competition for resources stemming from the increasing reliance on bioenergy production and use.

Currently, the Renewable Energy Directive[3] and the Fuel Quality Directive[4] provide an EU-level sustainability framework for biofuels[5] and bioliquids.[6] This includes harmonised sustainability criteria for biofuels and provisions aimed at limiting indirect land-use change,[7] which were introduced in 2015.[8]

In 2010, the Commission issued a Recommendation[9] that included non-binding sustainability criteria for solid and gaseous biomass used for electricity, heating and cooling (applicable to installations with a capacity of over 1 MW). Sustainability schemes have also been developed in a number of Member States.

The Commission is now reviewing the sustainability of all bioenergy sources and final uses for the period after 2020. Identified sustainability risks under examination include lifecycle greenhouse gas emissions from bioenergy production and use; impacts on the carbon stock of forests and other ecosystems; impacts on biodiversity, soil and water, and emissions to the air; indirect land use change impacts; as well as impacts on the competition for the use of biomass between different sectors (energy, industrial uses, food). The Commission has carried out a number of studies to examine these issues more in detail.

The development of bioenergy also needs to be seen in the wider context of a number of priorities for the Energy Union, including the ambition for the Union to become the world leader in renewable energy, to lead the fight against global warming, to ensure security of supply and integrated and efficient energy markets, as well as broader EU objectives such as reinforcing Europe's industrial base, stimulating research and innovation and promoting competitiveness and job creation, including in rural areas. The Commission also stated in its 2015 Communication on the circular economy^[10] that it will 'promote synergies with the circular economy when examining the sustainability of bioenergy under the Energy Union'. Finally, the EU and its Member States have committed themselves to meeting the 2030 Sustainable Development Goals.

[1] COM(2014) 15.

[2] COM/2015/080 final.

[3] Directive 2009/28/EC of the European Parliament and of the Council of 23 April 2009 on the promotion of the use of energy from renewable sources and amending and subsequently repealing Directives 2001/77/EC and 2003/30/EC (OJ L 140, 5.6.2009, p. 16).

[4] Directive 98/70/EC of the European Parliament and of the Council of 13 October 1998 relating to the quality of petrol and diesel fuels and amending Council Directive 93/12/EEC (OJ L 350, 28.12.1998, p. 58).

[5] Used for transport.

[6] Used for electricity, heating and cooling.

[7] Biomass production can take place on land that was previously used for other forms of agricultural production, such as growing food or feed. Since such production is still necessary, it may be (partly) displaced to land not previously used for crops, e.g. grassland and forests. This process is known as indirect land use change (ILUC); see <http://ec.europa.eu/energy/en/topics/renewable-energy/biofuels/land-use-change>.

[8] See more details on the existing sustainability framework for biofuels and bioliquids in section 5.

[9] COM/2010/0011 final.

[10] Closing the loop – an EU action plan for the circular economy (COM(2015) 614/2).

1. General information about respondents

★ 1.1. In what capacity are you completing this questionnaire?

- ☐ academic/research institution
- ☐ as an individual / private person
- ☐ civil society organisation
- ☐

- international organisation
- ☐ other
- ☐ private enterprise
- ☒ professional organisation
- ☐ public authority
- ☐ public enterprise

* 1.4. If you are a professional organisation, which sector(s) does your organisation represent?

- ☐ Agriculture
- ☐ Automotive
- ☐ Biotechnology
- ☐ Chemicals
- ☒ Energy
- ☐ Food
- ☐ Forestry
- ☐ Furniture
- ☐ Mechanical Engineering
- ☐ Other
- ☐ Printing
- ☐ Pulp and Paper
- ☐ Woodworking

1.5. If you are a professional organisation, where are your member companies located?

- ☐ Austria
- ☐ Belgium
- ☐ Bulgaria
- ☐ Croatia
- ☐ Cyprus
- ☐ Czech Republic
- ☐ Denmark
- ☐ Estonia
- ☒ Finland
- ☐ France
- ☐ Germany
- ☐ Greece
- ☐ Hungary
- ☐ Ireland
- ☐ Italy
- ☐ Latvia
- ☐ Lithuania
- ☐ Luxembourg
- ☐ Malta
- ☐ Netherlands
- ☐ Poland
- ☐ Portugal

- ☐ Romania
- ☐ Slovakia
- ☐ Slovenia
- ☐ Spain
- ☐ Sweden
- ☐ United Kingdom
- ☐ non-EU country(ies)

1.8. If replying as an individual/private person, please give your name; otherwise give the name of your organisation

200 character(s) maximum

Finnish Energy

1.9. If your organisation is registered in the Transparency Register, please give your Register ID number.

(If your organisation/institution responds without being registered, the Commission will consider its input as that of an individual and will publish it as such.)

200 character(s) maximum

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1.10. Please give your country of residence/establishment

- ☐ Austria
- ☐ Belgium
- ☐ Bulgaria
- ☐ Croatia
- ☐ Cyprus
- ☐ Czech Republic
- ☐ Denmark
- ☐ Estonia
- ☒ Finland
- ☐ France
- ☐ Germany
- ☐ Greece
- ☐ Hungary
- ☐ Ireland
- ☐ Italy
- ☐ Latvia
- ☐ Lithuania
- ☐ Luxembourg
- ☐ Malta
- ☐ Netherlands
- ☐ Poland

- ☐ Portugal
- ☐ Romania
- ☐ Slovakia
- ☐ Slovenia
- ☐ Spain
- ☐ Sweden
- ☐ United Kingdom
- ☐ Other non-EU European country
- ☐ Other non-EU Asian country
- ☐ Other non-EU African country
- ☐ Other non-EU American country

★ 1.11. Please indicate your preference for the publication of your response on the Commission's website:

(Please note that regardless the option chosen, your contribution may be subject to a request for access to documents under [Regulation 1049/2001](#) on public access to European Parliament, Council and Commission documents. In this case the request will be assessed against the conditions set out in the Regulation and in accordance with applicable [data protection rules](#).)

- ☒ Under the name given: I consent to publication of all information in my contribution and I declare that none of it is subject to copyright restrictions that prevent publication.
- ☐ Anonymously: I consent to publication of all information in my contribution and I declare that none of it is subject to copyright restrictions that prevent publication.
- ☐ Please keep my contribution confidential. (it will not be published, but will be used internally within the Commission)

Perceptions of bioenergy

2.1. Role of bioenergy in the achievement of EU 2030 climate and energy objectives














































Please indicate which of the statements below best corresponds to your perception of the role of bioenergy in the renewable energy mix, in particular in view of the EU's 2030 climate and energy objectives:

- ☒ Bioenergy should continue to play a dominant role in the renewable energy mix.
- ☐ Bioenergy should continue to play an important role in the renewable energy mix, but the share of other renewable energy sources (such as solar, wind, hydro and geothermal) should increase significantly.
- ☐ Bioenergy should not play an important role in the renewable energy mix: other renewable energy sources should become dominant.

2.2. Perception of different types of bioenergy

Please indicate, for each type of bioenergy described below, which statement best corresponds to your perception of the need for public (EU, national, regional) policy intervention (tick one option in each line):

	Should be further promoted	Should be further promoted, but within limits	Should be neither promoted nor discouraged	Should be discouraged	No opinion
Biofuels from food crops	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
Biofuels from energy crops (grass, short rotation coppice, etc.)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
Biofuels from waste (municipal solid waste, wood waste)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
Biofuels from agricultural and forest residues	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
Biofuels from algae	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
Biogas from manure	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
Biogas from food crops (e.g. maize)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
Biogas from waste, sewage sludge, etc.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
Heat and power from forest biomass (except forest residues)	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
Heat and power from forest residues (tree tops, branches, etc.)	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Heat and power from agricultural biomass (energy crops, short rotation coppice)					
Heat and power from industrial residues (such as sawdust or black liquor)					
Heat and power from waste					
Large-scale electricity generation (50 MW or more) from solid biomass					
Commercial heat generation from solid biomass					
Large-scale combined heat and power generation from solid biomass					
Small-scale combined heat and power generation from solid biomass					
Heat generation from biomass in domestic (household) installations					
Bioenergy based on locally sourced feedstocks					

Bioenergy based on feedstocks sourced in the EU	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Bioenergy based on feedstocks imported from non-EU countries	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

3. Benefits and opportunities from bioenergy

3.1. Benefits and opportunities from bioenergy

Bioenergy (biofuel for transport, biomass and biogas for heat and power) is currently promoted as it is considered to be contributing to the EU's renewable energy and climate objectives, and also having other potential benefits to the EU economy and society.

Please rate the contribution of bioenergy, as you see it, to the benefits listed below (one answer per line):

	of critical importance	important	neutral	negative	No opinion
Europe's energy security: safe, secure and affordable energy for European citizens	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Grid balancing including through storage of biomass (in an electricity system with a high proportion of electricity from intermittent renewables)	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Reduction of GHG emissions	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Environmental benefits (including biodiversity)	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Resource efficiency and waste management	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
Boosting research and innovation in bio-based industries	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>

Competitiveness of European industry	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
Growth and jobs, including in rural areas	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Sustainable development in developing countries	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
Other	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please specify the "other" choice

200 character(s) maximum

Replacing fossil fuels.

3.2. Any additional views on the benefits and opportunities from bioenergy? Please explain

2500 character(s) maximum

Well-managed forests provide all kind of sustainability benefits (environmental, economic and social). Among other things, the carbon stock increases in well-managed forests. The incentive to forest management is still timber sales income and the EU bioenergy policy can have either positive or negative impact on activity level. Bioenergy – as essential part of Finnish bioeconomy – produces well-being and contributes to the management activities.

4. Risks from bioenergy production and use

4.1. Identification of risks

A number of risks have been identified (e.g. by certain scientists, stakeholders and studies) in relation to bioenergy production and use. These may concern specific biomass resources (agriculture, forest, waste), their origin (sourced in the EU or imported) or their end-uses (heat, electricity, transport).

Please rate the relevance of each of these risks as you see it (one answer per line):

	critical	significant	not very significant	non-existent	No opinion
Change in carbon stock due to deforestation and other direct land-use change in the EU	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>

Change in carbon stock due to deforestation and other direct land-use change in non-EU countries					
Indirect land-use change impacts					
GHG emissions from the supply chain (e.g. cultivation, processing and transport)					
GHG emissions from combustion of biomass ('biogenic emissions')					
Impacts on air quality					
Impacts on water and soil					
Impacts on biodiversity					
Varying degrees of efficiency of biomass conversion to energy					
Competition between different uses of biomass (energy, food, industrial uses) due to limited availability of land and feedstocks and/or subsidies for specific uses					
Internal market impact of divergent national sustainability schemes					
Other					

4.2. Any additional views on the risks from bioenergy production and use? Please explain

2500 character(s) maximum

The Commission has stated in the state of play report that biomass is sustainable, but the growing use and import raise concerns. It should be noted that the positive voluntary-based progress has already happened, which reduces the realization of identified risks. Biomass importing companies have introduced their own SBP-standard, which is more ambitious than the EU recommendations in COM(2010) 11. The SBP-standard includes a greenhouse gas

saving calculation, which is relevant to imported biomass. Finnish energy companies have started to require suppliers to show the sustainability of forest biomass. Danish energy companies have introduced their own industry agreement to ensure sustainable biomass. All of these are in line with existing measures.

The Commission should identify, which risks require more actions. Can those be tackled with the means of economic operators and could the voluntary schemes be the way forward. Which risks should be issued by the member state? Bearing in mind, that voluntary means – like forest certificates – are the most effective measures to tackle the sustainability issues. The certificates are flexible and take into account local conditions. Even divergent national sustainability schemes can be covered by certificates. Certificates can deal with the identified problems much faster than legislation. The entire supply chain from forest owners to industry has committed to those practices.

“Competition between different uses of biomass due to subsidies for specific uses”. This could be avoided, if the state-aid is allocated to investments instead of operational subsidies. The bioenergy policy shouldn’t discriminate sustainable solid biomass in the market.

Divergent national sustainability schemes can be a problem in biomass trade. To tackle the problem, the EU can set minimum criteria for solid biomass. In that case, member states must not set additional criteria to cross-border traded biomass. In addition, the mutual recognition of sustainability must be ensured. If neither of these can’t be guaranteed, the need for the EU wide criteria should be rethink.

5. Effectiveness of existing EU sustainability scheme for biofuels and bioliquids

In 2009, the EU established a set of sustainability criteria for biofuels (used in transport) and bioliquids (used for electricity and heating). Only biofuels and bioliquids that comply with the criteria can receive government support or count towards national renewable energy targets. The main criteria are as follows:

- Biofuels produced in new installations must achieve GHG savings of at least 60 % in comparison with fossil fuels. In the case of installations that were in operation before 5 October 2015, biofuels must achieve a GHG emissions saving of at least 35 % until 31 December 2017 and at least 50 % from 1 January 2018. Lifecycle emissions taken into account when calculating GHG savings from biofuels include emissions from cultivation, processing, transport and direct land-use change;
- Biofuels cannot be grown in areas converted from land with previously (before 2008) high carbon stock, such as wetlands or forests;
- Biofuels cannot be produced from raw materials obtained from land with high biodiversity, such as primary forests or highly biodiverse grasslands.

In 2015, new rules^[1] came into force that amend the EU legislation on biofuel sustainability (i.e. the

Renewable Energy Directive and the Fuel Quality Directive) with a view to reducing the risk of indirect land-use change, preparing the transition to advanced biofuels and supporting renewable electricity in transport. The amendments:

- limit to 7 % the proportion of biofuels from food crops that can be counted towards the 2020 renewable energy targets;
- set an indicative 0.5 % target for advanced biofuels as a reference for national targets to be set by EU countries in 2017;
- maintain the double-counting of advanced biofuels towards the 2020 target of 10 % renewable energy in transport and lay down a harmonised EU list of eligible feedstocks; and
- introduce stronger incentives for the use of renewable electricity in transport (by counting it more towards the 2020 target of 10 % renewable energy use in transport).

[1] Directive (EU) 2015/1513 of the European Parliament and of the Council of 9 September 2015 amending Directive 98/70/EC relating to the quality of petrol and diesel fuels and amending Directive 2009/28/EC on the promotion of the use of energy from renewable sources (OJ L 239, 15.9.2015, p. 1).

5.1. Effectiveness in addressing sustainability risks of biofuels and bioliquids

In your view, how effective has the existing EU sustainability scheme for biofuels and bioliquids been in addressing the risks listed below? (one answer per line)

	effective	partly effective	neutral	counter-productive	No opinion
GHG emissions from cultivation, processing and transport	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
GHG emissions from direct land-use change	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
Indirect land-use change	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
Impacts on biodiversity	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
Impact on soil, air and water	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>

Any additional comments?

2500 character(s) maximum

5.2. Effectiveness in promoting advanced biofuels

In your view, how effective has the sustainability framework for biofuels, including its provisions on indirect land-use change, been in driving the development of 'advanced' biofuels, in particular biofuels produced from ligno-cellulosic material (e.g. grass or straw) or from waste material (e.g. waste vegetable oils)?

- ☐ very effective
- ☐ effective
- ☐ neutral
- ☐ counter-productive
- ☒ no opinion

What additional measures could be taken to further improve the effectiveness in promoting advanced biofuels?

2500 character(s) maximum

5.3. Effectiveness in minimising the administrative burden on operators

In your view, how effective has the EU biofuel sustainability policy been in reducing the administrative burden on operators placing biofuels on the internal market by harmonising sustainability requirements in the Member States (as compared with a situation where these matter would be regulated by national schemes for biofuel sustainability)?

- ☐ very effective
- ☐ effective
- ☒ not effective
- ☐ no opinion

What are the lessons to be learned from implementation of the EU sustainability criteria for biofuels? What additional measures could be taken to reduce the administrative burden further?

2500 character(s) maximum

The sustainability framework for biofuels has led to the unnecessary and costly third-party independent auditing, even when national competent authority is capable to supervise. Member states should be able to decide, in which cases third party auditing is needed. Demand of third party auditing must be based on risk.

Biomass providers are the economic operators, which take care of sustainability of biomass. Therefore, biomass providers must be able to give sustainability certificates, which should be mutually recognized within the EU. Presumably, these certificates will be provided based on national schemes (RESd art 18.3). The mutual recognition of sustainability of national schemes must be secured. Mutual recognition doesn't work in biofuel markets and flaw

need to be corrected.

Only combustion plants above 20 MW should annually report sustainability to competent authority, in which case ETS-verifiers can be used for this. Plants below 20 MW can keep a record of sustainable biomass. Those plants shall make available the data to the competent authority upon request.

5.4. Deployment of innovative technologies

In your view, what is needed to facilitate faster development and deployment of innovative technologies in the area of bioenergy? What are the lessons to be learned from the existing support mechanisms for innovative low-carbon technologies relating to bioenergy?

2500 character(s) maximum

Unclear demands can hamper the development. For example, energy conversion factor in GHG savings calculation is quite clear, if you are pure energy producer. However, it is unclear in complex process industry. If competent authority is unable to take a stand to calculation, uncertainty hampers the development of processes.

6. Effectiveness of existing EU policies in addressing solid and gaseous biomass sustainability issues

6.1. In addition to the non-binding criteria proposed by the Commission in 2010, a number of other EU policies can contribute to the sustainability of solid and gaseous bioenergy in the EU. These include measures in the areas of energy, climate, environment and agriculture.

In your view, how effective are current EU policies in addressing the following risks of negative environmental impacts associated with solid and gaseous biomass used for heat and power? (one answer per line)

	effective	partly effective	neutral	counter-productive	No opinion
Change in carbon stock due to deforestation, forest degradation and other direct land-use change in the EU	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Change in carbon stock due to deforestation, forest degradation and other direct land-use change in non-EU countries	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Indirect land-use change impacts					
GHG emissions from supply chain, e.g. cultivation, processing and transport					
GHG emissions from combustion of biomass ('biogenic emissions')					
Air quality					
Water and soil quality					
Biodiversity impacts					
Varying degrees of efficiency of biomass conversion to energy					
Competition between different uses of biomass (energy, food, industrial uses) due to limited availability of land and feedstocks					
Other					

6.2. Any additional views on the effectiveness of existing EU policies on solid and gaseous biomass?
Please explain

2500 character(s) maximum

Focusing to the "EU policies" will lead to the wrong conclusion. The sustainable forest management is the mix of legislation, soft law practices and voluntary means (certificates). When assessing the effectiveness of existing measures, soft law and voluntary means should be also taken into account.

The change in carbon stock due to deforestation and biogenic emissions can be managed within climate policy. Following points should be noted. The IPCC stated in 2014, that bioenergy is one of the key technology to mitigate climate change. The Paris Agreement on Climate Change requests "parties should take action to conserve and enhance, as appropriate, sinks and reservoirs of greenhouse gases [...] including forests." GHG emissions should be calculated only once, at present this is done through LULUCF accounting. Therefore, the Commission should continue its work towards achieving more transparent

international accounting systems at global level. Accounting for carbon stock changes in LULUCF gives climate policy better possibilities to manage the balance of mitigation and enhancing sinks.

Lifecycle greenhouse gas emissions from bioenergy production and use seem to be a problem for imported pellet in electricity generation (JRC 2014, Solid and gaseous bioenergy pathways: input values and GHG emissions). However, major share of forest biomass is presumably locally sourced woodchips used in heating plants and the SBP-standard includes a greenhouse gas saving calculation.

Impacts on soil and water, and emissions are covered by AAQd, NECd, WWd, MCPd, IEd and Brefs.

“Varying degrees of efficiency of biomass conversion to energy” is understood to refer the low efficiency in power generation (~40 %). The EU has already introduced means to improve energy efficiency in combustion plants (e.g. EED and LCP BRef). In addition, ‘efficient conversion’ can be difficult to define in integrated processes. If criterion is set, the EU must make sure that it will not hamper the development of industrial processes. Sustainability of forest biomass shouldn’t also depend on the end-use. If an efficiency factor is excluded from GHG savings calculation, biomass providers could give sustainability certificates, which helps to create biomass markets.

The competition for the use of biomass between different sectors should be based on market. If subsidies disturb markets, RES state-aid policy should be revisited (state-aid guidelines, double-counting factors in biofuels).

7. Policy objectives for a post-2020 bioenergy sustainability policy

7.1. In your view, what should be the key objectives of an improved EU bioenergy sustainability policy post-2020? Please rank the following objectives in order of importance: most important first; least important 9th/10th (you can rank fewer than 9/10 objectives):

	1st	2nd	3rd	4th	5th	6th	7th	8th	9th	10th
Contribute to climate change objectives	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Avoid environmental impacts (biodiversity, air and water quality)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Mitigate the impacts of indirect land-use change	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Promote efficient use of the biomass resource, including efficient energy conversion	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Promote free trade and competition in										

the EU among all end-users of the biomass resource										
Ensure long-term legal certainty for operators										
Minimise administrative burden for operators										
Promote energy security										
Promote EU industrial competitiveness, growth and jobs										
Other										

Please specify the "other" choice

200 character(s) maximum

Replacing fossil fuel.

7.2. Any other views? Please specify

2500 character(s) maximum

Bioenergy will continue to play a dominant role in the renewable energy mix and it is an essential part of Finnish bioeconomy. In the state of play report (SWD(2014) 259), the Commission correctly stated, that "solid and gaseous biomass used for electricity, heating and cooling production is the biggest source of renewable energy in the EU and is key to achieving the 2020 renewable energy targets and the EU long-term decarbonisation goals by 2050."

The EU Bioenergy Policy after 2020 should be consistent with existing policies in terms of the contribution to climate change objectives, the replacement of fossil fuels and the promotion of energy security. Bioenergy also plays a big role in energy security and for jobs in rural areas.

Need to replace the use of fossil fuels in energy production is obvious. Transformation of energy generation is on-going, but it's still vulnerable to changes in business environment. Verification cost of sustainability can slow down the change. The EU Bioenergy policy should not hamper the role of district heating (DH). This will happen if the verification cost creates pressure to increase district heating price. In that case the cost competitiveness of residential heating and heat pumps increase. It should be noted, that DH competes with other forms of heating in Finland.

Finnish Energy considers it important that the increasing amounts of forest biomass for energy use will originate from sustainably managed forests. Bearing in mind, sustainable forest management (SFM) is the mix of legislation, soft law practices and voluntary means (certificates). To ensure cost-efficiency in meeting the objectives means and effectiveness in dealing the problems, the EU biomass policy should strengthen these existing measures. The policy should encourage operators in the biomass supply chain and member states to ensure and demonstrate the sustainability of forest biomass. The EU should not try to replace other means to ensure sustainability, but support those and increase pressure to sustainability at the global level. The EU policy can erode the role of voluntary schemes and this should be avoided.

8. EU action on sustainability of bioenergy

8.1. In your view, is there a need for additional EU policy on bioenergy sustainability?



No: the current policy framework (including the sustainability scheme for biofuels and bioliquids, and other EU and national policies covering solid and gaseous biomass) is sufficient.

- ☐ Yes: additional policy is needed for solid and gaseous biomass, but for biofuels and bioliquids the existing scheme is sufficient.
- ☐ Yes: additional policy is needed on biofuels and bioliquids, but for solid and gaseous biomass existing EU and national policies are sufficient.
- ☒ Yes: a new policy is needed covering all types of bioenergy.

8.2. In your view, and given your answers to the previous questions, what should the EU policy framework on the sustainability of bioenergy include? Please be specific

5000 character(s) maximum

The EU bioenergy policy should encourage the operators in the biomass supply chain and member states ensure and demonstrate the sustainability of forest biomass. Forest biomass should be treated within the same regime despite the end use (biofuels, heat and electricity production or timber products). This means that forest-based biofuels should be taken out from the RES-directive. The EU should focus on global problems related to bioenergy and choose measures, which create pressure for the development.

Biomass providers are the economic operators, which take care of sustainability of biomass. Therefore, biomass providers must be able to give sustainability certificates, which should be mutually recognized within the EU. Presumably, these certificates will be provided based on national schemes (RESd art 18.3). The mutual recognition of sustainability of national schemes must be secured. Mutual recognition doesn't work in biofuel markets and flaw need to be corrected.

Divergent national sustainability schemes can be a problem in biomass trade. To tackle the problem, the EU can set minimum criteria for solid biomass. In that case, member states must not set additional criteria to cross-border traded biomass. In addition, the mutual recognition of sustainability must be ensured. If neither of these can't be guaranteed, the need for the EU wide criteria should be rethink.

Only plants above 20 MW should confirm sustainability to competent authority, in which case ETS-verifiers can be used for this. Plants below 20 MW can keep a record of sustainable biomass. Those plants shall make available the data to the competent authority upon request.

Question 2.2: Presumably some sources and end-uses can be more favorable in certain cases. However, it may be very difficult to find a functional binding EU-wide rule to promote or discourage specific issues. There is a high risk for counter-productive regulation. Therefore, Finnish Energy does not see the need for public (EU, national, regional) fine-featured policy intervention.

9. Additional contribution

Do you have other specific views that could not be expressed in the context of your replies to the above questions?

5000 character(s) maximum

Some of the identified risks can't be tackled by the means of economic operator. The EU Bioenergy Policy should clarify what requirements should be set for operators. Effectiveness in dealing with problems of sustainable biomass provides that some of the tasks are handled at the state-level (for example carbon stock). In conclusion, Finnish Energy proposes that operators in forest biomass supply chain should take care of sustainable forest management and GHG-savings in production if that is a relevant risk. The rest of the issues should be tackled other ways.

Finally, you may upload here any relevant documents, e.g. position papers, that you would like the European Commission to be aware of.

fdc8709e-9e91-4ea4-86f5-edc2a423b388/FE_position_biomass_policy_03052016_final.pdf

Thank you for participation to the consultation!

Contact

✉ SG-D3-BIOENERGY@ec.europa.eu
