

Danish Agriculture and Food Council's proposal for the legislative simplification package of measures on environment.

Summary of proposals for the Legislative Simplification Package on the Environment

Danish Agriculture and Food Council (DAFC) welcomes the opportunity to contribute with proposals for the simplification of EU environmental legislation.

In general, we wish to emphasize our strong support for common EU rules in the environmental field, which set clear targets and standards for all Member States and companies. Such common rules ensure fair competition and a level playing field within the EU. Moreover, well-established EU environmental standards are crucial for the export of food products and services beyond the EU.

However, EU environmental legislation has become increasingly complex and burdensome for food companies and farmers. Our ambition is to maintain high European environmental standards while at the same time simplifying and streamlining the rules to strengthen the competitiveness of European businesses.

DAFC has several proposals concerning simplification of environmental legislation, which are described in detail in the Annex.

These concerns:

- Industrial Emission Directive (IED) - Part I of the Annex
- Industrial Emission Portal Regulation (IEPR) (EU) 2024/1244 - Part II of the Annex
- Packaging and packaging waste Regulation (PPWR) (EU) 2025/40) - Part III of the Annex
- EUDR (EU) 2023/1115- Part IV of the Annex

In summary the proposals cover:

Proposals addressing double regulation

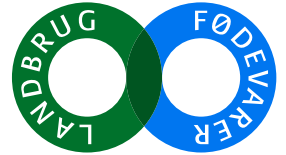
- **Transformation plans in both IED and CSRD:** The two regulations are not coherent and lead to duplication.
- **Requirements for the scope and content of EMS in both the IED and BAT conclusions:** These overlap unnecessarily.

Proposal addressing double reporting

- **Data reporting on water, energy, and raw materials under IEPR:** Companies already report such data in various ways both under CSRD and European Statistical Regulations.

Proposals on regulations better suited to other levels

- **Regulation of odour emissions in IED:** This is not suited for EU regulation, it needs to be regulated at national or regional level.
- **Requirements for environmental performance limit values on water and indicative levels on waste and resources in IED:** These must be set during the



Seville process (Article 13) within the BAT conclusions to avoid unnecessary burdens on specific sectors and companies.

Proposal for improving the functioning of Single Market

- The EU labelling system for packaging must be without text to enhance the functioning of the Single Market in the PPWR

Proposals to eliminate or simplify unnecessary EU legislation that adds administrative burdens with little or no environmental benefit

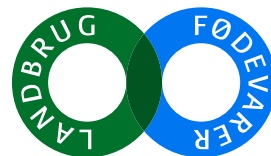
- Reuse targets for transport packaging in the PPWR
- Requirement for parts of EMS to be publicly available in IED
- Obligation to have EMS audited every three years by an accredited/licensed environmental verifier in IED
- Requirement to report “zero” values under IEPR
- Simplify EUDR reporting obligations for products from countries with low or negligible risk of deforestation.

Proposal for greater flexibility for companies and authorities

- **Monitoring requirements under Article 16 of IED:** Environmental authorities should have the option to adjust monitoring frequency or approve alternative monitoring methods, reducing administrative costs.

Proposal for upcoming legislation

- **Uniform operating conditions for pig and poultry installations in the IED:** Rules should focus only on essential emissions in the sector while keeping administrative burdens low.



ANNEX: Detailed proposals

PART I: Industrial Emission Directive

1. Regulation on odour - *Proposal on regulations better suited to other levels*

Delete odour from the definition of pollution. Odour is a nuisance, not a pollutant. It is a local issue that must be addressed by local authorities, considering the specific local circumstances. Odour is not a transboundary problem, and the principle of subsidiarity must be applied. The requirement to provide information on odour emissions in permit applications should be removed, as it only imposes significant costs on the 37,000 installations concerned without providing any real benefit.

Proposal

Article 3 (2) Amend definition of pollution delete “odour” and
Article 12.1 f delete “including odours”

Rationale

Odour is a nuisance, not a pollutant. It is a local issue that must be addressed by local authorities, considering the specific local circumstances. Odour is not a transboundary problem.

Furthermore, odour problems are managed differently across Member States, partly due to regional differences in population density. A uniform EU regulation of odour nuisance is therefore not the appropriate way forward. The principle of subsidiarity in the European Union must be applied when discussing the regulation of odour.

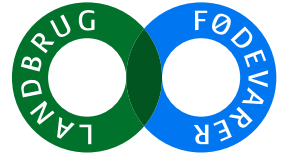
In many Member States, the regulatory approach focuses on the immission of odour in the surrounding area, rather than on emissions at the source. Such an approach to national regulation will not be feasible in the future, as Article 12(1)(f) focuses on emissions at the source.

The immission-based approach allows for differentiated levels of protection against odour nuisance. For example, a higher acceptable level of nuisance may be applied in rural areas than in residential areas. This approach also enables the use of alternative measures, such as adjusting the height of stacks.

The requirement in Article 12(1)(f) to provide information on odour emissions would necessitate monitoring at all installations, even where odour is not an issue. Monitoring odour is extremely costly. For example, the cost of odour monitoring in an average EU slaughterhouse under the IED is estimated at €12,000–16,000. The requirement in Article 12(1)(f) would only increase costs and administrative burdens for 37,000 companies across the EU, while providing little benefit to society.

2. Environmental management system (EMS) - Article 14a

Define the scope and content of the EMS exclusively within Article 14a. Avoid adding extra requirements for EMS in the BAT conclusions, as this would also simplify and accelerate the Sevilla process. Delete the requirement that parts of the EMS must be made publicly available, as well as the requirement for the EMS to be audited at least every three



years by an accredited or licensed environmental verifier. Both requirements only create additional administrative burdens for 37,000 installations across the EU.

Proposal I - Proposal addressing double regulation

Clarification of Article 14a: Amend Article 14a to clearly state that the scope of the EMS is defined exclusively within Article 14a.

Rationale

Article 14a defines the requirements for the content of the EMS. Therefore, additional requirements - such as 5–6 extra management plans for different issues - should not be imposed through BAT conclusions for specific sectors in the Sevilla -process. The content of the EMS is clearly outlined in Article 14a. This clarification would help reduce administrative burdens and costs for 37,000 companies across the EU, including slaughterhouses, feed processors, dairies, and others. Furthermore, the proposal will simplify and accelerate the Sevilla process, which is urgently needed to ensure the competitiveness of European industry.

Proposal II - Proposal to eliminate or simplify unnecessary EU legislation that adds administrative burdens with little or no environmental benefit

Article 14a Para 4: Delete requirement that part of EMS shall be publicly available.

Rationale

This will reduce administrative burdens for 37,000 companies in the EU.

Proposal III - Proposal to eliminate or simplify unnecessary EU legislation that adds administrative burdens with little or no environmental benefit

Article 14a Para 4: Remove the requirement for the EMS to be audited at least every three years by an accredited or licensed environmental verifier.

Rationale

Instead, keep some flexibility for such audits for companies which have worked with success so far under IED 2010/75/EU. This would reduce administrative costs for 37,000 companies across the EU without jeopardizing environmental protection.

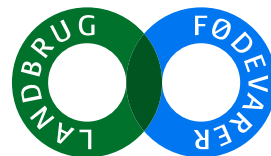
3. Article 15 Emission limit values, environmental performance limit values, equivalent parameters and technical measures - Proposal on regulations better suited to other levels

Delete the requirements for setting environmental performance limit values for water and indicative environmental performance levels for waste and resources in the IED. These requirements should be established in the BAT conclusions, where all relevant key environmental indicators for the specific sector are assessed, thereby ensuring uniform requirements across the EU.

Proposal:

Para 4: Delete "In addition, the competent authority shall:

(a) set, for normal operating conditions, environmental performance limit values concerning water, having regard to possible cross-media effects, that are not to be exceeded during one or more periods, and which are not less strict than the binding ranges referred to in the first subparagraph;



(b) set, for normal operating conditions, indicative environmental performance levels concerning waste and resources other than water, which are not less strict than the binding ranges referred to in the first subparagraph.

Rationale:

The last part of Article 15(4) requires the competent authority to set environmental performance limit values for water and indicative performance levels for waste and resources. This obligation applies to all installations, including those where such values have not been set in the BAT conclusions for the sector. As a result, different requirements could be imposed on the same type of installations in different Member States.

During the process of reviewing BAT conclusions for a sector, all relevant key environmental indicators are assessed. The last part of Article 15(4) overrides the process set out in Article 13 for establishing BAT conclusions.

This means that sectors where water consumption/discharge is not relevant - for example, the production of dry pet food and compound feed manufacturing included in the FDM BAT conclusions - would still be required to comply with an environmental performance limit value for water. This would bring no environmental benefit for the installations in these sectors but would only create additional administrative burdens for both installations and competent authorities.

Under the Sevilla process (Article 13), the technical working group - comprising highly qualified experts from Member States, NGOs, and industry - conducts a thorough assessment of relevant key environmental indicators, based on evidence and data from installations in the sector. The Sevilla process is therefore the most appropriate framework for determining whether limit values for water and indicative performance levels for waste and resources are necessary and relevant for a specific sector.

4. Article 16 Monitoring requirements - Proposal for greater flexibility for companies and authorities

More monitoring requirements are being imposed on installations. Monitoring for its own sake does not improve the environmental performance of installations. Authorities need greater flexibility in setting such requirements, which also will reduce administrative burdens for the installations.

Proposal

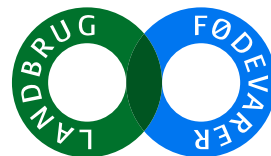
Article 16 para 2

Addition to paragraph 2: "monitoring requirements may be replaced by equivalent monitoring or technical measures ensuring an equivalent level of environmental protection."

Addition to paragraph 2, "the monitoring frequency may be reduced if the emission levels are proven to be sufficiently stable."

Rationale:

In general, installations experience huge increases in monitoring requirements being introduced in the BAT conclusions, which result in large administrative burdens with no real environmental effect. The environmental authorities do not have possibilities to alter the frequency of the monitoring or approve alternative methods for measurements and monitoring.



An amendment to Article 16 on requirements for monitoring is needed, so that it is possible for the environmental authorities to replace the monitoring requirements in the BAT conclusions with technical measures ensuring an equivalent level of environmental protection and to reduce the frequency of monitoring. The proposal will reduce administrative costs significantly for a potential of 37,000 installations in the EU.

5. Article 27d - Transformation towards a clean, circular and climate-neutral industry - Proposal addressing double regulation

Delete the requirement for transformation plans for the 37,000 installations covered by the IED. This constitutes double regulation, as transformation plans are already required under the CSRD at company level.

Proposal

Delete Article 27d.

Rationale

Operators must include in their Environmental Management System (EMS) an indicative transformation plan. The transformation plan shall contain information on how the operator will transform the installation during the 2030-2050 period to contribute to the emergence of a sustainable, clean, circular, resource-efficient and climate-neutral economy by 2050.

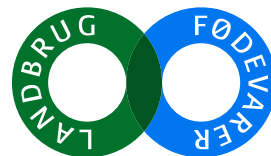
The requirement of establishing transformation plans at installation level is an administrative burden for the companies with limit benefit for the environment. It concerns around 37,000 industry installations under the scope of IED. Furthermore, the EMS doesn't seem to be the appropriate place for such a plan. Furthermore, the requirement is double regulation and reporting because the ESRS standards under the CSRD directive also require transition plans at company level.

6. Article 70i - Uniform conditions for operating rules (Pig & Poultry) - Proposal for upcoming legislation

The Commission shall, by 1 September 2026, adopt an implementing act to establish uniform operating rules for 38,500 pig and poultry farms. This work is ongoing.

For DAFC, it is important to focus only on essential emissions from these installations, such as ammonia (NH₃), and on techniques for preventing and reducing methane (CH₄). Dust and odour are local emissions, and emission limit values for dust and odour should not be included in the operating rules. Furthermore, the Commission must confirm that the requirements of an Environmental Management System (EMS) are not part of the operating rules.

The administrative burden for farmers must be kept to a minimum. Environmental challenges should be addressed where it is most appropriate: transboundary emissions should be regulated at EU level, while non-transboundary emissions should be regulated at local level.



PART II: Industrial Emission Portal Regulation (EU) 2024/1244 (former PRTR)

Article 6 Reporting by operators to competent authorities

No reporting of water, energy, and relevant raw materials should be required under the IEPR. This data is already reported through various channels. Introducing a new reporting requirement would only increase the administrative burden for the 75,550 installations across the EU. The requirement to report “zero” values under the IEPR should also be deleted, as it only adds to administrative costs for companies, farmers, and authorities.

Proposal I - Proposal addressing double reporting

Delete Article 6 1. (d) data on the use of water, energy and relevant raw materials as determined in the implementing act referred to in the second subparagraph.

Rationale

This requires all installations to report on the use of water, energy and relevant raw material. It is a huge administrative burden to both industry and pig & poultry farms - all together 75,550 installations and environmental authorities in the EU. The reporting to a public web-portal will be of very limited benefit, if any, for the environment.

Reporting on energy, raw material and water are part of a double or triple reporting. The data has also to be reported under the CSRD standards (ESRS and the VSME standard) at a company level with units and definitions of the indicators which differ from the terms and definitions in European environmental regulation. Furthermore, the European Statistical Regulations require similar data at different levels for use in European Environmental Economic Accounts (Regulation No 691/2011) and energy use in industry must be specific reported according to regulation No 1099/2008 on Energy Statistics.

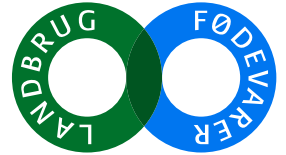
Furthermore, reporting on raw materials is very problematic and might concern commercially sensitive information for many sectors. For example, the proposal for slaughterhouses is to use “carcass production in tonnes” and for dairies “raw milk in tonnes”. DAFC is deeply concerned about the publication of this data at an installation level on the public portal (IEP). This involves commercially sensitive information that must not be disclosed under Danish and EU competition rules.

Proposal II - Proposal to eliminate or simplify unnecessary EU legislation that adds administrative burdens with little or no environmental benefit

Delete Article 6 para 2.

Rationale:

If the installation does not exceed the applicable thresholds specified for emission and waste, the installation concerned shall declare, in its report, that the release of pollutants or off-site transfers of pollutants or waste are below those thresholds. This requirement makes no sense. It only adds on administrative burdens for 75,550 installations in the EU.



PART III: Packaging and packaging waste Regulation (EU) 2025/40

Article 12 Labelling of packaging - *Proposal for improving the functioning of Single Market*

The EU labelling system must be without text to enhance the functioning of the Single Market and reduce economic and administrative burdens from new EU labelling requirements.

Proposal

Amend Article 12 5. “The information contained in the labels referred to in paragraphs 1, 2 and 4 and the QR code or other type of standardised, open, digital data carrier shall be made available via a pictogram which can be easily understood by end users. “

Rationale

DAFC supports the EU harmonisation of labels on sorting guidance of packaging. However, article 12 enables the Commission to prioritise the use of full-colour labels with accompanying text when used on packaging.

This approach runs completely counter to the goals of the Packaging and Packaging Waste Regulation (PPWR) and will significantly fragment the Union market. Under Article 12 of the PPWR, the European Commission is mandated to harmonise consumer sorting instructions, an essential step to ensuring a functioning Single Market, improving separate collection and recycling of packaging waste, and removing unnecessary burden for industry. Prioritising a labelling system with full colour and text - which will require translation in one or more national languages as established by Member States - directly contravenes these objectives, reopening the door to divergent national requirements. Consequently, a product would have to carry a label with up to 24 local terms, also contravening the objective of the labelling scheme to make sorting instructions clearer to consumers.

Article 29 Re-use targets - *Proposal to eliminate or simplify unnecessary EU legislation that adds administrative burdens with little or no environmental benefit*

Delete reuse targets for transport packaging. Reuse targets would impose substantial administrative burdens on companies without significant environmental improvements.

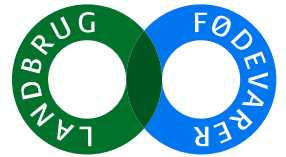
Proposal

Amending Article 29 Delete reuse targets for transport packaging

Rationale

Transport packaging should be exempted from the binding reuse targets set out in the EU Packaging and Packaging Waste Regulation (PPWR). Removing reuse targets would reduce the need for documentation, traceability, and formal reuse system participation - especially beneficial for small and medium-sized enterprises (SMEs).

Transport packaging is already widely reused in business-to-business (B2B) contexts, driven by logistical efficiency and cost considerations. Introducing binding reuse targets in this area would not lead to significant environmental improvements but would impose substantial administrative burdens on companies. The extended producer responsibility (EPR) scheme will naturally promote the use of reusable packaging, as producers using reusable solutions will benefit from significantly lower fees.



Different packaging labelling rules across Member States will result in operational inefficiencies, higher costs, and consumer confusion.

- **PART IV: EUDR (EU) 2023/1115** - *Proposal to eliminate or simplify unnecessary EU legislation that adds administrative burdens with little or no environmental benefit*

Simplify reporting obligations for commodities and products from countries with low or negligible risk of deforestation.

Proposal

The Commission assigns for all countries with low or negligible risk of deforestation a country specific reference number that operators can use for products originating from that country.

Rationale

DAFC strongly support the objective of the EUDR. The regulation, however, requires detailed reporting and segregation of flows in supply chains, even when the origin of the commodities and products are countries where the risk of deforestation is low or negligible. This leads to costs and heavy administrative burdens from requirements that do not contribute to the objective of halting global deforestation and forest degradation.

The EUDR requires millions of European primary producers – forest owners, cattle- and dairy farmers and soy growers to register in TRACES and upload due diligence statements before placing their commodities/products on the market. Downstream operators and traders need to collect and make reference to these numbers. The associated administrative burden will be immense and lack any proportionality.

A special case is the European cattle sector where the supply chain involves both farmers being “operators” (having to carry out due diligence and upload statements) and farmers being “traders” (not having to carry out due diligence – but from which information must be collected by operators/traders further downstream) leading to complex registration requirements that cannot have been the intention from the legislators. Some of the farmers are very small entities which will be challenged by living up to the reporting obligations.

By assigning a country specific reference number to replace individual due diligence and Globalization for commodities and products from countries with low or negligible risk of deforestation, the administrative burden and associated costs can be greatly reduced without weakening the effectiveness of the regulation in combatting global deforestation and forest degradation.