Training Webinar 5: Supporting policies for bioeconomy - focus on biochemicals

Berien Elbersen Training Material based on Task 4.2



Overview

- 1. Overview of bio-based economy (BBE) and policy instruments
- 2. EU policy instruments supporting biochemical sector and link to national and regional policy implementation
- 3. Barriers and opportunities related to policy development and implementation
- 4. Good policy examples
- 5. Conclusions and recommendations

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Policy instruments for the bioeconomy

- The <u>bioeconomy</u> is defined as the production of renewable biological resources and their conversion into food, feed, bio-based products and bioenergy. It includes agriculture, forestry, fisheries, food, and pulp and paper production, as well as parts of chemical, biotechnological and energy industries (Bioeconomy strategy, EC, 2012).
- 5 objectives of the revision of the Bioeconomy Strategy (EC, 2018)
 - 1. Ensuring food security
 - 2. Managing natural resources sustainably
 - 3. Reducing dependence on non-renewable resources
 - 4. Mitigating and adapting to climate change
 - 5. Creating jobs and maintaining European competitiveness.
- To understand how policies can regulate the development of a bioeconomy in a direction that is environmentally and economically sustainable, a bioeconomy system overview is required.

Bio-economy system overview



Policies in the bio-economy system: chain

Supply chain	Regulations	Economic instruments	Other 'soft instruments'
Biomass supply	 Waste regulations (waste management, waste separation, classification, landfill restrictions, recycling rules, end-of-waste criteria, waste hierarchy). Forest regulation: sustainable forestry rules Ecological zoning & restrictions (in relation to EU Natura2000 & Habitat Directive) in forests or to grow crops Food safety rules 	 Support of sustainable forestry management Rural development support, e.g. for on-farm bioenergy, or energy crop premium (in relation to EU-CAP); Support for establishment of forest roads Waste fees, return fees e.g. bottles RDP measure supporting agroforestry RDP measure for afforestation 	 Voluntary standards (FSC, PEFC) Forest harvesting guidelines Product labels at farm level (e.g. organic farming) Capacity building on good agricultural practices and specific farming techniques Guidelines and advisory support for avoiding waste, waste recycling, reuse (e.g. plastic bottles) Low ILUC certification

Policies in the bio-economy system: chain

Supply chain	Regulations	Economic instruments	Other 'soft instruments'
Logistics	Phytosanitary requirements	Support of infrastructure development such as forest roads, biomass hubs or yards	Setting up collection systems (separated streams) Creating standards for commodities
Conversion	Renewable energy mandates CHP mandates Requirement of Best Available Technologies (BAT) Zoning rules (industry park,) Product norms & fuel standards Requirements/restrictions for the use of co-products & residues (e.g. for compost/digestate)	Subsidies / loans for conversion installations Producer tax incentives Taxes for fossil fuels in energy production Tradable certificates for biofuel/bioenergy producers Emission Trading Scheme CO2 tax R&D support for process development, dome and scale up installations	Guidelines how to use standards SMART specialisation clusters/platforms

Policies in the bio-economy system: chain

Supply chain	Regulations	Economic instruments	Other 'soft instruments'
Distribution	Substitution mandates (quota) for fuel	Feed-in tariffs / feed-in premiums	Labelling / certificates of origin
	& energy distributors	Support for grid development (e.g.	D.O.P. certificates
	Grid connection requirements	district heating)	
	(electricity, natural gas grid, district	Subsidies to develop alternative fuel	
	heating)	infrastructure	
	Obligations to develop alternative fuel infrastructure	Trade import tariffs	
End use/markets	Obligations for renewable energy in	Promotion of clean and energy	Green procurement (private)
	buildings	efficient vehicles	
	Green public procurement	Taxation - tax differential for (energy)	
		products according to renewable and/or CO2 advantage	
		User incentives (tax incentives biofuel	
		vehicles, free parking, exemption of	
		congestion charge / road tax,)	

Bio-economy system overview



Policies in the bio-economy system: chain environment

Supply chain	Regulations	Economic instruments	Other 'soft instruments'
Enabling environment	Requirements for good agricultural practices, GAEC and Greening Regulation on organic production	Direct payments and Cross Compliance RDP agrienvironment and climate measures RDP measures supporting organic farming practices Research programmes/Support to R&D for sustainable innovations	RED I and II targets Bioeconomy action plans & roadmaps Environmental action plans Circular economy action plans and road maps Innovation action plans
Food environment	Food quality requirements Food safety requirements	Research programmes/Support to R&D for sustainable food production	Public private partnershipsVoluntary standardsProduct labelsClustering, coorperation, networking facilitation
Industrial environment	Product quality requirements Product safety requirements Rules for fair competition	Research programmes/Support to R&D for innovations in industries	Voluntary standards Product labels Clustering & coorperation, networking facilitation

Policies in the bio-economy system: chain environment

Supply chain	Regulations	Economic instruments	Other 'soft instruments'
Business services		Soft loans	Information sharing
		Supportknowledge/adviceinadaptationprocessestowardsmorebio-based,circular,climateand/orenergyefficiencyinbusinesses/buildings/industialproductionprocesses	
Consumer preferences & behaviour	Public procurements rules	Taxation - tax differential for energy products according to renewable and/or CO2 advantage (e.g. wind mills, PV, electric cars etc.) User incentives (tax incentives biofuel vehicles, free parking, exemption of congestion charge / road tax,)	Private/public procurement Information sharing

Bio-economy system overview



Policies in the bio-economy system: wider environmental and socio-economic environment

Supply chain	Regulations	Economic instruments	Other 'soft instruments'
Environmental	Emission legislation		Climate agreements
drivers	Habitat and Birds Directives		Sustainable Development goals
	Nitrate Directive		
	Sewage sludge Directive		
	Water Framework Directive		
Socio-economic		Import tax	Sustainable Development goals
drivers		Employment stimulation schemes	Innovation action plans
		European Development Fund	Public private partnerships



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EU bio-economy policy strategies & action pla

- EU White Paper (1993): the need for non-physical, knowledge-based investments, and the role of biotechnology in innovation and growth
- Lisbon Agenda in 2000: called for 'global leadership in the knowledge-based economy to secure competitiveness and economic growth' and life sciences and biotechnology were seen as most promising to reach these objectives.
- Bioeconomy Action plans (2012): main actions in bioeconomy sectors: 1) investments in research, innovation and skills; 2) reinforced policy interaction and stakeholder engagement; and 3) enhancement of markets and competitiveness
- **7th environment action plan** (EC 2013) & **Circular Economy Package** (EC, 2015): 'In 2050, we live well, within the planet's ecological limits. Our prosperity and healthy environment stem from an innovative, circular economy where nothing is wasted and where natural resources are managed sustainably, and biodiversity is protected, valued and restored in ways that enhance our society's resilience. Our low-carbon growth has long been decoupled from resource use, setting the pace for a safe and sustainable global society'

EU bio-economy policy strategies & action pla

- 2018 update of the Bioeconomy Strategy: maximise its contribution towards the Paris Agreement & the 2030 Agenda and the Sustainable Development Goals (SDGs).
 - Recommended to Member States (MSs) to develop own bioeconomy strategies
 - Encouraged At regional level the elaboration of research and innovation strategies for SMART specialisation
- Green Deal (GD) (December 2019): providing the key ambitions en instruments to reach in fields of climate neutrality, circular economy, increased economic growth and strong research and innovation leadership by European institutions and industries in these fields. All EU actions and policies will have to contribute to the European Green Deal objectives.
- Circular Economy Action Plan (COM(2020) 98 Final): further then GD ambitions transition to further circularity as an instrument to reach climate-neutrality.
 - ▶ 50% of GHG emission come from resource extraction and processing
 - introduces legislative and non-legislative measures and targets areas where action at the EU level brings added value mostly through existing sectorial policies.
 - to reduce the EU's consumption footprint and double the EU's circular material use rate in the coming decade, while boosting economic growth through measures for products, on design, for consumers and public buyers.

Sectorial EU policies -national & regional actions I

Торіс	Main EU policy	Description	Type of actions required at national/regional
Climate & Energy	instruments2003EuropeanUnion (EU)EnergyTax DirectiveNewRenewableEnergyDirective(RED II)	National emission reduction targets for 2030 for all MSs, from 0% to -40% from 2005 levels (and reductions between 20%-0% for 2020, except for Croatia & Bulgaria). These targets concern emissions from most sectors NOT included in the EU Emissions Trading System (EU ETS), such as transport, buildings, agriculture and waste. New binding renewable energy target for the EU for 2030 of at least 32%, with a clause for a possible upwards revision by 2023.	 MS are responsible for national policies and measures to limit emissions MSs had to submit National Energy and Climate plans NECPs 2021-2030 to EC (31 December 2018). Member States were then required to submit their final NECPs (31 December 2019). MS also need to submit 2-year progress report MSs are also required to submit national long term strategies looking forward to 2050 (January 2020).
	Effort sharing Regulation (2018)	One of the first instruments that resulted was the the 2003 European Union (EU) Energy Tax Directive.	MSs are required to set minimum rates for the taxation of energy products.
	Emission Trading System (ETS)	EU emission trading system (ETS) set a cap on GHG emissions from large-scale facilities in the power and industry sectors and the aviation sector. Companies receive or buy emission allowances which they can also trade. Emission caps become smaller every new phase	This is entirely organised at EU level, without putting any requirements of MSs.

Sectorial EU policies -national & regional actions I

Торіс	Main EU policy instruments	Description	Type of actions required at national/regional level
Waste	Packaging Directive Waste Framework Directive (2008/98/EC), Landfill Directive (1999/31/EC)	Since 2012 there are three main principles guiding waste management in the EU which is the waste hierarchy and the Polluters Pay principle and the extended producer responsibility.	 MS are responsible for national policies and measures to apply the requirements of the directives. MSs also need to verify compliance with targets set regarding the re-use, recycling and recovery of waste. 3-year reporting on waste management incl. information on how they manage hazardous waste, how they collect and treat waste oils, and how they collect and treat biowaste.
	Sewage sludge Directive	Specifies how sludge must be treated, under what requirements it can be used as fertiliser on agricultural land and what reporting and monitoring obligations are regarding production and use of sewage sludge.	 Need to do 3-year reporting on waste management incl. on sludge management

Sectorial EU policies -national & regional actions III

Торіс	Main EU policy	Description	Type of actions required at national/regional
	instruments		level
Industry, bio- chemicals & materials	REACH, EU 2006 Integrated Pollution Prevention and Control (IPPC) Directive (96/61/EC) Directive on industrial emissions 2010/75/EU (IED)	Only for the Bio-based chemicals and materials specific EU legislation to comply with regulatory framework for the management of chemicals applies. A more general IPPC framework applies to industrial activities with a high pollution potential. Issuing permits for existing and new installations to prove that requirements are followed to ensure the protection of soil and groundwater and set emission limits for pollutants.	No MSs requirements. The European Chemicals Agency manages this integrated system for the registration, evaluation, authorisation and restriction of chemicals. The Directive on industrial emissions entered into force in January 2011 and was to be transposed into national legislation by Member States by January 2013.

Sectorial EU policies -national & regional actions IV

Торіс	Main EU policy instruments	Description	Type of actions required at national/regional level
Research	SMART	SMART specialisation encourages and	• No obligation to EU countries and regions exist but
and	Specialisation –	facilitated the setting up of Technology	involvement is logical in setting up SMART
innovation	regional policies	and Innovation clusters at regional level	technology and innovation clusters.
	EU research and	Research, development and innovation	• As to other research and innovation countries and
	development	in the BBE is facilitated through several	regions are challenged to involve as much as
	framework	EU wide programmes: Horizon 2020,	possible local companies, research institutions to
	programmes (e.g.	the European Structural Funds and the	participate in H2020 & BBI research and innovation.
	FP7, H2020)	European Fund for Strategic Investment	This requires streamlining national and EU research
	BBI-JU	EU encourages strongly the Public	and innovation strategies and funding (co-financing
	Furopean Structural	Private Partnership constructions. The	from national funds) and information and
	and Investment	BBI is an example particularly focussed	communication activities.
	Funds (ESIF) which	on BBE in which EC and companies	• For the spending from regional and structural funds
	consist of five main	participate and finance research and	every MSs has to specify its own spending targets in
	funds	Innovation.	plans and adopt and translate these in national actions and legal framework.

EU policy in development in near future Green Deal (GD) (December 2019) Circular Economy strategy (March 2020)

Relevant elements of Green Deal for biochemical sectors

- More ambitious EU strategy on climate change mitigation:
 - Climate Law: 2050 climate neutrality is anchored in legislation also at national level
 - Adjustment in the Emission Trading System
 - Adjustment in Regulation on land use, land use change and forestry (LULUCF)
 - Carbon pricing instrument introduced throughout the economy, incl. a carbon border adjustment mechanism, to reduce 'carbon leakage' risk
- Higher ambitions for clean energy:
 - ▶ In line with REDII Renewable energy targets of at least 32% by 2030
 - National Climate Plans (NCPs), submitted in 2019, reviewed. If ambitions too low adaptation is required in re-submitted 2023 NCPs

Relevant elements of Circular Economy Action plan for biochemical sectors I

- Details of action beyond GD are worked out in Circular Economy Action plan ('For a Cleaner and more competitive Europe')
- Mobilising industry for a clean and circular economy:
 - Decarbonize and modernise energy intensive sectors (e.g. steel, chemicals, cement industries)
 - ► A High Level Group of Energy Intensive Industries made recommendations
 - Finances from EU Emissions Trading System Innovation Fund which will help to deploy large-scale innovative projects
 - Follow-up on 2018 Plastics Strategy
 - tackle intentionally added micro plastics and unintentional releases of plastics (e.g. from textiles and tyres)
 - provide a regulatory framework for biodegradable and bio-based plastics, and it will implement measures on single use plastics.
 - Sustainable package legislation on the way: all packaging in the EU market is reusable or recyclable by 2030.
 - Important Projects of Common European Interest: new forms of collaboration with industry and investments in strategic value chains for example through large-scale pooling of resources

Relevant elements of Circular Economy Action plan for biochemical sectors II

- A sustainable product policy legislative initiative (widened Ecodesign Directive):
 - improving product durability, reusability, upgradability and reparability,
 - addressing hazardous chemicals in products, and increasing their energy and resource efficiency;
 - increasing recycled content in products, while ensuring their performance and safety;
 - enabling remanufacturing and high-quality recycling;
 - reducing carbon and environmental footprints;
 - restricting single-use and countering premature obsolescence;
 - introducing a ban on the destruction of unsold durable goods;
 - incentivising product-as-a-service or other models where producers keep the ownership of the product or the responsibility for its performance throughout its lifecycle;
 - rewarding products based on their different sustainability performance, including by linking high performance levels to incentives.

Measures to avoid false green washing through introduction of standard methodologies to assess products impacts on environment, digitalisation and information access on sustainable and circular characteristics of products

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Main barriers hampering BBE development

- Absence of bioeconomy strategy
- Lack of transparency and policy coherence
- Fragmentation of policy instruments
- Timeframe of policy is uncertain: Long term vision and policy continuity are needed to build up investor confidence and to catalyse investment.
- Biomass availability: The sustainable mobilisation of sufficient and good quality biomass is essential to build the bio-based economy. Obstacles are among others low cooperation of farmers and foresters, absence of wholeyear availability of the biomass (seasonallity), uncertain provenance, challenging logistics, low quality and sustainability.
- Need for research and innovation that are required to design a bioeconomy that fits to the regional potentials
- Vague goals and no operationalisation in policies
- Public awareness and stakeholder acceptance, and lack of demand-side policy.

General opportunities for the BBE development

- Mobilisation of biomass: create a good understanding of the unutilized biomass potential in agriculture, forestry and industry.
- Commodities from biomass have to be created. They have the advantage of being fully tradable, of stable quality, complying with storage facilities, with shipping and conversion processes. As a result, contracting is easier, markets open faster and more options to finance become available.

Opportunities for the BBE policy developme

- Established governance mechanisms support supply and demand side policy instruments, create policies for innovation, align principles of different policies, prioritise thematic areas or values chains/cycles, take decisions on investments.
- General support on behalf of existing policy framework Provides a stable regulatory framework while remaining neutral concerning choices of technologies and promoting competition both with existing technologies and other sectors. A supportive policy framework is also able to bring bio-based economy closer to society.
- Follow the EU's bioeconomy and circularity strategies as much as possible as they already build on established policy frameworks and give solid guidance taking account of policy integration needs.
- The goals of the bioeconomy strategy can be achieved only by tackling existing policy fragmentation, engaging the civil society to a greater extent and putting in place the national and regional strategies.
- Good collaboration networks and tradition help: Close cooperation and adaptation of the new research outcomes, new innovative business opportunities, in (existing) BBE networks and platforms such as the BBE-JU, BIC, BioEast (in CEEC).

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4. Good policy examples

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2 good policy examples

Title	Country/ region	Sector	Purpose of the instrument with regard to the biomass value chain	Other policies described in same fact sheet
Bioeconomy	Italy -	Agriculture,	Enabling environment:	
Technological Platform Piemonte (Smart Specialisation Strategy)	Piemonte	Industry (chemistry), R&D	Fostering industry - research collaboration particularly in bio- materials and chemicals	There are many smart specialisation cluster initiatives in EU such as the other example presented as good
Cluster Initiative Bavaria	Germany - Bavaria	Industries, R&D	Enabling environment: Fostering research collaboration	example policy in Bavaria, Bio- based Delta in the Netherlands, BioVale in the UK, IAR in France.

Policy integration of 2 good policy examples

- SMART Specialisation regional policies: Smart specialization promotes regional economic transformation particularly in innovation and investment through innovative activities in selected domains, which often overlap with the domains covered by the BBE.
- EU research and development framework programmes (e.g. FP7, BBI, H2020)
- For Bavaria cluster (2006): EU SMART specialisation framework has been helpful to get better access to EU funds.
- For Piemonte (2018): direct follow-up of the EU SMART specialisation policy and facilitation of funding sources. This Technological Platform is funded through European Regional Development Fund (ERDF) and supports the implementation of the Regional Smart Specialisation Strategy

Impact and evaluation of 2 good policy examples

Cluster Initiative Bavaria	 Since 2006 the government has invested 63 million euro in the cluster initiative. Furthermore, more than 248 million euro federal funds were acquired and this was added with over 39 million euro of EU funding. By April 2017, over 10,000 events were organized, in which 562,000 participants took part. 1,500 projects were initiated and 9,900 participants collaborated in these projects. The clusters have proven to be effective in national cluster competitions and have received Bronze, Silver or Gold Label of the European Cluster Excellence initiative.
Bioeconomy Technological Platform (Smart Specialisation Strategy) Piemonte	 The impact between 2018 and spring 2019 is : 9 projects approved (out of 11 submitted) 2/3 of approved projects (6 out of 9) focused on Circular Economy 46,6m€ total value of approved CE projects (out of 66m€) 20,2m€ ERDF contribution granted to CE projects (out of 29,2 m€) 112 partners involved in approved CE projects: 87 companies (both large, leading companies and SMEs), 33 Research Organizations

What makes these 2 good policy examples?

Cluster Initiative	It has already been proven in the Bavarian case how effective it has been in boosting
Davaria	projects in innovation and knowledge development.
	The high quality of the clusters set-up in Bavaria was confirmed by the several
	received Bronze, Silver or Gold Label of the European Cluster Excellence initiative.
	The instrument also supports the marketing and branding of a region, therefore
	This instrument plays an important role to drive regions to more mature bio-based
	development stages, create additional income and employment opportunities in
	innovate sectors of the bioeconomy.
Bioeconomy	This instrument is a good policy example because the new explorative
Technological Platform	collaboration projects between research and industry may result in new
(Smart Specialisation	products and technologies that can be sold on the bio-based market.
Strategy) Piemonte	The technology platforms are the arena where experimentation for new
	products and technologies take place, resulting in improved level of
	technological readiness.
	The platforms are the motors to bioeconomy development and play a major
	role in improving regional competitiveness and creating new jobs.

Barriers encountered in 2 good policy examples?

- Combining funds from ERDF, due to different rules and procedures, with EAFRD (that would have been useful in order to involve farmers) proved very difficult.
- Different State Aids rules applicable to industrial and agricultural activities make it almost impossible to fund a complete regional value chain with a single fund.
- The private funds were difficult to secure too, particularly during the initial stage as the cross sector transfers, respective methods and products were not yet developed.
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- Challenge to engage farmers and forestry sector as well as SMEs in the R&D projects
- Lack of training which was particularly an issue among stakeholders from the agricultural and forestry sectors and from SMEs in R&D which do not have the operational, financial, technical and planning capacity to carry-on projects with a mid/long-term vision.

Opportunities for good policy examples

- Presence of an EU regulation or stimulation framework: SMART specialization, financing from ERDFs, EADRD,
- Political interest in bio-based development and reaching sustainability goals and/or new business opportunities, which can often be translated in several national and regional strategies
- Research programs available: EU: H2020, BBI research & innovation support and national & regional research programs

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Conclusions

- The European policies that are mentioned to contribute to bioeconomy development at regional level are especially rural development policies, climate and energy policies, cohesion policies, in particular SMART specialisation policy, waste management policies and specific bioeconomy policies.
- regions that are in the early stage (low to medium maturity) of bioeconomy development, we observe policy instruments that are often oriented to renewable energy and energy production from biomass and recycled waste.
- Regions that are in medium to high maturity stage of bioeconomy development have often surmounted the stage of renewable energy production and are focussing on biobased products of higher value like bio-based chemicals, bio-based materials.
- A whole range of policy instruments that can be applied in all stages of maturity such as instruments to mobilize and regulate biomass, instruments for waste management, regulation and support instruments to safeguard the environment and prevent environmental impact, financing instruments for pilots, loans to help companies to finance bio-based investments, funding for research and research agenda, strategy for further bioeconomy and circular economy development and instruments for monitoring progress of bioeconomy and circularity

Conclusions

- SMART specialisation platforms are good examples in terms of number of clusters and research and innovation actions realised, amount of money spent, but also in rewards received. The latter was seen for the Bavarian Cluster initiative that received numerous rewards of Bronze, Silver or Gold Labels of the European Cluster Excellence initiative
- In SMART specialisation clusters collaboration challenges occur particularly in the first phase of the development
- Lack of training and knowledge among the crucial stakeholders is barrier
- Market barriers were also hampering some policies for reasons as complications with securing private funds during the initial stage of innovation development, commercialization of new bio-based products is a slow process which requires secure policy and financing conditions to minimize the investment risk, highly innovative products or components require long and consistent efforts for training, education and knowledge transfer to entrepreneurs prior to commercialization.
- In the bioenergy policies strong competition between bioenergy and fossil-based alternatives was a barrier, but not the only and main barrier overall.

Recommendations

- Regions that have the ambition to transform their economy to a more biobased and circular economy need to develop regional strategies and road maps
- How? See D4.2 (Recommendations in chapter 7):

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Thank you for your attention!

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