Contribution ID: fc1d7565-2ccb-42c4-baa7-6bdfde8f31b1

Date: 03/08/2022 16:42:27

Open public consultation on the evaluation of the Environmental Liability Directive (Directive 2004/35/CE)

Fields	marked	with	* are	mandator	۷.
--------	--------	------	-------	----------	----

Introduction

The Environmental Liability Directive (<u>ELD</u>) established a framework of environmental liability based on the 'polluter pays' principle, to prevent and remedy damage to land, water (surface, ground, transitional, coastal and marine waters), and biodiversity (species and natural habitats protected by the <u>Birds</u> and <u>Habitats</u> Directives).

Making operators financially liable for preventing and remedying environmental damage is intended to induce them to develop practices that minimise the risk that their activities will cause such damage.

In 2016, the European Commission published the <u>first evaluation</u> of the ELD. The Commission is now carrying out the second such evaluation. <u>The evaluation</u> will examine the effectiveness, efficiency, relevance, coherence and EU added-value of the ELD.

It will consider the extent to which the Commission's and Member States' actions have improved the implementation and enforcement of the ELD, particularly since the Commission's first evaluation in April 2016.

The evaluation will also take into account recommendations to the Commission by the European Parliament in its <u>Resolution</u> of 20 May 2021 on the liability of companies for environmental damage, and the Court of Auditors' special <u>report</u> of 5 July 2021 on the polluter pays principle.

This public consultation represents an important means of collecting stakeholders' views and practical experience.

The evaluation will also be based on reports that Member States will submit to the Commission on implementation of the ELD (due by 30 April 2022).

The questionnaire is structured as follows:

- Introductory questions on the respondent
- Part I General questions
- Part II Technical questions

Part I contains questions of a more general nature, whereas Part II seeks to gather information on the experience of stakeholders with more expert knowledge of the ELD and its implementation.

You are encouraged to reply to the full questionnaire but should you so wish, after responding only to Part I you can go directly to the end of questionnaire and submit your contribution.

At the end of this questionnaire, you will have the possibility to add further comments or suggestions on the Environmental Liability Directive and to upload a document, such as a position paper, should you so wish.

About you

Bulgarian

Croatian

Czech

*Language of my contribution

D	Panish Panish
D	Outch
E	inglish
© E	stonian
© F	innish
© F	rench
© G	German
© G	Greek
H	lungarian
Ir	rish
[◎] It	alian
_	atvian
© L	ithuanian
V	Maltese
P	Polish
P	ortuguese
R	Romanian
S	Slovak
S	Slovenian
S	panish
S	Swedish

*I am giving my contribution as
Academic/research institution
Business association
Company/business organisation
Consumer organisation
EU citizen
Environmental organisation
Non-EU citizen
Non-governmental organisation (NGO)
Public authority
Trade union
Other
* Election and
* First name
Charles
*Surname
Low
*Email (this won't be published)
charles.low@ferma.eu
Role of respondent
*Organisation name
255 character(s) maximum
Federation of European Risk Management Associations (FERMA)
*Organisation size
Micro (1 to 9 employees)
Small (10 to 49 employees)
Medium (50 to 249 employees)
Large (250 or more)

Transparency register number

255 character(s) maximum

Check if your organisation is on the <u>transparency register</u>. It's a voluntary database for organisations seeking to influence EU decision-making.

018778010447-60			

- *Number of years of experience related to issues concerning damage to land, water and biodiversity:
 - Less than 2 years
 - 2-5 years
 - More than 5 years
 - Not applicable
- *Country of origin

PIE	ease add your country of orig	gin, (or that of your organisation	on.		
	Afghanistan		Djibouti		Libya	Saint Martin
	Åland Islands		Dominica		Liechtenstein	Saint Pierre and
						Miquelon
	Albania		Dominican		Lithuania	Saint Vincent
			Republic			and the
						Grenadines
	Algeria		Ecuador		Luxembourg	Samoa
	American Samoa		Egypt		Macau	San Marino
	Andorra		El Salvador		Madagascar	São Tomé and
						Príncipe
	Angola		Equatorial Guinea	a	Malawi	Saudi Arabia
	Anguilla		Eritrea		Malaysia	Senegal
	Antarctica		Estonia		Maldives	Serbia
	Antigua and		Eswatini		Mali	Seychelles
	Barbuda					
	Argentina		Ethiopia		Malta	Sierra Leone
	Armenia		Falkland Islands		Marshall Islands	Singapore
	Aruba		Faroe Islands		Martinique	Sint Maarten
	Australia		Fiji		Mauritania	Slovakia
	Austria		Finland		Mauritius	Slovenia
	Azerbaijan		France		Mayotte	Solomon Islands

0	Bahamas		French Guiana	0	Mexico	0	Somalia
	Bahrain		French Polynesia	0	Micronesia		South Africa
	Bangladesh		French Southern	0	Moldova	0	South Georgia
			and Antarctic				and the South
			Lands				Sandwich
							Islands
	Barbados		Gabon	0	Monaco		South Korea
	Belarus		Georgia	0	Mongolia		South Sudan
0	Belgium		Germany		Montenegro		Spain
	Belize		Ghana	0	Montserrat		Sri Lanka
0	Benin		Gibraltar	0	Morocco		Sudan
	Bermuda		Greece	0	Mozambique	0	Suriname
	Bhutan		Greenland		Myanmar/Burma		Svalbard and
							Jan Mayen
	Bolivia		Grenada	0	Namibia	0	Sweden
	Bonaire Saint		Guadeloupe	0	Nauru	0	Switzerland
	Eustatius and						
	Saba						
	Bosnia and		Guam	0	Nepal	0	Syria
	Herzegovina						
	Botswana		Guatemala	0	Netherlands		Taiwan
	Bouvet Island		Guernsey	0	New Caledonia		Tajikistan
	Brazil		Guinea	0	New Zealand		Tanzania
0	British Indian		Guinea-Bissau	0	Nicaragua	0	Thailand
	Ocean Territory						
	British Virgin		Guyana		Niger		The Gambia
	Islands						
	Brunei		Haiti		Nigeria		Timor-Leste
	Bulgaria		Heard Island and		Niue		Togo
			McDonald Islands	3			
0	Burkina Faso		Honduras	0	Norfolk Island		Tokelau
	Burundi		Hong Kong	0	Northern	0	Tonga
				_	Mariana Islands	_	
0	Cambodia	0	Hungary		North Korea		Trinidad and
							Tobago

	Cameroon		Iceland		North Macedonia		Tunisia
	Canada		India		Norway		Turkey
	Cape Verde		Indonesia		Oman	0	Turkmenistan
	Cayman Islands		Iran		Pakistan	0	Turks and
							Caicos Islands
	Central African		Iraq		Palau		Tuvalu
	Republic						
	Chad		Ireland		Palestine		Uganda
	Chile		Isle of Man		Panama		Ukraine
	China		Israel		Papua New		United Arab
					Guinea		Emirates
	Christmas Island		Italy		Paraguay		United Kingdom
	Clipperton		Jamaica		Peru		United States
	Cocos (Keeling)		Japan		Philippines		United States
	Islands						Minor Outlying
							Islands
	Colombia		Jersey		Pitcairn Islands		Uruguay
	Comoros		Jordan		Poland		US Virgin Islands
	Congo		Kazakhstan		Portugal		Uzbekistan
	Cook Islands		Kenya		Puerto Rico		Vanuatu
	Costa Rica		Kiribati		Qatar	0	Vatican City
	Côte d'Ivoire		Kosovo		Réunion	0	Venezuela
	Croatia		Kuwait		Romania	0	Vietnam
	Cuba		Kyrgyzstan		Russia	0	Wallis and
							Futuna
	Curaçao		Laos		Rwanda		Western Sahara
	Cyprus		Latvia		Saint Barthélemy		Yemen
	Czechia		Lebanon		Saint Helena		Zambia
					Ascension and		
					Tristan da Cunha		
	Democratic		Lesotho		Saint Kitts and		Zimbabwe
	Republic of the				Nevis		
	Congo						
0	Denmark	0	Liberia	0	Saint Lucia		

The Commission will publish all contributions to this public consultation. You can choose whether you would prefer to have your details published or to remain anonymous when your contribution is published. Fo r the purpose of transparency, the type of respondent (for example, 'business association, 'consumer association', 'EU citizen') country of origin, organisation name and size, and its transparency register number, are always published. Your e-mail address will never be published. Opt in to select the privacy option that best suits you. Privacy options default based on the type of respondent selected

*Contribution publication privacy settings

The Commission will publish the responses to this public consultation. You can choose whether you would like your details to be made public or to remain anonymous.

Anonymous

Only organisation details are published: The type of respondent that you responded to this consultation as, the name of the organisation on whose behalf you reply as well as its transparency number, its size, its country of origin and your contribution will be published as received. Your name will not be published. Please do not include any personal data in the contribution itself if you want to remain anonymous.

Public

Organisation details and respondent details are published: The type of respondent that you responded to this consultation as, the name of the organisation on whose behalf you reply as well as its transparency number, its size, its country of origin and your contribution will be published. Your name will also be published.

I agree with the personal data protection provisions

More information about you

I am giving my contribution

- On behalf of an operator (company or other) subject to the ELD
- On behalf of an organisation in the re/insurance industry
- On behalf of a provider of other financial security
- On behalf of an academic/research institution
- On behalf of a trade organisation
- On behalf of a non-governmental organisation (NGO)
- On behalf of a competent authority involved in the implementation of the ELD
- On behalf of another governmental authority
- As an EU citizen

Part I General Questions	
The purpose of the ELD is to establis principle, to prevent and remedy env	sh a framework of environmental liability based on the 'polluter-pays' vironmental damage.
principle in environmental po- caused by economic activitie application so that operators environmental damage caus	e is enshrined in the EU Treaties and is a fundamental plicy to protect the public from paying for pollution es. The ELD aims to bring the principle into practical a pay the costs of remediating and preventing further sed by their activities. Do you agree that it is necessary on to implement the polluter pays principle?
major principles enshrined in economic operators to take a imminent threat and to reme that it is necessary to have le	In the EU Treaties. The ELD in its current form requires action to prevent environmental damage in case of an edy the damage when prevention fails. Do you agree egislation that requires companies to prevent and, d, remedy the environmental damage?
3. Have the following expect assisted in the following?	ted benefits of the ELD occurred? That is, has the ELD

	Strongly agree	Agree	Neutral	Disagree	Strongly disagree	know/ No opinion
* Preventing and remediating damage to biodiversity in the EU.	0	0	0	0	0	•
* Preventing and remediating damage to land in the EU.	0	0	0	0	0	•
* Preventing and remediating damage to surface, ground, transitional and coastal waters in the EU.	•	0	•	•	•	•
* Preventing and remediating damage to marine waters in the EU.	0	0	0	0	0	•
* Application of the 'polluter pays' principle, with costs of preventing and remediating environmental damage paid by liable operators instead of the public.	•	0	©	•	©	•
* Ensuring that liable operators carry out preventive and remedial measures (including primary, complementary and compensatory remediation) as applicable.	©	©	©	•	©	•
* Raising awareness of environmental issues.	0	0	0	•	0	0
* Preventing contamination of further sites.	0	0	0	0	0	•
* Encouraging the availability to operators of financial security instruments at an affordable cost.	0	©	0	•	©	0
* Allowing interested persons to request competent authorities to take action in case of environmental damage occurrences.	•	0	0	•	©	•
* Allowing interested persons to request competent authorities to take action in case of imminent threat of environmental damage occurrences.	0	0	•	0	•	•

*4. Do you consider that the absence of mandatory financial security for ELD liabilities at EU level has limited the effectiveness of the ELD? O Yes.
No.
I do not know/ No opinion.
*5. Are there any factors that you consider have meant that the ELD has not worked
as well as intended (prevented it from fully meeting its objectives and/or led to
unintended negative consequences)?
Yes.
No.
I do not know/ No opinion.
If you wish, please explain your answer.
1000 character(s) maximum
Based on FERMA's discussions with its Members on the ELD, we would like to highlight the three following problems, according to the professional risk management community: 1) There is a lack of awareness and therefore room for improvement in awareness-raising. We found that among SMEs in most markets, and even larger companies in certain markets, there is an overall lack of awareness of ELD. 2) Related to that lack of awareness, we have also received feedback from our Members that essentially says it's too soon to make any meaningful conclusions/evaluation of the ELD because it is still - relatively - recent history and there is a lack of data/awareness. 3) We have also heard from our Members that there are indeed differences in approach to ELD cross-border. This has prevented for example companies finding insurance coverage cross-border.
*6. Are you aware of the public participation mechanism of the ELD that allows interested persons to request competent authorities to take action in case of an imminent threat of, or actual, environmental damage, and to provide comments and to have access to justice?
Yes, and I haven't used it.
Yes, and I have used it.
No.
If you wish, please explain about your experience.
1000 character(s) maximum
*

- 8. Are you aware of the existence of information on the ELD and registers of ELD occurrences (i.e. occurrences of environmental damage handled under the ELD) at national level?
 - Yes, I am aware and I have accessed such information or registers.
 - Yes, but I have never tried to access either such information or registers.
 - Yes, but I have had difficulty accessing such information or registers.
 - I have never heard of such information or registers.

You have reached the end of the general part of the questionnaire. The following part deals with the more technical aspects of the ELD implementation. You are encouraged to reply to the full questionnaire but should you so wish, you can go directly to the end of questionnaire and submit your contribution.

Part II Technical Questions

9. In your view, have the following factors decreased the effectiveness of the ELD?

The questions concerning the significance criteria refer to the definitions of land, water and biodiversity damage in the ELD in which the ELD applies only if damage reaches or exceeds a specified level.

	Strongly agree	Agree	Neutral	Disagree	Strongly disagree	I do not know/ No opinion
Difficulties in establishing whether an environmental damage occurence meets the significance criteria for land, water and/or biodiversity damage?	•	•	•	•	•	•
Perception of the significance criteria as being high compared to national liability legislation.	0	0	0	0	0	•
Difficulties in deciding whether national ELD legislation, national non-ELD liability legislation, or both apply to an environmental damage occurrence.	0	0	0	•	•	•
Limitation of liability for remediating damage to land to a significant adverse effect on human health.	0	0	0	0	0	•

Insufficient access for interested persons to request action / submit comments on an imminent threat of environmental damage under the public participation mechanism of the ELD in some Member States.	©	©	©	©		•
Lack of awareness about the ELD.	•	0	0	0	0	0
Complexity of the ELD.	0	0	0	0	0	•
Insufficient reporting / lack of publicly accessible records of ELD occurrences / cases.	•	0	0	0	0	0
Absence of EU legislation on environmental inspections (to detect company misconduct).	•	©	0	©	0	•
Impossibility to identify liable operators in some cases.	0	0	0	0	0	•
Insolvency of liable operators in some cases.	0	0	0	0	0	0
Application by competent authorities of environmental permitting legislation, including the Industrial Emissions Directive, instead of the ELD.	0	0	0	0	0	•
The 'permit defence' in the ELD that allows operators not to bear the costs of remediating environmental damage if the damage is caused by activities carried out in compliance with a relevant permit.	•	©	•	©	©	•
The 'state-of-the-art defence' in the ELD that allows operators not to bear the costs of remediating environmental damage if the damage is caused by activities carried out in compliance with scientific and technical knowledge at the time of the occurrence.	©	©	©	©	©	•
Exempting liabilities subject to marine conventions listed in annex IV to the ELD, nuclear conventions listed in annex V to						

the ELD, and environmental			<u> </u>
damage caused by armed			
conflicts, natural disasters,			
activities serving national			
defence, international security			
and preventing natural disasters,			
as well as diffuse pollution.			

- 10. Experience has shown that many occurrences of environmental damage (or an imminent threat of such damage) have been handled under national legislation that implement the ELD in some Member States whilst very few or no environmental damage occurrences have been handled under such legislation in other Member States. In such cases the environmental damage has been prevented or remediated under non-ELD legislation. Do you consider that handling environmental damage occurrences under non-ELD legislation has provided the same, a lower, or a higher level of protection for the environment?'
 - The same level of protection.
 - A lower level of protection.
 - A higher level of protection.
 - I do not know / No opinion.
- 11. Are you aware of any environmental damage occurrences dealt with in a Member State under non-ELD legislation that should have been dealt with under the ELD?
 - Yes.
 - No.
 - I do not know/ No opinion.
- 12. Is the following scope (coverage) of the ELD still appropriate?

The questions concerning annex III of the ELD refer to the list of EU legislation pursuant to which operators carry out so-called 'dangerous activities'. Operators that carry out annex III activities (annex III operators) are subject to strict liability if their activities cause damage to land, water and biodiversity. Operators that carry out non-annex III activities (non-annex III operators) are subject to fault-based liability if their activities cause damage to biodiversity.

				I do not	
	Agree	Neutral	Disagree		

	Strongly agree				Strongly disagree	know/ No opinion
No imposition of liability on non- annex III operators whose activities cause water damage.	0	0	0	0	0	•
No imposition of liability on non- annex III operators whose activities cause land damage.	0	0	0	0	0	•
Imposition of fault-based rather than strict liability on non-annex III operators whose activities cause biodiversity damage.	•	0	•	•	•	•
Limiting strict liability to annex III operators.	0	•	0	0	0	0
Limiting liability to operators rather than any person that causes environmental damage.	0	•	0	0	0	0
Including a defence in some Member States for annex III operators whose activities carried out non-negligently and in full compliance with a permit cause environmental damage.	©	©	©	©	©	•
Including a defence in some Member States for annex III operators whose activities are carried out non-negligently when the state of scientific and technical knowledge at the time of the occurrence could not have discovered that damage would be caused (state-of-the-art defence).	©	©	©	©	©	•
Exempting liabilities subject to marine conventions listed in annex IV to the ELD.	0	0	0	0	0	•
Exempting liabilities subject to nuclear conventions listed in annex V to the ELD.	0	0	0	0	0	•
Scope of activities listed in annex III is adequate.	0	0	0	0	0	•

13. Please provide details if you have any further observations concerning the current scope of the ELD or you are aware of any environmental damage occurrences where you believe the ELD would have offered a suitable response in terms of prevention and/or remediation but could not be applied due to limitations in its current scope. 1000 character(s) maximum
14. In their recent recommendations the European Parliament and the European Court of Auditors pointed to a number of issues related to the ELD (such as considerable variability between Member States with regard to ELD enforcement, lack of a secondary civil liability regime including parent company and chain liability, corporate board liability, and a financial compensation scheme). In your view have these issues hindered the effectiveness of the ELD? Yes. No. I do not know/ No opinion.
If you wish, please give concrete examples to illustrate your answer. 1000 character(s) maximum
The point FERMA wishes to make here is that, while we do agree with the finding contained in the European Parliament's report that insurance take up in some (many) markets is still relatively low and that this is due to a lack of awareness, we are of the strong view that making insurance mandatory is not an appropriate solution. Quite aside from the fact that mandatory insurances do not always appropriately adapt to the specific risk coverage needs of clients, and that they can effectively act as a tax, mandatory insurance in area of environmental protection may disincentivise proper and robust risk management.
15. Has the ELD improved the availability of insurance for ELD liabilities for large and/or multinational companies? Output Yes. No. In part. I do not know/ No opinion.
16. Has the ELD improved the availability of insurance for ELD liabilities for small to medium sized enterprises?Yes.No.

n part.				
I do not know/ No opinion.				
 17. There are significant differences between Merand enforcement of the ELD. In your view, has the been improved by the introduction in some Members may select more than one. Mandatory financial security. Fund to provide money to remediate and predamage when the liable operator has insuffi. National guidance on the ELD. Awareness-raising programmes about the ECOnsultation procedures between ELD and determine if an environmental damage occur. Registers of ELD ocurrences. Other. 	e efficiency er States of event further cient funds f LD. non-ELD co	of the El the follo r environ to do so. mpetent	D france wing? menta	nework You I
18. To what extent have the following actions und 2016 improved the efficiency of the ELD?	ertaken by	the Com	missio	n since
	To a substantial extent	To a limited extent	Not at all	I do now know/ No

	To a substantial extent	To a limited extent	Not at all	I do now know/ No opinion
Issuing guidelines on a common understanding of the term 'environmental damage'.	0	•	0	0
Continuing to develop and encourage training programmes on the ELD.	0	0	0	•
Encouraging compilation and publication of national registers of an imminent threat of, and actual, environmental damage occurrences.	0	0	•	0
Promoting the availability and demand for insurance for ELD liabilities.	0	0	•	0

19. Have	the guidelines o	n a common	understanding	of the term	'environmental
damage'	provided sufficie	nt clarity as r	egards the con	cept in the I	ELD?

\bigcirc	Yes.

[◎] No.

In part.

I do not know/ No opinion.

20. Are the main costs of the ELD justified, overall and for different stakeholder groups, given the benefits achieved by the ELD?

	Costs justified	Costs partially justified	Costs not justified	I do not know/ No opinion
Overall costs for operators and competent authorities	0	0	0	0
Costs for preventing environmental damage by liable operators	0	0	0	0
Costs for remediating environmental damage by liable operators	0	0	0	0
Costs for preventing environmental damage by competent authorities	0	0	0	0
Costs for remediating environmental damage by competent authorities	0	0	0	0
Costs of insurance for ELD liabilities for operators	0	0	0	•
Administrative costs of competent authorities	0	0	0	0
Costs for environmental NGOs and others in case of presenting comments, requests for action and participating in court cases	0	0	0	0

21. To what extent is the ELD internally	consistent and coherent?
--	--------------------------

- Fully.
- To a substantial extent.
- To a limited extent.
- The ELD is not internally consistent and coherent.
- I do not know/ No opinion.

22. The ELD interlinks with numerous EU legal instruments and policies, in particular: Industrial Emissions Directive, Birds Directive, Habitats Directive, Environ mental Crimes Directive, Offshore Safety Directive, Seveso III Directive, Environme nt Impact Assessment Directive, Waste Framework Directive, Water Framework Directive, Marine Strategy Framework, Non-Financial Reporting, Sustainable Corporate Due Diligence Directive (proposal), Taxonomy Regulation, European Green Deal, Zero pollution action plan, EU Biodiversity Strategy for 2030, EU farm

	Major added value	Some added value	Little added value	No added value	I do not know/ No opinion
	©	0	0	0	•
	©	0	0	0	•
ple.	0	0	0	0	•
ase of an onmental	0	0	0	0	•
nce market.	0	0	•	0	0
	0	0	0	0	•
	State le	evel?	No	I do not kn	ow/ No
0	0		0	•	
0	0		0	0	
•	0		0	0	
0	0		0	0	
	Substantial extent	added value all Member exironmental d for preventing mage. ple. erested ase of an enmental have access acce market. compensatory sity damage. eholders been engage of at a Member State left extent Substantial extent extent extent	added value added	added value added value value all Member exironmental added value added value added value added val	added value value added value

to fork strategy, EU soil strategy for 2030, etc. To what extent is the ELD coherent

with these other EU legislation and policies, or relevant international conventions?

23. What is the added value of the ELD compared to what is likely to have been

Fully.

To a substantial extent.

I do not know/ No opinion.

The ELD is not coherent with them.

achieved by Member States in its absence?

To a limited extent.

Trade organisations	•	0	0	©
Others	0	0	0	•

FINAL (ADDITIONAL) FEEDBACK

In case you would like to share anything else in addition to the above questions related to the evaluation of the ELD, please provide details here (optional).

1000 character(s) maximum

FERMA represents by extension corporate insurance buyers through its Membership network of 22 national associations in 21 countries, which is made up of almost 5000 risk professionals. Through our conversations with our Members regarding ELD, specifically the point about insurance we hear the following:

- 1) In general, for large companies there are no real problems with finding insurance coverage. In certain markets (eg Germany) we know that corporates are able to purchase this insurance as part of general liability policy.
- 2) However, for SMEs insurance coverage is a problem, as is the affordability. This is likely to be linked to lack of awareness in this population.
- 3) Cross-border coverage is a problem for MNCs. This could be linked to the known-problem of variability of implementation of ELD in EU MS.
- 4) Instead of mandatory financial security, FERMA is very much in favour of companies using robust Risk Management.

You can also upload a contribution file.

[Please note the maximum file size is 1 MB, however, multiple files may be uploaded.

Only files of the type pdf,txt,doc,docx,odt,rtf are allowed

Contact

ENV-E04@ec.europa.eu