



**ACCOUNTANCY
EUROPE.**

OMNIBUS EXPLAINED: KEY CHANGES TO CBAM PROPOSED BY THE EUROPEAN COMMISSION

Factsheet

FACTS.

**TAX
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INTRODUCTION

Accountancy Europe's has issued three factual analysis of the European Commission's (EC) recent Omnibus proposal focusing on the [Corporate Sustainability Reporting Directive \(CSRD\)](#), [sustainability reporting standards](#), and [Corporate Sustainability Due Diligence Directive \(CSDDD\)](#). These papers aim to give stakeholders an initial overview of the key proposed changes expected to reshape sustainability reporting and due diligence practices across Europe. Read also our [statement](#) on the EC Omnibus sustainability proposal.

This paper will focus on the proposed changes for the Carbon Border Adjustment Mechanism (CBAM).

For more information about the CBAM check out our [2024 CBAM factsheet](#) on our website.

OMNIBUS BACKGROUND

The EC launched the [Omnibus sustainability rules simplification package](#) on 26 February 2025. This is the first step of an ambitious simplification agenda to enhance European economic competitiveness. It aims to reduce administrative and reporting burdens on companies and unlocking businesses' investment potential.

The new simplification agenda set bold targets, including a 25% cut in reporting burdens for companies and 35% for SMEs. The EC expects this effort to boost European companies' competitiveness while maintaining climate and decarbonisation goals of the Green Deal. The Omnibus package proposes amendments to several sustainability laws. These include the CSRD, the CSDDD, the EU Taxonomy for sustainable activities, and the CBAM.

KEY CHANGE

The Omnibus introduces a significant change in the CBAM scope. While the product categories remain the same, it proposes that a mass-based threshold replaces the de-minimis threshold of €150. This new threshold will be designed to still ensure that **99% of embedded emissions on imported goods fall under the CBAM**. The proposed initial threshold is 50 tonnes per importer, per type of imported goods covered by CBAM. According to the EC, this will exclude 90% of importers currently required to purchase CBAM certificates. The EC calculated the mass-based threshold on data obtained during the transition period.

As a mass-based threshold increases the risk for manipulation, the Omnibus also includes rules to monitor and penalise attempts to bypass registration or the purchase of CBAM certificates.

WAY FORWARD

It is important to note that the EC proposals are not final. The EC will submit the proposal to the two co-legislators - the European Parliament (EP) and the Council of the European Union - for their review, input and adoption. These institutions hold the power to amend the currently proposed Omnibus sustainability package.

OMNIBUS PROPOSED AMENDMENTS FOR CBAM

KEY TAKEAWAYS

The Omnibus proposals introduce several important changes to CBAM rules

1. **New mass-based annual threshold:** the €150 customs derived de-minimis per shipment will be replaced with a mass-based annual threshold subject to periodic review. This aligns with the separate review by 2028 of the €150 customs threshold for low value consignments
2. **EC Monitoring:** the EC will monitor the mass-based threshold to ensure that it remains appropriate with the overall objective that at least 99% of embedded emissions are captured
3. **Extended deadline:** registrants will have an extra 3 months to submit the annual CBAM declaration. The deadline will move from 31 May to 31 August. The declaration will still include imports below the mass-based threshold, even if no purchase of CBAM certificates is required in respect of those imports
4. **Carbon cost allowance:** registrants can reduce their CBAM liability based on carbon costs paid in third countries prior to import, not just in the country of origin. If an operator is unable to determine the carbon price paid in a third country, a default carbon price to be published by the EC can be used
5. **Extended deadline to surrender CBAM certificates:** registrants have an extra 3 months to surrender CBAM certificates (deadline will be moved from 31 May to 31 August). Additionally, the deadline for requesting repurchase of excess CBAM certificates will be extended by 5 months (from 30 June to 30 November)
6. **Reduced advance purchase requirement:** the percentage of CBAM certificate that must be purchased in advance each quarter will decrease from 80% to 50% of the embedded emissions
7. **Revised excess certificate calculation:** the limit to repurchase CBAM certificates will change from one-third of the total certificates purchased in a calendar year to 50% of the total CBAM liability for that year
8. **Mandatory registration:** importers will be required to register with the CBAM registry by the end of the quarter in which they expect to exceed the mass-based threshold.
9. **Compliance monitoring:** new arrangements will be introduced to monitor compliance with the mass-based threshold

The table below provides a factual comparison between the main CBAM requirements and the proposed amendments in the Omnibus.

	CBAM	Omnibus proposal
Scope	<p>All imports into the EU of Annex I goods in consignments of €150 and over</p> <p>Annex I goods cover, broadly:</p> <ul style="list-style-type: none"> • iron, steel and aluminium • certain fertilisers • cement • hydrogen • some ‘downstream’ products, such as bridge sections, rails, pipes, screws etc. Complex products are not included • electricity. 	<p>Annex I goods remain unchanged apart from the proposal that non-calcined kaolinic clays are excluded from CBAM as they are not carbon-intensive</p> <p><i>(ref. Omnibus COM(2025)87 Art. 1 para 26 to amend CBAM Annex 1 CN Code 2507 00 80)</i></p> <p>It is proposed that the value-based threshold of €150, aligned with the low value import consignment threshold for customs purposes, be replaced with a mass-based threshold. This is consistent with the proposed 2028 Customs reforms that foresee the withdrawal of the €150 exemption.</p> <p>The EC will monitor the mass-based threshold to ensure that at least 99% of embedded emissions for Annex I goods are captured. The threshold will be amended as required by delegated acts.</p> <p>The mass-based threshold does not apply to imports of hydrogen and electricity.</p> <p><i>(ref. Omnibus COM(2025)87 Art. 1 para (1) to introduce new Article 2 para 3a)</i></p> <p>The initial mass-based threshold proposed is 50 tonnes of net mass.</p> <p><i>(ref. Annexes to Omnibus COM(2025) to introduce new Annex VII)</i></p>

<p>Reporting deadlines</p>	<p>By 31 May of each year, and for the first time in 2027 for the year 2026, each authorised CBAM declarant shall use the CBAM registry to submit a CBAM declaration for the preceding calendar</p>	<p>The omnibus proposal increases the time limit for submitting the CBAM declaration to 31 August, also applying for the first time in 2027 in respect of the 2026 calendar year. This constitutes a 3-month extension.</p> <p><i>(ref. Omnibus COM(2025)87 Art. 1 para (4) to amend Article 6 para 1)</i></p>
<p>Carbon price paid in another country</p>	<p>A registrant can claim a reduction in the number of CBAM certificates to be surrendered to for the carbon price paid in the country of origin.</p> <p>The registrant must keep records to demonstrate that the embedded emissions in the country of origin were subject to a carbon price – certified by an independent person</p>	<p>The Omnibus proposal allows that the carbon price paid in all third countries can be used to reduce the total number of CBAM certificates surrendered, not just in the country of origin. This takes account of modern supply chains where the materials used in the country of origin may have been subjected to an additional carbon price before importation into the country of origin.</p> <p><i>(ref. Omnibus COM(2025)87 Art. 1 para (7) to amend Article 9 para 1)</i></p> <p>The Omnibus proposes that where the carbon price paid on embedded emissions in the third country cannot be determined, the declarant can claim a reduction based on yearly default carbon prices, where such default prices can be determined. From 2027 it is proposed that the EC makes available (publicly and in the CBAM registry) the default carbon prices for third countries. Where default carbon prices are used, there is no requirement for independent verification of the carbon price claimed.</p>

		<i>(ref. Omnibus COM(2025)87 Art. 1 para (8) to introduce new Article 9 para 3a)</i>
Reporting contents	The CBAM declaration includes the total quantity of each type of goods imported during the preceding calendar year, expressed in megawatt-hours for electricity and in tonnes for other goods.	The Omnibus specifies that this declaration must include the quantity in tonnes of Annex I goods imported even if they fall under the mass-based threshold. <i>(ref. Omnibus COM(2025)87 Art. 1 para (4) to amend Article 6 para 2(a))</i>
Verification requirement	There are no current requirements that an accredited verifier registers with the CBAM registry.	It is proposed that all accredited verifiers must apply to be registered on the CBAM registry – the application should be lodged with the competent authority in the Member State where the national accreditation body is established. Application must be submitted within two months from when the verifier is granted accreditation. On request from an operator, the verifier must then verify the embedded emissions in the CBAM registry. <i>(ref. Omnibus COM(2025)87 Art. 1 para (9) to insert new Article 10a)</i>

	<p>The declarant shall ensure that total embedded emissions declared are verified by an accredited verifier.</p>	<p>It is proposed that only embedded emissions declared calculated on actual emissions are verified – those based on default values do not require verification.</p> <p><i>(ref. Omnibus COM(2025)87 Art. 1 para (6) to amend Article 8 para 1)</i></p>
<p>CBAM certificates surrender</p>	<p>By 31 May each year (and for the first time by 31 May 2027 in respect of the 2026 calendar year), declarants shall surrender CBAM certificates to the value of the embedded emissions declared in the annual declaration.</p> <p>Currently, CBAM declarants must purchase CBAM certificates on a quarterly basis at least equivalent to 80% of the embedded emissions from the start of the year to the end of the quarter in question, on a cumulative basis.</p> <p>No start date is specified so it is assumed that this obligation would apply from 1 January 2026 with the first quarter end being 31 March 2026.</p>	<p>The proposal extends the deadline for surrendering CBAM certificates to 31 August (and for the first time by 31 August 2027) - granting an additional 3 months.</p> <p><i>(ref. Omnibus COM(2025)87 Art. 1 para (16) to amend Article 22 para 1)</i></p> <p>It is proposed that CBAM certificates be purchased to correspond to 50% of embedded emissions on goods imported from the start of the year to the end of the quarter in question, on a cumulative basis.</p> <p>It is proposed that this obligation would start from the first quarter of 2027.</p> <p><i>ref. Omnibus COM(2025)87 Art. 1 para (16) to amend Article 22 para 2)</i></p> <p>The obligation to purchase CBAM certificates on account applies for the first quarter when the registrant exceeds the mass-based threshold.</p> <p><i>(ref. Omnibus COM(2025)87 Art. 1 para (16) to insert new Article 22 para 2a)</i></p>

<p>CBAM certificates repurchase and cancellation</p>	<p>Registrants can request that excess CBAM certificates be repurchased up to a maximum of 1/3rd of the total number of certificates purchased during the previous calendar year.</p> <p>The repurchase request must be submitted by 30 June.</p> <p>On 1 July each year, CBAM certificates that were purchased the year before the previous calendar year that remain on the register will be cancelled without compensation.</p>	<p>It is proposed that the number of CBAM certificates that can be repurchased is limited to a maximum of the CBAM certificates needed to fulfil its obligations under (proposed revised) Article 22(2) -i.e. certificates that correspond to 50% of the embedded emissions.</p> <p><i>(ref. Omnibus COM(2025)87 Art. 1 para (17) to amend Article 23 para 2)</i></p> <p>The repayment request must be submitted by 30 November, granting an additional 5 months.</p> <p><i>(ref. Omnibus COM(2025)87 Art. 1 para (17) to amend Article 23 para 1)</i></p> <p>It is proposed that the deadline for cancellation be extended to 1 October, an additional 3 months.</p> <p><i>ref. Omnibus COM(2025)87 Art. 1 para (18) to amend Article 24 para 1)</i></p> <p>Exceptionally, any outstanding certificates on the register for the calendar year 2026 will be cancelled without compensation on 1 December 2027.</p> <p><i>(ref. Omnibus COM(2025)87 Art. 1 para (18) to insert Article 24 para 2)</i></p>
<p>Monitoring and enforcement</p>	<p>A penalty of from 3 to 5 times the penalty mentioned in Article 26 para 1 (the excess emissions penalty under the EU's ETS) will be levied on any person other than an authorised declarant who imports goods into the EU without complying with the</p>	<p>The penalty will be applicable in the year that the goods are imported, for each CBAM certificate not surrendered. Payment of this penalty will release the person from the obligation to submit a CBAM declaration or surrender certificates.</p> <p><i>(ref. Omnibus COM(2025)87 Art. 1 para (21) to amend Article 26 para 2)</i></p>


Regulation. The Regulation does not specify whether paying the penalty releases the person from the obligation to submit a CBAM declaration or surrender certificates.

There are no rules covering the monitoring and enforcement of the mass-based threshold

It is proposed that the competent authorities and the EC will monitor the mass-based threshold on imports. If the EC considers that an importer has exceeded the threshold it will communicate its preliminary assessment to the competent authority of the Member State where the importer is based.

During this monitoring and assessment, authorities must disregard any non-genuine practice or arrangement by the importer aimed, even partially, at appearing as if the importer is below the threshold. A practice is regarded not genuine if it was put in place for a reason other than valid commercial reasons that reflect economic reality.

(ref. Omnibus COM(2025)87 Art. 1 para (20) to insert Article 25a)

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