

Consultation on the functioning of the Auctioning Regulation pursuant to the scheme for greenhouse gas emission allowances trading within the Community (EU ETS).

Fields marked with * are mandatory.

Introduction

Auctioning is the default method of allocating allowances within the EU emissions trading system (EU ETS, established by Directive 2003/87/EC). This means that the majority of allowances are brought into circulation by auctioning and businesses have to buy an increasing proportion of allowances through auctions or in the secondary market. Auctioning is the most transparent allocation method and puts into practice the principle that the polluter should pay with no distortion in the markets.

Following a [detailed consultation in 2009](#) and an in-depth [Impact Assessment](#) of several options, the modalities for conducting auctions of allowances (constituting the primary market of the EU ETS) were established through the [Auctioning Regulation](#) (Regulation (EU) No 1031/2010) in 2010 (Regulation on the timing, administration and other aspects of auctioning of greenhouse gas emission allowances pursuant to the EU Emission Trading System). The Auctioning Regulation was amended in 2011 to determine the volume of greenhouse gas emission allowances to be auctioned prior to 2013, in 2013 to improve certain technical aspects concerning procurement procedures for appointing auction platforms and the auction monitor, and the holding of auctions, and otherwise only to list the auction platforms appointed to conduct the auctions and to incorporate the [Backloading Regulation](#) (Regulation (EU) No 176/2014).

Europe's carbon market was the first cap-and-trade system in the world to put in place large-scale auctioning as of 2012. In no other existing carbon market have as many allowances, covering such a large proportion of the total allowances issued, been put in circulation via auctioning as in the EU ETS. To date over 700 auctions for more than 2 billion EU ETS emission allowances (hereafter "allowances" this reference also includes allowances for aviation) having taken place without any noticeable distortion or malfunctioning, indicating that the infrastructure established is performing well.

Further amendments of the Auctioning Regulation are required to make adjustments to certain modalities stemming from the forthcoming introduction of the Market Stability Reserve (MSR) ([Decision 2015/1814/EU](#)). This consultation addresses two objectives. Firstly, it aims to collect stakeholders' views on the changes to the Auctioning Regulation directly related to the technical aspects of implementation of the MSR (Decision EU 1814/2015). In addition, this consultation

contains questions that allow stakeholders to share their views on the functioning of the Auctioning Regulation in order to assess the extent to which the more than 700 auctions of allowances executed to date have been implemented effectively and efficiently and to identify any potential areas for further technical improvements. The functioning of the ETS Directive was the subject of a recent consultation (Consultation on revision of the EU Emission Trading System (EU ETS) Directive, carried out 19/12/2014 - 16/03/2015). In order to avoid overlap, the scope of this consultation is limited to those aspects directly related to the implementation of auctions for emissions allowances covered in the Auctioning Regulation.

Profile

* P.1 What is your profile?

Government entity/regulatory authority



[1] The category of micro, small and medium-sized enterprises (SMEs) is considered to be made up of enterprises which employ fewer than 250 persons and which have an annual turnover not exceeding EUR 50 million, and/or an annual balance sheet total not exceeding EUR 43 million (are defined in the [EU recommendation 2003/361](#)).

* Please enter the name of your business/organisation/association etc.:

Energy Authority

P.2 Please enter your contact details:

* Street & number:

* Office/apt:

* Locality:

* Postal code:

* Country:

Finland

* Telephone:

* Email:

@energiavirasto.fi

P.3 If relevant, please state if the sector/industry you represent falls within the scope of the EU ETS:

- ☐ Yes
☐ No

* P.4 Please state what sector you/ the entity you represent is active in/ represents:

Select all that apply

- ☐ Electricity generation
☐ Non-electricity energy sector
☐ Non-energy-intensive manufacturing sector
☐ Energy-intensive manufacturing sector
☐ Aviation sector
☐ Financial sector
☒ Other

* P.5 Since the introduction of large scale auctions of allowances (from 2012 to 2015) have you/ the entity you represent participated directly or indirectly in the primary market for allowances (auctions of allowances)?

Select all that apply

- ☒ Yes, directly
☐ Yes, via intermediary
☐ No

* P.6 In the past year (2015) have you/ the entity you represent directly or indirectly participated in the primary market for allowances (auctions of allowances)?

- ☒ Yes, directly
☐ Yes, via intermediary
☐ No

* How was the entity you represent eligible for access to auctions of emission allowances?

Select all that apply

- ☐ a) ETS operator
- ☐ b) Investment Firm authorised under the Markets in Financial Instruments Directive (MiFID)
- ☐ c) Credit institution authorised under the Capital Requirements Directive
- ☐ d) Business groupings of ETS operators
- ☒ e) Public body or State-owned entity controlling ETS operators
- ☐ f) Person exempt under Markets in Financial Instruments Directive (MiFID)

* P.7 Have you/ the entity you represent ever been denied direct access to auctions of allowances?

No

* P.8 In 2015 have you/ the entity you represent participated in the secondary market for allowances (in non-auction exchanges or over the counter)?

Select all that apply

- ☐ Yes, directly in non-auction exchanges
- ☐ Yes, via intermediary in non-auction exchanges
- ☐ Yes, directly over the counter
- ☐ Yes, via intermediary over the counter
- ☒ No

* P.9 From 2012 to 2014 have you/ the entity you represent participated in the secondary market for allowances (via non-auction exchanges or over the counter)?

Select all that apply

- ☐ Yes, directly in non-auction exchanges
- ☐ Yes, via intermediary in non-auction exchanges
- ☐ Yes, directly over the counter
- ☐ Yes, via intermediary over the counter
- ☒ No

* P.10 Please indicate your preference for the publication of your response on the Commission's website: (Note that whatever option is chosen, your contribution may still be subject to requests for 'access to documents' under Regulation 1049/2001):

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

P.11 Transparency Register ID number (if you/ the entity you represent is registered):

CHAPTER II of the Auctioning Regulation covers general provisions on the design of the auctions.

- * Q.1 Articles 4 to 7 of the Auctioning Regulation lay out provisions determining which products are to be auctioned, the auction format, how the submission and withdrawal of bids is to take place, how to determine the auction clearing price and how to resolve tied bids.

In the light of your experience with the auctions performed, do you consider changes to be necessary regarding the general provisions on the design of the auctions to further improve the effectiveness and efficiency of the auctions?

- ☐ Yes
☒ No

Chapter III of the Auctioning Regulation covers provisions regarding the auction calendar.

- * Q.2 The date and volumes of every auction are currently set on the basis of calendar years (from January to December). Following the 2015 MSR Decision (Decision 2015/1814/EU), in principle for each year, from 2019 onwards, a certain number of general allowances may need to be deducted or added to the number of allowances to be auctioned over a 12-month period running from September to August. When this happens, if the calendar-year cycle is kept for establishing the auction calendars, the volumes to be auctioned in September to December of each year would have to be revised, and the corresponding auction calendars amended.

Once the MSR is in place, would you:

- ☒ a) prefer to continue the auction calendars on a calendar-year cycle (January to December);
☐ b) prefer the auction calendars to be changed to a September to August cycle;
☐ c) have no preference?

- * Q.3 Please explain the reasons for your answer to the previous question:

Continuous revisions and amendments do not sound like a solution that would provide predictability to the market and it add an unnecessary administrative element to the auctions.

Then again, all other elements in the EU ETS follow a calendar year cycle and following a Sept-Aug cycle only for auction calendar would deviate the auctions from major elements such as the total yearly allocation, emission reporting and compliance. This is likely to cause even larger administrative burden and complicate the scheme.

- * Q.4 Since auctions started, the monthly auction volume for August has always been substantially lower than in other months, pursuant to Article 8(5) of the Auctioning Regulation. Article 8(5) of the Auctioning Regulation establishes that the volume to be auctioned is to be distributed evenly over the

auctions held over a given year, except that volumes in August auctions are to be half the volumes of auctions in other months. This provision would also apply to annual cycles when the implementation of the MSR Decision would lead to deductions in the number of allowances to be auctioned.

Do you consider that:

- ☒ a) maintaining the reduction of volumes in August is appropriate;
- ☐ b) the reduction of volumes in August should be modified?

Chapter IV of the Auctioning Regulation covers provisions regarding access to the auctions.

- * Q.5 Article 8(2) of the Auctioning Regulation stipulates that auctions should not occur during public holidays that affect international financial markets, or in the 2 weeks over Christmas and New Year.

As a result, although the volume of each auction (except for those in August) is the same, by virtue of variations in the number of auctions within each month, the total volume auctioned varies in different months. In particular, there is often a sharp reduction in total volumes auctioned in December.

Do you consider that the existing provisions (the volume to be auctioned is distributed evenly over the year, leading to the auctioning of a fixed amount per auction but a differing amount per month) are:

- ☒ a) Appropriate;
- ☐ b) should be modified to ensure a fixed volume per month;
- ☐ c) should be modified in another way?

- * Q.6 Do you have any further comments regarding the provisions of the Auctioning Regulation on the auction calendar?

We find it more important that the amount auctioned in single auctions remains stable instead of having even monthly levels. Having the same level monthly is perhaps more a cosmetic issue whereas in single auctions changing supply may lead to a bigger risk that also the demand would vary more. And since, at least at the moment, the demand relies on a limited number of participants it is perhaps not smart to let the supply fluctuate.

- * Q.7 Article 18 of the Auctioning Regulation establishes that bidding in the auctions of emission allowances is restricted to: a) ETS operators bidding on own account; b) investment firms authorised under the Markets in Financial Instruments Directive (MiFID) bidding on their own account or on behalf of their clients; c) credit institutions authorised under the Capital Requirements Directive (CRD) IV bidding on their own account or on behalf of their clients; d) business groupings of persons listed in point (a) bidding on their own account and acting as an agent on behalf of their members; (e) public bodies or state-owned entities of the Member States that control any of the persons listed in point (a); and f) Persons exempt under Markets in Financial Instruments Directive (MiFID) (for an ancillary activity) but authorized by the competent authorities of Member states bidding either on their own account or on behalf of clients of their main business.

To date, some means of access to auctions have been more used than others. Moreover, the implementation of Markets in Financial Instruments Directive (MiFiD) II may *de facto* indirectly influence the portfolio of persons falling under the eligible categories listed in Article 18 of the Auctioning Regulation.

Do you consider this list of persons eligible to participate in auctions adequate?

- ☒ Yes
- ☐ No
- ☐ No opinion

Chapter VIII of the Auctioning Regulation covers provisions regarding the appointment of auction platforms for Member States opting-out of the Common Auction Platform.

- ★ Q.8 As explained in Recital 8 to the Auctioning Regulation, in order to mitigate any risk of reduced competition in the carbon market, in its Article 30 the Auctioning Regulation provides the possibility for Member States to opt out of the Common Auction Platform by appointing their own auction platforms under certain conditions. This has led to the appointment of a limited number of opt-out auction platforms in parallel to the Common Auction Platform, and the experience obtained to date indicates that the resulting auctioning process has been open, transparent, non-discriminatory and without any distortion or market malfunction.

Do you agree that this set-up, with a Common Auction Platform and a limited number of opt-out platforms, performs satisfactorily?

Satisfactorily, yes.

Especially having auctions in two separate exchanges is likely to benefit participants as they have better possibilities to combine carbon trading with possible other activity they have in exchanges.

It also supports exchanges and prevents trading from concentrating into one exchange only.

- ★ Q.9 Do you have any recommendations for improvements in this set-up?

As long as the set-up does not have a negative impact on demand and the clearing prices are in line with the secondary market, it works fine.

Chapter XVI of the Auctioning Regulation covers provisions regarding transparency and confidentiality in performing the auctions.

- ★ Q.10 Articles 60 to 63 of the Auctioning Regulation lay down provisions regarding the announcement and notification of auction results, publication of other non-confidential information related to the performance of the auctions and protection of confidential information related to the performance of the auctions.

In the light of your experience with the auctions performed, are there any changes regarding the transparency and confidentiality provisions that you would deem necessary to further improve effectiveness or efficiency?

No

★ Q.11 Do you have any other specific comments on the Auctioning Regulation, and in particular on the way EU ETS auctions have been designed and implemented, that you would like to share?

The relative limited amount of participants in auctions can mean that the demand is more sensitive to changes related to actions of single participants.

We are on the supposition that auctions do not attract even large scale compliance companies as much as they should and one of the reasons are the expenses that the banks related to clearing house may set. Thus the exchange costs and requirements for participation are not the problem but the costs related to collateral.

★ Q.12 Do you consider that the Auctioning Regulation has been successful in achieving its objectives of ensuring that auctioning of EU ETS allowances is predictable, with full, fair and equitable access, avoiding distortions to competition, and with a cost-efficient organization and participation mechanism compared to alternative modes of organizing auctions of EU ETS allowances?

☐ Yes

☒ No

★ Please explain your answer:

See answer above. Making the cost burden more transparent that large (and middle size) companies face if considering participating auctions is important. This is of course a difficult task since banks evaluate each customer separately and consider the costs based on their risk analysis.

Considering whether smaller actors can participate is too early since it is not attractive even for all big players too.

Contact

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