EU Emissions Trading Scheme (ETS) – Consultation on design and organisation of emissions allowance auctions

This document contains the responses for the survey. The survey contains 4 initial questions (A-D) to identify respondents and 86 questions for which responses will be made public. Contact details provided in Question C, are not made public and therefore are not in this document.

Period of consultation

From 3 June 2009 to 3 August 2009 inclusive

Specific privacy statement

"Received contributions, together with the identity of the contributor, will be published on the Internet, unless the contributor objects to publication of his or her personal data on the grounds that such publication would harm his or her legitimate interests. In such cases the contribution may be published in an anonymous form. Otherwise, the contribution will not be published nor will, in principle, its content be taken into account. Responses for questions deemed confidential in the consultation will not be available for view on the website irrespective of contributor objecting or not."

Thank you

Note: Zero's on the right hand side of page reflect Non-Applicable questions in the survey response.

Section 1: Questions to categorize participants

Question A

Name of Company/Organization: IACA - International Air Carrier Assoc.

Principal nature of activities: The International Air Carrier Association represents 34 airlines serving the leisure industry. Each year IACA airlines transport over 100 million passengers to 600 holiday destinations worldwide.

Number of employees in 2008:

World-wide: 88888 Europe-wide: 88888

Turnover in 2008:

World-wide: 88888 Europe-wide: 88888

Question B

Type of respondent:

Other

Trade association

Question C

Contact details will not be made public.

Question D

Do you object to publication of your personal data because it would harm your legitimate interests?

Yes

If so, please provide an explanation of the legitimate interests that you think will be harmed:

Ans: This reply is submitted on behalf of IACA, not on behalf of myself

Are any of your responses confidential?

No

If so, please indicate which ones and provide an explanation:

Ans:

Section 2: Survey questions (86)

Question 1

As a general rule throughout the trading period, in your opinion, are early auctions necessary?

No

If so, what should the profile of EUA auctions be?

Ans: No Response

Question 2

Do you think there is a need to auction futures?

No

0

Question 3

What share of allowances should be auctioned spot and what share should be auctioned as futures for each year?

	SPOT	FUTURES
Year n	100	0
Year n-1	0	0
Year n-2	0	0

Please provide evidence to support your case.

Ans: IACA does not see a need to auction EUAA futures, as this would complicate unnecessarily the process.

NB: The answer to this question will be published as part of the public consultation. Please do not submit confidential information as part of your answer to this question.

Question 4

Should the common maturity date used in futures auctions be in December (so the maturity date would be December in year n, both when auctioning in year n-2 as when auctioning in year n-1)?

No

If not, please suggest alternative maturity dates and provide evidence to support your view. Ans: n.a.	
Question 5	
For spot auctions: What should be the optimum frequency of auctions?	
Ans: Quarterly	0
What should be the minimum frequency of auctions? Ans: Quarterly	
Alis. Qualitary	0
What should be the maximum frequency of auctions?	
Ans: Quarterly	0
Please provide arguments to support your case. Ans: IACA favours a design with several auctions of EUAA per year (preferably every 4 months), which should further be fully centralised and EU-wide.	
Question 6 For spot auctions, what should be the: If deemed appropriate, please indicate a range and/or distribution over different sizes.	
Optimum auction size? Ans:	
Minimum auction size? Ans:	
Maximum auction size? Ans:	
Please provide evidence to support your case. Ans:	
Question 7 For futures auctions:	

What should be the optimum frequency of auctions?

Ans: Other.

Please Specify: see comment

What should be the minimum frequency of auctions?

Ans: Other.

Please Specify: see comment

What should be the maximum frequency of auctions?

Ans: Other.

Please Specify: see comment

Please provide arguments to support your case.

Ans: IACA does not see a need to auction EUAA futures, as this would complicate unnecessarily the process.

Question 8

For futures auctions, what should be the:

If deemed appropriate, please indicate a range and/or distribution over different sizes.

Optimum auction size?

Ans: 0

Minimum auction size?

Ans: 0

Maximum auction size?

Ans: 0

Please provide evidence to support your case.

Ans: IACA does not see a need to auction EUAA futures, as this would complicate unnecessarily the process.

Question 9

Should volumes of spot allowances be auctioned evenly throughout the year?

If not, how should volumes be distributed? (more than one answer possible) Please specify:

[]	A larger proportion in the first 4 months of the year
[]	A larger proportion in December
[]	A smaller proportion in July and August
[]	Other.

Question 10

In case futures are auctioned, should the volumes for spot and futures auctions be spread over the year in the same manner?

Yes
 If not, how should they differ? (more than one answer possible) No futures auctions less than six months before the maturity date. A larger proportion in December. A smaller proportion in July and August. Otherwise?
Question 11 Does the Regulation need to have provisions to avoid holding auctions during a short period of time before the surrendering date (30 April each year)? No
If yes, how long should this period be: Ans: No Response
In case futures are auctioned, should there be similar provisions with respect to the period immediately prior to the maturity date? No Response
If yes, how long should this period be: Ans: No Response
Question 12 Which dates should be avoided? Please specify the dates you have in mind in your answers.
[] Public holidays common in most Member States? Ans:
[] Days where important relevant economic data is released? Ans:
[] Days where emissions data are released? Ans:
[] Other? Ans:
Question 13 Is a harmonised 10-12 hrs CET auction slot desirable? No Response
If not, what alternative(s) would you suggest? Ans:

Question 14

How long in advance should each element of the calendar be determined? Please provide arguments to support your case.

Annual volumes to be auctioned: No response
Ans:
Distribution of annual volumes over spot and futures (if applicable): No response
Ans:
Dates of individual auctions: No response
Ans:
Volume and product type for individual auctions: No response
Ans:
Each auctioneer carrying out auction process (if more than one): No response
Ans:
Question 15 What should be the volume of allowances to be auctioned in 2011 and 2012?
in 2011:% of the 2013 volume and% of the 2014 volume in 2012:% of the 2013 volume and% of the 2014 volume
Please provide evidence to support your case. Ans:
What percentage of these shares should be auctioned as futures?
in 2011:% of the 2013 share and% of the 2014 share in 2012:% of the 2013 share and% of the 2014 share
Please provide evidence to support your case. Ans:

What should be the rule with respect to allowances not auctioned due to force majeure?

Ans: No Response

0

Question 17

Is 1,000 allowances the most appropriate lot size?

No Response

If not, why not?

Ans:

Question 18

Is a single-round sealed-bid auction the most appropriate auction format for auctioning EU allowances?

No Response

If not, please comment on your alternative proposal?

Ans:

Question 19

What is the most appropriate pricing rule for the auctioning of EU allowances?

Ans: No Reponse

Please provide arguments to support your case.

Ans:

Question 20

Should the rules for solving ties in the Regulation be:

Ans: No Reponse

Please comment on your choice.

Ans:

Question 21

Should a reserve price apply?

No Response

Question 22

In case a reserve price would apply, should the methodology/formula for calculating it be kept secret?

No Response

0

0

Question 23 Is a maximum bid-size per single entity desirable in a Uniform-price auction? No Response
Please comment on your choice. Ans:
Is a maximum bid-size per single entity desirable in a discriminatory-price auction? No Response
Please comment on your choice. Ans:
Question 24 If so, what is the desirable bid-size limit (as a percentage of the volume of allowances auctioned per auction): Ans: No Response
Please comment on your choice. Ans:
Question 25 In case only one of the two following options would be chosen, to limit the risk of market manipulation or collusion, which one would be preferable? Ans: No Response
Please comment on your choice. Ans:
Question 26 Are the following pre-registration requirements appropriate and adequate? Identity:
Natural or legal person;
Name, address, whether publicly listed, whether licensed and supervised under the AML rules; membership of a professional association; membership of a chamber of commerce; VAT and/or tax number;
Contact details of authorised representatives and proof of authorisation; andCITL-Registry account details.
[] Anything else?

Declarations with respect to the past 5 years on absence of:

EU Emissions Trading Scheme (ETS) -Consultation on design and organisation of emissions allowance auctions Indictment or conviction of serious crimes: check corporate officers, directors, [] principals, members or partners; Infringement of the rules of any regulated or unregulated market; [] [] Permits to conduct business being revoked or suspended; [] Infringement of procurement rules; and [] Infringement of disclosure of confidential information. Anything else? [] 0 Declarations and submission of documentation relating to: Proof of identity; [] Type of business; [] [X] Participation in EU ETS or not; [] EU ETS registered installations, if any; Bank account contact details; [] [] Intended auctioning activity; Whether bidding on own account or on behalf of another beneficial owner; [] [] Corporate and business affiliations; Creditworthiness: [] Collateral: and Whether it carries out transactions subject to VAT or transactions exempted from [] VAT. [] Anything else? 0 **Question 27** Do you agree that the pre-registration requirements for admittance to EU auctions should be harmonised throughout the EU? No Response Please comment on your choice. Ans: **Question 28** Should the amount of information to be supplied in order to satisfy the pre-registration requirements for admittance to EU auctions depend on the: means of establishing the trading relationship; [] [] identity of bidder; whether auctioning spot or futures; size of bid: [] means of payment and delivery; [] [] anything else? 0

If so, what should the differences be?

Ans:

	he bidder pre-registration requirements under the Regulation apply in the same irrespective of whether or not the auctioneer is covered by the MiFID or AML	
	(
Please p Ans:	rovide arguments to support your case.	
	ngree that the auctioneer(s) should be allowed to rely on pre-registration checks but by reliable third parties including:	
[] [] []	Other auctioneers? Credit and/or financial institutions? Other)
Please c Ans:	omment on your choice.	
auctione all) Mem	to facilitate bidder pre-registration in their home country, should the er(s) be allowed to provide for pre-registration by potential bidders in other (or ber States than the auctioneer's home country e.g. by outsourcing this to a third party?	
Please c Ans:	omment on your choice:	
If so, sho	Covered by the AML rules? Covered by MiFID? Covered by both? Other)
Please c Ans:	omment on your choice:	
Question	<u>n 32</u>	

Should the Regulation prohibit the multiplicity of pre-registration checks in the case of Member States auctioning jointly?

No Response

Please comment on your choice.

Ans:

Question 33

Do you agree that the level of collateral accepted in EUA auctions should be harmonised for all EU ETS auctions?

No Response

If so, how should they be harmonised?

Ans:

If not, why not?

Ans:

Question 34

Do you agree that the type of collateral accepted in EUA auctions should be harmonised for all EU ETS auctions?

No Response

If so, how should they be harmonised?

Ans:

If not, why not?

Ans:

Question 35

Do you agree that 100% collateral in electronic money transfer ought to be deposited upfront at a central counterparty or credit institution designated by the auctioneer to access spot auctions?

No Response

If not, why not?

Ans:

What alternative(s) would you suggest? Please provide arguments to support your case:

Ans:

Question 36

In case futures are auctioned, should a clearing house be involved to mitigate credit and market risks?

No Response

If so, should specific rules – other than those currently used in exchange clearing houses – apply to:

EU Emissions Trading Scheme (ETS) -Consultation on design and organisation of emissions allowance auctions the level of the initial margin; [] [] the level of variation margin calls; the daily frequency of variation margin call payments? [] If you have answered yes, please justify and elaborate on the rules that should apply and the mechanisms to implement them: Ans: **Question 37** What are the most preferable payment and delivery procedures that should be implemented for auctioning EUAs? Payment before delivery. Delivery versus payment. [X] [] Both. Please comment on your choice. Ans: **Question 38** Irrespective of the payment procedure, should the Regulation fix a maximum delay of time for payment and delivery to take place? No Response If yes; what should it be? Ans: No Response 0 **Question 39** Should the Regulation provide any specific provisions for the handling of payment and delivery incidents or failures? No Response If yes, what should they be? Ans: **Question 40** Should the Regulation provide for all matters that are central to the very creation, existence and termination or frustration of the transaction arising from the EUA auctions? No Response If not, why not? Ans: If so, are the matters enumerated below complete? • The designation of the parties' to the trade. • The characteristics of the auctioned product: Nature: EUAs or EUAAs, trading period concerned. Date of delivery: date at which winning bidders will receive the allowances on their registry

account

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- o Date of payment: date at which payment will be required from winning bidders.
- o Lot size: number of allowances associated with one unit of the auctioned good.
- Events of `force majeure' and resulting consequences.
- Events of default by the auctioneer and/or the bidder and their consequences.
- Applicable remedies or penalties.
- The regime governing the judicial review of claims across the EU.

Ans: No Response

If not, what additional matters should be foreseen in the Regulation and why? Ans:

Question 41

Should the Regulation provide for rules on jurisdiction and the mutual recognition and enforcement of judgments?

No Response

If so, she	ould these be:
[]	specific to the Regulation;
[]	by reference to the Brussels I Regulation;
[]	by citing exceptions from the Brussels I Regulation;
[]	by citing additions to the Brussels I Regulation?
Please c	omment on your choice:
Ans:	
If not, w	hy not?
Ans:	
Question	<u>1 42</u>
Which a	uction model is preferable?
[]	Direct bidding?
[]	Indirect bidding?
[]	Both?
Please c	omment on your choice.
Ans:	
Question	<u>n 43</u>
	irect model is used, what share of the total volume of EU allowances could be ed through indirect bidding?
7110.	
Please p Ans:	rovide arguments to support your case.
A119.	

If the primary participants model is used, what provisions would be desirable for mitigating disadvantages of restricting direct access: [] Allow direct access to largest emitters, even if they trade only on their own account? 0 [] Disallow primary participants trading on their own account? Impose strict separation of own-account trading from trading on behalf of indirect [] bidders? Other [] 0 **Question 45** If the primary participants' model is used, what conflict of interest requirements should be imposed? Separation of client registration and trading on behalf of clients from all own account trading activities. Separation of collateral management, payment and delivery on behalf of clients from all own account trading activities. [] Separation of anything else. 0 **Question 46** What obligations should apply to primary participants acting in EU-wide auctions as: Intermediaries Market makers [] Please provide arguments to support your case. Ans: **Question 47** Under what conditions should auctioning through exchanges be allowed: Only for futures auctions open to established members of the exchange? Also for spot auctions open to established members of the exchange? [] Only when the exchange-based auction is open to non-established members on a []

Please provide arguments to support your case.

non-discriminatory cost-effective basis?

Other.

Ans:

[]

Question 48

Should direct auctions be allowed through:

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1) Third party service providers?
2) Public authorities?
Please comment on your selection: Ans:
Question 49 Do the general rules for auctioning EUAs suffice for ensuring full, fair and equitable access to allowances to SMEs covered by the EU ETS and small emitters? No Response
If not, why not? Ans:
Question 50 Is allowing non-competitive bids necessary for ensuring access to allowances to SMEs covered by the EU ETS and small emitters in case of:
discriminatory-price auctions?
uniform-price auctions?
Question 51 If non-competitive bids are provided for in spot auctions, what maximum share of allowances could be allocated through this route?
Ans: No Response
Please comment on your choice. Ans:
Question 52 What rule should apply for accessing non-competitive bids: Participants should only be allowed to use one of the two bidding routes? Non-competitive bids should be restricted to SMEs covered by the EU ETS and small emitters only? Other?

Please comment on your choice.

Ans:
Question 53 What should be the maximum bid-size allowed for SMEs covered by the EU ETS and small emitters submitting non-competitive bids? Ans: No Response
Question 54 Are there any other specific measures not mentioned in this consultation that may be necessary for ensuring full, fair and equitable access to allowances for SMEs covered by the EU ETS and small emitters? No Response
If so, please specify: Ans:
Question 55 What should be the minimum period of time before the auction date for the release of the notice to auction? Ans: No Response
Please comment on your proposal. Ans:
Question 56 What should be the minimum period of time before the auction date for the submission of the intention to bid? Ans: No Response
Please comment on your proposal. Ans:
Question 57 Are there any specific provisions that need to be highlighted in: Ans: No Response
Please specify what they are. Ans:
Question 58 What information should be disclosed after the auction: Clearing price (if allowances are awarded on a uniform-price basis or in the case of non-competitive bids being allowed)? Average price (if allowances are awarded on a discriminatory-price basis)? Any relevant information to solve tied bids?

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Consultation on design and organisation of emissions allowance auctions [] Total volume of EUAs auctioned? Total volume of bids submitted distinguishing between competitive and non-[] competitive bids (if applicable)? Total volume of allowances allocated? Anything else? [] 0 **Question 59** What should be the maximum delay for the announcement of auction results? 5 minutes 15 minutes [] 30 minutes [] [] 1 hour [] Other. 0 Please comment on your proposal. Ans: **Question 60** Do you feel that any specific additional provisions should be adopted in the Regulation for the granting of fair and equal access to auction information? No Response If so, what may they be? Ans: **Question 61** Should an auction monitor be appointed centrally to monitor all EU auctions? No Response If not, why not? Ans: **Question 62** Do you agree that the Regulation should contain general principles on: the designation and mandate of the auction monitor; and [] [] cooperation between the auctioneer(s) and the auction monitor? Neither [] If not, why not? Ans: Should these be supplemented by operational guidance, possibly through Commission guidelines? [Y/N]

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]	the enforcement measures include: The suspension of the auctioneer(s) and/or bidders from the EU-wide auctions? how long should such suspension last?
[] If so, at (Ans:	Financial penalties? what level should such penalties be fixed?
] avert any conseque	The power to address binding interim decisions to the auctioneer(s) and/or bidders to urgent, imminent threat of breach of the Regulation with likely irreversible adverse ences?
]	Anything else?
Please p Ans:	rovide arguments to support your case.
Question	
	such enforcement measures apply at: EU level?
]	National level?
]	Both?

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Please comment on your choice. Ans:
Question 67 Who should enforce compliance with the Regulation: [] The auction monitor? [] The auctioneer? [] A competent authority at EU level? [] A competent authority at national level? [] Other?
Please provide evidence to support your case. Ans:
Question 68 Which of the three approaches for an overall EU auction model do you prefer? Please rate the options below (1 being the most preferable, 3 being the least preferable) [3] Limited number of coordinated auction processes. [1] Full centralisation based on a single EU-wide auction process. [2] The hybrid approach where different auction processes are cleared through a centralised system. Please give arguments to support your case.
Question 69 If a limited number of coordinated auction processes develops, what should be the maximum number? Ans: No Response
Please give arguments to support your case. Ans:
Question 70 Is there a need for a transitional phase in order to develop gradually the optimal auction infrastructure? No Response
If so, what kind of transitional arrangements would you recommend? Ans:
Question 71 Should the Regulation impose the following requirements for the auctioneer(s) and auction processes? [mark those that apply]:

Technical capabilities of auctioneers:	
[] capacity and experience to conduct auctions (or a sprocess) in an open, fair, transparent, cost-effective and non-d	
[] appropriate investment in keeping the system up-to- market and technological developments; and	date and in line with ongoing
[] relevant professional licences, high ethical and quali with financial and market integrity rules.	ty control standards, compliance
Integrity:	
[] guarantee confidentiality of bids, ability to manage mappropriate manner;	narket sensitive information in an
[] duly protected electronic systems and appropriate set to identification and data transmission;	-
appropriate rules on avoiding and monitoring conflictfull cooperation with the auction monitor.	s of interest; and
Reliability:	
[] robust organisation and IT systems;	
[] adequate fallback measures in case of unexpected e	
[] minimisation of the risk of cancelling an individual au	
[] minimisation of the risk of failing functionalities (e.g.	access to the bidding platform for
certain potential bidders); and	sido
[] fallback system in case of IT problems on the bidder	side.
Accessibility and user friendliness:	
[] fair, concise, comprehensible and easily accessible in auctions;	information on how to participate
short and simple pre-registration forms;	
clear and simple electronic tools;	
[] (option of) accessibility of platforms through a dedica	ated internet interface;
[] ability of the auction platform to connect to and comm	municate with proprietary trading
systems used by bidders;	
[] adequate and regular training (including mock auction	
[] detailed user guidance on how to participate in the a	
[] ability to test identification and access to the auction	
Please elaborate if any of these requirements need not be	included.
Please elaborate what additional requirements would be d	lesirable.
Ans:	
Question 72	diam tradecola O
What provisions on administrative fees should the Regula	
General principles on proportionality, fairness and noRules on fee structure.	on-aiscrimination.
[] Rules on fee structure.	

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[] C	Other?
Please pro Ans:	ovide arguments to support your case.
	ere be provisions for public disclosure of material steps when introducing new d) auction processes?
	w (or adapted) auction process be notified to and authorised by the on before inclusion in the auction calendar?
not hold at	e of the following options is the most appropriate in case a Member State does uctions (on time)? Auctions by an auctioneer authorised by the Commission. Automatic addition of the delayed quantities to those foreseen for the next two or
What other Ans:	r option would you envisage? Please specify:
Question 7 Should a s its commit No Respon	— sanction apply to a Member State that does not auction allowances in line with tments?
If so, what Ans:	form should that sanction take?
Question 7 As a gener necessary No	ral rule throughout the trading period, in your opinion, are early auctions
<i>If so, what</i> Ans: No Re	•
	0
Question 7 Do you thin No	77 Ink there is a need to auction EUAA futures?
If so, why?	?

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Ans:

Question 78

What should be the optimal frequency and size of EUAA auctions:

Ans: 3 auctions per year of around 10 million EUAAs?

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Please comment on your choice.

Ans: IACA favours a design with several auctions of EUAA per year (preferably every 4 months), which should further be fully centralised and EU-wide.

Question 79

What would be your preferred timing for EUAA auctions:

Ans: Equally spread throughout the year?

0

Question 80

Should any of the EUAA auction design elements be different compared to EUA auctions (see section 3)?

Yes

If so, please specify and comment on your choice.

Ans: IACA holds the opinion that the auction for aviation allowances should only be open for bids from aircraft operators. Indeed, EUAAs can only be surrendered to cover aviation emissions and therefore, only aircraft operators should be allowed to bid on an EUAA auction.

Question 81

Do you agree there is no need for a maximum bid-size?

No

If not, why not?

Ans:

Question 82

Is there any information regarding aircraft operators made available as part of the regulatory process to the competent authorities that could facilitate the KYC checks performed by the auctioneer(s)?

Yes

If so, please describe what information is concerned and whether it should be referred to in the Regulation or any operational guidance published by the Commission.

Ans: Comment to question 81: We believe that a maximum bid-size should be set per airline, corresponding to a percentage of the allowances that the airline has received for free. This would avoid market manipulation.

Comment to (this) question 82: Only airlines that holds an AOC (Air Operator Certificate) delivered by an ICAO recognized authority should be allowed to bid on an EUAA auction.

Question 83

In your opinion, is there a specific need to allow for non-competitive bids in EUAA auctions?

No Response

Would this be the case even when applying a uniform clearing price format? No Response

Please provide arguments to support your case.

Ans: IACA is in favour of a uniform clearing price, for the sake of simplicity

Question 84

Do you agree that there is no need for any specific provisions for EUAA auctions as regards:

[]	Involvement of primary participants, exchanges or third party service providers?
[]	Guarantees and financial assurance?
[]	Payment and delivery?
[]	Information disclosure?
[]	Auction monitoring?
[]	Preventing anti-competitive behaviour and/or market manipulation?
ίί	Enforcement?
[X]	None of the above?

If not, please describe in detail what rules would be needed and why.

Ans: IACA holds the following opinion on these questions:

- Involvement of primary participants, exchanges or third party service providers Only airlines that holds an AOC (Air Operator Certificate) delivered by an ICAO recognized authority should be allowed to bid on an EUAA auction.
- Guarantees and financial assurance

An air operators licence is only delivered after a series of criteria have been met. These strong market access criteria are satisfactory as a guarantee and financial assurance to participate in an auction of EUAAs

- Payment and delivery should be immediately following the transaction
- Information on the transaction price should be disclosed as soon as possible
- Anti-competitive behaviour and/or market manipulation on the auction can be avoided by a maximum bid size (see our reply to question 81)

Question 85

Taking into account the smaller volume of EUAA allowances to be auctioned compared to EUAs, which of the three approaches for an overall EUAA auctioning model do you prefer? Please rate the options below (1 being the most preferable, 3 being the least preferable)

- [3] Limited number of coordinated auction processes.
- [1] Full centralisation based on a single EU-wide auction process.
- [2] Hybrid approach where different auction processes are cleared through a centralised system.

Does your choice differ from the approach preferred for EUAs?

No

Please provide arguments to support your case.

Ans:

Question 86

Do you agree that there is no need for any specific provisions for EUAA auctions as regards:

- [] Requirements for the auctioneer(s) and auction processes?
- [] Administrative fees?
- [] Rules to ensure appropriate and timely preparation of the auctions?
- [X] None of the above?

If not, please describe in detail what rules would be needed and why.

Ans: - Requirements for the auctioneer(s) and auction processes : see our answers to the questions above.

- Administrative fees: there should be no such fees
- Rules to ensure appropriate and timely preparation of the auctions: rules should allow an adequate preparation and information time for all parties.