25 years of European climate policies

Xavier Labandeira

FSR Climate, EUI; Universidade de Vigo

VII AERNA Conference Aveiro, 5 September 2016

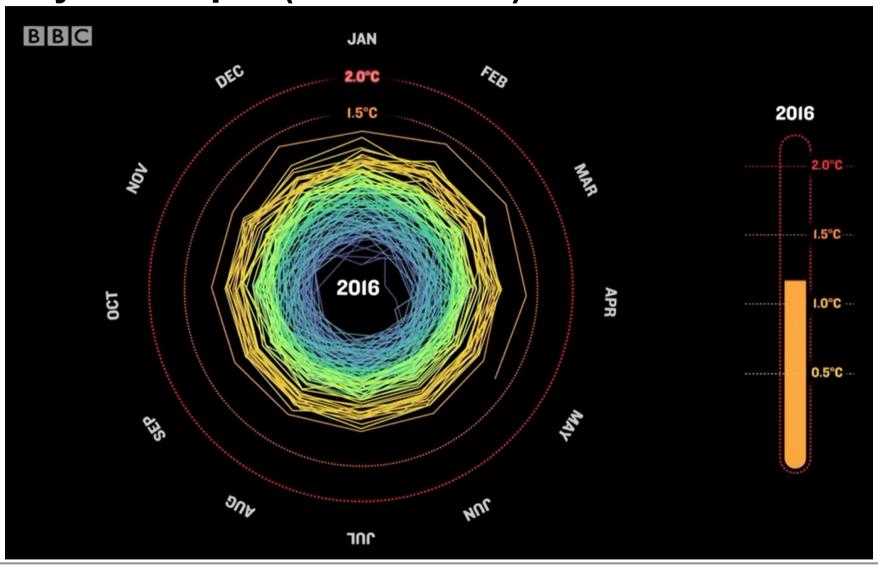




Contents

- Why this topic?
- What is European Climate Policy and how to assess it?
 - EU ETS
 - Renewable support schemes
 - Energy efficiency policies
 - Energy/carbon taxation
- Constraints and opportunities
- Conclusions and research challenges

Why this topic (the context)?



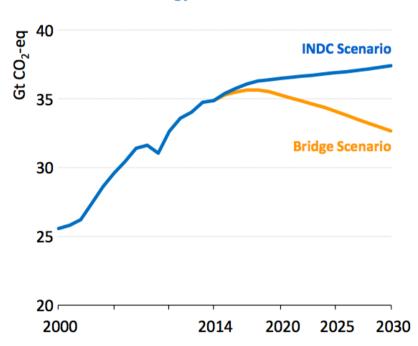
Dealing with climate change

- A 'perfect' negative externality
 - Global public bad (with varying responsibilities and impacts)
 - Intergenerational issues and non-reversibilities
 - Uncertainty and extreme events
- The Paris Agreement
 - The 'road' to Paris
 - Inappropriate to deal with the global externality
 - The best possible solution?
 - How to fill the gap? NDC and public policies

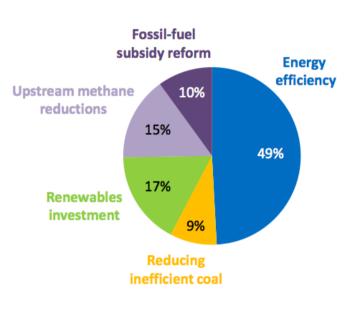
1. Peak in emissions: IEA strategy to raise climate ambition

WEO Special Report on Energy & Climate Change





Savings by measure, 2030



Five measures – shown in a "Bridge Scenario" – achieve a peak in emissions around 2020, using only proven technologies & without harming economic growth

Economics of climate policies

- (Mitigation and adaptation)
- Efficiency and distribution
- First-best policy: GHG pricing of external damages
- Second best departures
 - Exogenous objectives
 - Other market failures
 - Leakage
 - Public revenues
- Sub-optimal prices and
- Interactions and synergies with other policy instruments (OECD, 2011)

Why this topic (again)?

- A very relevant experience (the 'Grand Policy Experiment')
 - In comparative terms
 - Sophisticated (role of Economics) and complex approximation
 - Increasing academic literature
 - In a moment of intense policy change/debate
- Relevance for post-Paris?
 - A prototype?
 - Learning by doing for the world? NDCs
- Research needs and challenges



Minding the Gaps in US Climate Policy

Karen Palmer

Resources for the Future

 7^{th} Atlantic Workshop on Energy and Environmental Economics 27 June 2016

This analysis draws on research funded by the Sloan Foundation, the Energy Foundation, the National Renewable Energy Laboratory and RFF's Center for Energy and Climate Economics.



Attitudes to adopt for this talk







goo.gl/QlvAFg

What is European Climate Policy?

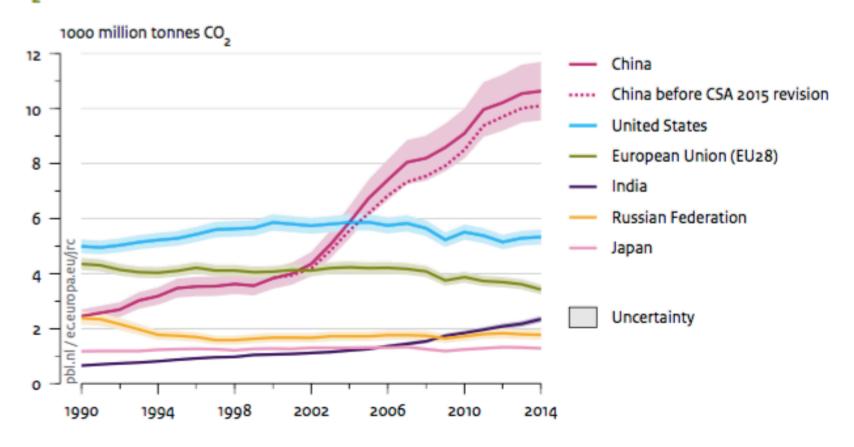
- Explicit (eg EU ETS) and implicit instruments (eg RES promotion)
- EU, national and subnational strategies
 - Linked/related or not

How to assess it?

- Complying with its GHG mitigation objectives
- Cost-effectiveness
- Contribution to international agreements (Böhringer, 2014)
- Distributional issues

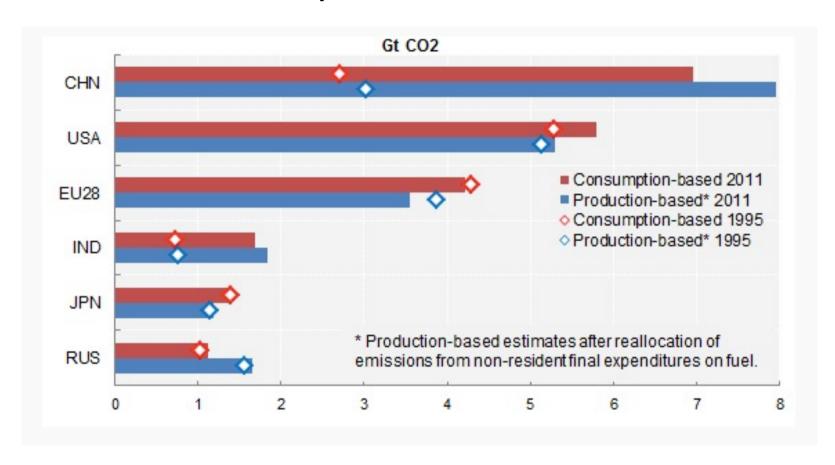
EU GHG emissions at two glances

CO₃ emissions from fossil-fuel use and cement production in the top 5 emitting countries and the EU



Source: EDGAR 4.3 (JRC/PBL, 2015) (1970-2012; notably IEA 2014 and NBS 2015); EDGAR 4.3FT2014 (2013-2014): BP 2015; GGFR 2015; USGS 2015; WSA 2015

Production and consumption-based emissions, EU-28

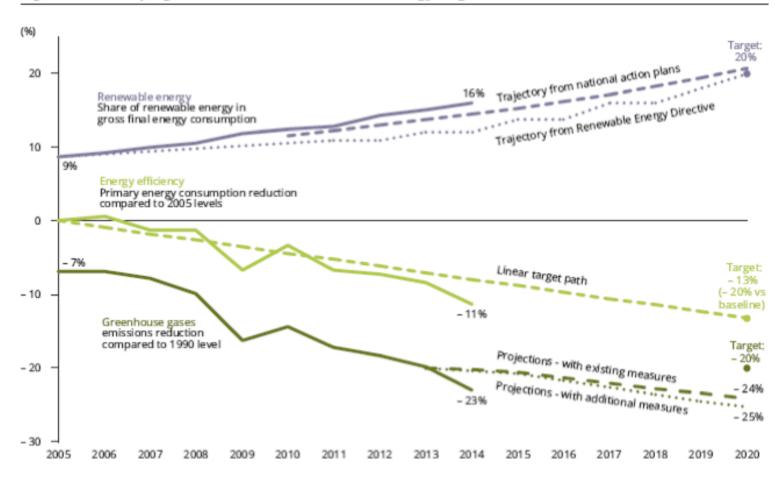


Source: OECD

EU climate policy: setting and pillars

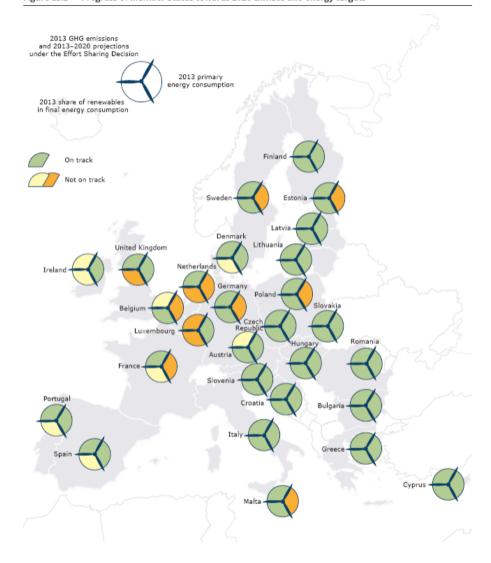
- The roadmap to 2050 (Skaerseth et al., 2016)
- From the origins of EU climate policy to 20-20-20
- 2030 framework for energy and climate
 - Targets: -40% GHG, 27% RE consumption, 27% BAU energy savings,
 15% energy interconnection, ESD for non-EU ETS
 - Policies: reformed EU ETS, Energy Union (competitiveness, security)
- Four traditional components of EU climate policies:
 - EU ETS
 - Renewable support schemes (and CCS)
 - Energy efficiency policies
 - Energy/carbon taxation
 - (Transport)

Figure 2.1 EU progress towards 2020 climate and energy targets



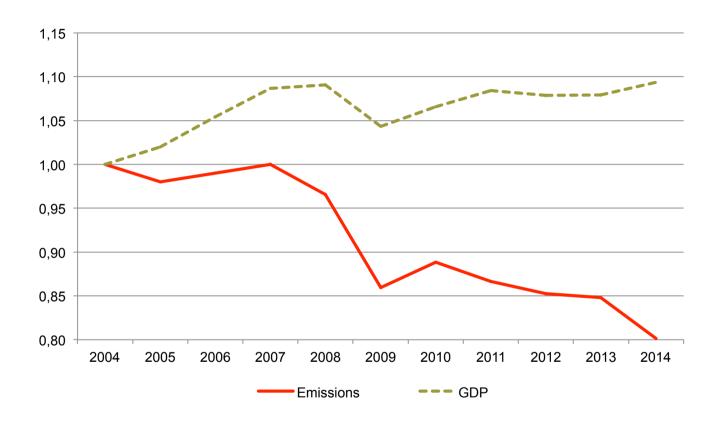
Note: The energy efficiency target for 2020 is defined as an absolute target, set 20% below the level in primary energy consumption projected for 2020 in the 2007 Energy Baseline Scenario of the European Commission. In this figure, this target is expressed as a relative change compared to 2005 levels of EU primary energy consumption, in order to show the required reduction in primary energy consumption over time. The year 2005 was chosen because it is used as a base year for GHG (in the EU ETS and under the ESD) and for renewable energy targets. It also corresponds to a peak in energy consumption in the EU.

Figure ES.2 Progress of Member States towards 2020 climate and energy targets



Note: The Effort Sharing Decision sets individual binding annual targets for GHG emissions not covered by the EU ETS for all Member States for the period from 2013 to 2020. The Renewable Energy Directive sets individual binding targets for the 2020 share of renewable energy sources in gross final energy consumption, as well as indicative trajectories up until 2020. Under the Energy Efficiency Directive, Member States set their own target on energy consumption for 2020.

EU CO₂ emissions and GDP



(1) EU ETS

- A market-based approach, after the failure of the tax
- A continuously-reformed 2003 Directive (Learning by Doing)
- A brief history: phases I and II (Ellerman et al., 2015)
- The current phase III: EU cap, benchmarking and supply
- A reformed EU ETS after 2020:
 - Declining cap
 - Free allocation and benchmarking
 - Distributional matters

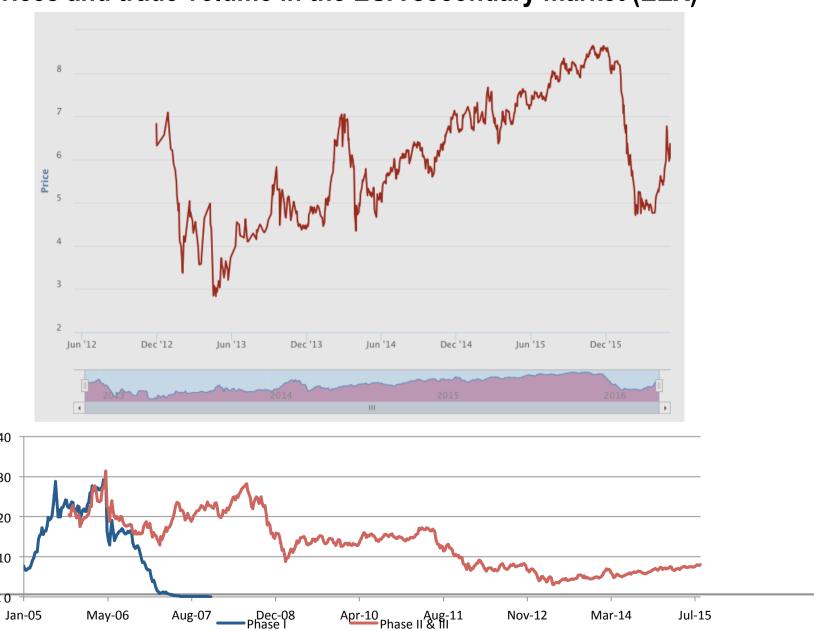
Prices and trade volume in the EUA secondary market (EEX)

€ 40

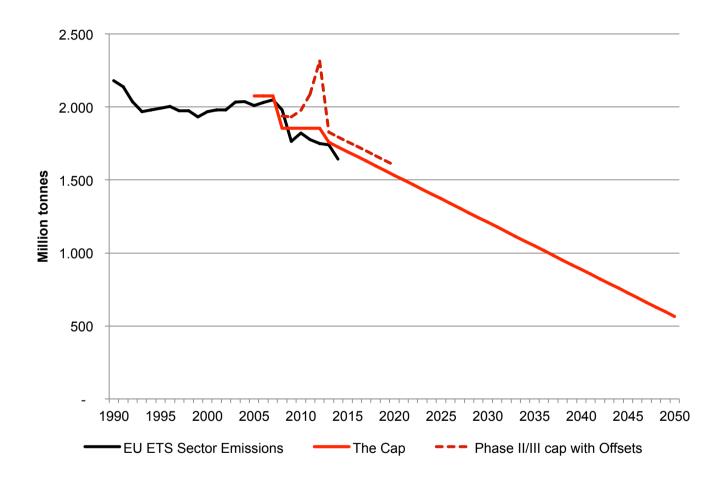
€ 30

€ 20

€ 10



The EU ETS cap



An economic appraisal of the EU ETS

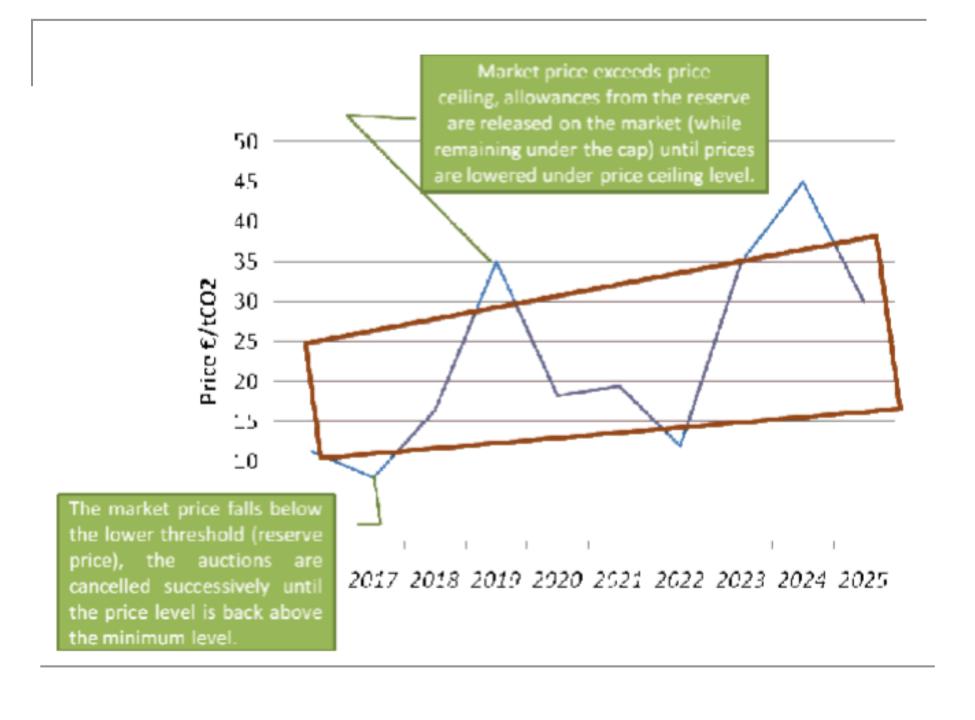
- Environmental effects
 - Aggregate emissions (Ellerman and Buchner, 2008; di Maria, 2011)
 - Firm-level data (Wagner et al, 2013)
 - Power sector (Delarue et al., 2008)
- Competitiveness and leakage
 - Firm-level data (Abrell et al., 2011)
 - Surveys (Martin et al., 2014)
 - Pass-through (Fabra and Reguant, 2014)
- Innovation (Calel and Dechezlepretre, 2015)
- Investment (Borghesi et al, 2012)

The EUA price 'debate'

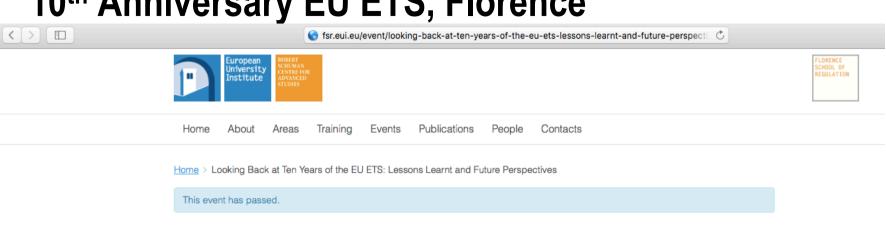
- Reasons
- Backloading and MSR
- The French 'soft collar' proposal

Distributional issues

- Allocation
- Pass-through
- Compensations among countries



10th Anniversary EU ETS, Florence



Details

Venue

Date: 21st May 2015 Teatro, Badia Fiesolana

Event Categories: Climate, Energy

Via dei Roccettini. 9 San Domenico di Fiesole, FL 50014

Italy

Looking Back at Ten Years of the EU ETS: Lessons Learnt and Future Perspectives

21st May 2015



This conference aimed to take stock of the challenges, lessons and achievements of the EU ETS in Europe and in the rest of the world and to discuss future perspectives. The event was organised in collaboration with DG Climate Action, European Commission.

Interviews

Jorge Moreira da Silva | Minister for Environment, Spatial Planning and Energy, Portugal

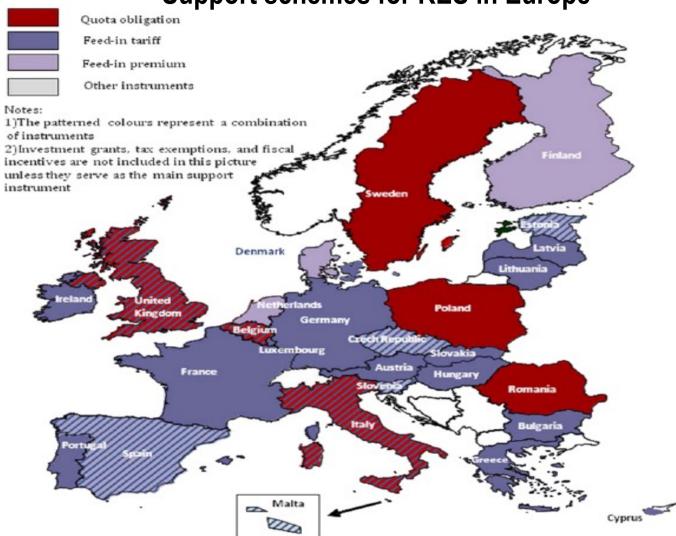
LIFE SIDE at FSR Climate: 2016-2018



(2) Renewable Energy

- Directive 2009/28/EC
 - Mandatory national targets
 - Overall share of energy from renewable sources in gross final energy consumption
 - Share of renewable energy in transport
 - In order to reach the targets, Member States may apply
 - Support schemes (investment aid, tax exemptions or reductions, tax refunds, renewable energy obligation support schemes, direct price support). New Guidelines
 - Measures of cooperation between different Member States and with third countries
- Guidelines for renewable policies (2014/C 200/01)

Support schemes for RES in Europe



Source: Steinhilber et al (2011)

Evaluating experiences

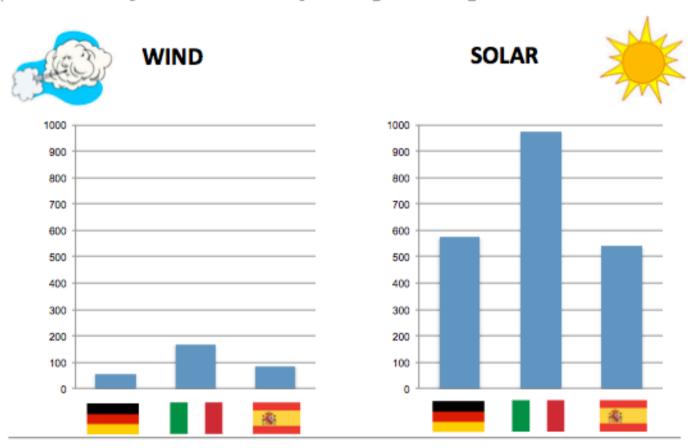
- EC (2015). Progress in renewable energy development. However, economic crisis, administrative and infrastructure barriers and policy and support schemes disruption are slowing this progress
- EEA (2016) Heterogeneous situation of EU countries: almost 50% need to increase renewable penetration to comply with 2020 objective
- Steinhilber et al (2011). Member States renewables policy in 2003-2010.
 Performance is rather heterogeneous depending on the final energy sector, the renewable energy technology and the individual Member State.

A bigger picture

- Learning by doing/learning by research
- Picking 'global' and effective technologies

Renewables as Climate Policies

Implicit carbon price [€/tCO2]



Germany 2006-2010; Italy 2008-2011; Spain 2010-2012

(3) Issues for Energy Efficiency

- Not an end in itself (emissions, energy imports, etc.)
- Complex issue: multiple barriers and conditions
 - Energy efficiency gap (buildings and transport)
 - Sectoral and country variations (NEEAPs)
- Packages vs collection of single instruments
- New policy approaches: information; nudging
- Energy efficiency and income distribution
- How to evaluate and implement (global) cost-effective options?



The legal framework



Directive 2012/27/UE

- Efficiency in energy use (Filippini et al, 2014; Ó Broin et al, 2015)
 - Building renovation
 - Energy efficiency obligation schemes
 - Energy audits and energy management systems
 - Metering and billing information (Ramos et al, 2015)
 - Consumer information and empowering programme
- Efficiency in energy supply (Bertoldi et al, 2010)
 - Promotion of efficiency in heating and cooling
 - Energy transformation, transmission and distribution
- Horizontal provisions
 - Availability of qualification, accreditation and certification schemes
 - Information and training
 - Energy services

Policy developments reported in some 2014 NEEAPs

France

- Doubling of the ambition level of the EE obligation scheme
- Fund fo building refurbishment
- Taxation in the transport sector could bring additional savings

Germany

- Primary energy consumption will be almost 10% lower than target
- Existing measures will be strengthened, including building efficiency requirements, taxation, advice/awareness-rising and support for investment.
- An important element will be the development of the ESCO

Italy

- Strengthen the minimum standards for the construction of new buildings and the renovation of existing
- Consolidate tax deductions for the refurbishment of buildings and strengthen incentives for buildings owned by public bodies
- Stregthen the system of EE certificates (white certificates)

Scoping meeting Energy Efficiency



FLORENCE SCHOOL OF REGULATION

Energy Efficiency and Climate Policies: A Scoping Meeting for the FSR Climate

Organiser: Xavier Labandeira | Director, FSR Climate/EUI

Sala del Capitolo, Badia Fiesolana Via dei Roccettini, 9 – San Domenico di Fiesole

7 November 2014

■ Programme

08.45-10.45	Session 1: General framework
08.45	Introduction and presentation of participants, Xavier Labandeira
09.00	Energy efficiency and climate policy: the big picture, Tyler Bryant
09.20	Energy efficiency policy instruments: issues for application, Lisa Ryan
09.40	EU energy efficiency policies, Serena Pontoglio
10.00	Energy efficiency and interactions with other climate policy instruments, Oskar Lecuyer
10.20	Debate
10.45-11.15	COFFEE
11.15-13.15	Session 2: Research needs and gaps
11.15	Issues for future energy efficiency policies in the EU residential sector, Paolo Bertoldi
11.35	Energy efficiency policies: the vision of an international power company, Gonzalo Sáenz
12.55	Funding energy efficiency, Juan Alario/Manuel Dueñas
12.15	Unlocking energy efficiency in transport, Andreas Schäfer
12.40	Debate
13.15-14.30	LUNCH
14.30-16.40	Session 3: Ex-post analysis
14.30	Energy efficiency policy: issues, methods and data, Matthew Kotchen
15.00	An overall assessment of energy efficiency instruments, Magnus Söderberg
15.20	Nudging energy efficiency, Giovanna D'Adda
15.40	Policy packages, distribution and empirical results for Spain, Xavier Labandeira/Ana Ramos
16.00	Some empirical results for France, Louis-Gaëtan Giraudet
16.20	Some empirical results for Germany, Kathrine Von Graevenitz
16.40-17.30	Debate, wrap up and departure

(4) Energy/carbon taxation

- Current Situation: (Harmonized) energy taxes at national level
- Proposal for a Council Directive (2011)
 - Again, harmonization but higher rates
 - CO₂ component
 - Energy component
- Carbon taxation
- Green tax reforms
- Transport

Heterogeneity in EU energy taxation

	Households light fuel oil (per 1000 litres)				Non-commercial automotive diesel (per litre)				Unleaded gasoline (per litre)				Households natural gas (per MWh GCV)				Households electricity (per kWh)			
Impuestos sobre la energía (€) 2013	Excise	VAT (%)	Total	PPP (%)	Excise	VAT (%)	Total	PPP (%)	Excise	VAT (%)	Total	PPP (%)	Excise	VAT (%)	Total	PPP (%)	Excise	VAT (%)	Total	PPP (%)
Germany	61,35	19,00	194,63	58,70	0,47	19,00	0,70	87,76	0,66	19,00	0,91	96,20	5,50	19,00	16,88	100,65	96,30	19,00	142,90	221,44
Austria	109,18	20,00	267,00	75,68	0,42	20,00	0,65	76,45	0,51	20,00	0,74	73,42	5,96	20,00	17,62	98,73	30,70	20,00	64,90	94,51
Belgium	18,49	21,00	164,89	46,73	0,43	21,00	0,68	80,70	0,61	21,00	0,90	89,42	2,60	21,00	14,05	78,73	19,60	21,00	54,80	79,80
Denmark	403,87	25,00	714,14	164,00	0,40	25,00	0,71	67,69	0,59	25,00	0,93	74,87	35,39	25,00	54,96	249,53	109,95	25,00	169,35	199,82
Slovenia	176,60	21,00	351,40	137,78	0,45	21,00	0,69	111,80	0,57	21,00	0,82	113,25	4,79	21,00	16,78	130,07	16,50	21,00	44,30	89,24
Spain	87,30	21,00	245,60	84,97	0,37	21,00	0,61	87,27	0,47	21,00	0,71	86,46	0,18	21,00	14,33	98,01	8,80*	21,00	41,10*	73,06
Estonia	110,95	20,00	277,03	118,49	0,39	20,00	0,61	109,32	0,42	20,00	0,64	96,25	2,18	20,00	10,51	88,87	13,20	20,00	35,15	77,25
Finland	163,43	24,00	377,19	97,51	0,47	24,00	0,76	82,00	0,65	24,00	0,97	87,63	10,33	24,00	19,85	101,45	17,00	24,00	46,50	61,76
France	56,60	19,60	208,59	58,42	0,44	19,60	0,66	76,94	0,61	19,60	0,87	84,92	1,29	19,60	11,29	62,51	25,14	19,60	46,65	67,13
Greece	330,00	23,00	567,24	205,30	0,33	23,00	0,59	88,44	0,67	23,00	0,98	124,71	5,40	13,00	18,53	132,59	26,10	13,00	44,85	83,40
Hungary	n.d.	27,00	n.d.	n.d.	0,38	27,00	0,69	157,35	0,42	27,00	0,71	137,68	0,00	27,00	8,27	89,90	4,10	27,00	32,37	91,45
Ireland	88,66	13,50	215,50	62,59	0,48	23,00	0,76	92,24	0,59	23,00	0,89	90,10	3,70	13,50	12,39	71,14	0,00	13,50	26,20	39,10
Italia	403,21	21,25	650,56	204,06	0,62	21,25	0,91	118,56	0,73	21,25	1,04	113,80	n.d.	21,25	26,67**	165,38	56,20	10,00	77,10	124,26
Luxemburg	10,00	12,00	96,58	24,70	0,34	15,00	0,49	52,58	0,46	15,00	0,64	57,01	1,08	6,00	4,44	22,45	11,40	6,00	20,20	26,54
Netherlands	254,42**	21,00	360,89	102,29	0,45	21,00	0,69	81,76	0,75	21,00	1,05	104,72	19,28	21,00	32,84	184,02	11,40	21,00	45,00	65,53
Poland	55,27	23,00	229,66	125,99	0,35	23,00	0,59	134,87	0,40	23,00	0,64	123,33	0,00	23,00	9,58	103,87	4,76	23,00	32,40	91,32
Portugal	323,70	23,00	564,40	221,29	0,37	23,00	0,63	102,33	0,59	23,00	0,88	121,08	0,00	23,00	16,55	128,29	0,00	23,00	39,40	79,37
United Kingdom	131,17	5,00	170,27	49,30	0,68	20,00	0,96	115,53	0,68	20,00	0,95	95,97	0,00	5,00	2,76	15,77	0,00	5,00	8,24	12,26
Czech Republic	25,40	21,00	254,62	117,00	0,42	21,00	0,66	126,79	0,49	21,00	0,74	118,55	0,00	21,00	10,97	99,66	1,15	21,00	28,02	66,16
Slovakia	n.d.	20,00	n.d.	n.d.	0,37	20,00	0,60	115,59	0,52	20,00	0,77	123,69	0,00	20,00	8,87	80,89	0,00	20,00	29,50	69,92
Sweden	451,94	25,00	760,10	179,05	0,53	25,00	0,87	85,40	0,62	25,00	0,95	78,61	30,62	25,00	55,13	256,77	31,90	25,00	67,04	81,14
Weighted average (PPP)	201,39	18,74	425,08	100	0,66	20,88	1,02	100	0,83	20,88	1,21	100	3,96	18,50	21,50	100	42,76	17,07	82,73	100

Carbon taxes in EU countries

- Finland (1990)
- Netherlands (1990)
- Norway (1991)
- Sweden (1991)
- Denmark (1992)
- □ UK (2001)
- Ireland (2010)
- France (2014)

Green tax reforms (Gago et al, 2014)

- Multiple dividends?
- The generations
 - Scandinavian model
 - German model
 - Post-crisis applications

Taxing transport

- Multiple externalities
- Constraints of current taxation
- New transport taxes

Evaluating experiences

- □ EEA (2016) Updated situation on EU energy and environmental taxes
- Martin et al (2014). Climate change levy UK. Strong negative impact on energy intensity and use of electricity
- Hammar et al (2013). Sweden's CO2 tax. Major impact on fuels used for heating purposes.
- □ Lin and Li (2011). Northern European carbon taxes. Stronger effectiveness of the Finish tax due to exemptions in other countries
- Vollebergh (2008). Energy tax reform in Netherlands. Considerable amount of tax revenue from a green tax base
- Our work for Spain

Two Iberian 'approaches' to environmental taxation

SPAIN

- Low energy taxation
 - Positive results from academic simulations
 - Environmental effectiveness
 - Distributional effects
 - Economic dividend
 - Political constraints?
 - Competitiveness and growth
 - Social preferences
 - Results from a CV study on Spanish CC policies
 - Fiscal inertia

Simulating the effects of the 2011 Tax Directive

- Combined A+B potential revenue increase: + 11.700 M€ (+90% over 2010)
- Other consolidation efforts
 - Greece: +42% increase in energy tax revenues (2011/2008)
 - Italy: +27% (petrol) and +43% (diesel) increases (June 2012/April 2011)
- Previous Spanish revenue increases:
 - Zapatero's 2010/11 tax rises: VAT + 5500 M€, IT +200 M€
 - Rajoy's 2012 tax rises: VAT +7500 M€, IT +4000 M€, 'Environment' 2700 M€
 - Regional energy and energy-environmental taxes (2012): 250 M€
 - New tax on fluorinated greenhouse gases (2013): 340 M€
 - New agreement PP-C's on Corporate taxation (2016): 3000 M€, 2017
- 'Experts' commission and reduction of income taxation

PORTUGAL

Receita da tributação sobre a poluição e uso de recursos

Taxes on Pollution Taxes and Resources Revenue

Receita líquida da Fiscalidade Verde

Environmental Tax Reform Revenue + 165,5 M€

+ 17,5 M€

+ 148 M€

Incentivos à proteção ambiental, energia e conservação da natureza

Environmental Protection energy and nature conservation incentives



Reforma do IRS (Quociente familiar)

Personal Income Taxation Reform (relief of PIT for families with more children)

Scoping meeting Taxation





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This event has passed.

Details

Organiser

Date:

Barbara Morganti

12th December 2014

Phone:

Event Category:

[+39] 055 4685 789

Climate

Email:

Barbara.Morganti@eui.eu

Venue

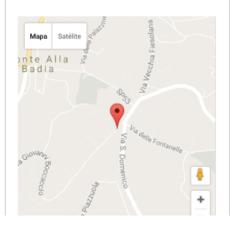
Villa Malafrasca

Via Boccaccio, 151

Florence, FL 50133 Italy + Google Map

Phone:

[+39] 055 4685 2880



Energy/Carbon Taxation and Climate Policies: a Scoping meeting for FSR Climate

12th December 2014

This workshop focused on the role of carbon and energy taxes in climate change mitigation. It was organised in three sessions on the general framework, empirical analysis for the EU, and the assessment of obstacles to policy progress. The event was designed as a scoping meeting for future research activities of FSR Climate in this area and also to explore collaborative work with other academic and non-academic institutions operating in the field.

Download the programme

Workshop Highlights



Summing up on EU climate policy instruments

- (cost) Effectiveness: short-term vs long-term
- Supplementary effects
 - 'Low prices'
 - Market failures
- Coverage-non coverage by EU ETS
- Other non-GHG objectives (Tinbergen)
- Distribution

Constraints

- Competitiveness
- Distributional concerns
- Institutional setting

and Opportunities

- Overcoming constraints through a climate club after Paris?
- Learning by doing for the world?
 - EU ETS as a prototype for other systems; and linkage towards a global price
 - Rearranging priorities in renewable promotion: R&D, potentials...
 - Coordinating policy tools and jurisdictions?

Some normative messages

- Targets (Tol, 2012)
- GHG prices
- Instrument mix (Böhringer et al, 2016)
- Distributional issues
- International dimension: the debate on linking and BTA

Research needs and challenges

- Beyond Energy and Environmental Economics
- Role of Empirical Economics (Ex ante and Ex post)
 - Actual implementations
 - Future proposals
 - Non-EU ETS and member-state level
 - Transport
- Need for experimental approaches

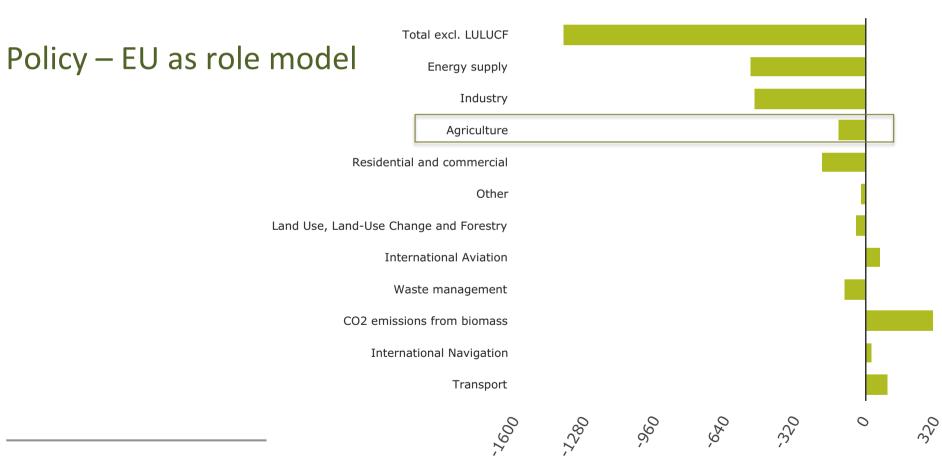
Agriculture & GHG Emissions in EU

(Bozzola et al., 2016)

Stable % of emission compared to other sectors: lacking

behind?

Absolute change from 1990 — Sectoral greenhouse gas emissions by IPCC sector





ENERGY EFFICIENCY IN THE RETAIL SECTOR: A FIELD EXPERIMENT

XAVIER LABANDEIRA MARIA LOUREIRO

Annual conference, and other activities







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Home > Energy > Climate > FSR Climate Annual Conference 2016: call for papers



FSR Climate Annual Conference 2016: call for papers

Published on 27th July 2016

FSR Climate is accepting proposals for contribution to its Annual Conference, taking place in Florence on 1-2 December 2016.

The event will focus on the economic assessment of European climate policies, covering the main climate-related existing policies, at EU, national and sub-national levels. It will be structured into four sessions, each of them with an invited speaker:

- EU ETS: Simone Borghesi (University of Siena)
- · Carbon/energy taxation: Thomas Sterner (University of Gothenburg)
- Energy efficiency policies: Joachim Schleich (Grenoble Ecole de Management and Fraunhofer ISI)
- Renewable policies: Karsten Neuhoff (DIW Berlin)

Roger Guesnerie (Collège de France), will give the keynote speech.

Deadline for paper submission: 23 October 2016.

Many lafanos allas forma de acordana acordana

Obrigado!

xavier.labandeira@eui.eu

http://labandeira.eu

http://fsr.eui.eu/climate/



