Aktuelle Entwicklungen im Europäischen Integrationsprozess 2. Teil

19. Mai 2022 Webinar B4 VAB – FIW – BMDW

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Aktuelle Entwicklungen im Europ. Integrationsprozess – Themen des 2. Teils:

- The EU Budgetary Package 2021-2027: An Assessment
- EU Convergence from the Perspective of Climate Economics
- Energy supply: Dependence of and on Russia

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The EU Budgetary Package 2021-2027: An Assessment

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Overview of the main legal elements of the budgetary package

Expenditures:

- Multi-annual Financial Framework (MFF) ... 'the financial framework'
- EU Recovery Instrument 'Next Generation EU' (EURI-NGEU) ... 'the recovery instrument'
- 'Rule-of-law' regulation: Regime of conditionality for EU budget protection
- Sectoral legislation for spending programmes (under MFF and EURI-NGEU)

Revenues:

- Own Resources (OR) decision by the Council
 - o Without requirement of European Parliament (EP) consent
 - o Ratification by national parliament of each MS required and achieved

Inter-institutional agreement (IIA):

between European Parliament, Council and European Commission

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Main multi-annual figures and spending structure

Commitment appropriations	Expenditures	Loans
EUR billion, in 2018 prices		
MFF 2021-2027	1,074	
EURI-NGEU 2021-2023 (paid until 2026)	390	360
Total	1,464	360
75% of total expenditures in 4 areas; 10	0% of loans in	1 area:
Agriculture and Maritime Policy	24%	
2. Recovery & Resilience	23%	100%
3. Regional Development and Cohesion	20%	
4. Social Cohesion and Values	8%	
Note: Expenditures include grants and provisions for a	nuarantees.	

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Comment 1: The EU budgetary package 2021-2027 is a major step forward

EURI-NGEU enhances the MFF:

- Common EU response to COVID-19 impact
- To advance cohesion, growth potential, climate-related structural change
- Funded by common capital market borrowing
- Backed by (suite of) pro-rata guarantees by MS for net repayments due 2027 to 2058
- · To fund repayment: Roadmap agreed for new OR

Stronger focus on climate policy:

- Raise overall climate target to 30% of total expenditures (MFF + EURI).
- Fund 30% of EURI via issuance of 'green bonds'
- New climate-specific program 'Just Transition Fund' (social support to exit climate-damaging production)

Comment 2: The EU budget remains tiny, even when including EURI-NGEU

Total expenditures (MFF + EURI-NGEU) amount to only 1.5% of EU GNI

These are dwarfed by national public expenditures of 50% of GNI.

Compared to EU27 MFF 2014-2020 of 1.2% of GNI:

- MFF 2021-2027 smaller by 0.1 ppt at 1.1% of GNI
- But: EURI expenditures add 0.4% of GNI
- → Total expenditures increase by 0.3 ppts to 1.5% of GNI

However, two areas face decrease of expenditures:

- o Agriculture (Direct payments, Rural Development)
- o External action (Neighborhood, Development Coop., Humanitarian Aid)

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Comment 3: The EU budgetary package is complementary to macro stabilization policies in place, including the EU central banks' QE

Macro stabilisation policy in response to the COVID-19 impact relies on national fiscal policy and national (EA: common) monetary policy

To be aware of the order of magnitude:

- EA national sovereigns' net issuance rose to 9.5% of annual GDP (2020 Q1-3),
- while ECB's net public sector purchases on secondary market rose to 6.5% of annual GDP (2020 Q1-3).

EURI-NGEU is not an early and bold common EU fiscal stabilization policy effort

→ The lack of such an approach implies national public debt levels which are far higher and more heterogeneous as a result of COVID-19.

Comment 4: EURI-NGEU may help finance COVID-induced fiscal deficits to a limited extent, while it will primarily boost public investment and structural reform

EURI may help finance COVID-induced fiscal deficits, albeit to a limited extent:

- Max. 20% 25% of total EURI volume can finance such deficits without raising national public debt.
- Moreover, the <u>protracted</u> approach until EURI funds are paid out limits their relevance for contributing to fiscal stabilization policy.

Thus, EURI primarily has a focus on structural policy (not on stabilization policy):

- Thereby, it faces a twin challenge:
 - Achieve preparing <u>additional</u> climate and digitization investment project volumes (min. 37% and 20% of Recovery and Resilience Fund expenditure, respectively) (with RRF expenditure = 80% of total EURI expenditure)
 - o Within only short time stipulated for preparing high-quality investment projects

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Comment 5: EURI-NGEU impact could be sizeable for the 17 EU Member States with below-average per-capita income

These MS are potentially particularly benefitting, with the aim to foster economic convergence within the European Union:

- They are assigned about twice the average EU-allocated max. expenditure in % GNI
- They can share the available loan volume among them (with a cap of 6.8% GNI 2019)
 (other MS, except for BE, are unlikely to draw a loan due to the available financial terms)

Among these MS, the assigned max. expenditure in % of GNI is largest for:

• Croatia, Bulgaria, Greece - followed by Romania, Portugal, Slovakia, Latvia, Spain

However: absorption and governance will be major challenges!

Ad Comment 5: On the absorption of EU funds (1)

Total allocated EU funds from ERDF, ESF and, if applicable, CF

(ERDF: Europ.Regional Development Fund, ESF: European Social Fund, CF: Cohesion Fund)

Unweighted mean of
EU Member States with
above-average GNI p.c. below-average GNI p.c.

MFF payment rates:		
After 50% of the time for payments		
(= after 71% of the time for commitments)		
MFF 2007-2013 (2011)	39.7	32.9
MFF 2014-2020 (2018)	26.9	24.7
After 70% of the time for payments		
(= after 100% of the time for commitments)		
MFF 2007-2013 (2013)	66.9	61.4
MFF 2014-2020 (2020)	53.7	52.4
After 100% of the time for payments		
MFF 2007-2013 (2016)	99.2	98.5
MFF 2014-2020 (2023)	n.a.	n.a.

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Ad Comment 4 and 5: On the time-frame and the absorption of EU funds (2)

- Multi-annual Financial Framework (MFF):
 - Full commitment period: 7 years
 - Full payment period: 10 years (7y + 3y grace)

Compared to:

- Recovery and Resilience Facility (RRF):
 - Full commitment period: 3 years
 - RRF Regulation: Art. 12 (2.) iVm Art. 23 (1.): Until 31 December 2022,
 the Commission shall make available for allocation 70 % of the amount ...
 - o RRF Regulation: Art. 12 (3.) iVm Art. 23 (1.): From 1 January 2023 **until 31 December 2023**, the Commission shall make available for allocation 30 % of the amount ...
 - Full payment period: 6 years (quasi 3y + 3y grace):
 - o RRF Regulation: Art. 24 (1.): Payments ... shall be made by 31 December 2026
 - Different conditionality than that of MFF structural funds:
 - o Mostly on public sector, education/training, green transition, and digitalisation

Ad Comment 5: Procedural state of play

• 22 EU-MS:

- RRP assessed by the Commission
- RRP decided by the Council (Council implementing decision Art.20 RRF-Regulation taken)
- RRP implementation ongoing, with first disbursements in summer 2021 (pre-financing up to 13%)

2 EU-MS (Bulgaria, Sweden): RRP finally assessed not until early May 2022

- Bulgaria: Elections (April, July, November), then cabinet formation until mid Dec. 2021.
- Sweden: Government crisis, then cabinet formation until end Nov. 2021.

2 EU-MS (Hungary, Poland): RRP submitted but not yet finally assessed

- Conflict over the Rule of Law.
- 1 EU-MS (Netherlands): RRP not yet submitted
 - Elections (17 March 2021), then cabinet formation until mid Jan. 2022.

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Comment 6: The European Council cut the Commission proposal for crucial programs

European Council decision on EURI-NGEU proposed by the Commission:

- It <u>increased</u> the share of <u>loans</u> to member states by € 110 bn and <u>decreased</u> total <u>expenditures</u> by € 110 bn, mainly by cuts in:
 - o EU-wide strategic investments (incl. solvency support): by € 51 bn (to € 6 bn)
 - o Climate action (Just Transition Fund): by € 20 bn (to € 10 bn)
 - o External action (neighborh., developm., humanit. aid): by € 15 bn (to zero)

→ For 'External action': even decline compared to EU27 MFF 2014-2020, despite the rising gap in humanitarian funding in the midst of a global pandemic

... This funding gap is "grossly inadequate and that's dangerously shortsighted," (Mark Lowcock, UN OCHA)

Comment 7: The 30% climate-spending target is highly welcome but at quite a risk to be missed

European Council cuts to the proposed EURI-NGEU expenditures increase the risk to miss the 30% climate spending target

• The bottom-up sum of expected (minimum) contributions per programme is below 30%.

Moreover, doubts over assumed contribution from agriculture expenditures

- The late negotiation results for CAP 2023-27 may be considered insufficiently ambitious, so that the resulting national CAP plans may not fully deliver on climate targets.
- The European Court of Auditors questions the contribution associated with certain direct payments.

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Comment 8: Progress on the revenue side is still incomplete and further negotiations must follow soon

New Own Resources (OR) in 2021-2027:

- 2021: MS national contribution based on non-recycled plastic packaging waste quantity (yet lump-sum reductions for MS with below-average per-capita income)
- 2023: Agreed plan to introduce:
 - o Carbon border adjustment mechanism (CBAM),
 - Digital levy
 - o Emissions-Trading-System (ETS)-based contribution (e.g. maritime, aviation)
- 2026: Agreed plan to introduce 'additional new OR', 'which could include':
 - o Financial Transaction Tax (FTT)
 - o Contribution linked to the corporate sector

But: Implementing this roadmap must still be negotiated!

→ **Question** whether 'additional new OR' could include taxes to address the sizeable inequalities that are rising further due to COVID-19, like e.g. net wealth taxes.

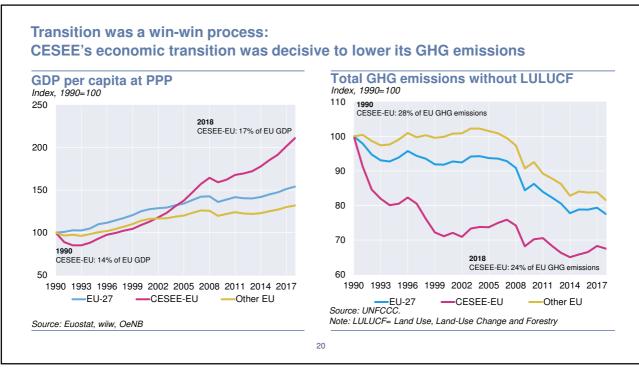
Comment 9: The European Council increased 'rebates' as privileges of a few member states

Modifications to the current Own Resources (OR) for 2021-2027:

- · Customs duties (TOR) minus 'collection costs'
- National VAT-based contributions
- · National GNI-based contributions
 - But <u>privileged status of 5</u> out of 9 'net paying' MS (AT, DE, DK, NL, SE): Enjoying gross reductions in their annual contribution!
 - ... This is not the case for FI, FR, IE, IT!
 - For 4 out of these 5 privileged MS (AT, DK, NL, SE, but not DE):
 European Council even increased these 'rebates' (to up to 0.25% GNI) for 2021-27 while European Parliament and Commission had demanded a phase-out.
- → Need for reform: EP consent to OR decision shall be required!

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EU Convergence from the Perspective of Climate Economics



Kaya identity – used for decomposition analysis

Kaya, Yoichi; Yokoburi, Keiichi (1997). Environment, energy, and economy: Strategies for sustainability. Tokyo. United Nations University Press.

Total GHG emissions = Emission intensity * Energy intensity * GDP per capita * Population

With:

GDP: Gross domestic product at constant prices and purchasing power parities

Emission intensity: GHG emissions / Final energy used

Energy intensity: Final energy used / GDP

"Carbon intensity" = Emission intensity * Energy intensity

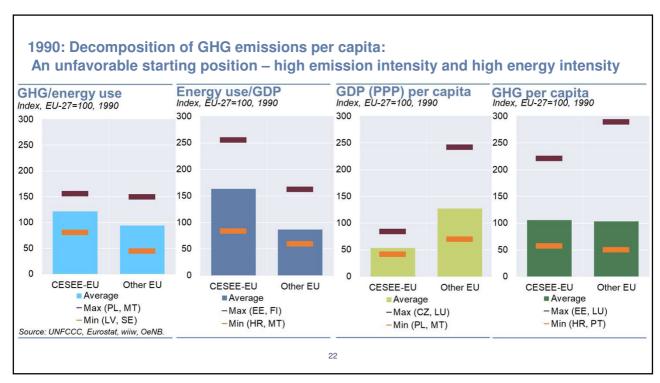
Carbon intensity: GHG emissions / GDP

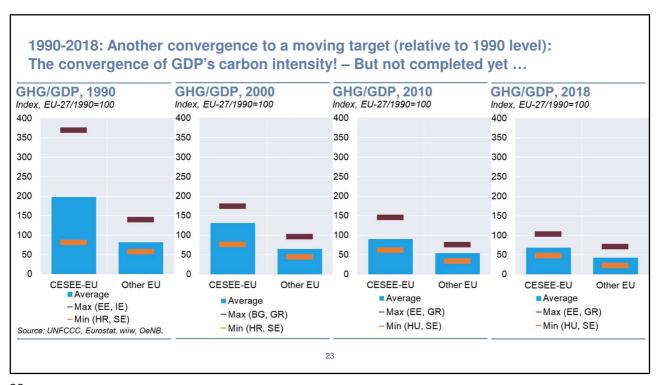
"GHG emissions per capita" = Carbon intensity * GDP per capita

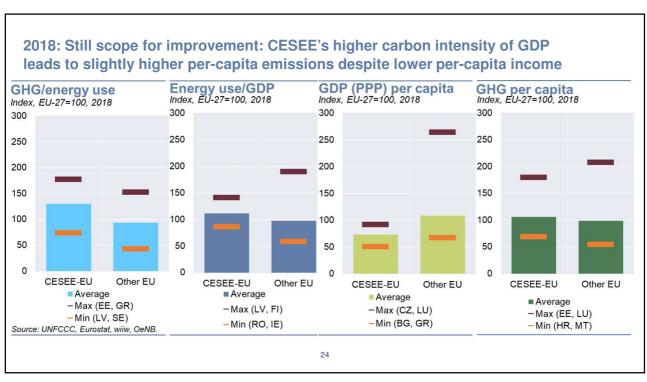
GHG emissions per capita: GHG emissions / Population

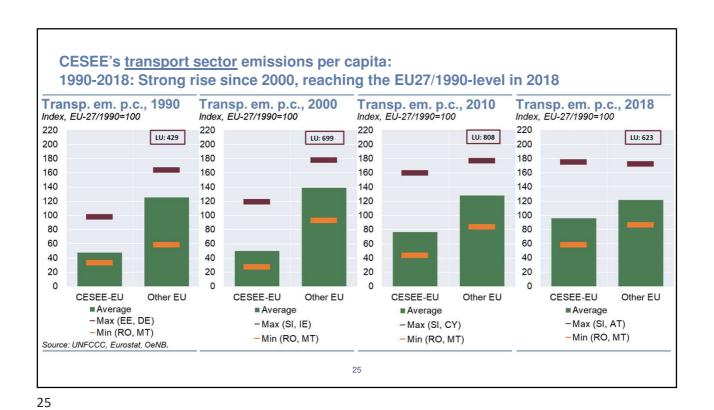
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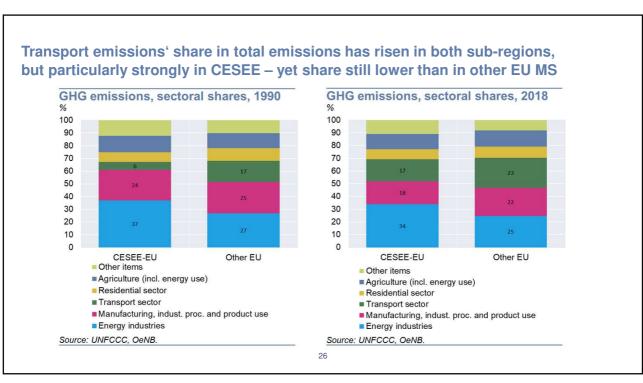
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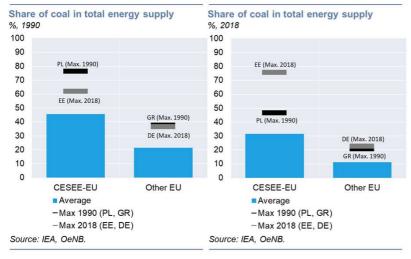








The share of coal in total energy supply has declined since 1990, both in CESEE EU and in other EU, with still higher share of coal in CESEE

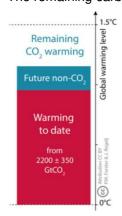


- Decline in CESEE EU exacerbated by decline in total energy supply by 18% (vs. 5% increase in other EU).
- Allocation of EU27's coal use:
 - o CESEE EU 41%
 - o DE 32%, PL 23%, CZ 7%
- New coal plants in EU27 2018-2020:
 - Only in DE, PL and CZ
 - Only in PL new capacities exceed retired old capacities
- Coal mines operate in DE, GR and in PL, CZ, RO, BG, HU;
 - With new coal mine projects proposed in PL, CZ, RO.
- Total energy supply's import share:
 - o CESEE EU: 42%
 - o Other EU: 60%

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Carbon budget: Concept and remaining budget

- Concept: Amount of accumulated CO 2 emissions that can be brought into the atmosphere and still remain at a specified likelihood within a given limit of temperature increase (given forcings of other GHGs)
- The remaining carbon budget within 1.5°C rise is very tight:



- 580 GtCO₂ left (50% chance of 1.5°C)
 420 GtCO₂ left (66% chance of 1.5°C)
 - +- 250 GtCO₂ depends on what is done on non-CO₂
 - +- 400 GtCO, geophysical uncertainty
- Currently, 42 +- 3 GtCO₂/yr annually
- 200 GtCO₂ budget differences are about 5 year of current emissions and imply roughly a 10 year variation in the mid-century timing of reaching net zero CO₂ emissions.

Source: J. Rogelj – ipcc SR1.5, in: K.Riahi (2020).

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European Union Climate Policy Targets for 2020

- Overall target: EU and its member states (MS) committed to reducing their GHG emissions by 20% by 2020 compared to 1990 levels (with a view to cutting emissions by 60% to 80% by 2050 compared to 1990).
- · Following initial political declarations in 2007, this became a unilateral commitment in 2009, and a multilateral commitment under the Doha amendment of the Kyoto Protocol in 2012
- To fulfill this commitment by 2020, the EU chose a three-pronged approach comprising:
 - o (1) direct sub-targets for sectoral changes of GHG emissions compared to 2005 levels:
 - (a) Current ETS sectors (ETS=Emissions Trading System, covering about 90% of energy industries and 70% of manufacturing): -21%, and
 - (b) Other sectors:

Specific minimum reductions or maximum increases for individual MS ranging from -20% to +20%

- o (2) targets for the minimum share of energy from renewable sources (hydro, wind, solar, biomass) in total final energy consumption (FEC): 20% for the EU-28, plus binding MS-specific targets
- o (3) targets for the reduction of FEC (and PEC) to advance energy efficiency: Decrease EU-28 FEC by 9% compared to 2005, plus indicative MS-specific targets

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EU GHG emissions: Targeted changes versus actual changes, in % (up to 2020) (1)

	CESEE	EU		Other I	EUMS		EU-27		
	Total	ETS Sectors	Other Sectors	Total	ETS Sectors	Other Sectors	Total	ETS Sectors	Other Sectors
Actual: 1990 to 2005	-26	-27	-25	:	2 5	5 -1	-6	i -6	-7

2020 Target agreed in 2007-2009: Reduction of EU-28 emissions by 20% versus 1990:

-21

-42

Thus, agreed sub-targets for sectoral changes versus 2005, which imply the following targeted changes: 14 **-17**

1990 to 2020	-30	-42	-15	-15	-17	-14	-19	-26	-14
Actual:									
2005 to 2018	-8	-21	5	-20	-28	-13	-17	-26	-10

-18

-22

30

-25

-21

-13 **-14**

-30

-16

-14

30

2005 to 2020 -4

-33

1990 to 2018

EU GHG emissions: Targeted changes versus actual changes, in % (up to 2020) (2) **CESEE EU** Other EU MS EU-27 ΑT Total FTS Other Total FTS Other Total **ETS** Other Total FTS Other Sectors Sectors Sectors Sectors Sectors Sectors Sectors Sectors Actual: 1990 to 2005 -26 -27 -25 5 -6 18 8 25 2020 Target agreed in 2007-2009: Reduction of EU-28 emissions by 20% versus 1990: Thus, agreed sub-targets for sectoral changes versus 2005, which imply the following targeted changes: 2005 to 2020 -21 -17 -21 -21 -18 -21 -16 1990 to 2020 -30 -42 -15 -14 -26 -14 -15 -17 -19 -3 -15 5 Actual: 2005 to 2018 -21 5 -28 -13 -26 -10 -21 -10 -8 -20 -17 -15 1990 to 2018 -42 -22 -25 -14 -30 -16 -15 12 31

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European Union Climate Policy Targets for 2030 (new – Green Deal, 2021)

- Overall target: In 2021, EU and its member states (MS) committed to reducing their GHG net emissions by 55% by 2030 compared to 1990 levels and to achieve net-zero emissions NZE by 2050 compared to 1990.
- To fulfill this commitment by 2030, the EU Commission proposed under the three-pronged approach:
 - o (1) direct sub-targets for sectoral changes of GHG emissions compared to 2005 levels:
 - (a) Current ETS sectors: -61%, and
 - (b) Other sectors:
 - Specific minimum reductions or maximum increases for individual MS ranging from -50% to -10%
 - (2) targets for the minimum share of energy from renewable sources (hydro, wind, solar, biomass)
 in total final energy consumption (FEC): 40% for the EU-27, plus binding MS-specific targets
 - (3) targets for the reduction of FEC (and PEC) to advance energy efficiency:
 Decrease EU-27 FEC by 20% compared to 2019, plus indicative MS-specific targets

EU GHG emissions: Targeted changes versus actual changes, in % (up to 2030) (1)

CESEE	EU		Other	EUMS		EU-27			
Total	ETS	Other	Total	ETS	Other	Total	ETS	Other	
	Sectors	Sectors		Sectors	Sectors		Sectors	Sectors	

Actual:

1990 to 2005	-26	-27	-25	2	5	-1	-6	-6	-7
2005 to 2018	-8	-21	5	-20	-28	-13	-17	-26	-10

2030 Target agreed in 2014-2018: Reduction of EU-28 emissions by 40% versus 1990:

Thus, agreed sub-targets for sectoral changes versus 2005, which imply the following targeted changes:

	2005 to 2030	-26	-43	-7	-38	-43	-34	-35	-43	-29
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2030 Target agreed in 2021: Reduction of EU-27 net emissions by 55% versus 1990:

Thus, proposed sub-targets for sectoral changes versus 2005, which imply the following targeted changes:

2005 to 2030	-41	-61	-18	-52	-61	-45	-49	-61	-40
2018 to 2030	-35	-51	-22	-40	-46	-37	-39	-47	-33

Note: For implied targeted changes, uniform ETS application across member states is assumed for simplicity. Source: European Commission. European Union. https://eur-lex.europa.eu. UNFCCC.

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EU GHG emissions: Targeted changes versus actual changes, in % (up to 2030) (2)

	Iotai	Sectors	Sectors	Total	Sectors	Sectors	Total	Sectors	Sectors	liotai	Sectors	Sectors
		Sectors	Sectors		Sectors	Sectors		Sectors	Sectors		Seciois	Sectors
Actual:												
1990 to 2005	-26	-27	-25	2	5	-1	-6	-6	-7	18	8	25
2005 to 2018	-8	-21	5	-20	-28	-13	-17	-26	-10	-15	-21	-10

2030 Target agreed in 2014-2018: Reduction of EU-28 emissions by 40% versus 1990:

Other EU MS

Thus, agreed sub-targets for sectoral changes versus 2005, which imply the following targeted changes:

2005 to 2030

-26

-43

-7

-38

-43

-35

-43

-29

-39

-43

-3

2030 Target agreed in 2021: Reduction of EU-27 net emissions by 55% versus 1990:

Thus, proposed sub-targets for sectoral changes versus 2005, which imply the following targeted changes:

2005 to 2030	-41	-61	-18	-52	-61	-45	-49	-61	-40	-53	-61	-48
2018 to 2030	-35	-51	-22	-40	-46	-37	-39	-47	-33	-45	-51	-42

Note: For implied targeted changes, uniform ETS application across member states is assumed for simplicity.

Source: European Commission. European Union. https://eur-lex.europa.eu. UNFCCC.

CESEE EU

EU MS: Effective (explicit and implicit) carbon prices in the transport sector 2018

in	Eι	ΙR	per	tonne	of	CO ₂

	ed at excha			Calculated at PPP						
	Weighted average	o/w: Diesel	o/w: Gasoline		Weighted average	o/w: Diesel	o/w: Gasoline			
NL	251	187	348	GR	277	185	372			
IT	243	232	322	IT	242	231	321			
FI	236	199	311	NL	219	163	304			
GR	230	154	310	PT	217	199	346			
FR	227	212	306	FR	204	191	274			
BE	220	207	272	DE	199	163	267			
DE	216	177	290	BE	195	183	241			
SE	205	166	278	FI	188	159	248			
IE	201	180	260	IE	173	154	223			
DK	198	159	274	ES	168	153	239			
PT	183	168	292	SE	161	130	218			
AT	165	149	213	DK	148	119	204			
ES	157	142	223	AT	146	132	189			
LU	138	126	205	LU	110	101	164			
Mean-14	215	188	290	Mean-14	201	176	272			
EE	205	185	249	EE	257	233	313			
SI	185	169	242	CZ	237	225	312			
SK	177	148	245	SK	230	193	319			
CZ	168	160	222	HU	227	206	264			
LV	150	140	210	SI	221	202	289			
HU	146	133	170	PL	219	213	287			
PL	132	129	174	LV	207	193	290			
LT	131	130	192	LT	199	198	291			
Mean-8	149	141	195	Mean-8	223	212	292			

Note: Tax rates of 1 July 2018. Excl. biofuels. Mean as emission-weighted average.

Source: OECD (2019, 2021), authors' calculations

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Conclusions (1)

- SEE economies more vulnerable to physical climate change than CEE
- · During first decade of (first) transition CESEE performed strong GHG emission reductions
 - o mainly on the back of lower energy intensity, due to shift to services and new technology
 - o despite GDP growth (and unsustainable rise in transport sector emissions)
- · Thereafter, reductions have been substantially lower than before
 - o and lower than in other EU member states, reflecting partly less ambitious targets
- Thus, CESEE EU MS are still to some degree laggards
- · Both CESEE and other EU MS must step up their efforts in the coming years
- For CESEE, this would also offer huge opportunities for their economic catching up
- Good reasons to appreciate renewables: low costs, energy independence, etc.
 - o (New **nuclear** energy plants are **not** even a bridging technology)
- Modernize the infrastructure to raise energy efficiency

Conclusions (2)

More general lessons

- · Addressing climate change does not always mean to sacrifice economic growth
 - o and it may often imply to enhance well-being immediately (e.g. by cutting air pollution)
- · Setting targets is crucial
 - o and it's decisive that these targets are ambitious
- The EU on aggregate achieved its emission reduction targets for 2020
 - o during a period in which the costs of renewables were far higher than now

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Energy supply: Dependence of and on Russia

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Energy Supply: Dependence of and on Russia

Russian exports and imports in 2021, by goods and countries

	lotal (vis-a-vis world):				I hereof:					
					EU27		Other G7+Korea		China	
	EUR bn	% of GDP	% of total	% share	EUR bn	% share	EUR bn	% share	EUR bn	% share
			exports							
Goods exports Goods imports Trade balance Memo: Nominal GDP	419 257 162 1507	28 17 11 100	100							
Thereof: Energy expor	ts: 205	14	49	100	103	50	26	13	37	18
Coal (incl. Lignite) Crude oil Oil products	16 91 57	1 6	4 22 14	100 100 100	4 44 29	22 49 50	4 10 10	24 11 18	3 29 3	18 31 5
Natural gas LNG	32 8	2	8 2	100 100	23 4	70 49	1 1	3 11	1 3	2 31

Source: Rosstat, Russian Customs Authority, authors' calculations.

Note: Shares proxied by using 2020 volume shares, and counterparts' share of crude oil for counterparts' share of LNG. 40