

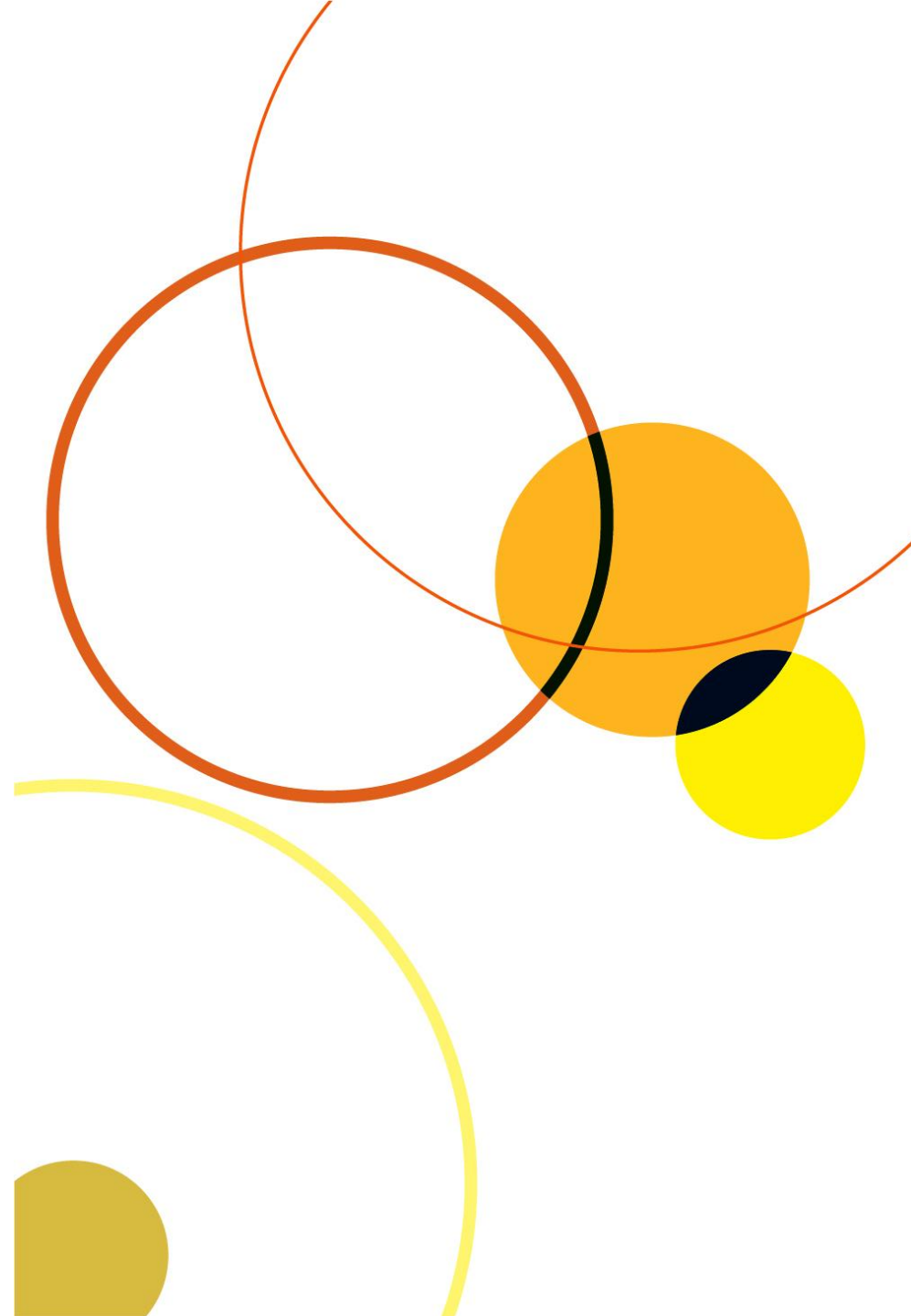
: vivideconomics

# Energy taxation and fiscal consolidation: the case of Spain

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**Presentation prepared for  
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# Carbon prices and energy taxes can play a greater role in Spain and Europe's tax systems

## **They can make a significant contribution to budget consolidation**

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although controversial, there is continued political pressure for consolidation

- Spain – and at least three other European countries – have government bond yields in excess of 4%;
- Treaty on Stability Coordination and Governance 2012 reduced room for fiscal stimulus/manoeuvre
- yet Spanish unemployment rates remain exceptionally high, at more than 25%

energy taxes and carbon prices

- could raise significant additional revenue as a fraction of GDP, about ~1%
- impose economic costs which are no higher than and may be lower than other forms of taxation (such as income and value added tax) and offer additional environmental benefits
- create adverse effects on poor households and energy-intensive trade-exposed firms which are politically acutely difficult but can be largely mitigated

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# The innovative element of this study is the comparison between alternative taxes

## **Compare carbon energy taxes with direct or indirect (VAT) taxes**

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limited but strong economic rationale for taxing energy

- externalities, in particular CO<sub>2</sub> emissions
- transport fuel use leads to further externalities, including congestion, accidents and health impacts

hence, with the exemption of transport, the most efficient energy tax system is a single and universal rate per tonne of CO<sub>2</sub> across the economy

this study modelled tax proposals along those lines in Hungary, Poland and **Spain**

then compared them with direct and indirect taxes that would raise the same revenue

and there was a similar exercise for the impact of tightening the EU ETS cap from 20% reduction to 30% (on 1990 levels)

## First, take stock of existing energy taxes, finding large variations both between countries and within countries

At the time, this was the most detailed analysis of energy tax structures, see later OECD work

the study looked in detail at energy taxation in 9 European countries

- France, Germany, UK, Italy, Spain, Portugal, Poland, Hungary, Greece
- data relates to tax rates in 2011, future updates planned

there was large variation **between** countries

- highest rate in Portugal (87 €/tCO<sub>2</sub> at PPP exchange rates)
- lowest rate in Poland and France (both 58 €/tCO<sub>2</sub> at PPP exchange rates)
- **Spain** is towards the bottom toward end (€60/ tCO<sub>2</sub> at PPP exchange rates)

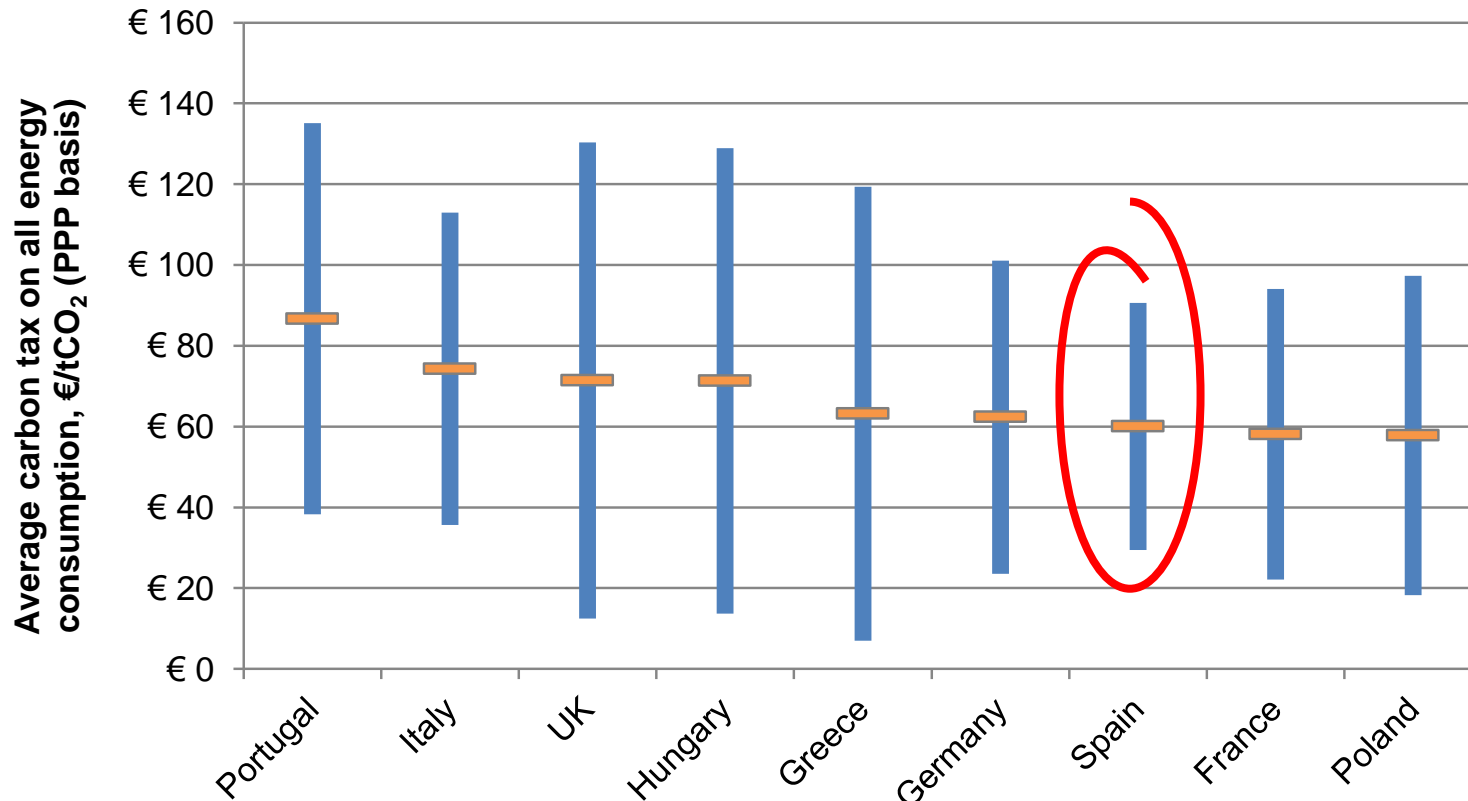
there was also large variations **within** countries

- within **Spain**, some energy use is not taxed at all (e.g. residential use of natural gas), while some other use is taxed at 23 €/tCO<sub>2</sub> (business use of electricity), €28/tCO<sub>2</sub> (residential use of electricity) or € 181 /tCO<sub>2</sub> (petrol)
- this variation is shown in energy tax curves

# Differences within countries are larger than differences across countries

## Implied carbon tax rates in Spain were towards the lower end of the spectrum

Figure 1. Our analysis shows large variations both within and across countries



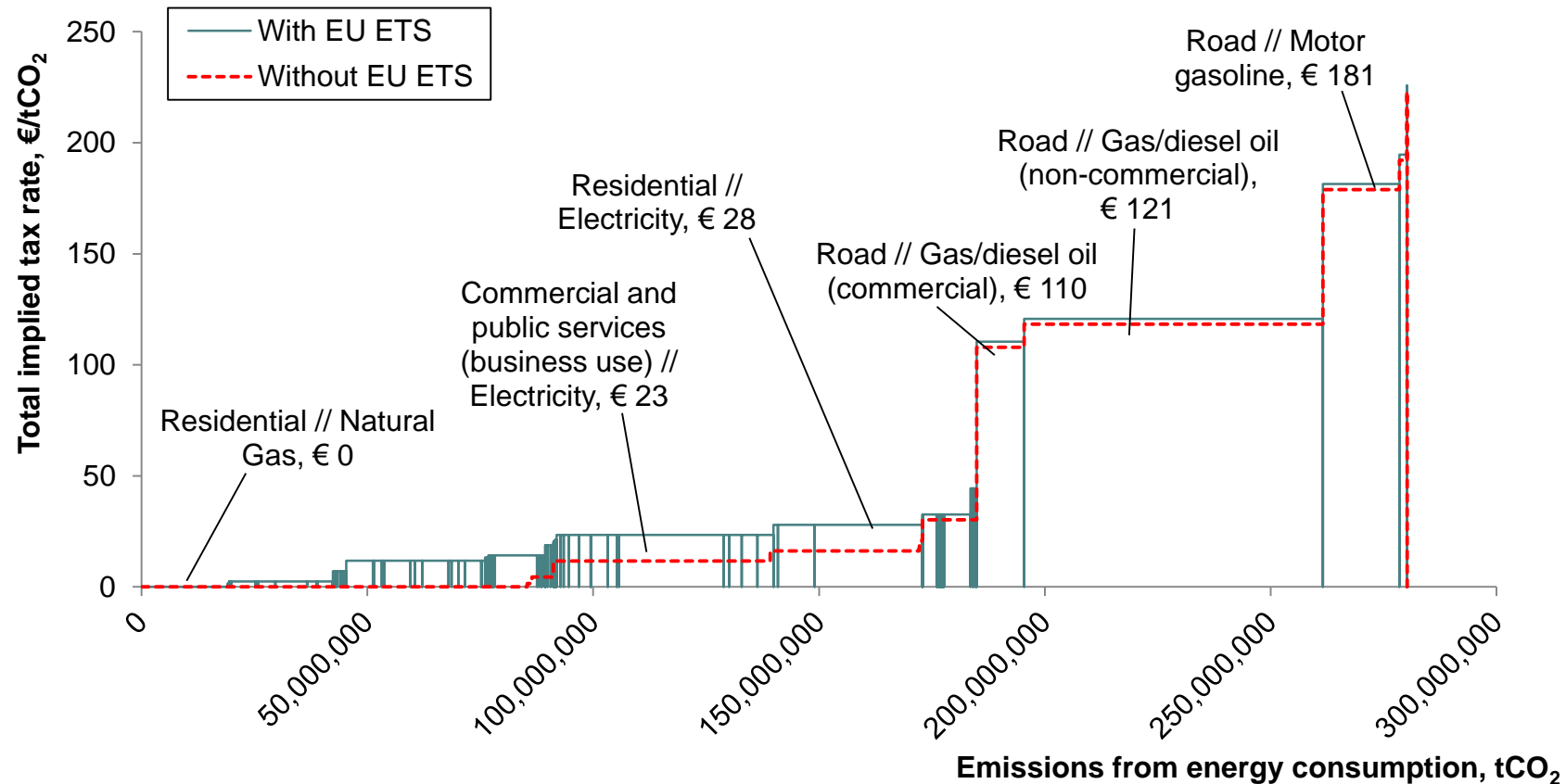
Source: Vivid Economics

Note: Blue bars show the size of one standard deviation, **not** highest and lowest tax rates

For each country, the analysis yielded energy tax curves which show the total tax burden on each fuel used in each sector

**Significant discrepancies are evident across the economy**

Figure 2. In Spain, the gap between diesel and petrol (gasoline) taxation is more than €60/tCO<sub>2</sub>



Source: Vivid Economics

## Second, we explored and compared the macroeconomic impacts of rationalising energy taxes

### The comparison was with direct and indirect tax packages that raise the same revenues

improved energy taxes have significant revenue-raising potential

- energy tax reform to harmonise rates and reflect externalities might increase total tax revenues in Spain by around **1.0 per cent of GDP** by 2020

three main reasons why energy taxes perform better than direct and indirect (VAT) taxes

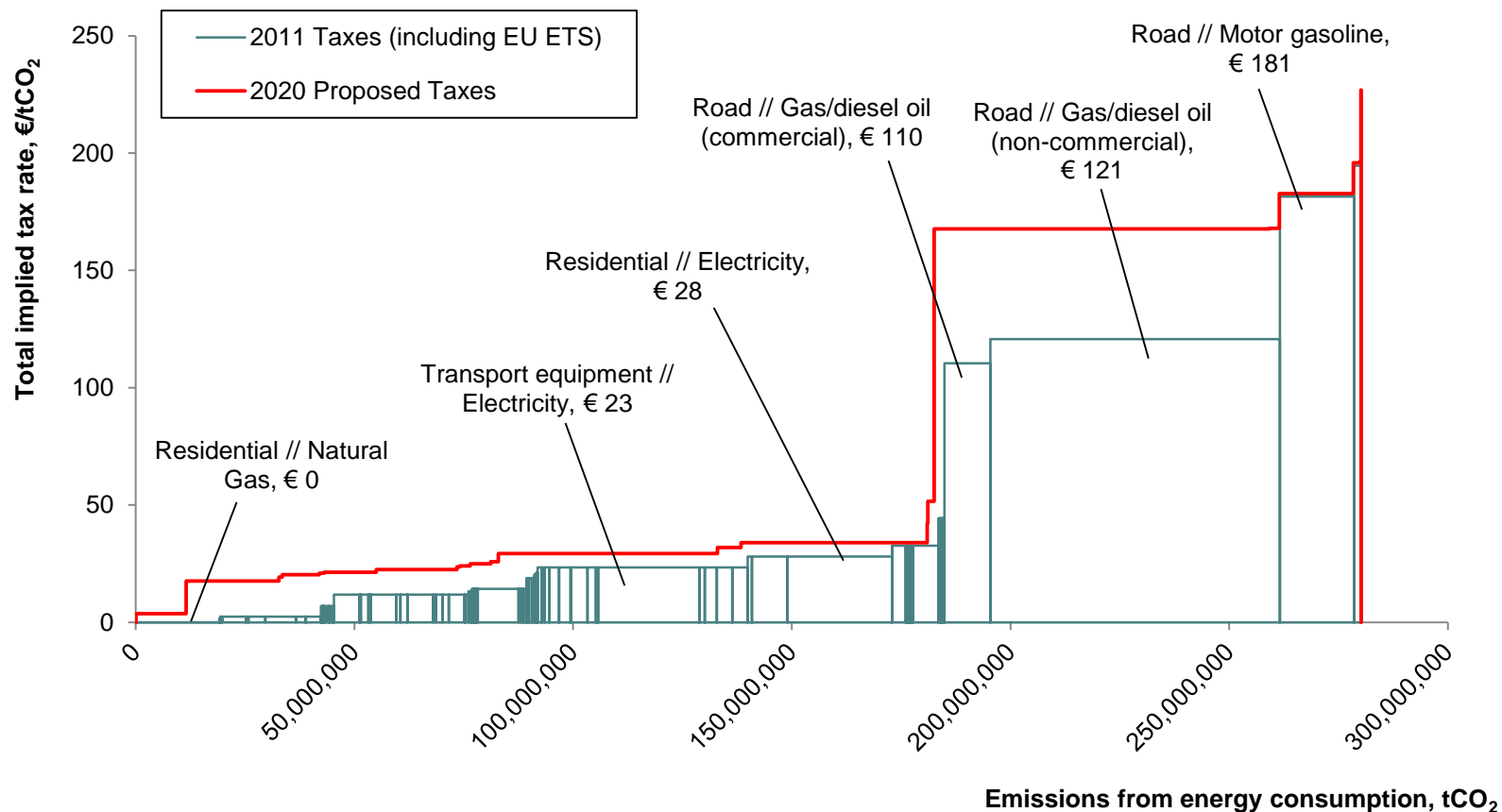
- energy taxes are expected to have a smaller economic impact than direct taxes
  - different impacts in the labour market
- energy taxes have a similar, but often lower, impact on consumption/GDP, than VAT rises
  - energy taxes reduce economic activity outside Europe
- energy taxes reduce consumption of energy-intensive goods and fuels



# Reform proposals energy tax curve – the reform proposals aim for a consistent carbon price across most emissions

**Transport fuels are an exception as they cause further externalities**

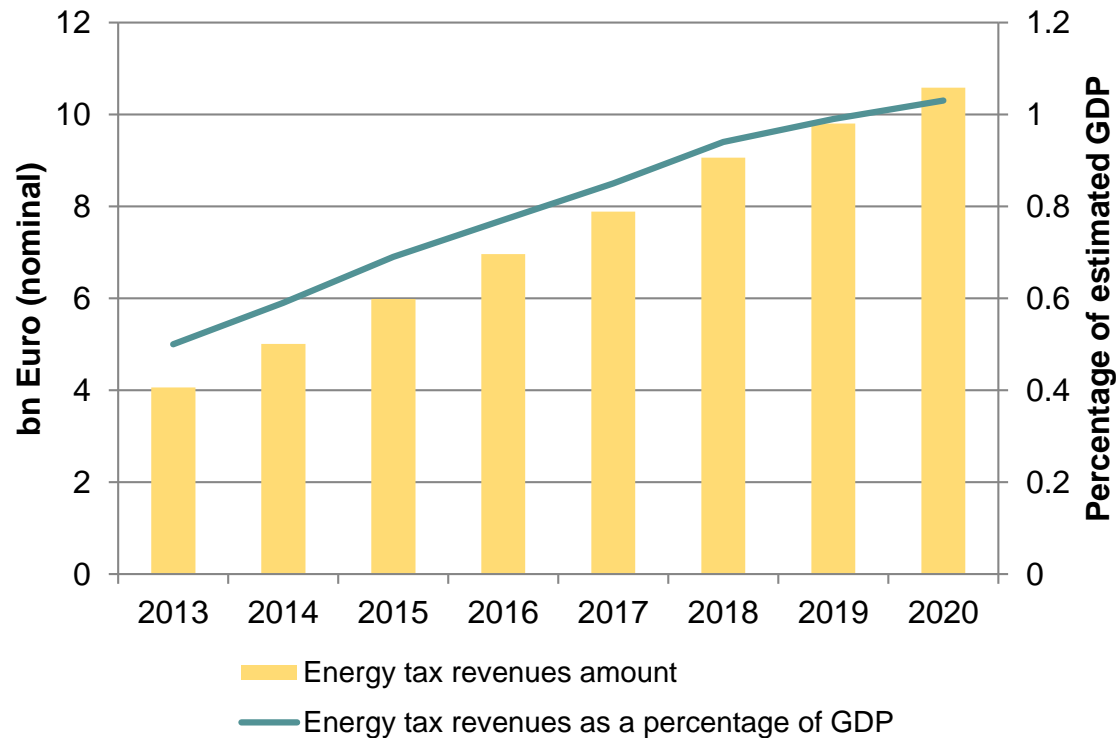
**Figure 3. A more consistent taxation of energy is possible – though even after these proposals further potential for rationalisation remains**



# Carbon energy tax reform can raise substantial revenues

**The gradual phasing in of the reforms is reflected in the gradually increasing revenue**

Figure 4. Energy tax reform can raise more than €10 billion, or 1.0 per cent of GDP, by 2020

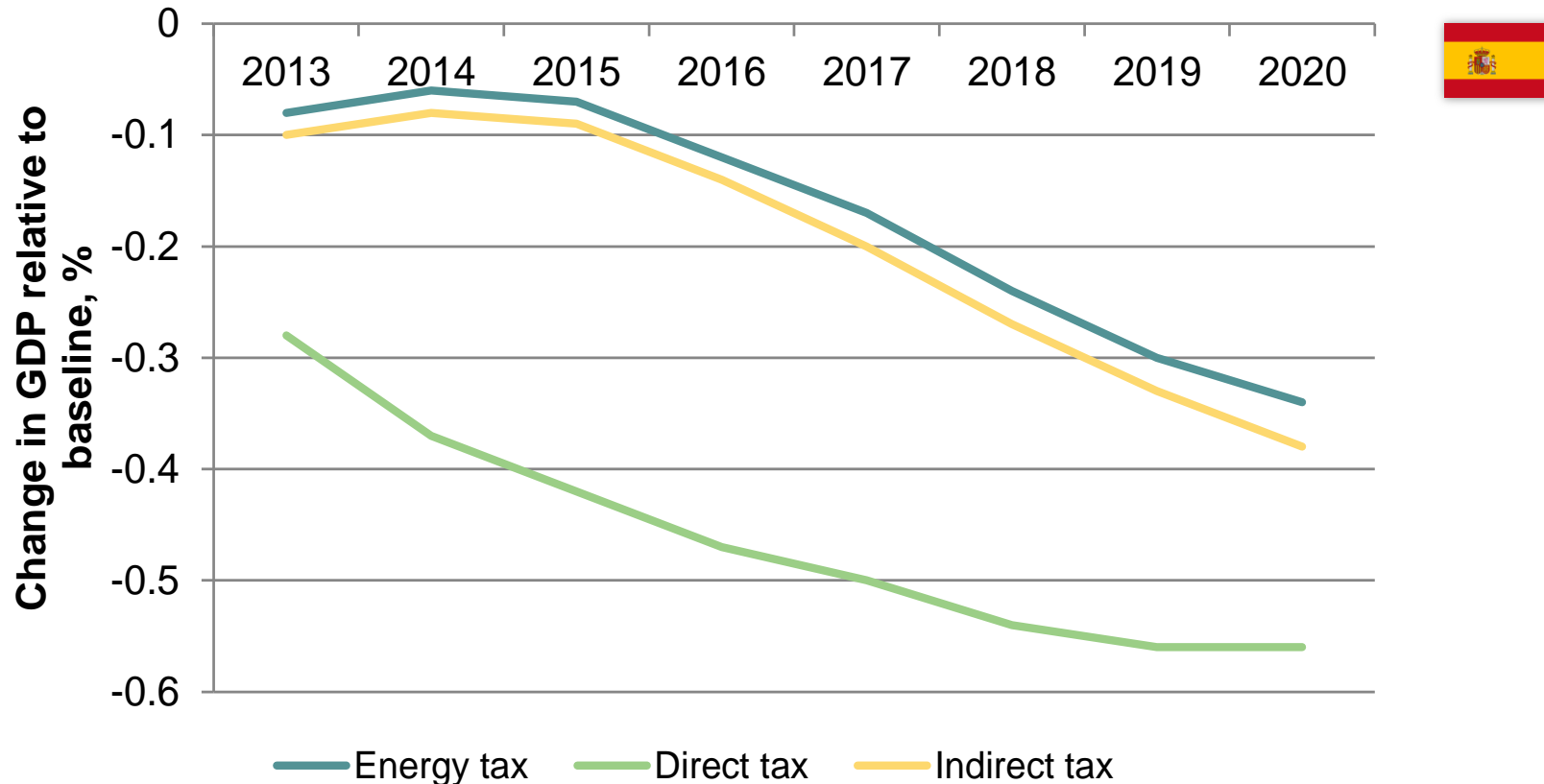


Source: Cambridge Econometrics E3ME model

# Results from Spain show that energy taxes are expected to have a smaller impact on GDP than other taxes

**This is partly because energy taxes encourage a reduction in energy imports**

Figure 5. The GDP impact from the Spanish energy tax package is smaller than for the other taxes



Source: Cambridge Econometrics E3ME model

## The study also compares the impact of EU ETS tightening with other taxes raising an equivalent amount of revenue

**When treating EU ETS tightening as one of multiple ways to raise revenue, it looks attractive**

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the European Commission is considering a tightening of the EU's emission target

- it has been noted that the recent recession has reduced the costs of attaining a tighter target

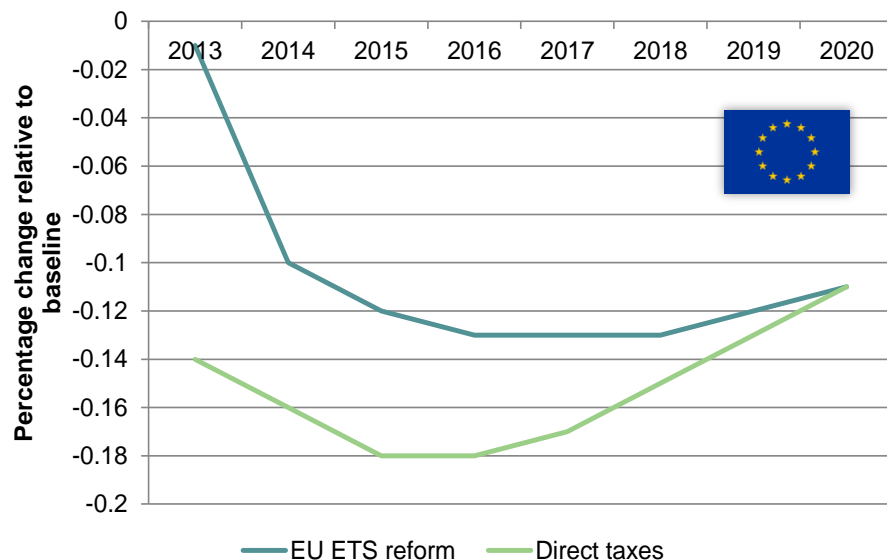
the analysis on the EU ETS tightening debate is in line with the rest of our report:

- taking the need to raise revenue, is tightening the EU ETS a better or worse alternative for doing so?

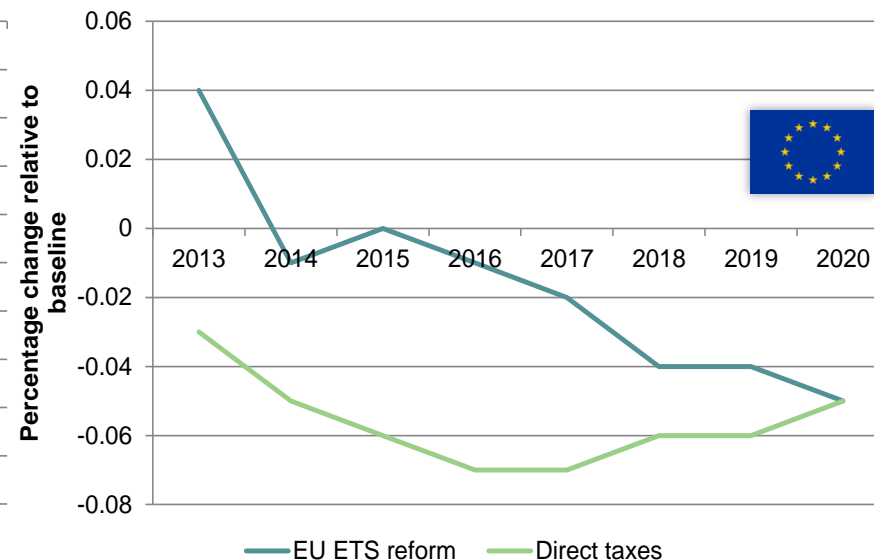
# Results are similar to energy taxes, showing EU ETS tightening as a more attractive revenue raising option than direct taxes

**Unlike energy taxes, EU ETS tightening also significantly outperforms on employment**

**Figure 6. Tightening the EU ETS cap has a smaller negative impact on EU GDP than raising the same revenues from direct taxes**



**Figure 7. And a less detrimental impact on employment**



Source: Cambridge Econometrics E3ME model

Note: This scenario assumes that the reduction in certificates comes exclusively from otherwise auctioned certificates; in other words, the number of freely allocated allowances remains unchanged compared to a 20% cap

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# Two challenges have historically held back energy taxes

**Both challenges are politically powerful as well as based on legitimate concerns**

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## competitiveness

- energy taxes and carbon prices impose costs solely on domestic producers
- competitive disadvantage for domestic producers vis-à-vis other European and non-European producers

## distributional concerns

- poor households spend a larger proportion of income on energy
- therefore energy taxes can be particularly harmful on the poor
- it is politically and morally difficult to deprive the poor of basic necessities like heating

## Both challenges can be addressed in the most part

### **Distributional impacts are relatively regressive, BCAs are a long run option**

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#### EU ETS and business energy taxes: two options

- free allowances
  - increases profit, does not restore prices or output
- smart BCAs
  - can reflect principle of common but differentiated responsibility
  - adjust BCAs by country action and income group benchmark
  - limit BCAs to basic products where carbon cost is a substantial proportion of GVA

#### household energy taxes: more complicated, but not impossible to address

- even if regressive, may not have as negative an impact on disadvantaged households as other taxes
- compensation
  - three elements of ideal compensation policy: targeting, low costs, incentive-consistency
  - depending on pre-existing national institutions and data, distributional concerns can be addressed to a reasonable degree
  - in Germany, compensation is achieved through the social benefits system; good coverage, cost efficient, but not incentive-consistent



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# There are opportunities at both the national level and on the European level

## **Framing energy taxes in *comparison* to 'conventional' taxes may help with the politics**

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### national opportunities

- carbon energy tax curves show scope for harmonisation

### European tax harmonisation opportunity

- Energy Tax Directive reform: moving to more rational minimum rates
  - a general case for carbon taxation outside the EU ETS
  - a case for more consistent treatment of heating and transport fuels

### opportunity for tightening the EU ETS cap

- provides an appropriate price signal, counteracting the surplus allowances carried over from phase two
- increases revenue raised, delivers it at lower macroeconomic cost than direct taxes

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