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# **COVER NOTE**

From:	Mr Mario DRAGHI, President of the European Central Bank
date of receipt:	16 March 2015
То:	Mr Uwe CORSEPIUS, Secretary-General of the Council of the European Union
Subject:	OPINION OF THE EUROPEAN CENTRAL BANK
	of 13 March 2015
	on a proposal for a regulation of the European Parliament and the Council on harmonised indices of consumer prices and repealing Regulation (EC) No 2494/95

Delegations will find attached the above mentioned Opinion.

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Mario DRAGHI President

Frankfurt/Main, 16 March 2015

Mr Uwe Corsepius Secretary General Council of the European Union Rue de la Loi 175 1048 Bruxelles

Opinion of the European Central Bank on a proposal for a regulation of the European Parliament and the Council on harmonised indices of consumer prices and repealing Regulation (EC) No 2494/95 (CON/2015/10)

Dear Mr Corsepius,

Please find attached, for your information, the Opinion of the European Central Bank on a proposal for a regulation of the European Parliament and the Council on harmonised indices of consumer prices and repealing Regulation (EC) No 2494/95 (CON/2015/10).

Yours sincerely,

Mario Infi

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### OPINION OF THE EUROPEAN CENTRAL BANK

#### of 13 March 2015

on a proposal for a regulation of the European Parliament and the Council on harmonised indices of consumer prices and repealing Regulation (EC) No 2494/95

(CON/2015/10)

### Introduction and legal basis

On 17 December 2014, the European Central Bank (ECB) received a request from the European Parliament for an opinion on a proposal for a Regulation of the European Parliament and of the Council on harmonised indices of consumer prices (HICP) (hereinafter the 'proposed regulation'). This legal act would repeal and replace Council Regulation (EC) No 2494/95<sup>2</sup>. On 26 January 2015, the ECB was consulted on the same proposal by the Council of the European Union.

The ECB's competence to deliver an opinion is based on Articles 127(4) and 282(5) of the Treaty on the Functioning of the European Union. The proposed regulation lies within the ECB's fields of competence as the ECB is a key user of HICP statistics. Harmonised indices of consumer prices are important indicators in the context of monetary policy. They are of crucial importance to the ECB's primary objective of maintaining price stability in the euro area<sup>3</sup>, as sound monetary policy decisions depend on reliable and high quality HICP statistics. They also support the Eurosystem's tasks in the area of financial market stability<sup>4</sup>.

In accordance with the first sentence of Article 17.5 of the Rules of Procedure of the European Central Bank, the Governing Council has adopted this opinion.

# 1. General observations

The ECB supports the efforts undertaken by the European Commission (Eurostat) concerning the review and modernisation of the Union legal framework for compilation of HICP statistics.

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<sup>1</sup> COM(2014) 724 final.

Council Regulation (EC) No 2494/95 of 23 October 1995 concerning harmonized indices of consumer prices (OJ L 257, 27.10.1995, p. 1).

<sup>3</sup> See Article 127(1) of the Treaty and first sentence of Article 2 of the Statute of the European System of Central Banks and of the European Central Bank (hereinafter the 'Statute of the ESCB').

See the first indent of Article 127(2) and Article 127(5) in conjunction with Article 139(2)(c) of the Treaty and the first indent of Article 3.1 and Article 3.3, in conjunction with Article 42.1 of the Statute of the ESCB.

- Consultation of the ECB and its involvement in the preparatory and implementing work
- 2.1 Given the ECB's consistent contributions to the HICP framework and the importance of high quality HICP statistics for sound monetary policy and, in particular, for the pursuit of the ECB's primary objective of price stability, the ECB should continue to be consulted on future modifications of this framework5.
- 2.2 In particular, pursuant to Articles 127(4) and 282(5) of the Treaty, the ECB is to be consulted on any implementing and delegated acts, which the Commission may adopt under the revised legal framework for the HICP<sup>6</sup>. The obligation to consult, and the benefits of ECB consultation, were underlined by the European Court of Justice in Commission v ECB7.
- 2.3 Consistent with the existing provisions of Council Regulation (EC) No 2494/958, and notwithstanding the collaboration in the preparation of legislative acts, Recital 2 of the proposed regulation should reflect the ECB's competence to be consulted on implementing and delegated acts adopted under the proposed regulation.
- 3 Use of delegated and implementing acts
- Regarding the Commission's power to adopt delegated acts based on Article 290 of the Treaty, the ECB considers the threshold below which there is no obligation for Member States to provide subindices of harmonised indices, and the list of sub-indices that need not be produced by Member States9 to be essential elements of the proposed regulation. These items are fundamental to ensure sound and harmonised consumer price indices. Changes to these parameters have a direct effect on the coverage and on the soundness of the indices. They exert a significant influence on the index quality and reliability. The ECB therefore considers that delegated acts are not the appropriate legal instruments to be used to establish rules governing these key elements of the HICP framework. These issues should be decided and laid down in the proposed regulation. The ECB suggests incorporating in Article 5(6) and (7) the well established thresholds of 1/1000 weight

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See Article 5(3) of Council Regulation (EC) No 2494/95 according to which the Commission shall request the ECB to provide an opinion on the measures which it proposes to submit to the European Statistical System Committee.

See, e.g., para. 1.3 of the Opinion of the European Central Bank of 15 February 2007 at the request of the Council of the European Union on eight proposals amending Directives 2006/49/EC, 2006/48/EC, 2005/60/EC, 2004/109/EC, 2004/39/EC, 2003/71/EC, 2003/6/EC and 2002/87/EC, as regards the implementing powers conferred on the Commission (CON/2007/4), (2007/C 39/01), OJ C 39, 23.2.2007, p. 1); para. 2 of the Opinion of the European Central Bank of of 19 October 2012 on a proposal for a Commission regulation amending Regulation (EC) 2214/96 concerning harmonised indices of consumer prices (HICP): transmission and dissemination of sub-indices of the HICP, as regards establishing harmonised indices of consumer prices at constant tax rates and on a proposal for a Commission regulation laying down detailed rules for the implementation of Council Regulation (EC) No 2494/95 concerning harmonised indices of consumer prices, as regards establishing owner-occupied housing price indices (CON/2012/77) (2013/C 73/03), OJ C 73, 13.3.2013, p. 5.

Judgment of 10 July 2003 in Case C-11/00 Commission of the European Communities v European Central Bank [2003] ECR 2003, I-7147, in particular paragraphs 110 and 111. The Court of Justice clarified that the obligation to consult the ECB is intended 'essentially to ensure that the legislature adopts the act only when the body has been heard, which, by virtue of the specific functions that it exercises in the Community framework in the area concerned and by virtue of the high degree of expertise that it enjoys, is particularly well placed to play a useful role in the legislative process envisaged'

<sup>8</sup> See Article 5(3) of Council Regulation (EC) No 2494/95 of 23 October 1995 concerning harmonized indices of consumer prices (OJ L 257, 27.10.1995, p. 1).

See Article 5(6) and (7) of the proposed regulation.

- of the total expenditure covered by the HICP, and 1/100 for owner-occupied housing and house price indices, respectively.
- 3.2 The ECB supports the proposed Article 5(1) in connection with Article 2(q) on the collection of information about 'administered prices' as part of the 'basic information' that should be provided with reference to HICPs (and HICPs at constant tax rates). The ECB monitors price developments that are either set directly, or influenced to a significant extent, by the government (at central, regional or local level, including national regulators), as well as the impact of these developments on the overall HICP. Indeed, this information is very useful for the analysis of inflation developments. However, further guidance is necessary with regard to the classification of prices as either not, mainly or fully administered. This classification is often ambiguous. For indices that refer to, or exclude administered prices, the ECB would welcome if the Commission would provide guidance ensuring the harmonised definition and application of these concepts in an implementing act adopted under Article 4(4) of the proposed regulation.

# Methodological issues

- The ECB agrees with the Commission that the new legal framework should not fall behind the 4.1 current requirements for compiling harmonised indices in terms of quality and consistency assurance. The achievements reached in the past twenty years since the adoption of Council Regulation (EC) No 2494/95 should be maintained and, where possible, enhanced.
- 4.2 Article 4(2)(b) of the proposed regulation introduces a wider margin for systematic differences in annual growth rates of the owner-occupied housing price index (OOH-price index) and of the house price index (HPI) that may result from deviations from the concepts or methods laid down in the proposed Regulation. While Commission Regulation (EU) No 93/2013 10 is silent on this issue. the ECB strongly suggests applying the standard of 0.1 percentage points that is used for assessing the comparability of sub-indices of the HICP. This could be achieved by dropping Article 4(2)(b) of the proposed Regulation and removing the restriction in the coverage of Article 4(2)(a). Relaxing comparability requirements would deteriorate the quality of the OOH and HPI sub-indices.
- 4.3 The production of sub-indices at intervals less frequent than required by the proposed regulation should remain subject to prior approval by the Commission (Eurostat). This is currently ensured by Article 8(2) of Council Regulation 2494/9511. The same requirement should be reflected in Article 6(3) of the proposed regulation, as well as in the implementing regulation.

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<sup>10</sup> Commission Regulation (EU) No 93/2013 of 1 February 2013 laying down detailed rules for the implementation of Council Regulation (EC) No 2494/95 concerning harmonised indices of consumer prices, as regards establishing owner-occupied housing price indices (OJ L 33, 2.2.2013, p. 14).

The required frequency of price collection shall be once a month. Where less frequent collection does not preclude production of an HICP which meets the comparability requirements referred to in Article 4, the Commission (Eurostat) may allow exceptions to monthly collection. This paragraph shall not preclude more frequent price collection.

Where the ECB recommends that the proposed regulation be amended, specific drafting proposals are set out in a technical working document accompanied by explanatory text to this effect.

Done at Frankfurt am Main, 13 March 2015.

The President of the ECB

Mario Li

Mario DRAGHI

Technical Working Document - Drafting proposals for the proposed Regulation of the European Parliament and of the Council on harmonised indices of consumer prices and repealing Regulation (EC) No 2494/9512

### Text proposed by the Commission

Amendments proposed by the ECB<sup>18</sup>

### Amendment 1

## Recital (2)

uses the HICP as an index in order to measure the achievement of the ESCB's price stability objective under Article 127(1) of the Treaty, which is of particular relevance for the definition and implementation of the monetary policy of the Union under Article 127(2) of the Treaty.

The European System of Central Banks (ESCB) The European System of Central Banks (ESCB) uses the HICP as an index in order to measure the achievement of the ESCB's price stability objective under Article 127(1) of the Treaty, which is of particular relevance for the definition and implementation of the monetary policy of the Union under Article 127(2) of the Treaty. The Commission should consult the ECB under Articles 127(4) and 285(5) of the Treaty on implementing and delegated acts adopted under this Regulation.

# Explanation

This amendment is consistent with the existing provisions of Council Regulation (EC) No 2494/95 and the existing coordination arrangements between the European Statistical System (ESS) and the ESCB, and reflects the status of the European Central Bank (ECB) as the main user of the harmonised indices of consumer prices (HICP).

# Amendment 2

## Recital (13)

In order to ensure the quality of harmonised indices, confidential data and metadata should be exchanged between the Commission (Eurostat), national central banks and the European Central Bank in accordance with Regulation (EC) No 223/2009 of the European Parliament and of the Council<sup>5</sup>

5 Regulation (EC) No 223/2009 of the European Parliament and of the Council of 11 March 2009 on European Statistics (OJ L 87, 31.3.2009, p.164).

In order to ensure the quality of harmonised indices, confidential data and metadata should be exchanged between the Commission (Eurostat) national central banks and the European Central Bank in accordance with Regulation (EC) 223/2009 of the European Parliament and of the Council<sup>6</sup>.

5 Regulation (EC) No 223/2000 of the European Parlia of the Council of 11 N 87, 31.3.2009, p.164). oil of 11 March 2000 on European Statistics (OJ L

# Explanation

The provisions on data exchange in Regulation (EC) No 223/2009 apply to data collected under the framework of this regulation. There is no need to refer to these provisions in the proposed HICP regulation.

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<sup>12</sup> COM(2014) 724 final.

<sup>13</sup> Bold in the body of the text indicates where the ECB proposes inserting new text. Strikethrough in the body of the text indicates where the ECB proposes deleting text.

Amendments proposed by the ECB<sup>18</sup>

#### Amendment 3

#### Recital (15)

In order to ensure comparability at international level of the classification of individual consumption according to purpose used for the breakdown of HICP and to assure adaptation to changes of UN COICOP, to establish a threshold below which there is no obligation to provide sub-indices of harmonised indices and to establish a list of subindices that need not be produced by the Member States, the power to adopt acts in accordance with Article 290 of the Treaty on the Functioning of the European Union should be delegated to the Commission in respect of harmonised indices. It is of particular importance that the Commission carries out appropriate consultations during its preparatory work, including at expert level. The Commission, when preparing and drawing up delegated acts, should ensure simultaneous, timely and appropriate transmission of documents to the European Parliament and the Council.

In order to ensure comparability at international level of the classification of individual consumption according to purpose used for the breakdown of HICP and to assure adaptation to changes of UN COICOP, to establish a threshold below which there is no obligation to provide sub-indices of harmonised indices and to establish a list of subindices that need not be produced by the Member States, the power to adopt acts in accordance with Article 290 of the Treaty on the Functioning of the European Union should be delegated to the Commission in respect of harmonised indices. It is of particular importance that the Commission carries out appropriate consultations during its preparatory work, including at expert level. The Commission, when preparing and drawing up delegated acts, should ensure simultaneous, timely and appropriate transmission of documents to the European Parliament and the Council.

#### Explanation

As confirmed in the Explanatory Memorandum to the proposed regulation, delegated acts are designed to supplement or amend non-essential elements of a legislative act, such as the proposed regulation. The proposed regulation would give the Commission a mandate to adopt delegated acts based on Article 290 of the Treaty, in particular to:

- establish a threshold below which there is no obligation to provide sub-indices of harmonised
- establish a list of sub-indices that need not be produced by the Member States.

The ECB considers the above items as essential for the compilation of harmonised indices. Changes to the above parameters have a direct effect on the coverage of the harmonised indices and can thus exert a significant influence on the quality of the respective indices. The ECB therefore considers that delegated acts are not the appropriate legal instruments to be used to establish rules governing the key elements of the HICP framework and proposes that such issues be laid down in the proposed regulation.

## Amendment 4

## Article 2(n)

'(n) Laspeyres index' means a price index of the form

[formula]

where P is the relative index of the price levels in two periods, Q are the quantities consumed, to is the base period and tn the period for which the index is computed;

'(n) Laspeyres index' means a price index of the form [formula] where P is the relative index of the price levels in

two periods, Q are the quantities consumed, to is the base period and ta the period for which the index is computed;

# Explanation

The formula for the Laspeyres index is already well defined in a statistical context. Generally, there are

Amendments proposed by the ECB<sup>13</sup>

no deviations to be considered with regards to the 'harmonised indices'. Concretely, the presentation in the draft legal text in formula-terms would require a greater level of detail which may go beyond the framework of a legal text.

### Amendment 5

# Article 2(o)

'(o) "Laspeyres-type index" means an index that measures average price changes on the basis of unchanged expenditure compared to the base period, i.e. holding the consumption pattern of households constant as of the base period.'

'(o) "Laspeyres-type index" means an price index that measures average price changes on the basis of unchanged expenditure compared to the base period, i.e. holding the consumption pattern of households constant as of the base period. from the price reference period to a comparison period using a fixed basket of goods and services from a period prior to the price reference period.

'Laspeyres-type index' P0t is defined as

$$P^{0,t} = \frac{\sum \rho^t q^b}{\sum \rho^0 q^b}$$

where p denominates the price of a product, and q the quantity of a product The price reference period is 0; the comparison period is t. The quantities refer to a period b prior to the price reference period 0.'

# Explanation

The proposed change aims at clarifying the definition. Such clarification is necessary as there is no generally recognised definition of the term 'Laspeyres-type index' yet.

# Amendment 6

## Article 3(2)

'2. Harmonised indices shall be compiled using a Laspeyres-type formula.'

'2. Harmonised indices shall be compiled using a annually chain-linked Laspeyres-type formula indices.'

# Explanation

The proposed change is aimed at specifying more explicitly the type of index formula to be applied for HICP compilations.

# Amendment 7

# Article 4(2)

'(2) Any sub-indices of the harmonised indices that | '(2) Any sub-indices of the harmonised indices that

# Amendments proposed by the ECB<sup>13</sup>

deviate from the concepts or methods of this Regulation shall be deemed comparable if they result in an index that is estimated to differ systematically by:

 (a) less than or equal to 0.1 per cent on average over one year against the previous year from an index compiled following the methodological approach of this Regulation, in the case of HICP;

(b) less than or equal to one per cent on average over one year against the previous year from an index compiled following the methodological approach of this Regulation, in the case of OOH and HPI.

Where such a calculation is not possible, the consequences of using a methodology which deviates from the concepts or methods of this Regulation must be set out in detail.'

deviate from the concepts or methods of this Regulation shall be deemed comparable if they result in an index that is estimated to differ systematically by:(a) less than or equal to 0.1 percent percentage points on average over one year against the previous year from an index compiled following the methodological approach of this Regulation, in the case of HICP;

(b) less than or equal to one per cent on average over one year against the previous year from an index compiled following the methodological approach of this Regulation, in the case of OOH and HPI.

Where such a calculation is not possible, the consequences of using a methodology which deviates from the concepts or methods of this Regulation must be set out in detail.'

#### Explanation

Thresholds are to be defined in absolute terms, as in the current regulatory framework (see, e.g., Article7 of Commission Regulation (EC) No 1749/96<sup>14</sup> and Article 6 of Commission Regulation (EC) No 2646/98<sup>15</sup>).

While Commission Regulation (EU) No 93/2013 is silent on this issue, there is no basis for relaxing the comparability requirements, which could deteriorate the quality of the OOH and HPI. Further, the margins required for cross-country comparability should be consistent with the margins set for assessing a 'significant change of production method' in Article 2(v) of the proposed Regulation.

# Amendment 8

## Article 4(3)

'3. The Commission shall be empowered to adopt delegated acts in accordance with Article 10 for the modification of the Annex in order to ensure comparability of the harmonised indices at international level.'

'3. The Commission shall be empowered to adopt delegated acts in accordance with Article 10 for the modification of the Annex in order to ensure comparability of the harmonised indices at international level- of the classification of individual consumption according to purpose used for the breakdown of HICP (ECOICOP).'

## Explanation

The changes aim at clarifying the envisaged use of delegated acts, as laid down in recital 15.

# Amendment 9

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<sup>14</sup> Commission Regulation (EC) No 1749/96 of 9 September 1996 on initial implementing measures for Council Regulation (EC) No 2494/95 concerning harmonized indices of consumer prices (OJ L 229, 10.9.1996, p. 3).

Commission Regulation (EC) No 2646/98 of 9 December 1998 laying down detailed rules for the implementation of Council Regulation (EC) No 2494/95 as regards minimum standards for the treatment of tariffs in the Harmonized Index of Consumer Prices (OJ L 335, 10.12.1998, p. 30).

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### Article 5(5)

'5. The harmonised indices and their sub-indices shall be rescaled to a new common index reference period in cases of a major methodological change of harmonised indices or every 10 years starting from 2015. The rescaling to the new index reference period shall take effect with the index for January of the following calendar year. The Commission shall be empowered to adopt delegated acts in accordance with Article 10 to establish detailed rules on rescaling of harmonised indices linked to major methodological changes.

'5. The harmonised indices and their sub-indices shall be rescaled to a new common index reference period in cases of a major methodological change of harmonised indices or every 10 years starting from 2015. The rescaling to the new index reference period shall take effect with the index for January of the following calendar year. The Commission shall be empowered to adopt delegated acts in accordance with Article 10 to establish detailed rules on rescaling of harmonised indices linked to major methodological changes.

### **Explanation**

The deletion is to avoid a contradiction with the first sentence of this paragraph, which provides for regular re-referencing every ten years.

#### Amendment 10

# Article 5(6)

'6. In order not to impose an unnecessary burden on Member States and to the extent that the subindices of harmonised indices are only significant above a certain threshold, the Commission shall be empowered to adopt delegated acts in accordance with Article 10 in order to establish a threshold below which there is no obligation to provide those sub-indices.3

- '6. In order not to impose an unnecessary burden on Member States and to the extent that the sub indices of harmonised indices are only signific above a certain threshold, the Commission shall be empowered to adopt delegated acts in accordance with Article 10 in order to establish a threshold below which there is no obligation to provide those sub indices.
- (a) Member States need not produce and provide HICP or HICP-CT sub-indices that have a weight accounting for less than one part in a thousand of the total expenditure covered by the HICP.
- (b) Member States need not produce and provide OOH and HPI sub-indices that have a weight accounting for less than one part in a hundred of total owner occupier housing expenditure (O.1) and total purchases of dwellings (H.1), respectively.'

# Explanation

See Amendment 3. The proposed thresholds are well established and already reflected in Article 3(1) of Commission Regulation (EC) No 1749/96 (as amended), Article 3(1) of Regulation (EC) No 2214/96 (as amended) and Article 3(4) of Commission Regulation (EU) 93/2013.

# Amendment 11

# Article 5(7)

'7. The Commi 7. The Commission shall be empowered to adopt delegated acts in accordance with Article 10 in delegated acts in accordance with Article 10 in

# Amendments proposed by the ECB<sup>13</sup>

order to establish a list of sub-indices of ECOICOP that need not be produced by the Member States, either because they do not cover private consumption or because the degree of methodological harmonisation is not sufficient.'

order to establish a list of sub indices of ECOICOP that need not be produced by the Member States, either because they do not cover private consumption or because the degree methodological harmonisation is not sufficient.

A list of sub-indices of ECOICOP that do not need to be produced by the Member States, either because they do not cover household final monetary consumption expenditure or because the degree of methodological harmonisation is not sufficient, is included in the Annex.

# Explanation

See Amendment 3; the Annex needs to be supplemented accordingly.

#### Amendment 12

#### Article 6(3)

'3. Member States are not obliged to produce subindices at monthly or quarterly intervals where less frequent data collection fulfils the comparability requirements of Article 4. Member States shall inform the Commission (Eurostat) of the ECOICOP and OOH categories that they intend to collect at intervals less frequent than, respectively, monthly or quarterly.'

3. Member States are not obliged to produce subindices at monthly or quarterly intervals where less frequent data collection fulfils the comparability requirements of Article 4. Member States shall inform the Commission (Eurostat) of the ECOICOP and OOH categories that they intend to collect at intervals less frequent than, respectively, monthly or quarterly. The production of sub-indices at intervals less frequent than required shall be subject to prior approval by the Commission (Eurostat).

# Explanation

This addition is in accordance with Article 8(2) of Council Regulation (EC) No 2494/9516: 'The required frequency of price collection shall be once a month. Where less frequent collection does not preclude production of an HICP which meets the comparability requirements referred to in Article 4, the Commission (Eurostat) may allow exceptions to monthly collection. This paragraph shall not preclude more frequent price collection.'

# Amendment 13

# Article 7(3)

already been published may be revised.'

'3. Sub-indices of harmonised indices that have | '3. The overall index and sSub-indices of harmonised indices that have already been published may be revised.'

## Explanation

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<sup>16</sup> Council Regulation (EC) No 2494/95 of 23 October 1995 concerning harmonised indices of consumer prices (OJ L 257, 27.10.1995, p. 1).

# Amendments proposed by the ECB<sup>18</sup> Text proposed by the Commission For consistency reasons it should be possible to revise also the overall index, where sub-indices may be revised. Amendment 14 Article 10(2) 2. The delegation of powers referred to in Articles 2. The delegation of powers referred to in Articles 4(3) and 5(5) to (7) shall be conferred for an indeterminate period of time.' 4(3) and 5(5) to (7) shall be conferred for an indeterminate period of time." Explanation See Amendment 3. Amendment 15 Article 10(3) '3. The delegation of powers referred to in Articles '3. The delegation of powers referred to in Articles 4(3) and 5(5) to (7) may be revoked at any time by 4(3) and 5(5) to (7) may be revoked at any time by the European Parliament or by the Council. A the European Parliament or by the Council. A decision to revoke shall put an end to the decision to revoke shall put an end to the delegation of the power specified in that decision. It delegation of the power specified in that decision. It shall take effect the day following the publication of shall take effect the day following the publication of the decision in the Official Journal of the European the decision in the Official Journal of the European Union or at a later date specified therein. It shall Union or at a later date specified therein. It shall not affect the validity of the delegated acts already not affect the validity of the delegated acts already in force. in force. Explanation See Amendment 3.