



Intransparency of the CBAM Registry vs. ETS Registry

The public consultation on the draft Regulation on CBAM Registry offers the opportunity for a first reflection on the design and functioning of the electronic infrastructure required for the implementation of the instrument. While preserving the confidentiality of business sensitive information, a high degree of transparency of the CBAM Registry is indispensable for public scrutiny and input, which can lead to more robust and well-considered policies.

Against this background, the signatories of this paper would like to highlight their serious concerns about the expected level of intransparency of the CBAM Registry, especially when compared with the EU ETS Registry. This is due to combination of the provisions of the draft CBAM Registry Regulation as well as those of the basic CBAM Regulation 2023/956.

According to the current CBAM legal framework (in particular article 21 of the draft CBAM Registry Regulation and article 14 of the basic CBAM Regulation 2023/956), de facto all information in the CBAM Registry will be deemed as confidential. The Commission would publish only an annual report on total aggregated emissions by CBAM good.

On the contrary, the EU ETS Registry Regulation 389/2013 (Annex IX) provides public access to most of the relevant information included in the registry, such as contact details of European installations as well as details on total emissions and free allocation for each installation. This high level of transparency is linked to the explicit reference of recital 28 of the ETS Registry Regulation to Directive 2003/4/EC on public access to environmental information. Instead, no reference to the same legislation is included in the Draft CBAM Registry Regulation.

Against this background, the signatories urge EU institutions to revise the draft CBAM Registry Regulation as well as reviewing the relevant provisions of the basic CBAM Regulation in the context of the 2025 revision in order to ensure that the CBAM registry is as transparent as the EU ETS Registry. For instance, such consistency requires that contact details of CBAM declarants and third country operators as well as total emissions and total available CBAM certificates for each of them are made publicly accessible.

Annex: legal references

Article 14 of the basic CBAM [Regulation 2023/956](#)

1. The Commission shall establish a CBAM registry of authorised CBAM declarants in the form of a standardised electronic database containing the data regarding the CBAM certificates of those authorised CBAM declarants. The Commission shall make the information in the CBAM registry available automatically and in real time to customs authorities and competent authorities.
2. The CBAM registry referred to in paragraph 1 shall contain accounts with information about each authorised CBAM declarant, in particular:
 - (a) the name, address and contact information of the authorised CBAM declarant;
 - (b) the EORI number of the authorised CBAM declarant;
 - (c) the CBAM account number;
 - (d) the identification number, the sale price, the date of sale, and the date of surrender, repurchase or cancellation of CBAM certificates for each authorised CBAM declarant.
3. The CBAM registry shall contain, in a separate section of the registry, the information about the operators and installations in third countries registered in accordance with Article 10(2).
4. The information in the CBAM registry referred to in paragraphs 2 and 3 shall be confidential, with the exception of the names, addresses and contact information of the operators and the location of installations in third countries. An operator may choose not to have its name, address and contact information made accessible to the public. The public information in the CBAM registry shall be made accessible by the Commission in an interoperable format.
5. The Commission shall publish, on a yearly basis, for each of the goods listed in Annex I, the aggregated emissions embedded in the imported goods.
6. The Commission shall adopt implementing acts concerning the infrastructure and specific processes and procedures of the CBAM registry, including the risk analysis referred to in Article 15, the electronic databases containing the information referred to in paragraphs 2 and 3 of this Article, the data of the accounts in the CBAM registry referred to in Article 16, the transmission to the CBAM registry of the information on the sale, repurchase and cancellation of CBAM certificates referred to in Article 20, and the cross-check of information referred to in Article 25(3). Those implementing acts shall be adopted in accordance with the examination procedure referred to in Article 29(2).

Article 21 of the draft CBAM Registry Regulation

Article 21

Limitation of data access, data processing and confidentiality

1. All information held in the CBAM registry shall be considered confidential.

The authorised CBAM declarants and applicants may access personal data registered in the CBAM registry after their registration in the registry.
2. The operators may access their personal data registered in the CBAM registry after their registration in the registry. Authorised CBAM declarants may access personal data registered by operators in the CBAM registry or otherwise processed those data, where authorisation in that respect was granted by the operators.
3. The Commission and the competent authorities may access and otherwise process the personal data and other data from Customs Import Declarations for goods not listed in Annex I to Regulation (EU) 2023/956 in accordance with Articles 15, 19 and 27 of Regulation (EU) 2023/956.

The Commission and the competent authorities may access and otherwise process the data from the EORI system, in accordance with Articles 15, 19 and 27 of Regulation (EU) 2023/956.

Recital 6 of the [ETS Registry Regulation 389/2013](#)

- (6) The Union Registry should contain the accounts in which the processes and operations needed to apply the provisions of Directive 2003/87/EC should be registered. Each account should be created in accordance with standardised procedures to ensure the integrity of the registries system and public access to information held in this system. Allowances should be issued in the Union Registry.

Recital 28 of the [ETS Registry Regulation 389/2013](#)

- (28) In accordance with Directive 2003/4/EC of the European Parliament and of the Council of 28 January 2003 on public access to environmental information and repealing Council Directive 90/313/EEC ⁽¹⁾ and Decision 13/CMP.1, specific reports should be made public on a regular basis to ensure that the public has access to information held within the integrated system of registries, subject to certain confidentiality requirements.

[Directive 2003/4/EC](#) on public access to environmental information (mentioned in recital 28 above)

Annex IX of [ETS Registry Regulation 389/2013](#)

ANNEX XIV

Reporting requirements of the central administrator (Article 109)

I. UNION REGISTRY INFORMATION RELATED TO THE UNION EMISSIONS TRADING SCHEME

Information available to the public

1. The EUTL shall display on the public website of the EUTL the following information for each account:
 - (a) all information indicated as to be 'displayed on the EUTL public website' in Tables III-I of Annex III, Table VI-I of Annex VI, and Table VII-I of Annex VII. This information shall be updated every 24 hours;
 - (b) allowances allocated to individual account holders pursuant to Article 43 and Article 44. This information shall be updated every 24 hours;
 - (c) the status of the account in accordance with Article 10(1). This information shall be updated every 24 hours;
 - (d) the number of allowances surrendered in accordance with Article 67.
 - (e) the verified emissions figure, along with its corrections for the installation related to the operator holding account for year X shall be displayed from 1 April onwards of year (X+1);
 - (f) a symbol and a statement indicating whether the installation or aircraft operator related to the operator holding account surrendered a number of allowances by 30 April that is at least equal to all its emissions in all past years. The symbols and the statements to be displayed are set out in Table XIV-I. The symbol shall be updated on 1 May and, except for the addition of a * in cases described under row 5 of Table XIV-I, it shall not change until the next 1 May.

Table XIV-I

Compliance statements

| Row No. | Compliance status figure according to Article 34 | Verified emissions are recorded for last complete year? | Symbol | Statement |
|---------|--|---|--|---|
| | | | to be displayed on the EUTL public website | |
| 1 | 0 or any positive number | Yes | A | 'The number of allowances surrendered by 30 April is greater than or equal to verified emissions' |
| 2 | any negative number | Yes | B | 'The number of allowances surrendered by 30 April is lower than verified emissions' |
| 3 | any number | No | C | 'Verified emissions for preceding year were not entered until 30 April' |
| 4 | any number | No (because the allowance surrender process and/or verified emissions update process being suspended for the Member State's registry) | X | 'Entering verified emissions and/or surrendering was impossible until 30 April due to the allowance surrender process and/or verified emissions update process being suspended for the Member State's registry' |
| 5 | any number | Yes or No (but subsequently updated by the competent authority) | * [added to the initial symbol] | 'Verified emissions were estimated or corrected by the competent authority.' |

2. The EUTL shall display on the public website of the EUTL the following general information, and shall update it every 24 hours:
 - (a) the national allocation table of each Member State, including indications of any changes made to the table in accordance with Article 52;

- (b) the national aviation allocation table of each Member State, including indications of any changes made to the table in accordance with Article 55;
 - (c) the international credit entitlement table of each Member State;
 - (d) the total number of allowances, ERUs and CERs held in the Union Registry in all user accounts on the previous day;
 - (e) a listing of the types of Kyoto units other than CERs and ERUs that can be held in user accounts in KP registries administered by a particular national administrator in accordance with Annex I;
 - (f) up-to-date information regarding the eligibility of international credits pursuant to Articles 11a and 11b of Directive 2003/87/EC, Article 58 of this Regulation and any measure adopted pursuant to Article 11a(9) of Directive 2003/87/EC;
 - (g) the fees charged by national administrators in accordance with Article 111.
3. The EUTL shall display on its public website the following general information, on 30 April of each year:
- (a) the sum of verified emissions by Member State entered for the preceding calendar year as a percentage of the sum of verified emissions of the year before that year;
 - (b) the percentage share belonging to accounts administered by a particular Member State in the number and volume of all allowance and Kyoto unit transfer transactions in the preceding calendar year;
 - (c) the percentage share belonging to accounts administered by a particular Member State in the number and volume of all allowance and Kyoto unit transfer transactions in the preceding calendar year between accounts administered by different Member States.
4. The EUTL shall display on the public website of the EUTL the following information about each completed transaction recorded by the EUTL by 30 April of a given year on 1 May three years later:
- (a) account holder name and Account identifier of the transferring account;
 - (b) account holder name and Account identifier of the acquiring account;
 - (c) the amount of allowances or Kyoto units involved in the transaction, without unique unit identification code of the allowances and the unique numeric value of the unit serial number of the Kyoto units;
 - (d) transaction identification code;
 - (e) date and time at which the transaction was completed (in Central European Time);
 - (f) type of the transaction.

Information available to the public

7. The central administrator shall make publicly available the following information for each account and update it within 24 hours when relevant:
- (a) all information indicated as to be 'displayed on the EUTL public website' in Table III-I of Annex III;
 - (b) Annual Emission Allocations as determined pursuant to Article 3(2) of Decision No 406/2009/EC and any further adjustment pursuant to Article 10 of Decision No 406/2009/EC;
 - (c) the status of each ESD Compliance Account in accordance with Article 10;
 - (d) the total number of ERUs, CERs, tCERs and ICERs used pursuant to Article 81;
 - (e) the relevant greenhouse gas emissions data pursuant to Article 77;
 - (f) the compliance status figure pursuant to Article 79 for each ESD Compliance Account as follows:
 - (i) A for compliance,
 - (ii) I for noncompliance;
 - (g) the quantity of greenhouse gas emissions introduced pursuant to Article 80;
 - (h) the following information about each completed transaction recorded by the EUTL:
 - (i) account holder name and account holder ID of the transferring account;
 - (ii) account holder name and account holder ID of the acquiring account;
 - (iii) the amount of AEAs or credit entitlement involved in the transaction, without unique unit identification code of the AEA;
 - (iv) transaction identification code;
 - (v) date and time at which the transaction was completed (in Central European Time);
 - (vi) type of the transaction.