

## Insurance Ireland's Response to the Public consultation of the Department of Enterprise, Trade and Employment on the Corporate Sustainability Reporting Directive

### 9 March 2023

Insurance Ireland represent companies operating in the Irish market and internationally, making Insurance Ireland a strong leadership voice for the sector. Insurance Ireland members provide competitive and sustainable products and services to customers and businesses across the Life and Pensions, General, Health, Reinsurance and Captive sectors in Ireland and across the globe. In Ireland, our members pay more than €13bn in claims annually and safeguard the financial future of customers through €112.3bn of life and pensions savings.

Our members contribute €1.6bn annually to the Irish Exchequer and the sector employs 28,000 people in high skilled careers. The role of Insurance Ireland is to advocate on behalf of our members with policymakers and regulators in Ireland, Europe and Internationally; to promote the value that our members create for individuals, the economy and wider society; and to help customers understand insurance products and services so that they can make informed choices. Insurance Ireland represents over 130 member firms serving 25m customers in Ireland and globally across 110 countries, including 24 EU Member States, providing protection peace of mind to individuals, households, and businesses, and providing a firm foundation for the success of the Irish economy and wider society.

#### **General comments**

Insurance Ireland welcomes the opportunity to provide feedback to the public consultation launched by the Department of Enterprise, Trade and Employment ('Department') on the transposition of the Corporate Sustainability Reporting Directive (CSRD) into Irish law.

Insurance Ireland and its members are committed to assisting the transition to a more sustainable economy and a sustainable financial system, as well as to addressing and managing the climate change risks as a matter of urgency.

We support the key objectives of the CSRD which are to improve transparency and disclosures about firms' sustainability activities and how environmental, social and governance risks and opportunities are integrated in firms' business models and strategies.

In order to make sound investment decisions, comply with ever increasing sustainability regulation and advance the ambitious goals of the European Union's Green Deal, it is key for the insurance industry to have access to consistent, reliable and comparable sustainability data which will be hopefully achieved as a result of the CSRD requirements and implementation.

As the Directive extends the scope of companies which will be covered by the sustainability reporting obligations, we believe that the transposition of the CSRD into Irish law should be completed in a timely manner and in advance of the required deadline to ensure firms have sufficient time to prepare for its implementation and compliance obligations.

There are a number of differing regulatory approaches to the topic of sustainability which may include additional reporting, for example that which is currently under debate at the Central Bank of Ireland. It is vital that firms are not overburdened with regulatory obligations and that requirements are pragmatic and deliver on the objectives of the Directive. We suggest that the Department should remain involved in other discussion on the topic, to ensure alignment on legislative requirements in this area.

Linked to this point, we would like to draw the attention of the Department to the fact that the requirements of the Directive is likely to have a substantial effect on third-country insurance groups (of which many are present in Ireland).

For instance, in practical terms this would mean that EU large companies with non-EU parents would have to report consolidated sustainability information on a subsidiary-by-subsidiary basis if equivalence with the non-EU country's sustainability reporting requirements is not determined. This could have potentially significant implications for non-EU parent entities with significant subsidiary operations in the EU, not just in relation to the required resources and compliance burden of increased reporting costs across multiple entities, but also the compliance challenge and related risks of ensuring relevance, accuracy and consistency across multiple reports.

Although we understand that specific rules for third countries and equivalence have yet to be developed given the delayed application of the Directive to them, we are of the opinion that it is important to convey this point to the Department now in the context of the current consultation.

We hope that the above points would be taken into consideration in the process of the CSRD transposition into Irish law.

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The Insurance Ireland's comments in relation to the Member States' options are included in Appendix I below.

# Appendix I

Consultation by the Department of Enterprise, Trade and Employment on Member State Options under the Directive (EU) 2022/2464 of the European Parliament and of the Council of 14 December 2022 amending Regulation (EU) 537/2014, Directive 2004/109/EC, Directive 2006/43/EC and Directive 2013/34/EU, as regards corporate sustainability Reporting

Member State Option	Background Information	Do you consider that Ireland should exercise this option? Please provide reasons for your answer.
Article 1 – Amendments to Direc	tive 2013/34/EU the Accounting Dire	ective
Article 1 Scope (Amended)		
New point 3 last subparagraph (I	lew)	
Member States <u>may</u> choose not to apply the coordination measures referred to in the first subparagraph of this paragraph to the undertakings	The new requirements for sustainability reporting under the directive apply to large companies and large public- interest entities and listed SMEs.	<b>II comment:</b> We are of the opinion that the Department should include the Central Bank of Ireland in scope. This supports the Regulator taking a leadership role in this area and sets a positive example by demonstrating
listed in points (2) to (23) of Article 2(5) of Directive 2013/36/EU of the European Parliament and of the Council.	This option allows Member States to exclude certain undertakings on a case-by-case basis. The list of undertakings relevant to Ireland's transposition in Article 2 <sup>1</sup> are	commitment to the objectives of the CSRD. It will also inform the policymaking of the Regulator in this area.

<sup>&</sup>lt;sup>1</sup> EUR-Lex - 02013L0036-20220101 - EN - EUR-Lex (europa.eu)

Member State Option	Background Information	Do you consider that Ireland should exercise this option? Please provide reasons for your answer.
	central banks; post office	
	institutions; the Strategic Banking	
	Corporation of Ireland, credit	
	unions and friendly societies.	
Article 19a – Sustainability Repor	rting (New)	
Point 3 last subparagraph (New)		
Member States <u>may</u> allow	The new Article 19a on	Il comment:
information relating to	Sustainability Reporting replaces	We are of the opinion that Ireland should exercise this
impending developments or	the existing Article 19a. Article	option thus allowing undertakings to exclude
matters in the course of	19a sets out substantially	commercially sensitive information from the
negotiation to be omitted in	enhanced requirements for	sustainability reporting under specific circumstances.
exceptional cases where, in the	sustainability reporting by	
duly justified opinion of the	undertakings in scope of the	***
members of the administrative,	Directive. The information to be	
management and supervisory	reported should be clearly	
bodies, acting within the	identifiable within the	
competences assigned to them	undertaking's management	
by national law and having	report (ie the directors' report).	
collective responsibility for that	This option allows Member States	
opinion, the disclosure of such	to permit undertakings to exclude	
information would be seriously	commercially sensitive	
prejudicial to the commercial	information from the	
position of the undertaking,	sustainability reporting under	

Member State Option	Background Information	Do you consider that Ireland should exercise this option? Please provide reasons for your answer.
provided that such omission	certain circumstances.	
does not prevent a fair and		
balanced understanding of the		
undertaking's development,		
performance and position, and		
the impact of its activity.		
Point 9 subparagraph three (New,	)	
The Member State by whose	Point 9 sets out exemptions from	Il comment:
national law the exempted	sustainability reporting for	We support the exercise of this option which will require
subsidiary undertaking is	subsidiary undertakings where a	the consolidated management/sustainability report to
governed <u>may</u> require that the	parent in the EU includes	be published in an accepted language.
consolidated management	information on the subsidiary in	
report or, where applicable,	the consolidated management	***
the consolidated sustainability	report drawn up under Article 29	
report, of the parent	and 29a or, if the parent is in a	
undertaking is published in a	third country equivalent	
language that that Member	consolidated sustainability report.	
State accepts, and that any	Member States have the option	
necessary translation into such	to require that the consolidated	
language is provided. Any	management/sustainability	
translation that has not been	report is published in an accepted	
certified shall include a	language.	
statement to that effect.		

Member State Option	Background Information	Do you consider that Ireland should exercise this option? Please provide reasons for your answer.
Article 29a. – Consolidated Susta	inability Reporting (New)	
Point 3 last subparagraph (New		
Member States <u>may</u> allow	The new Article 29a on	II comment:
information relating to	Consolidated Sustainability	We have no objections to this.
impending developments or	Reporting replaces the existing	
matters in the course of	Article 29a. Article 29a, similar to	***
negotiation to be omitted in	Article 19a, sets out substantially	
exceptional cases where, in the	enhanced requirements for	
duly justified opinion of the	consolidated sustainability	
members of the administrative,	reporting by undertakings in	
management and supervisory	scope of the Directive. The	
bodies, acting within the	information to be reported	
competences assigned to them	should be clearly identifiable	
by national law and having	within the group management	
collective responsibility for that	(directors) report. This option	
opinion, the disclosure of such	allows Member States to permit	
information would be seriously	undertakings to exclude	
prejudicial to the commercial	commercially sensitive	
position of the group, provided	information from the	
that such omission does not	sustainability reporting under	
prevent a fair and balanced	certain circumstances.	
understanding of the group's		

Member State Option	Background Information	Do you consider that Ireland should exercise this option? Please provide reasons for your answer.
development, performance, and position, and the impact of its activity.		
Point 8 subparagraph (New)		
The Member State by whose national law the exempted parent undertaking is governed <u>may</u> require that the consolidated management report or, where applicable, the consolidated sustainability report of the parent undertaking is published in a language that that Member State accepts, and that any necessary translation into such language is provided. Any translation that has not been certified shall include a statement to that effect.	As in Article 19a, Member States have the option to require that the consolidated management/sustainability report is published in an accepted language.	<pre>Il comment: We support the exercise of this option which will require the consolidated management/sustainability report to be published in an accepted language. ***</pre>

Member State Option	Background Information	Do you consider that Ireland should exercise this option? Please provide reasons for your answer.
Article 30 General Publication (A Point 1 subparagraph 2 (New)	-	
Member States <u>may</u> require undertakings subject to Articles 19a and 29a to make the management report available to the public on their website, free of charge. Where an undertaking does not have a website, Member States <u>may</u> require it to make a written copy of its management report available upon request.	Article 30 of the Accounting Directive sets out the publication requirements for annual financial statements and management reports (i.e. the directors' report). As a general rule, the management report must be filed with the Companies Registration Office. This option allows Member States to require undertakings in scope of the requirements for sustainability reporting to publish the management report on their website or make a copy available upon request.	Il comment: While we have no objections in principle with this option, with a view to improving transparency, there are a number of firms who do not have websites on which to publish the report. It is a positive to see that there is an alternative option, and again being mindful of regulatory burden we suggest that further work is needed on this to establish whether exemptions to this option should be made available. ***
Point 1 subparagraph 4 (Existing)		
Member States <u>may</u> , however	As stated above as a general	II comment:

Member State Option	Background Information	Do you consider that Ireland should exercise this option? Please provide reasons for your answer.
exempt undertakings from the obligation to publish the management report where a copy of all or part of any such report can be easily obtained upon request at a price not exceeding its administrative cost.	rule, the management report must be filed with the Companies Registration Office. Member States may exempt undertakings from this requirement provided the report can be readily obtained from the undertaking at a price not exceeding its administrative cost. This option is not new and was not taken in the transposition of Directive 2013/34/EU but it is repeated here for completeness.	We have no objections to this, subject to further work on understanding the different firms and taking a proportionate approach to the requirement. ***
Article 34.3 General Requirement	nt Auditing (Amended)	
Point 3 (New)	1	
Member States may allow a	Article 34 of the Accounting	II comment:
statutory auditor or an audit	Directive sets out the general	We believe that the exercise of this option will allow the
firm other than the one(s)	requirement for the statutory	opinion referred to in point (aa) of the second

Member State Option	Background Information	Do you consider that Ireland should exercise this option? Please provide reasons for your answer.
carrying out the statutory audit	audit of financial statements of	subparagraph of paragraph 1 to be provided by auditors
of financial statements to	undertakings. It is amended to	who have the expertise and competencies in the area of
express the opinion referred to in point (aa) of the second	provide for the assurance (audit) of sustainability reporting by	sustainability reporting assurance.
subparagraph of paragraph 1.	undertakings.	However, it should be noted that under existing
	5	legislation a number of types of firms are exempt from
(i.e. the opinion on the	This option allows Member States	completing statutory audits and may not be completing
compliance with sustainability	to permit undertakings to engage	a statutory audit at all. This should be considered when
reporting)	separate statutory auditors/audit	legislating for firms to complete an audit in this area.
	firms to carry out the statutory	
	audit of financial statements and	* * *
	the assurance of the sustainability reporting.	
	sustainability reporting.	
Points 4 and 5 Independent Assur	ance Services Provider (New)	
Member States may allow an	This option allows Member States	Il comment:
independent assurance	to introduce a new category of	We do not object to this option.
services provider established in	Independent Assurance Services	
their territory to express the	Provider (IASP) to provide for the	* * *
opinion referred to in point	assurance of sustainability	
(aa) of the second	reporting by undertakings. IASPs	
subparagraph of paragraph 1,	must be subject to equivalent	
provided that such	requirements to statutory	

Member State Option	Background Information	Do you consider that Ireland should exercise this option? Please provide reasons for your answer.
independent assurance services provider is subject to requirements that are equivalent to those set out in Directive 2006/43/EC of the European Parliament and of the Council as regards the assurance of sustainability reporting as defined in point 22 of Article 2 of that Directive, in particular the requirements on:	auditors in respect of this assurance work including in respect of training, education, quality assurance and investigations and sanctions. In due course Member States that exercise the option to introduce IASPs must also exercise the option to permit separate statutory auditors/audit firms to carry out the audit of financial	option? Please provide reasons for your answer.
<ul> <li>(a) training and examination,</li> <li>ensuring that independent</li> <li>assurance services providers</li> <li>acquire the necessary expertise</li> <li>concerning sustainability</li> <li>reporting and the assurance of</li> <li>sustainability reporting;</li> </ul>	statements and assurance of sustainability reporting. Member states that exercise the option to introduce IASPs must also in due course provide for home/host model of oversight of IASPs with other Member States.	
<ul><li>(b) continuing education;</li><li>(c) quality assurance systems;</li></ul>		

Member State Option	Background Information	Do you consider that Ireland should exercise this option? Please provide reasons for your answer.
(d) professional ethics,		
independence, objectivity,		
confidentiality and professional		
secrecy;		
(e) appointment and dismissal;		
(f) investigations and sanctions;		
(g) the organisation of the		
work of the independent		
assurance services provider, in		
particular in terms of sufficient		
resources and personnel and		
the maintenance of client		
account records and files; and		
(h) reporting irregularities.		
Member States shall ensure		
that, where an independent		
assurance services provider		

Background Information	Do you consider that Ireland should exercise this option? Please provide reasons for your answer.
	Background Information

Member State Option	Background Information	Do you consider that Ireland should exercise this option? Please provide reasons for your answer.
are not subject to the training		
and examination requirements		
referred to in point (a) of the		
first subparagraph of this		
paragraph.		
Member States shall ensure		
that independent assurance		
services providers that on 1		
January 2024 are undergoing		
the accreditation process in		
accordance with the relevant		
national requirements are not		
subject to the training and		
examination requirements		
referred to in point (a) of the		
first subparagraph as regards		
the assurance of sustainability		
reporting, provided they		
complete that process by 1		
January 2026.		
Member States shall ensure		

Background Information	Do you consider that Ireland should exercise this option? Please provide reasons for your answer.
	Background Information

Member State Option	Background Information	Do you consider that Ireland should exercise this option? Please provide reasons for your answer.
so, as provided for in		
paragraph 3.		
5. From 6 January 2027, a		
Member State that has made		
use of the option provided for		
in paragraph 4 (the "host		
Member State") shall allow		
independent assurance		
services provider established in		
a Member State other than the		
host Member State (the "home		
Member State") to carry out		
the assurance of sustainability		
reporting.		
The home Member State shall		
be responsible for the		
supervision of the independent		
assurance services providers		
established in its territory,		
unless the host Member State		
decides to supervise the		
assurance of sustainability		

Member State Option	Background Information	Do you consider that Ireland should exercise this option? Please provide reasons for your answer.
reporting carried out by		
independent assurance		
services providers in its		
territory.		
If the host Member State		
decides to supervise the		
assurance of sustainability		
reporting carried out in its		
territory by independent		
assurance services providers		
registered in another Member		
State, the host Member State		
shall:		
(a) not impose more stringent		
requirements or liability on		
such independent assurance		
services providers than those		
required for assurance of		
sustainability reporting by the		
national laws for the		
independent assurance		

Member State Option	Background Information	Do you consider that Ireland should exercise this option? Please provide reasons for your answer.
services providers or auditors established in that host Member State; and		
(b) inform other Member States about its decision to supervise the assurance of sustainability reporting carried out by independent assurance services providers established in other Member States.		
	concerning third-country undertak	ings (New)
Point 1 last subparagraph (new) Member States <u>may</u> require subsidiary undertakings or branches referred to in the first and third subparagraphs to send them information about the net turnover generated in their territory and in the Union by the third-country undertakings.	This is a new Article 40a inserted into the Accounting Directive on sustainability reports concerning third country undertakings. This option underpins the requirement for sustainability reports by large subsidiaries and branches operating in the EU (turnover > €40 million) of non-	II comment: We believe that further work needs to be completed on this option before concluding. ***

Member State Option	Background Information	Do you consider that Ireland should exercise this
		option? Please provide reasons for your answer.
	EU companies (turnover in the EU	
	> €150 million). It permits Member States to require	
	subsidiary undertakings and	
	branches to send information	
	about net turnover generated in	
	the Member State and in the EU.	
	the member state and in the EO.	
Article 3 Amendments to Direction	ve 2006/43/EC the Audit Directive	
Article 12 Combination of practic	al training and theoretical instruction	on (replaced)
Point 1 (existing)		
1. Member States <u>may</u>	This Article and option allows	Il comment:
provide that periods of	Member States to permit that	We support the exercise of this option. Insurance
theoretical instruction in the	periods of study can count	Ireland has long called for the CBI to award CPD points
subjects referred to in Article	towards professional activity	in the study of sustainability. It is an important topic and
8(1) and (2) shall count	periods required in Article 11	the ability to maximise time spent learning on it should
towards the periods of	which governs qualifications	be facilitated.
professional activity referred to	through long term practical	
in Article 11, provided that	experience of statutory auditors.	***
such instruction is attested by	There is no substantive change to	
an examination recognised by	this option and it is not	
the Member State. Such	concerned with sustainability	
instruction shall not last less	reporting but it is amended to	

Member State Option	Background Information	Do you consider that Ireland should exercise this option? Please provide reasons for your answer.
<ul> <li>than one year, nor may it</li> <li>reduce the period of</li> <li>professional activity by more</li> <li>than four years.</li> <li>2. The period of professional</li> <li>activity and practical training</li> <li>shall not be shorter than the</li> <li>course of theoretical</li> <li>instruction together with the</li> <li>practical training required</li> <li>under the first subparagraph of</li> <li>Article 10(1).';</li> </ul>	take account of new cross- references in Article 8 arising from the amending Directive. It was not exercised in the transpositions of Directive 2006/43/EC and Directive 2014/56/EU however it is repeated here for completeness.	
	for sustainability reporting (New)	
Point 2 (New) 2. Member States <u>may</u> apply national assurance standards, procedures or requirements as long as the Commission has not adopted an assurance standard covering the same subject matter.	Article 26a is a new article inserted into the Audit Directive which sets out the requirement for the audit of sustainability reporting to be done in accordance with assurance standards which will be developed by the EU Commission.	Il comment: While this is logical, it may in fact result in an unlevel playing field across the EU if Member States have differing approaches. We suggest further discussion is needed on this.

Member State Option	Background Information	Do you consider that Ireland should exercise this option? Please provide reasons for your answer.
Member States shall communicate the national assurance standards, procedures or requirements to the Commission at least three months before their entry into force. Article 28a Assurance Report on Point 5 (New)	This option permits Member States to apply national standards in the event that the Commission has not adopted a standard on the same subject matter.	
5. Member States <u>may</u> require that, where the same statutory auditor carries out the statutory audit of annual financial statements and the assurance of sustainability reporting, the assurance report on sustainability reporting may be included as a separate section of the audit report.	Article 28a is a new article inserted into the Audit Directive which sets out the requirements for the assurance report by statutory auditors/audit firms of sustainability reporting to be done in accordance with assurance standards which will be developed by the EU Commission (or any national standard if relevant). This option permits Member States to provide that where the	<ul> <li>II comment:</li> <li>We support the exercise of this option as it would contribute to better clarity and delineation between the statutory audit of annual financial statements and the assurance of sustainability reporting and as long as it would not incur additional and disproportionate costs for the undertakings in scope of the Directive.</li> <li>However, according with our response earlier, consideration should be given for firms who are availing of the audit exemption under the current legislation and how this would work with the audit requirements under the CSRD transposition.</li> </ul>

Member State Option	Background Information	Do you consider that Ireland should exercise this option? Please provide reasons for your answer.
Article 29 Quality Assurance Syst	same statutory auditor/audit firm carries out the statutory audit of the financial statements and the assurance of sustainability reporting, the assurance report may be included as a separate section of the audit report. ems (Amendment)	***
2a. Member States <u>may</u> exempt, until 31 December 2025, persons who carry out quality assurance reviews relating to the assurance of sustainability reporting from the requirement to have relevant experience in sustainability reporting and in the assurance of sustainability reporting or in other sustainability-related services.';	The amendments to Article 29, which governs quality assurance systems for statutory audit, allow where applicable for quality assurance of sustainability reporting. This option permits Member States to allow for a transition period for persons carrying out quality assurance reviews on sustainability reporting by exempting them until the end of	Il comment: We support the exercise of this option. However, it is important that those carrying out quality assurance reviews on sustainability reporting are required to have completed relevant training in advance, so that they have the requisite skills (given they will not have the relevant lived experience). ***

Member State Option	Background Information	Do you consider that Ireland should exercise this option? Please provide reasons for your answer.
	2025 from the requirement to	
	have relevant experience in	
	sustainability reporting or the	
	assurance of same.	
Article 30 Systems of Investigation	ons and Sanctions (Amended)	
Point 2 second subparagraph (exi	sting)	
Member States <u>may</u> decide not	The amendments to Article 30,	II comment:
to lay down rules for	which governs systems of	We support the exercise of this option.
administrative sanctions for	investigations and sanctions for	
infringements which are	breaches of statutory audit rules,	***
already subject to national	allow for the extension of	
criminal law. In that event,	investigation and sanctions	
they shall communicate to the	systems to assurance of	
Commission the relevant	sustainability reporting.	
criminal law provisions.';		
	This option is not amended	
	directly and allows Member	
	States not to provide for an	
	administrative sanction regime	
	where criminal law already	

Member State Option	Background Information	Do you consider that Ireland should exercise this option? Please provide reasons for your answer.
	applies. It was not exercised in the transposition of Directive 2014/56/EU.	
Article 39 Audit Committee (Ame	ended)	
Paragraph 4a (New)		
Member States <u>may</u> allow the functions assigned to the audit committee relating to sustainability reporting and relating to the assurance of sustainability reporting to be performed by the administrative or supervisory body as a whole or by a dedicated body established by the administrative or supervisory body.	The amendments to Article 39, which governs the rules for Audit Committees of public interest entities, allow for the extension of certain audit committee functions to include assurance of sustainability reporting. This option permits Member States to allow these functions to be assigned to the board of directors of the public-interest for example or another dedicated body	II comment: We would like to note Section 1551 of the Companies Act 2014 (as inserted by the Companies (Statutory Audits) Act 2018) which provides an exemption for captive insurers to establish an Audit Committee. This exemption exists where, inter alia, a body performs equivalent functions to an audit committee. Some of our members therefore would not have an audit committee and again this should be considered. ***
	established by the public interest entity. It is similar to an option at Article 39(4) which applies to statutory audit. This option was not exercised in the transposition	

Member State Option	•	Do you consider that Ireland should exercise this option? Please provide reasons for your answer.
	of Directive 2014/56/EU.	

## Please provide any further views you have in relation to the transposition and development of future policy in this area.

e.g Scope and Phasing, Assurance (Audit), Oversight and Sanctions.

Il comment:

As noted in our *General comments* above, we believe that the transposition of the CSRD into Irish law should be completed in a timely manner and in advance of the required deadline to ensure firms have sufficient time to prepare for its implementation and compliance obligations. Consideration also needs to be given to an aligned approach, particularly for regulated firms, who are bound by overlapping regulation and legislation already.

We would also like to reiterate our concern that the requirements of the Directive would have a substantial effect on third-country insurance groups and we are of the opinion that the Department should be cognizant of those impacts.

<u>ENDS</u>