



Energy Efficiency Directive

Article 7

National progress and outlook on the energy savings obligation

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The Coalition for Energy Savings

The Coalition for Energy Savings strives to make energy efficiency and savings the first consideration of energy policies and the driving force towards a secure, sustainable and competitive European Union. Its membership unites businesses, professionals, local authorities, trade unions, cooperatives, consumer and civil society organisations in pursuit of this goal.

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Corrected version, September 2020 - Croatia table on page 11 was adjusted.

1. Introduction

Member States are obliged by the provisions of Article 7 of the Energy Efficiency Directive (EED) to deliver a minimum amount of energy savings with national energy efficiency policies and measures. It is a key provision of the Directive, as it is due to contribute with more than half of the total energy savings needed to achieve the EU's 2020 and 2030 energy efficiency targets. Ensuring energy efficiency improvements must be the main purpose of the policies and measures planned to deliver the energy savings obligation. Furthermore, they also need to be additional to measures established at the EU level.

However, several studies have identified shortcomings concerning the eligibility and additionality of measures reported by Member States and their sufficiency to reach the minimum amount of savings as required by the Directive.¹

An effective enforcement of the EED's provisions requires verification of Member States' policies and measures at the planning stage, during their implementation and ex-post. This will allow the Member States and European Commission to take early corrective actions. Nevertheless, late and low-quality reporting by Member States is a major obstacle.

This publication provides a stock-taking of the progress and the future plans set up by Member States regarding the energy savings obligation, including:

- an assessment of national progress until 2018 reported for the current period 2014-2020 (based on the available Member States' Annual Progress Reports submitted in 2020);
- a first analysis of the energy savings requirements for the next period 2021-2030 (as reported in the National Energy and Climate Plans); and
- an overview of the most important measures put forward under the energy savings obligation in the National Energy and Climate Plans for the next period.²

¹ RAP and Stefan Scheuer Consulting (2019), "[Closing the loopholes](#)"
Ricardo (2016), "[Study evaluating progress in the implementation of Article 7 of the Energy Efficiency Directive](#)"

The Coalition for Energy Savings (2015), "[Latest analysis of Member State plans for end-use energy savings targets \(Article 7\)](#)"

The Coalition for Energy Savings (2014), "[Analysis of Article 7 Member States reports](#)"

² The annex explains the criteria used for selecting the Member States covered by this report.

2. A quick guide to the energy savings obligation

The energy savings requirement under Article 7 was introduced by the 2012 Energy Efficiency Directive (EED), initially only for the 2014-2020 period, with an obligation for each Member State to achieve 1.5% annual energy savings. The requirement is cumulative, so as to ensure that savings are building up year after year and are maintained over the whole period. Member States have the flexibility to achieve the required amount of energy savings by establishing an energy efficiency obligation scheme (EEO)³, by adopting alternative policy measures or by combining both options. Article 7 was due to deliver a large share of the EU's 20% energy efficiency target by 2020. Its delivery was unfortunately hampered by the use of loopholes⁴, which made it possible for the Member States to meet their Article 7 obligation by achieving only 0.7% energy savings per year on average, instead of the full 1.5%.

With the 2018 revision of the EED, Article 7 was extended to 2030 and ten-year periods thereafter as long as necessary to achieve the EU's long-term climate and energy objectives. Member States are required to achieve 0.8% new annual savings calculated on final energy consumption. The revised EED still allows the use of various exemptions in the calculation methodology, but the minimum 0.8% annual savings has to be achieved regardless of the exemptions used. This aspect is a major difference compared to the first period.

The European Commission issued several guidance notes on how Article 7 should be implemented.⁵

In terms of reporting, under the current period, Member States are required by the EED to report on an annual basis the progress achieved towards their national energy efficiency targets, including on the Article 7.

For the next period 2021-2030, the Governance Regulation (Article 3.2.h)) requires Member States to provide notifications on Article 7 in a separate annex to their National Energy and Climate Plan (NECP). These annexes should present Member States' plans on achieving Article 7: information on the amount of savings to be delivered, the measures planned together with the expected savings, and the methodology used for the calculations. Reporting on implementation will only start in 2023 (Article 17 Governance Regulation). This means that in 2021 and 2022, Member States will not have to provide annual reports on whether and how they meet their Article 7 EED obligations.

³ A scheme that ensures energy distributors and/or retailers designated by the Member States as obligated parties achieve a cumulative end-use energy savings target.

⁴ The Coalition for Energy Savings (2019), "[Article 7 Energy Efficiency Directive: new period, new savings](#)"

European Parliamentary Research Service (2016), "[Implementation of the Energy Efficiency Directive \(2011/27/EU\): Energy Efficiency Obligation Schemes](#)", p.17

⁵ The European Commission issued guidance notes on the Article 7 implementation: [one in 2019](#) and [another one in 2013](#). A template to guide Member States with their notification was also provided.

3. Current period 2014-2020: national progress on energy savings

Based on the information provided in the 18 Annual Progress Reports which were available and of sufficient clarity⁶, the following can be noted⁷:

- several Member States (AT, CZ, FR, DE, IT, ES) have revised the energy savings reported in the previous years, without explanation. Retroactive changes for the first years of the obligation period have in particular a big impact on the cumulative savings;
- 10 Member States report that they are meeting their obligation (see Figure 1); and
- 8 Member States are not on track. Spain is off track but could still reach its obligation by increasing its new annual savings by around 20% in 2019 and 2020. For seven Member States (BG, CZ, DE, EL, HU, IT, LU) meeting the obligation seems to be out of reach, requiring an increase of new annual savings of more than 100% in 2019 and 2020 to achieve compliance.

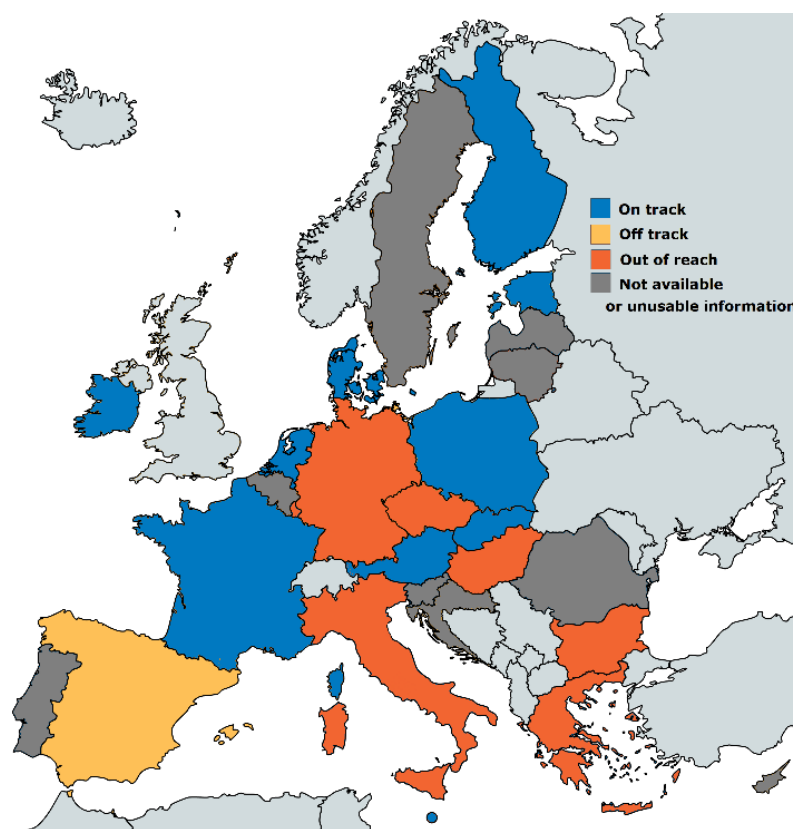


Figure 1. National progress in meeting the 2014-2020 energy savings obligation

⁶ 2020 progress reports of AT, CZ, DK, EE, ES, FI, FR, DE, EL, HU, IE, IT, LU, MT, NL, PL, SK and the 2019 progress report of BG.

⁷ Note: this report does not address the eligibility and additionality issues identified in past studies, such as general energy taxes or building standards.

France changed upwards its reported savings for all the years under the current obligation period. The difference in reporting becomes important especially for the year 2017, with an increase of 31% of total energy savings. No reason is given in the 2020 report for these modifications.

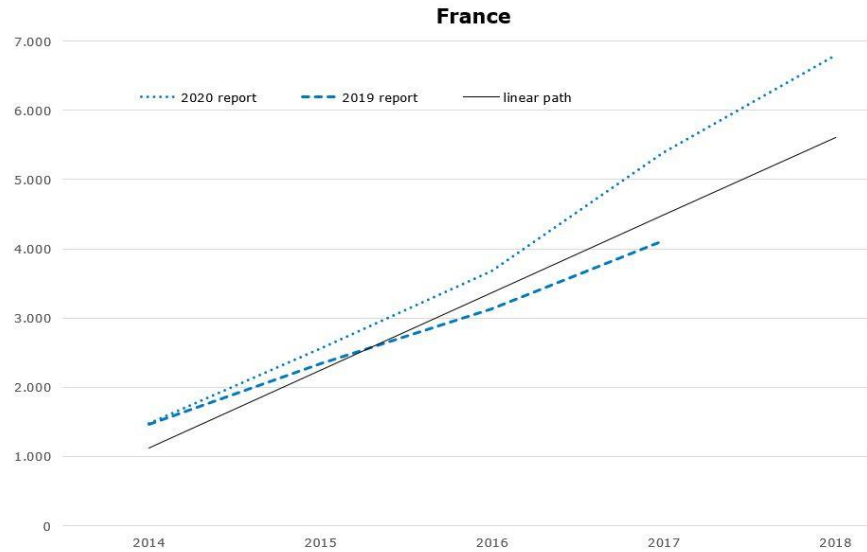


Figure 2. Total energy savings per year in ktoe taken from the 2019 and 2020 Annual Progress Report of France, compared to a linear path to meet the minimum obligation

Italy modified all its previously reported energy savings as well, but going downwards, except for the year 2014 where savings are adjusted upwards. The most noticeable reduction of around 40% is for the year 2016. No clear explanation for modifying the reported savings is given in the progress report.

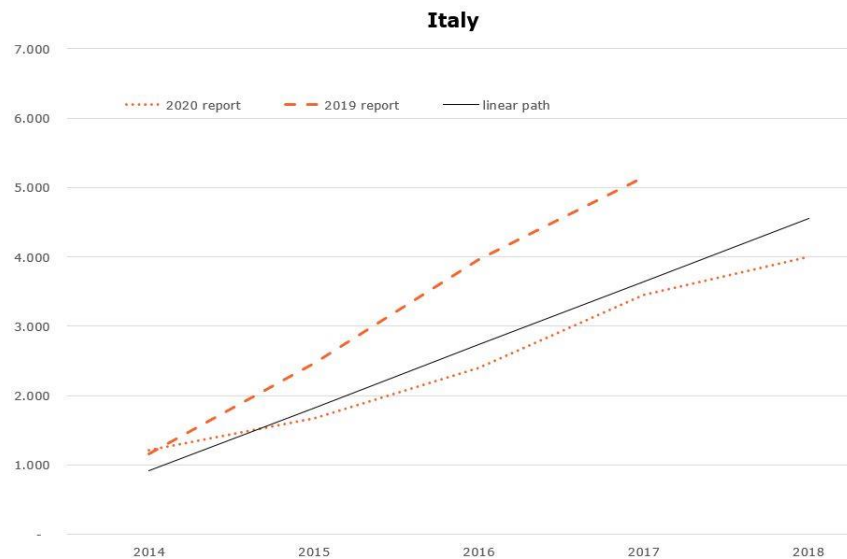


Figure 3. Total energy savings per year in ktoe taken from the 2019 and 2020 Annual Progress Report of Italy, compared to a linear path to meet the minimum obligation

4. Next period 2021-2030: required energy savings

Assessment of energy savings calculations

Member States are required to deliver at least 0.8%⁸ new annual energy savings during the 2021-2030 period, calculated based on final energy consumption. The Article 7 requirement is also cumulative, meaning the total energy savings must build up year by year (see Figure 3).

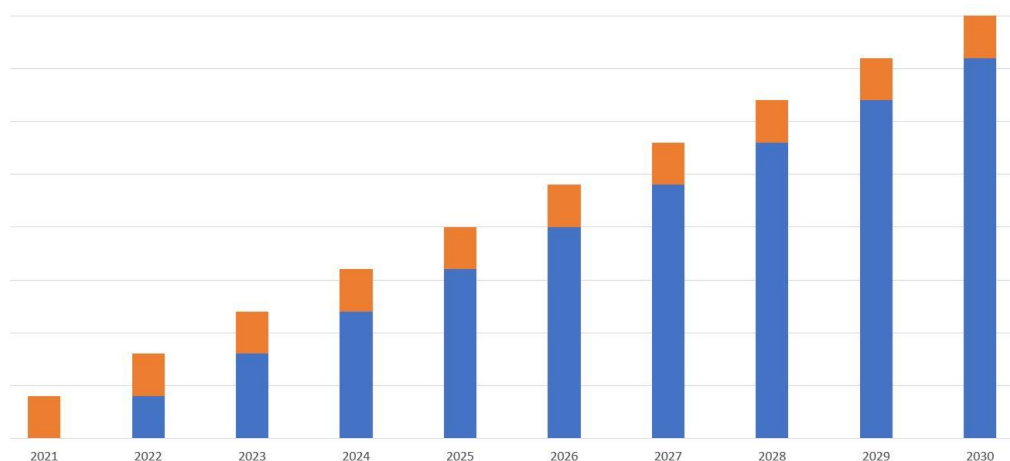


Figure 4. Energy savings to be delivered under Article 7, distributed over the 10-year period

To calculate the energy savings that have to be delivered under Article 7, Member States have to use the average annual final energy consumption of “the most recent three-year prior to 1 January 2019” as a baseline (meaning the final energy consumption for 2018, 2017 and 2016). The Eurostat energy consumption data is considered to be the default source for this calculation. However, according to the Governance Regulation, Member States have the flexibility to choose an alternative data source as long as they provide a reason and justification for any difference that appears when compared with Eurostat-based calculations.

Most of the Member States correctly calculated the energy savings for their Article 7 requirement, with a few exceptions (HR, FI). The majority of them also use the “most recent three-year period prior to 1 January 2019” (2018 to 2016), with few exceptions (HR, FR, SK, SE which use the 2017 to 2015 period, while PT uses the 2016 to 2014 period).

The table below shows the average new annual energy savings and the cumulative total energy savings for the 2021-2030 period, as presented by the Member States

⁸ Except for Cyprus and Malta that only need to achieve annual new savings equivalent to 0.24% (Article 7.1 b) EED)

in their final NECP⁹. It also presents the difference between the calculation based on Eurostat data and Member States' calculations for the annual new energy savings¹⁰.

	Reported savings by Member States in their NECP		Difference from Eurostat
	Cumulative energy savings 2021-2030 (ktoe)	Average annual savings (ktoe)	
Austria	11.878	216	-4,3 %
Belgium	15.907	289	-0,4 %
Bulgaria	4.358	79	0,9 %
Croatia	1.289	23	-56,9 %
Cyprus	243	4	0,6 %
Czech Republic	11.034	201	-0,5 %
Denmark	6.414	117	-1,6 %
Estonia	1.261	23	-0,8 %
Finland	9.028	164	-19,3 %
France	62.871	1.143	-3,5 %
Germany	95.460	1.736	0,0%
Greece	7.300	133	0,6 %
Hungary	7.911	144	-1,7 %
Ireland	-	-	-
Italy	51.440	935	0,9 %
Latvia	1.760	32	-0,1 %
Lithuania	2.346	43	0,0 %
Luxembourg	-	-	-
Malta	82	1	0,2 %
Netherlands	22.093	402	0,2 %
Poland	30.636	557	0,3 %
Portugal	6.740	123	-7,5 %
Romania	10.120	184	0,0 %
Slovakia	4.117	75	-14,0 %
Slovenia	2.169	39	-0,1 %
Spain	36.809	669	-1,0 %
Sweden	14.016	255	-0,8 %

Table 1. Cumulative and new annual energy savings for the period 2021-2030 as reported by Member States in their NECP, and relative comparison with Eurostat based calculation

⁹ Where Member States did not present new annual savings in their NECPs, this was estimated on the basis of the total cumulative energy savings presented for the period 2021–2030.

¹⁰ The Eurostat data used for the calculation consisted in the final energy consumption data for the years 2018, 2017 and 2016.

Austria uses national data instead of Eurostat, but does not explain the differences in calculations as required by the Governance Regulation.

Croatia provides a wrongly calculated amount of cumulative energy savings, as it applies exemptions and deducts transport from the baseline calculation.¹¹ As a consequence, it reduces the minimum savings amount required by almost 60%, which is not in line with Article 7 provisions.¹²

Finland wrongly deduces from its baseline the self-generated energy, which leads to a lower energy savings target. This practice has been used by Finland in the current period 2014-2020 as well.¹³ In doing so, Finland used the argument that the 2012 EED requires to calculate the energy savings target based on “energy sales to final customers”. This provision has been however changed in the revised 2018 EED, which now mentions the basis for calculation shall be the “final energy consumption”, including therefore self-generated energy. The Commission also clearly indicated in a guidance note¹⁴ that Member States should not exclude energy generated for own end-use from the baseline.

Based on the information provided in the 25 National Energy and Climate Plans that were assessed under this section, the following can be noted:

- The majority of Member States seem to have correctly established their energy savings obligation;
- Still, some differences appear between the energy savings calculations done by the Member States and the calculations based on Eurostat data. If these differences are considerable and are not explained in the NECPs, Member States need to provide clarifications. This is the case for Austria for example. In addition, the Member States that have used an outdated baseline such as Croatia, Slovakia, France, Sweden and Portugal should update it, as indicated by the Commission as well in its guidance note; and
- Finland has reduced its energy savings obligation by deducting self-generated energy (i.e in particular biomass), which is not in line with the EED. Croatia also reduced its target by wrongly applying the exemptions and deducting transport from its baseline.

¹¹ According to national information, HR is currently in communication with the European Commission on amending the calculations to meet the 0.8% annual energy savings requirement and revising the notification on Article 7.

¹² The exemptions can be used as long as they do not reduce the total cumulative energy savings to be delivered to below the 0.8% requirement.

¹³ The Coalition for Energy Savings (2015), “[Latest analysis of Member State plans for end-use energy savings targets \(Article 7\)](#)”, p.13

The Coalition for Energy Savings (2014), “[Analysis of Article 7 Member States reports](#)”, p.13

¹⁴ European Commission (2019), [Guidance note](#) on transposing the energy savings obligations under the Energy Efficiency Directive, p.8

Overview of the policies and measures

This section presents an overview of the measures and policies planned by the Member States for the next period. Only Member States that provided sufficiently quantified information in their NECP and have also submitted the 2020 Annual Progress Report have been analysed in this report.¹⁵

Based on the information provided by the 12 Member States analysed we found that:

- **EEO schemes** are expected to deliver less in the next period than the current period, but still remain an important measure. Denmark completely drops its EEO scheme;
- There seems to be an increasing focus on **transport**, with large Member States such as Italy and Spain planning to deliver a significant share of their savings in this sector (23% and 38% respectively);
- Measures focused on the **buildings** sector (renovations) continue to play an important role overall, with particular focus on public buildings;
- **Tax** measures continue to be used as well: Finland and Germany count their long-existing energy taxes though they would deliver less than the current period. Germany also introduces a new carbon pricing for transport and heating fuels which is by far the biggest national energy efficiency measure. Spain introduces four new taxes, and the Czech Republic keeps its tax on fuel and adds another one on household fuels. Sweden continues the same approach from the current period and plans to deliver all the savings required through pricing measures. On the other hand, Greece seems to no longer count its oil consumption tax. Several publications have raised concerns about the eligibility and effectiveness of pricing policies, such as energy taxes, to meet the energy savings obligations¹⁶; and
- Planned measures by the Czech Republic, Denmark, Germany and Poland do not add up to the obligation.

The tables below present an overview of delivered and planned average annual savings for the periods 2014–2020 and 2021–2030, for the 12 Member States analysed.¹⁷ The tables also show the main measures responsible to deliver the energy savings, together with an assessment of whether the progress made so far and the measures planned for the next period are sufficient to deliver the obligation.

¹⁵ 12 countries have been analysed in this section: BG, HR, CZ, FI, FR, EL, IT, DK, DE, ES, PL and SE.

¹⁶ RAP and Stefan Scheuer Consulting (2019), "[Closing the loopholes](#)"
The Coalition for Energy Savings (2019), "[Article 7 Energy Efficiency Directive: new period, new savings](#)"

¹⁷ Note for all the tables on the Member States presented:

- The energy savings are extracted from the Member States' notifications and are expressed as average new savings per year; and
- Both delivered savings and expected savings are expressed as average new savings per year. For the delivered savings, we used the delivered savings until 2018, based on data taken from the 2020 Annual Progress Reports for the 2014-2020 period (except for Bulgaria where we used the 2019 Annual Progress Report for the 2014-2020 period). For the expected savings, we used the estimated savings from measures notified in the NECPs.

BULGARIA				
Period	New annual savings notified (ktoe)	New annual savings (ktoe)	% of energy savings per largest measure	Assessment
2014-2020	69	Delivered 61,48	Implemented 47% Energy savings targets for vehicles, state and municipal buildings 32% Renovation programme for multi-family buildings 22% EEO	Not delivering enough energy savings to achieve compliance under Article 7 (based on 2019 progress report).
2021-2030	79,22	Expected 79,22	Planned 68% Financing mechanism for energy efficiency 16% EEO 16% Funds for energy efficiency and renewable energy measures	Measures deliver the target? Yes. Observations on the measures The financing mechanism will apply across sectors (industry, transport, non/residential) and will include access to funds and technical assistance for energy efficiency projects. More details are needed on the actual measures and projects these financial instruments are due to fund, given also their importance in delivering the energy savings required. The EEO scheme continues, but planned to deliver slightly less.

CROATIA				
Period	New annual savings notified (ktoe)	New annual savings (ktoe)	% of energy savings per largest measure	Assessment
2014-2020	46	Delivered -	Implemented 94% Energy renovation of public buildings 3% Energy efficient vehicles (just for the year 2018)	Not possible to assess the progress, as Croatia did not submit its report in 2019.
2021-2030	23	Expected 27	Planned 42% EEO 16% Single-family houses energy renovation 15% Public sector buildings energy renovation	Measures deliver the target? Yes, even over-achieving. However, the measures have been planned on the basis of a wrongly calculated amount of energy savings (see section 3). Observations on the measures Energy renovation continues to be an important measure. The three main energy renovation measures are planned to deliver 44% of the total savings.

CZECH REPUBLIC				
Period	New annual savings notified (ktoe)	New annual savings (ktoe)	% of energy savings per largest measure	Assessment
2014-2020	174	Delivered 115	Implemented 46% Strategic framework for sustainable development 18% Environmental tax on fuel	Not delivering enough energy savings to achieve compliance under Article 7 (based on 2020 progress report).
2021-2030	201	Expected 160	Planned 43% Voluntary scheme for improving energy efficiency 23% New Green Savings Program (buildings renovation) 17% Operating ban on solid fuel boilers of 1st and 2nd emission class	Measures deliver the target? No, but savings from several measures are yet to be estimated (including for a new EEO, scrappage scheme etc.). Observations on the measures Strong reliance on a voluntary approach. The renovation programme New Green Savings continues, and is expected to bring more than double the savings compared to the current period.

DENMARK				
Period	New annual savings notified (ktoe)	New annual savings (ktoe)	% of energy savings per largest measure	Assessment
2014-2020	148	Delivered 212	Implemented 100% EEO	Delivering enough energy savings to achieve compliance under Article 7 (based on 2020 progress report).
2021-2030	117	Expected 34	Planned Subsidy schemes for private enterprises, buildings and oil burners replacement Measures for buildings efficiency	Measures deliver the target? No, but according to the NECP measures shall be updated. Observations on the measures The EEO has been dropped. New additional measures to those presented in the NECP are expected in a national climate action plan.

FINLAND				
Period	New annual savings notified (ktoe)	New annual savings (ktoe)	% of energy savings per largest measure	Assessment
2014-2020	150	Delivered 458	Implemented 47% Energy Performance Contracting (Energy Efficiency Agreements) 19% Transport fuel taxation 12% Heat pumps for small and terraced houses	Delivering enough energy savings to achieve compliance under Article 7 (based on 2020 progress report).
2021-2030	164	Expected 239	Planned 61% Energy Performance Contracting (Energy Efficiency Agreements) 13% Heat pumps for detached and terraced houses 10% Transport fuel taxation	Measures deliver the target? Yes, even over-achieving. Savings planned are enough to deliver the minimum savings requirement even when calculated on the basis of Eurostat (as the target is currently wrongly set, see above in this report). Observations on the measures The majority of measures implemented during the current period continue. Strong reliance on Energy Performance Contracting which shall deliver more during the next period. The fuel taxation measure continues but is planned to deliver less.

FRANCE				
Period	New annual savings notified (ktoe)	New annual savings (ktoe)	% of energy savings per largest measure	Assessment
2014-2020	1.121	Delivered 1.360	Implemented 100% EEO scheme	Delivering enough energy savings to achieve compliance under Article 7 (based on 2020 progress report).
2021-2030	1.143	Expected 1.143	Planned 100% EEO scheme (not clear)	Measures deliver the target? Yes. Observations on the measures France will continue the same EEO scheme, mentioning that the EEO will deliver at least the savings pledged under the energy savings obligation. However, the language used in the NECP suggests other measures might be foreseen as well.

GERMANY				
Period	New annual savings notified (ktoe)	New annual savings (ktoe)	% of energy savings per largest measure	Assessment
2014-2020	1.500	Delivered 1.257	Implemented 46% Energy tax 19% Energy Saving Regulation (existing buildings) 11% Funding programs for energy-efficient construction and renovation	Not delivering enough energy savings to achieve compliance under Article 7 (based on 2020 progress report).
2021-2030	1.736	Expected 1.463	Planned 21% CO2 pricing for transport and heating fuels 17% Energy tax 17% Draft Buildings Energy Act (existing buildings) 14% Grants and loans for energy efficiency in the economy	Measures deliver the target? No. Observations on the measures The energy tax continues but is planned to deliver less during the next period. However, a more important measure is the new CO2 pricing measure, which includes also long-term price elasticity. The revision of the standard for existing buildings appears to be a further implementation of the EPBD.

GREECE				
Period	New annual savings notified (ktoe)	New annual savings (ktoe)	% of energy savings per largest measure	Assessment
2014-2020	119	Delivered 90	Implemented 70% EEO 6% Oil consumption tax	Not delivering enough energy savings to achieve compliance under Article 7 (based on 2020 progress report).
2021-2030	133	Expected 133	Planned 39% Energy upgrading of public buildings 20% EEO 14% Energy managers in public buildings	Measures deliver the target? Yes. Observations on the measures The energy upgrading of public and residential buildings, the energy managers in public buildings continue from last period but deliver considerably more savings. The EEO also continues, but delivers 85% less.

ITALY				
Period	New annual savings notified (ktoe)	New annual savings (ktoe)	% of energy savings per largest measure	Assessment
2014-2020	911	Delivered 849	Implemented 44% Tax deduction 39% EEO	Not delivering enough energy savings to achieve compliance under Article 7 (based on 2020 progress report).
2021-2030	935	Expected 1044	Planned 23% Transport measures 21% EEO 19% Tax deductions for buildings renovation 12% Ecobonus	Measures deliver the target? Yes, even over-achieving. Observations on the measures The majority of past measures are kept and expected to deliver more. Focus on transport measures (in the previous period this delivered only 1,3% of savings). The EEO continues, but sees a 32% drop in savings. The tax deduction has been split in Ecobonus and tax deduction for buildings renovation.

SPAIN				
Period	New annual savings notified (ktoe)	New annual savings (ktoe)	% of energy savings per largest measure	Assessment
2014-2020	571	Delivered 554	Implemented 20% EEO 15% Programmes implemented by Autonomous Communities 14% Efficiency programmes for SMEs and large companies in the industry sector	As it stands, not delivering enough energy savings to achieve compliance under Article 7 (based on 2020 progress report).
2021-2030	669	Expected 669	Planned 28% Improvements in technology and industrial process management systems 15% Low emission areas and modal change measures 13% Energy efficiency in existing buildings in the residential sector	Measures deliver the target? Yes. Observations on the measures Measures are now organised sector-wise. The EEO continues and is also broken down by sector. Overall, transport measures are set to deliver most of the savings (38%). Four new tax measures are introduced. The individual measures under the aggregated groups of measures attached to each sector are not quantified, making it difficult to compare with the previous period.

POLAND				
Period	New annual savings notified (ktoe)	New annual savings (ktoe)	% of energy savings per largest measure	Assessment
2014-2020	529	Delivered 593	Implemented 100% EEO	Delivering enough energy savings to achieve compliance under Article 7 (based on 2020 progress report).
2021-2030	557	Expected 518	Planned 86% EEO 7% Tax relief for thermo-modernisation in single-family residences	<p>Measures deliver the target? No. The sum of the cumulative savings to be delivered by the measures presented do not add up to the required savings, and it seems there is no explanation.</p> <p>Observations on the measures The EEO is kept but delivers 32% less. Other three measures are also foreseen, focused on thermo-modernisation, renovation and public transport.</p>

SWEDEN				
Period	New annual savings notified (ktoe)	New annual savings (ktoe)	% of energy savings per largest measure	Assessment
2014-2020	9.144	Delivered -	Implemented 100% Pricing measures	Sweden's progress cannot be assessed due to unclear reporting in 2020 and not reporting in 2018.
2021-2030	255	Expected 295	Planned 62% Electricity price measure 30% Tax on petrol and diesel used in transport 8% Taxation measures in industry and agriculture sectors	<p>Measures deliver the target? Yes, even over-achieving.</p> <p>Observations on the measures All the alternative measures planned by Sweden are based on pricing policies. A dynamic model is used to show the relationship between the first two pricing measures and the energy consumption. For the last measure, a linear model is used.</p>

6. Summary and conclusions

The first cycle (2014-2020) of the EU's most important energy efficiency provisions, the Member States' energy savings obligation, Article 7 of the Energy Efficiency Directive, comes to an end. A new cycle (2021-2030) is about to start.

This study looks back at what Member States say they have achieved, and looks forward to what they need to achieve in the next decade and how they plan to do it.

Not all Member States' reports can be assessed, as they come in an incorrect format, are unclear or are submitted many months after the legal deadline. In addition, the information is often insufficient to judge whether or not the measures will deliver the required energy savings. This is of major concern, as many studies have identified in the past significant shortcomings.

For **the current period 2014-2020**, out of the 18 Member States assessed, ten report that they are meeting their obligation. Spain is off track (requiring an increase of new annual savings of more than 19% in 2019 and 2020 to achieve compliance), while Bulgaria, the Czech Republic, Greece, Germany, Hungary, Italy and Luxembourg are out of reach (each requires an increase of above 100%). Several Member States did retroactive changes to the savings reported in previous years without explanation. This raises doubts about the quality of reporting.

In view of the upcoming obligation period and taking into account lessons learned, overall transparency, the reporting requirements and enforcement actions need to be strengthened. When Member States make changes to reported savings from previous years, this needs to be justified. Corrective actions for Member States not fulfilling their obligation have to come fast in order to be effective and deterring wrongdoing in the coming obligation period.

For **the next period 2021-2030**, it seems that with some exceptions, most Member States correctly calculated the amount of minimum energy savings they will have to deliver. Several countries used an outdated baseline for their calculations and will need to adjust it. In general, all Member States whose energy savings calculations present considerable differences compared to those based on the most recent Eurostat data need to provide clarifications.

In terms of planned measures and policies, many Member States did not provide a separate annex on Article 7, as foreseen by the Governance Regulation, and did not provide complete information. This situation presents a major implementation and enforcement obstacle, not only for the Commission as the guardian of the EU legislation, but in particular it hampers civil society and businesses from participating to the success of the Energy Union.

Based on the limited information provided on the 2021-2030 energy efficiency policy landscape, the following few trends can be identified:

- Planned measures do not always add up to the obligation like in the case of the Czech Republic, Denmark, Germany and Poland;
- Energy efficiency obligation schemes are expected to deliver less, but they still remain a key measure;
- Some Member States put more focus on transport measures than before, while measures in the buildings sector are still due to deliver considerable savings; and
- Taxation measures continue to be used, and some Member States introduced new tax measures.

This is a preliminary assessment and more in-depth analysis is required to check the number of planned measures that are new, or mainly existing and continuing to the next period. Furthermore, the additionality and eligibility criteria for each individual measure should also be analysed to ensure that Article 7 leads to real energy efficiency action on the ground.

Annex

Selection criteria for Member States analysis

- **Assessment of national progress of the energy savings obligation for the current period 2014-2020** (18 Member States covered by this report): only Member States that submitted a report in 2020 as well as in the previous years were assessed. LT submitted a report in 2020 and in the previous years, but the information reported in 2020 is not entirely clear. For BG, we used the 2019 report which already covers 2018 data. The table below contains more information about Member States' progress reports.
- **Analysis of Member States' calculation of the required energy savings for the next period 2021-2030, based on their notification in the National Energy and Climate Plans** (25 Member States covered by this report): only Member States that submitted their NECP and provided usable information on the calculation of the energy savings obligation were assessed. This was not the case for LU, which submitted the NECP but it is not possible to retrieve the energy savings calculation under Article 7, and for IE which did not submit the NECP.
- **Overview of the most important measures planned by the Member States for the next period 2021-2030** (12 Member States): only Member States that provided sufficient quantified information in their NECP and also submitted the 2020 progress reports have been analysed in this report. For BG, we used the 2019 progress report which contains usable data for the year 2018. For example, BG, CZ, CY, DE, DK, EL, ES, FI, HR, IT, LV, LT PL and SE provided quantified information on measures under Article 7 in their NECP (see also in the table below). SK and BE provided quantified information just for a part of their measures. FR indicates that the EEO scheme is the principle measures which will deliver the energy savings required. AT, EE, HU, PT and SI provided only a description of the measures. We assessed in this report only the Member States that provided both quantitative information in terms of energy savings for the measures planned in their NECP, and for the measures implemented and reported in their annual progress report.

Availability of information on Article 7 provided by Member States in their National Energy and Climate Plan and / or their annual progress reports

Member State	Information
Austria	<p>Austria provides a list of measures under Article 7 in the NECP, but these measures are not quantified. A separate Annex for Article 7 as part of the NECP is not provided. Therefore, it was not possible to do an assessment.</p> <p>Austria submitted its annual progress report for 2020.</p>

Belgium	<p>Belgium provides information regarding the measures under Article 7 per region in the NECP. Not all measures have been quantified in terms of energy savings. A separate annex for Article 7 as part of the NECP is not provided.</p> <p>Belgium has not submitted a national progress report for 2020. Therefore, it is not possible to do an assessment.</p>
Bulgaria	<p>Bulgaria provides quantified information on aggregated measures under Article 7 in the NECP that can be assessed. However, more detail on the measures would help the assessment further. A separate annex for Article 7 as part of the NECP is not provided.</p> <p>Bulgaria has not submitted a national progress report for 2020. The 2019 report was used for this assessment.</p>
Croatia	<p>Croatia provides quantified detailed information on the measures under Article 7 in the NECP that can be assessed. A separate detailed annex for Article 7 can be found on the national website.</p> <p>Croatia submitted its annual progress report in 2020, but not in 2019. Therefore, it is not possible to assess their progress towards their current period obligation under Article 7.</p>
Cyprus	<p>Cyprus provides quantified detailed information on the measures under Article 7 that can be assessed. A separate detailed annex on Article 7 has been submitted to the European Commission. This can be found on their national website as well.</p> <p>Cyprus has not submitted an annual report for 2020, but only a letter informing the European Commission of delays in submission due to the Covid-19 pandemic.</p>
Czech Republic	<p>The Czech Republic provides quantified information on the measures under Article 7 in the NECP that can be assessed. A separate annex for Article 7 as part of the NECP is provided, with a long table presenting the relevant measures</p> <p>The Czech Republic has submitted a national progress report for 2020.</p>
Denmark	<p>Denmark provides quantified detailed information on the measures under Article 7 that can be assessed. It clarifies that these measures are not enough to fulfill the requirement and more measures will be foreseen in the Climate Action Plan. A separate annex for Article 7 is mentioned in the NECP. The annex can be found on their national website.</p> <p>Denmark submitted a national progress report for 2020.</p>
Estonia	<p>Estonia provides a list of measures under Article 7 in the NECP, but these measures are not quantified in terms of energy savings. A separate annex for Article 7 as part of the NECP is not provided, therefore it is not possible to do an assessment.</p>

	Estonia submitted a national progress report for 2020.
Finland	<p>Finland provides quantified information on the measures under Article 7 and a separate annex for Article 7 in the NECP.</p> <p>Finland has submitted its progress report for 2020.</p>
France	<p>France did not provide a separate annex for Article 7 in its final NECP, but mentions that the required energy savings for the period 2021–2030 will be delivered by the existing energy efficiency obligation scheme.</p> <p>France has submitted a national progress report.</p>
Germany	<p>Germany provided a separate annex for Article 7 in its final NECP.</p> <p>Germany submitted its annual progress report for 2020.</p>
Greece	<p>Greece provides quantified information on the measures under Article 7 in the NECP that can be assessed. It seems that a separate annex for Article 7 was also provided to the European Commission, but it is not publicly available.</p> <p>Greece submitted a national progress report for 2020.</p>
Hungary	<p>Hungary provides a description of measures but no quantified information in terms of energy savings under Article 7 in the NECP. A separate annex for Article 7 as part of the NECP has also not been provided in the NECP.</p> <p>Hungary submitted its annual progress report for 2020.</p>
Ireland	The NECP is not available. Therefore, it is not possible to do an assessment.
Italy	<p>Italy provides quantified detailed information on the measures under Article 7 that can be assessed. A separate detailed annex for Article 7 can be found on their national website.</p> <p>Italy submitted a national progress report for 2020.</p>
Latvia	<p>Latvia provides limited quantified information on the measures in terms of energy savings under Article 7 in the NECP. A separate detailed annex for Article 7 can be found on their national website.</p> <p>Latvia has not submitted a national progress report for 2020.</p>
Lithuania	Lithuania provides some quantified information on the measures under Article 7 in the NECP. A separate annex is provided in the NECP.

	<p>Lithuania submitted its annual progress report for 2020. However, the information is not entirely clear. Therefore, it is not possible to assess their progress towards their current period obligation under Article 7.</p>
Luxembourg	<p>Luxembourg did not provide a separate annex on Article 7. Also, it was not possible to retrieve the energy savings calculation under Article 7.</p> <p>Luxembourg has submitted a national progress report for 2020.</p>
Malta	<p>Malta does not provide quantified information on the measures under Article 7 in the NECP, but it does refer to a separate annex for Article 7. However, this is not publicly available.</p> <p>Malta submitted its annual progress report for 2020.</p>
Netherlands	<p>The Netherlands provides information on the measures under Article 7 in a separate annex in the NECP, but the quantification of energy savings is limited, based on sectors. Therefore, an assessment is difficult to undertake.</p> <p>The Netherlands submitted its annual progress report for 2020.</p>
Poland	<p>Poland provides quantified information on the measures under Article 7 in the NECP, but further clarification would be helpful in the assessment.</p> <p>Poland has not submitted its annual progress report for 2020.</p>
Portugal	<p>Portugal does not provide clear quantified information in terms of energy savings on the measures under Article 7 in the NECP. A separate annex for Article 7 is also not provided</p> <p>Portugal has also not submitted its progress report for 2020.</p>
Romania	<p>Romania does not provide a separate annex on Article 7 in its final NECP. The NECP does not provide any quantified information on Article 7 measures either.</p> <p>Romania did not submit its progress report for 2020 either.</p>
Slovakia	<p>Slovakia provides a thorough description of the measures, but partially quantified information on the measures under Article 7 which does not allow for an assessment to be made for this report. This information is not in the NECP published on the Commission website but can be found in the NECP published on the national website as an Annex.</p> <p>Slovakia submitted its progress report for 2020.</p>
Slovenia	<p>Slovenia provides a description of the measures for Article 7 but not yet the energy savings to be delivered by each measure.</p> <p>Slovenia has not submitted its progress report for 2020.</p>

Spain	<p>Spain provides information on the measures under Article 7 in the NECP that can be assessed. A separate annex with the description of the measures is also included in the NECP.</p> <p>Spain submitted a national progress report for 2020.</p>
Sweden	<p>Sweden provides quantified information on the measures under Article 7 and a separate annex in the NECP.</p> <p>Sweden submitted its progress report in 2020, but not in 2018. Therefore, it is not possible to assess their progress towards their current period obligation under Article 7.</p>