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DRAFT REPORT

on the report on the implementation of the Energy Efficiency Directive
(2012/27/EU)
(2015/2232(INI))

Committee on Industry, Research and Energy

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MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

on the report on the implementation of the Energy Efficiency Directive (2012/27/EU) (2015/2232(INI))

The European Parliament,

- having regard to the Treaty on the Functioning of the European Union, and in particular Articles 114 and 194 thereof,
 - having regard to the Commission communication of 25 February 2015 entitled ‘Energy Union Package - A Framework Strategy for a Resilient Energy Union with a Forward-Looking Climate Change Policy’ (COM(2015)0080),
 - having regard to the Council conclusions of 23 and 24 October 2014 on the 2030 Climate and Energy Policy Framework,
 - having regard to the Third Energy Package,
 - having regard to Directive 2012/27/EU of the European Parliament and of the Council of 25 October 2012 on energy efficiency, amending Directives 2009/125/EC and 2010/30/EU and repealing Directives 2004/8/EC and 2006/32/EC¹,
 - having regard to its resolution of 15 December 2015 entitled ‘towards a European energy union’²,
 - having regard to Rule 52 of its Rules of Procedure,
 - having regard to the report of the Committee on Industry, Research and Energy and the opinion of the Committee on the Environment, Public Health and Food Safety (A8-0000/2016),
- A. whereas increased energy efficiency and energy saving are key factors for environmental and climate protection and supply security; whereas the Energy Efficiency Directive provides an important basis in this connection;
- B. whereas the EU is making good progress towards its environmental targets for 2020 (reducing CO₂ emissions, increasing the share of renewable energy sources, energy efficiency) and is playing a leading role at world level;

Energy Efficiency Directive only inadequately implemented – savings targets achieved nonetheless

1. Notes that up to now neither the 2012 Energy Efficiency Directive nor the 2010 Buildings Directive have been adequately implemented by the Member States; considers, therefore, that one reason why the energy efficiency targets are being achieved lies in the fact that citizens and undertakings themselves have an interest in

¹ OJ L 315, 14.11.2012, p. 1.

² Texts adopted, P8_TA(2015)0444.

- low energy consumption and cutting costs;
2. Stresses that the directive's flexibility has allowed many Member States to embark on energy efficiency measures;
 3. Notes that 24 Member States have made use of the possibility of alternative measures to the energy efficiency obligation scheme (Article 7), and 18 Member States have preferred alternative measures to the renovation quota (Article 5); criticises the fact that seven Member States have still not introduced energy audits (Article 8);
 4. Stresses that some key elements of the Energy Efficiency Directive (smart meters, cogeneration, renovation plans) need more time in order to give administrations and undertakings an opportunity to launch projects and innovations;
 5. Points out that the Energy Efficiency Directive became an Energy Saving Directive as a result of political decisions; calls for the focus of the directive to be turned more towards energy efficiency considerations;

Competing legal provisions slow down environmental progress, create red tape and increase energy costs

6. Criticises the 2 000 or so energy reporting obligations imposed on businesses, consumers and public authorities; regrets that it is ultimately electricity consumers who bear the consequences of an overly complex reporting system;
7. Points out that energy saving rules and rules on increased use of renewable energy sources have a direct and indirect impact on the carbon footprint and the ETS system (certificate prices); notes that low ETS certificate prices reduce the incentives for investment in energy saving;
8. Stresses that national legislation (exit from coal, payment schemes for renewable energy, capacity markets) restricts the scope for European solutions that provide the best possible results in terms of cost and supply and cancels out the price advantages obtained through energy saving; calls for increased possibilities for binding coordination by the Commission;
9. Is concerned that European electricity prices for medium-sized industrial and business customers and private consumers are among the highest in the world;
10. Is concerned at the repercussions of general saving rules on the targets for expanding the use of renewable energy sources; takes the view that improved cross-regional distribution and storage systems provide good opportunities for the further expansion of optimal locations for wind, hydro and solar power to supply the whole of Europe; expects that this will have a dampening effect on energy prices;

Energy legislation needs to be more coherent and more flexible

11. Calls on Commissioner Timmermans as the Member of the Commission responsible for 'better law-making' to look more intensively into the extent to which competing or overlapping EU energy rules lead to a loss of legislative efficiency and effectiveness

and increased costs for administrations, business, industry and households;

12. Stresses that a barrier-free internal energy market will optimise the costs of energy production and distribution and significantly improve energy efficiency across Europe;
13. Welcomes the positive impact that certification schemes or saving obligations (Article 7) are having in many Member States; considers the flexibility of the rules to be a major factor in guaranteeing their acceptance; asks that the calculation of certification schemes and energy-saving measures should not be hampered by overly restrictive interpretations and time limits;
14. Calls for action to be taken to ensure plausible and unbureaucratic calculations of savings and efficiency; takes the view that the Energy Efficiency Directive could also serve as framework legislation in this connection; takes the view that specific measures and efficiency criteria might be integrated into existing directives (Buildings Directive) or a combined labelling requirement (energy efficiency labelling, eco-design, circular economy, CE marking);
15. Takes the view that more flexibility is needed in order to reach the EU's climate protection and efficiency targets; calls for 'target flexibility' for Member States; takes the view that rebates should be available for targets relating to energy saving and increasing the share of renewable energy sources (Article 3 of the Energy Efficiency Directive) where for example the CO₂ targets have been exceeded;
16. Calls in this connection for the Energy Efficiency Directive to be adapted in line with the EU's climate protection targets for 2030;

More energy efficiency – EU support, best practice and optimising the Energy Efficiency Directive

17. Regrets the Court of Auditors' criticism of less-than-effective energy efficiency projects supported by the EU Structural Funds (2007 to 2013); calls for improved guidelines and more intensive Commission monitoring with a view to making better use of the Structural Funds and EFSI for energy efficiency investments;
18. Calls for an exchange of ideas among Member States on the saving obligations and building and renovation plans (Articles 4, 5, 6 and 7) with the aim of applying existing instruments (tax incentives, support programmes, model contracts) more quickly; calls for Commission guidelines for future national plans;
19. Considers energy audits for businesses to be a proven means of boosting energy efficiency; calls for a uniform definition and enforcement of the criteria set out in Article 8 (definition of SME, audits, no double certification for cross-border business structures);
20. Welcomes the fact that the Commission is working on guidelines for the implementation of Articles 9 to 11 of the Energy Efficiency Directive; considers cost transparency – taking account of cost-effectiveness and technical feasibility – to be a prerequisite for energy saving; takes the view that this topic could potentially be included in the Buildings Directive;

21. Expects further energy saving investments resulting from compliance with the cogeneration rules set out in Article 14;
22. Calls for a strategic approach by the Commission to increase awareness of new technical developments (in areas such as refrigerants, lighting, insulation, thermostats, metering, glazing and many others);
23. Instructs its President to forward this resolution to the Council, the Commission and the Member States.

EXPLANATORY STATEMENT

Greenhouse gas emissions in the EU fell by 23% between 1990 and 2014. In the same period, EU GDP rose by 46%. While steadily reducing the impact on the climate, businesses and citizens are producing more growth and thereby creating jobs and generating tax revenue.

The European Union is making excellent progress towards achieving the targets of reducing CO₂ emissions by 20%, increasing the share of renewable energy sources in gross energy consumption to 20% and increasing energy efficiency by 20%. This is largely thanks to the successful ETS system. As well as providing incentives to reduce emissions, this scheme encourages investment in energy efficient technologies. It is no doubt also true that the fact that the targets have been met can in part be attributed to the economic and financial crisis that some countries have experienced.

The reporting bureaucracy in the energy sector and high energy prices for medium-sized business customers and private households provide some cause for concern. The reduction in costs achieved through energy saving is cancelled out by special national levies and complex reporting obligations. This can be partly explained by the sometimes competing EU rules on climate protection (direct and indirect repercussions on ETS certificate prices), the complexity of legislation linked to energy efficiency (Energy Efficiency Directive, energy efficiency labelling, eco-design, ETS, the future circular economy), and separate national approaches to energy policy (capacity markets, payment schemes for renewable energy, exit from coal), some of which have a strong impact on European policy. The Commission is therefore called upon to make additional efforts towards a coherent climate and energy policy and a Europe-wide electricity market design.

The implementation of the Energy Efficiency Directive also plays a major role. It should first of all be pointed out that the European Union is reaching its 20% efficiency target for 2020 despite the fact that the directive has not been fully implemented in most of the Member States. This demonstrates the power of the market. If businesses and citizens recognise that energy efficiency and energy saving are in their own interest, there is no need for European Union regulation. At the same time, however, the directive provides further encouragement for significant innovations in relation to obligations and incentives in the Member States. The still recent directive and the Member States responsible for implementing it must be given time for these innovations to bear fruit. The review, meanwhile, should be used as an opportunity to make EU legislation linked to energy saving more coherent and bring key aspects of it together. This report provides some starting points.