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Energy Saving Policies and Energy Efficiency Obligation Scheme

**D6.4: Strategic plan for the survival and management
of the National Observatories and the EU Observatory
beyond ENSPOL**

Project Coordinator: Joint Implementation Network - JIN

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Abstract

The Energy Efficiency Directive (EED – 2012/27/EU) was adopted on 25 October 2012, and has now been transposed by all Member States (MS). The EED Directive establishes a common framework of measures for the promotion of energy efficiency within the Union in order to ensure the achievement of the Union's 2020 headline target on energy efficiency and to pave the way for further energy efficiency improvements beyond that date.

The ENSPOL project is funded under the umbrella of the EU Intelligent Energy Europe programme. Its' goal is to provide timely support for member states (MS) as they reach decisions with regards to their implementation of Article 7 of the Energy Efficiency Directive (EED). In particular the project aims to support MS countries that intend to adopt a new EEO scheme or implement alternative energy saving policy measures.

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1 INTRODUCTION

Developing a strategic plan for the survival and management of the National Observatories and EU Observatory beyond the end of the project was foreseen among the activities comprised within the ENSPOL project. The main purpose of this document is to describe the rationale, structure, competences, working dynamics of the **observatories network (ON)** that have been developed during the duration of the project as well as the future financing instruments that will eventually fund the activities initiated by ENSPOL beyond 31st August 2016.

The content of this document needs to be understood in the light of the activities that are linked to the ON and were conducted during the three years ENSPOL lasted.

The ON is formed by the EU Observatory and the National Observatories.

Regarding the EU Observatory, three official meetings were held during the duration of ENSPOL:

Table 1: EU Observatory meetings

EU Observatory meeting	Date	Location	Description
1 st EU observatory	June 2014	Brussels	Organised as a side event of the Sustainable Energy Week
2 nd EU observatory	March 2016	The Hague	Organised back to back with the CA EED Meeting
3 rd EU Observatory	June 2016	Brussels	Back to back with final conference

Detailed information about the EU-observatory meetings can be found in the report D6.1, available at enspol.eu. This report compiles short summaries of all three EU-observatory meetings held during the duration of the project, and includes information about the main objectives of each meeting, the presentations held and the main discussion points and activities conducted during these meetings.

Regarding National Observatories, table 2 includes the meetings that were organized at a national level within each MS member of the ENSPOL consortium.

Table 2: list of National Observatories

Country	First NO	Second NO	Third NO	Fourth NO
Austria	3 June 2015	Organized with CBW ¹	Organized with CBW	-
Bulgaria	24 June 2015	24 th July 2015	30 th September 2015	7 th April 2016
Greece	22 June 2015	16 th December 2015	June 2016	-
Italy	12 th June 2015	23 rd September 2015	16 th June 2026	-
Poland	8 th July 2015	13 th November 2015	June 2016	-

¹ The CBWs (Capacity Building Workshops organized) were organized at a national level. See D6.3 for more information

UK	March 27 th 2015	August 12 th 2015	June 2016	-
Belgium	ENOVER meetings considered as National Observatory			
Denmark	Observatory already in place			
France	Observatory already in place			
The Netherlands	February 2016 (organized with CBW)		-	-

The ON raised important interest beyond ENSPOL consortium countries, such as Croatia, a MS that had an active role in the third EU Observatory meeting when the Croatian national observatory was presented as a case study.

Once we have seen the all the meetings and activities that were undertaken during the time the ENSPOL lasted, we are in the position to approach the strategy for the future of the ON.

2 Governance of the Observatories

2.1 Rationale and added value of the Observatories Network (ON)

In this section we describe the rationale for setting up the ON. Generally speaking, the ON aims at enabling an additional forum where its members² are able of (informally) exchanging knowledge and opinions about issues regarding the transposition of EED Article 7 (i.e. the implementation of either EEOs or alternatives measures).

The ON will be formed of several sub-networks that will operate at different level: on a national level each MS will be entitled to set a national observatory (NO), and at European level, an EU Observatory will act as a coordinator, aiming at facilitating and enhancing the communication among NOs themselves and between itself and a given national observatory.

The next section describes what is the rationale for setting an EU Observatory in first place and NOs in the second.

2.1.1 Rationale for setting up a EU Observatory

Given the **complexity** and the wide **variety of energy policy approaches** to deal with the implementation of Art.7 of the EED, there is a need for setting up an entity that:

- Closely coordinates the effort to **set a common framework to understand root concepts** that affect the characterization and shaping of policy instruments and at the same time prevents the development of deviating understanding of these concepts.

² See section 3 for more detail.

- **Supports Member States (MS) in tailoring energy policy schemes** considering their respective national context.
- Represents an **additional forum** to the existing ones (e.g. CA EED) **where MS can informally exchange knowledge and opinions** about issues regarding the transposition of the Art. 7.

The European Observatory will foster and coordinate communication among its members in order to find quick responses to challenges raised from the implementation of the art.7 EED.

We also believe that the EU Observatory, as part of the ON, could be used as a forum where its members could learn from other members' responses that were given to similar challenges in the past. We envisage that the ON (EU Observatory and NOs) could then be used as bidirectional learning and knowledge exchange channel between the EU observatory and NOs.

Furthermore, the ON, as a whole, will be in the position to provide comprehensive feedback to the European Institutions regarding the EED, enabling, in this way a quick reaction to difficulties encountered by a MS. National responses are normally shaped attending to particular socio-economic context which provides the opportunity to build a detailed taxonomy of responses raised within the MS as a result of the implementation of the EED.

The research we carried out under the umbrella of ENSPOL revealed that there is no ideal policy mix to achieve energy savings targets required by the EED. Abundant interaction and collaboration will be essential to design robust energy policy mixes, and we believe that this EU Observatory will provide the appropriate space towards the achievement of such a target.

2.1.2 Rationale for setting up National Observatories

Having a workforce (institution, observatory, network, association) that deals with the transposition of the art.7 EED at a national level will create an effective space to channel and coordinate the engagement of a large number of stakeholders: energy suppliers, ESCOs, local authorities, social landlords, national energy agencies and the relevant Ministry.

The practical experience with implementation and ongoing work with EEOs gathered at National Observatories could be utilized in relation to revisions of both national legislation and EU Directives.

Format (participants, content etc.) of the National Observatories would vary depending on the different schemes and focus in implementation of Article 7 as well as the state of development of the schemes and thus changing both from member state to member state and over time.

An annual national observatory meeting could be the arena where all the stakeholders mentioned above could gather to exchange information and good practices.

To exemplify, an annual meeting that takes place in France every year is a unique opportunity to engage (mainly French) stakeholders in order to learn about the latest news of the sector and to meet any entity seriously involved in it. Participants beyond the French borders are also welcome.

The number of participants at the national observatory meetings in France goes from 250 to 400 participants every year.

2.2 Objectives of the Observatories Network (ON)

The ON aims to be a public platform where stakeholders and boundary partners can consult on Energy Efficiency Obligation schemes and alternative measures at different policy and decision making levels, from the local to regional, national or even European level.

ON will be formed by an EU Observatory that will act as a coordinator of a constellation of National Observatories. The objectives of the EU Observatory and National Observatories are described separately in the following two sections.

2.2.1 EU observatory objectives

The EU Observatory will lay at the center of the Observatories network (ON) functioning as coordinator and facilitator. Therefore its main objectives will be:

- Facilitate the exchange of experiences between MSs on a regular basis.
- Allow policy makers and national energy agencies to share in-depth analysis of new and existing schemes.
- Help policy makers in monitoring how EEOs and alternative measures are implemented.

- Support MSs identifying potential barriers implementing of EEOs and/or alternative schemes and discussing ideas on how to overcome those.
- Provide MSs, ESCOs and other relevant professional engaged in the implementation of EEOs with the newest development in EU legislation.

2.2.2 National Observatories objectives

We distinguish between two types of objectives for National Observatories: the ones that need to be fulfilled as part of the national agenda of each MS and the objectives as a member of the EU observatory.

2.2.2.1 Objectives to fulfill the national agenda

National Observatories are supposed to be autonomous entities whose agenda will be set at a national level by MS. Therefore it will be up to each MS to set the objectives of its national observatory. Below, we propose a list of generic objectives that National Observatories might embed in the carrying of their daily activity:

- Support the transposition of the art.7 EED, taking into account the national context and needs.
- Support the development and tailoring of EEOs and/or alternative measures at a national level.
- Communicate any news related to modifications of other EEO schemes at EU level.
- Present evaluations on the scheme results.
- Exchange good practices and identify any challenges raised by the scheme.
- Any additional objective to be defined by each MS towards a successful implementation of the art 7 EED.

2.2.2.2 Objectives as part of the EU Observatory

Since National Observatories are supposed to be part of the EU Observatory, they will need to set specific targets as members of the EU Observatory:

- Contribution to the development of common interpretation of root concepts employed in the art.7 EED.
- Keep the EU Observatory informed regarding changes in the interpretation of the art.7 EED and about news on the EEO schemes at national level.
- Appropriate channels to guarantee dialogue and discussion with other National Observatories.

Membership

2.3 Structure

We previously mentioned that the ON will be formed by as many National Observatories as MS are willing to set up one and an EU observatory. The following section includes a proposal for the ON structure

Government representatives, public authorities, regulators, obligated parties, researchers or policy groups and other relevant EU level institutions should be also involved in either the EU Observatory or National Observatories.

2.3.1 EU observatory structure

2.3.1.1 Target groups

We propose that the EU observatory has permanent members who will meet periodically every year (2-3 times a year). We list below who we consider should be a member of the EU Observatory:

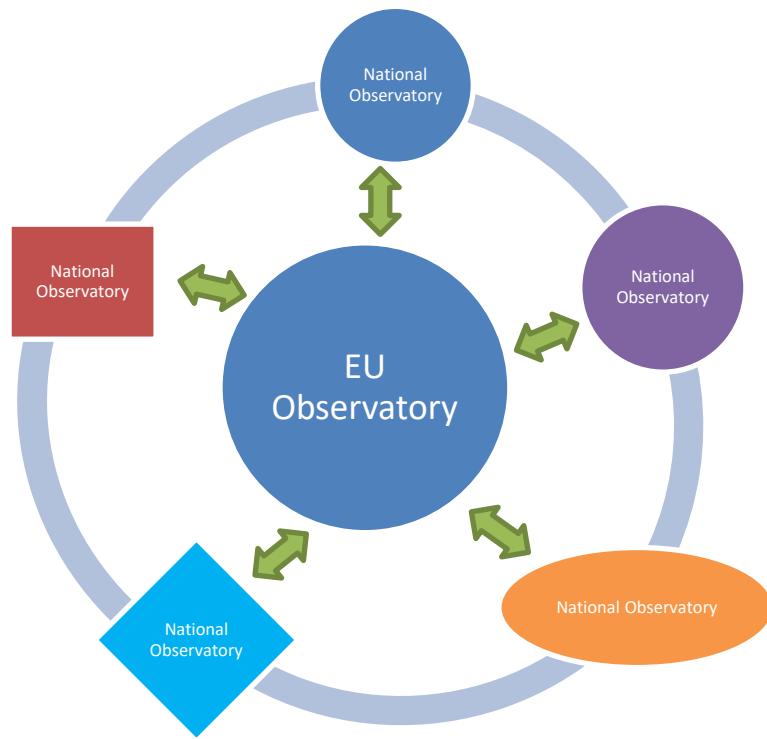
- Members of the National Observatories (i.e. institutions or agencies responsible for the Transposition of the art.7 EED).
- Strategic European level organizations with an important role on the implementation of the EED (EUROELECTRIC, ECEEE, Coalition for Energy Savings, EDSO for Smart Grids, Eurogas, etc.).
- EU Commission representatives (DG ENER).

EU observatory meetings could be coupled to other EU/energy related activities in order to reach out as many stakeholders as possible.

Additionally, the European Commission, through the DG ENER, might be entitled to involve in other relevant stakeholders such as obligated parties, researchers or policy groups with a clear role in the transposition of the art.7 EED on an “ad hoc” basis.

Below, figure 1 shows a proposed structure that sets the EU Observatory at the center of the network with the task of enabling bidirectional communication not only between itself and NOs but also among two NOs.

Figure 1: Proposed ON structure



2.3.2 National Observatories structure

Regarding the structure of National Observatories, we would like to stress that it is up to each MS to decide whether it is necessary to set an observatory at a national level and if it is, the best path to set it up. Those countries that eventually decide to set up a national observatory are entitled to shape its structure so that the national Observatory can meet the needs each MS foresees.

By “observatory” we refer to “a set of competences and activities” directed to facilitate and support the transposition of the art.7 EED that could be taken over by new or existing national institutions that are already dealing with art.7 EED issues.

In most cases the NOs could consist of half-day meetings among policy makers, managing authorities and relevant stakeholders (e.g. utilities, ESCOs, end-users, financial institutions, etc.) to be held once or twice a year. Other possibilities in terms of duration and periodicity of the meetings can be set depending on the MSs’ needs.

2.3.2.1 Target groups

We consider each national observatory should be coordinated by the corresponding EEOs and/or alternative schemes' administrator. Therefore, it will be up to him to involve any other stakeholders with a relevant role in the implementation of the art 7 EED.

The potential groups of stakeholders that might be relevant to be part of a national observatory are: research and policy groups, energy suppliers, DSO, TSO, ESCO, consumer associations, trade Associations, multiplier organisations and financing institutions. However, it cannot be forgotten that the relevant group of stakeholders might vary from one country to another, so it is up to each MS to identify, and engage those actors that a national level have a role in the implementation of art.7 EED.

2.3.3 Competences/tasks

2.3.3.1 EU Observatory tasks

The table below shows four main groups of competences/tasks that we consider the EU Observatory should be responsible for.

Type of task	Description
Coordination and support	<ul style="list-style-type: none">Organize and host the EU Observatory meetings, bringing together participants from National Observatories to foster exchange of experience.Coordinate with the National Observatories and capacity building activities.Engage with third countries regarding EEOs and alternative policy schemes and coordinate the dissemination of the outcomes among MS.Coordinate interaction with the CA EED and provide it with support when it is required.

	<ul style="list-style-type: none"> • Collect and channel all the challenges and barriers encountered by a given MS regarding the implementation of Art. 7 of the EED.
Research and analysis	<ul style="list-style-type: none"> • Gather information about the issues that policy makers are facing and provide advice on how to overcome those barriers. • Conduct analysis of the existing and planned EEOs and/or alternative measures within the EU to get a snapshot of the current situation to provide advice regarding policy mixes and lessons learned.
Capacity building activities	<ul style="list-style-type: none"> • Ensure continuous communication in between the EU-observatory meetings (Thematic webinars, 4-way ENSPOL workshops, etc.).
ENSPOL knowledge platform	<ul style="list-style-type: none"> • Ensure continuous communication in the frame of the ENSPOL stakeholder knowledge platform.

2.3.3.2 National Observatories tasks

Regarding the tasks/competences of National Observatories we foresee three main types of competences:

Type of task	Description
Coordination and support	<ul style="list-style-type: none"> • Transfer to the EU Observatory the key findings collected through an in-depth discussion among national stakeholders on the main issues related to new or existing EEOs and alternative measures.
Capacity building and training activities	<ul style="list-style-type: none"> • Organize activities to enhance the capacity at a national level. • Capacity building courses. • Specialized trainings. • Report capacity gaps to the EU Observatory.
ENSPOL	<ul style="list-style-type: none"> • Provide input (when required) towards the management, update

knowledge platform	and maintenance of the knowledge platform.
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Additionally, MS could add any other task and/or activity agreed at national level.

2.3.4 ENSPOL knowledge platform

In addition to the tasks described in the section above, given the relevance that the ENSPOL stakeholder knowledge platform developed during the duration of the project has within the project, we consider necessary to dedicate a section to explain more in detail the importance of its future maintenance and how we believe it should be linked to the future development of the ON.

The ENSPOL knowledge platform focuses on exchanging knowledge and experiences between stakeholders across Europe, on the implementation of EEOs and alternative measures, to inform and improve the implementation of the Energy Efficiency Directive (Article 7). It brings together information on energy efficiency obligation schemes (EEOs) and alternative policy measures from across the EU (and beyond) in one central place in order to make this information easily accessible and available to a wide audience in order to:

- Enable the dissemination of knowledge and experience and
- Inform and support policy making and implementation

The platform aims to provide information on past experiences and current challenges of EEO schemes and alternative policy measures. The primary source of information on the platform currently is the Intelligent Energy Europe ENSPOL project, but reference is also made to a range of other relevant and related studies and resources with the expectation that this content will grow over time through contributions made by users of the platform.

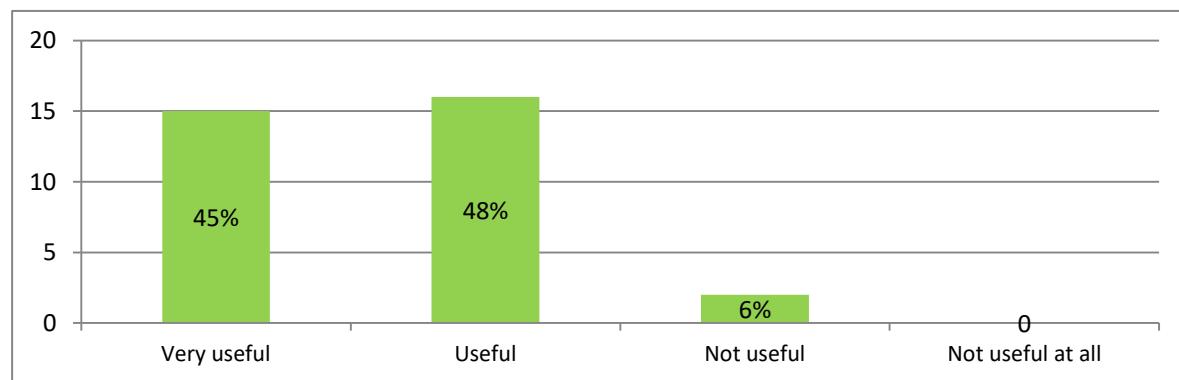
As it was previously mentioned, we foresee that this platform as an effective tool that will enable National Observatories and EU Observatory to provide input (when required) towards the management, update and maintenance of the knowledge platform.

During the 3rd EU Observatory meeting, we showed to the meeting attendants some of the feedback the consortium partners had received about the platform from platform users. We aim at stressing the successful resource that was developed within ENSPOL to point out its

usefulness for stakeholders provided we manage to assure its maintenance and update once ENSPOL comes to an end.

In order to convey the usefulness of the platform, we included the responses to two questions we made to platform users. On one side we asked a range of stakeholders (consultancies, energy agencies, trade associations, schemes administrators, NGOs and national authorities) about the usefulness that the platform had for their work. The response, as figure 2 shows, was very positive. Only 6% of the users we enquired, didn't find the platform useful and nobody didn't find it useful at all.

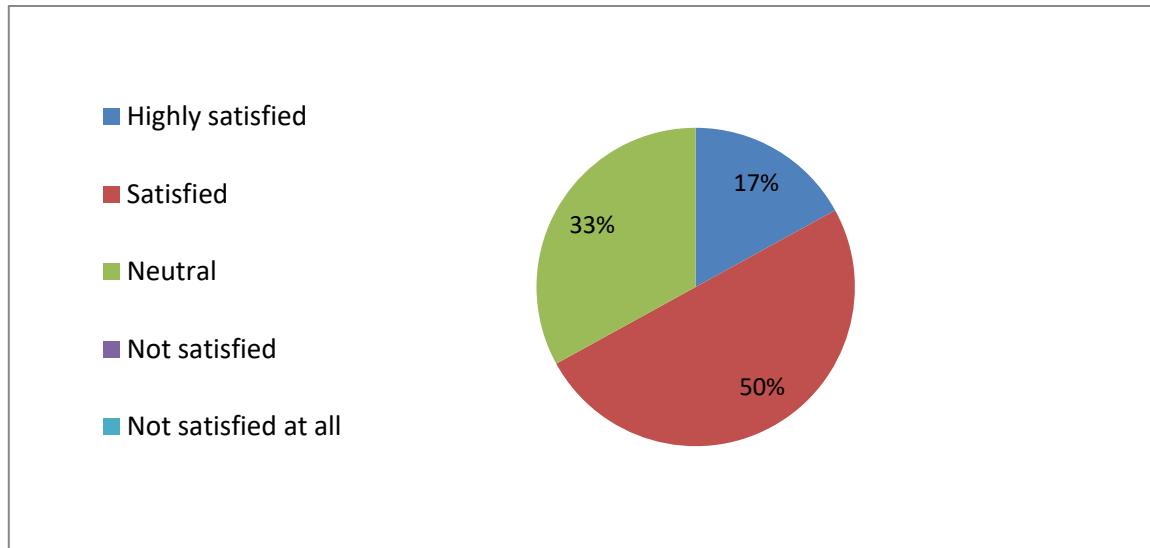
Figure 2: Level of usefulness of the ENSPOL knowledge platform, provided by the stakeholders enquired.



Source: EST

We also asked them about their experience, as platform users. The response a figure 3 shows that was very positive as 17% and 50% of them claimed to be highly satisfied and satisfied respectively.

Figure 3: Users' experience opinion of the ENSPOL sharing platform



Source: EST

3 Funding strategies

In this section we propose several alternatives to fund subsequent work in the same direction as the one initiated by ENSPOL once the project funds come to an end. The next section describes the strategies we propose depending on whether we refer to short or medium and/or long term.

3.1 Short term (first year)

Regarding the short term we recommend to focus on the activities that boundary partners value the most. Once these are identified all efforts should be put in guaranteeing their continuity. The following section describes what we did to find out what were the activities that ENSPOL boundary partners found more useful and supportive to conduct their own work.

3.1.1 EU Observatory and National Observatories.

On the 3rd EU observatory meeting, we asked participants for their opinion regarding the activities that had been conducted in the light of ENSPOL and better support their work due to their usefulness and/or relevance to the implementation of article 7 EED.

The activities listed below in table 3 cover activities that correspond to both National Observatories and EU Observatory. We asked each of the attendants to vote for the two activities that in their opinion better answered to the following question: “what activities conducted under the ENSPOL project add more value and should be maintained beyond the duration of the project?”

The three most voted activities were: “to provide a platform for discussion and exchange of knowledge and information among stakeholders”, i.e. the 3 EU Observatories meetings held along the duration of ENSPOL, and “the maintenance of the ENSPOL knowledge sharing platform” that obtained the same number of votes as “regular updates of the reports and studies that have been produced within the ENSPOL project”

Table 3: List of most important activities conducted by the ENSPOL consortium during the duration of ENSPOL.

Activity	# of votes
Provide a platform for discussion and exchange of knowledge and information amongst national stakeholders, by organizing and hosting (EU level)meetings	13
Maintenance of the ENSPOL knowledge sharing platform	9
Advise on Article 7 EED transposition & implementation	4
Webinars on specific topics linked to the implementation of Article 7	6
Capacity Building workshops across countries linked to the implementation of Article 7	6
Capacity building at a national level linked to the implementation of Article 7	8
Regular updates of the reports and studies that have been produced within the ENSPOL project	9

We propose that the ENSPOL consortium members and stakeholders, in the short term, collaborate, as much as possible, with those institutions that are willing to take over the carrying out of the most voted activities. We also suggest that additional institutions provide supplementary support towards the organization of the chosen activities.

By following this strategy, it will not be necessary to look for additional funds to keep on going with the most useful activities, at least in the short term.

Those tasks that require the support from stakeholders at a national level, due the nature of the input required, should be coordinated internally to provide support to those institutions that temporally have decided to take responsibility of the activities identified as a priority.

3.2 Mid-term (First 3 years) and long term (more than three years)

3.2.1 EU Observatory and National Observatories

We recommend that the ENSPOL consortium identifies relevant calls, under current and future European grant programs in order to directly assure the continuity of the EU Observatory and at the same time provide (indirect) support to MS towards the promotion and development of National Observatories.

Table 4 includes a list of relevant calls that could be used to obtain the subsequent funds to continue with the activities initiated by ENSPOL:

Table 4: List of relevant H2020 proposals

Topic	Topic identifier	Opening date	Closing date	Type of action	Relevance	Link
Engaging and Activating public authorities	EE-09-2016-2017	19 Jan 2017	07 June 2017	CSA Coordination and support action. Single stage	According to the call, raising the capacity of Member States to fulfil their obligation under the Energy Efficiency Directive, is one of the topics proposals should focus at.	https://ec.europa.eu/research/participants/portal/desktop/en/opportunities/h2020/topics/22196-ee-09-2016-2017.html
Overcoming market barriers and promoting deep renovation of buildings	EE-11-2016	19 Jan 2017	07 June 2017	CSA Coordination and support action. Single stage	Special focus of the building sector. Support the implementation of renovation road maps resulting from the EED/EPBD falls within the scope of the call.	https://ec.europa.eu/research/participants/portal/desktop/en/opportunities/h2020/topics/22193-ee-11-2016-2017.html

Increasing capacities for actual implementation of energy efficiency measures in industry and services	EE-15-2017	19 Jan 2017	07 June 2017	CSA Coordination and support action. Single stage	<p>Capacity building programmes for qualified and/or accredited experts carrying out energy audits to ensure that they include the necessary financial and technical data which allows decision-makers and financiers to make informed decisions on implementing the energy saving measures identified.</p> <p>Staff trainings and capacity building programs to enhance corporate policy towards energy efficiency, energy culture (motivations, behaviour change, mitigation of perceived risks and barriers) and sustainable supply-chain initiatives</p>	https://ec.europa.eu/research/participants/portal/desktop/en/opportunities/h2020/topics/22198-ee-15-2017.html
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