

An Assessment of EU Member States' Climate Change programmes: & the likely contribution to these from buildings related measures

Introduction

Savings from buildings are cost-effective and certain and the measures are simple to install. EuroACE, (the European Alliance of Companies for Energy efficiency in buildings) estimates that there are cost effective savings equivalent to 450 MtCO₂ available to the EU as a whole, However it is feared that these opportunities are not being taken up by Member States in their efforts to achieve their targets set out in response to the Kyoto agreement.

All Member States were required to submit details of policies and associated emissions reductions projections by November 2001. The eleven Member States who have published sufficient information are Austria, Denmark, Finland, France, Germany, Ireland, Italy, the Netherlands, Portugal, Sweden and the United Kingdom. For these eleven, the proportion from buildings-related energy efficiency varies between 4.3% and 38.9% of the total emissions reduction programme. Four of these Member States are currently proposing programmes which will achieve less than 10% of their targets through buildings related policies, amounting to a total saving of just 13 MtCO₂e.

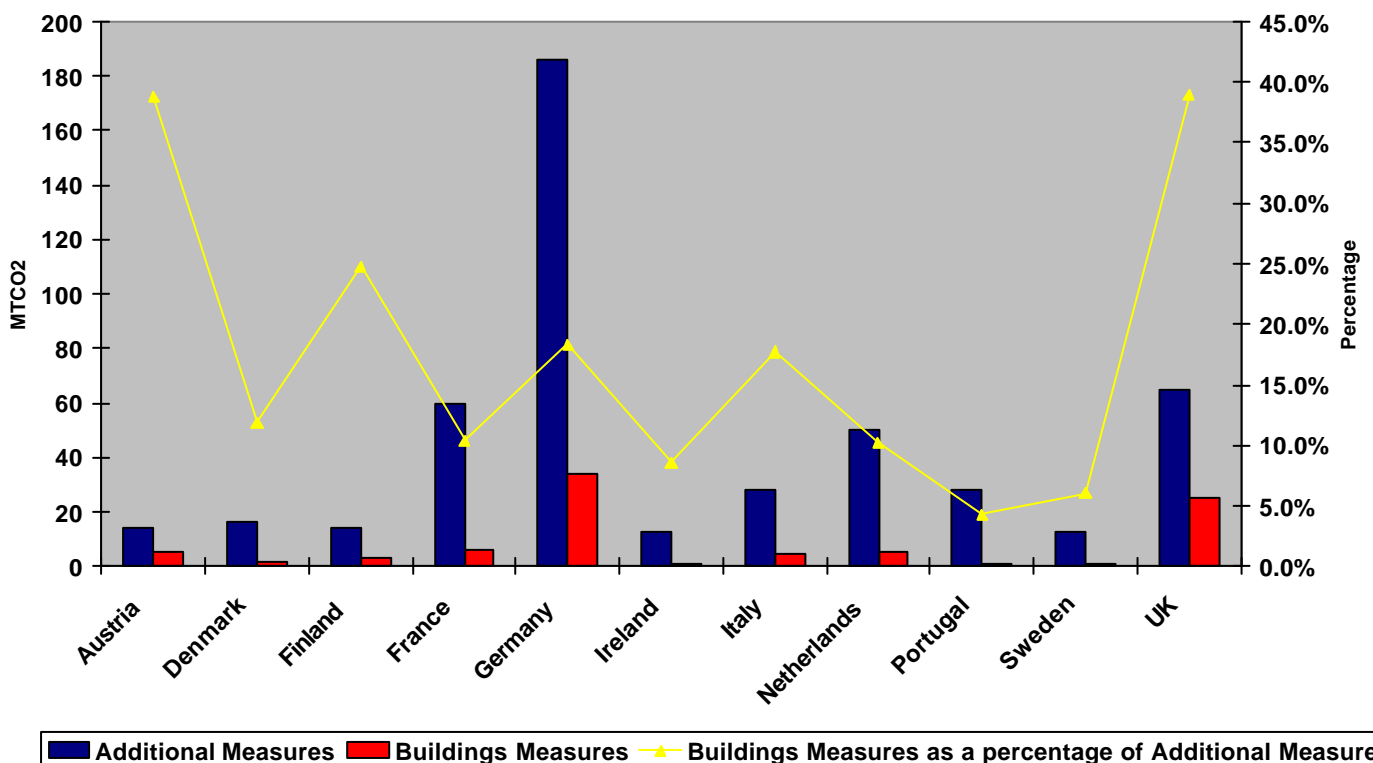
Energy used in buildings can be as much as 40% of the total energy budgets for European nations. It is widely acknowledged that cost-effective energy and as such CO₂ savings of up to 40% can be realised from energy efficiency improvements in buildings..

In addition to the knowledge that Member States are not currently accessing the potential for buildings related energy savings, it is apparent that some Member States have not yet declared enough policies for them to meet their targets under the Kyoto agreement. These 'gaps' can be filled easily and cost-effectively by promoting more buildings related policies and programmes.

The Targets:

The EU as a whole has adopted a carbon reduction target of -8% of 1990 levels by 2008-2012. Under the June 1998 EU burden sharing agreement (BSA) this has been divided amongst the 15 Member States to give the following individual targets:

EU Member States Energy Efficiency improvements in buildings as a proportion of additional measures proposed under UNFCCC Third Communications



Member State	1990 baseline (MtCO _{2e}) ¹	Target under BSA	Emissions target (MtCO _{2e})
Austria	76.9	-13%	66.9
Belgium	136.7	-7.5%	126.4
Denmark	70.0	-21.0%	55.3
Finland	77.1	0%	77.1
France	545.7	0%	545.7
Germany	1206.6	-21%	953.2
Greece	105.4	25%	131.8
Ireland	53.5	13%	60.5
Italy	518.3	-6.5%	484.6
Luxembourg	10.8	-28%	9.7
Netherlands	215.8	-6%	202.9
Portugal	64.6	27%	88.3
Spain	305.8	15%	351.7
Sweden	69.5	4%	72.3
United Kingdom	741.9	-12.5%	649.2
EU Total	4198.6	-8.0%	3862.7

Table 1: Baselines and Targets under the BSA

Policies and Programmes:

At present it is only possible to look in depth at the efforts made by some Member States to meet their emissions commitments through the application of buildings related measures. These are those Member States that have delivered their third national submission to the United Nations Framework Convention on Climate Change (UNFCCC) or have submitted data to the European Commission for assessment of greenhouse gas mitigation. Prior submissions described qualitative measures, goals and targets, but did not attempt (in most cases) to project actual savings from this data. (See appendix 1 for details and further explanation)

In their third submissions States are asked to identify two scenarios:

- The current emission trend dynamics, assumed to incorporate existing (i.e. pre- late '90's policies), known as the '**with measures**' scenario
- A second scenario, assumed to include projected emission reductions *planned* for the years between the submission and the end of the compliance period. This is known as the '**additional measures**'² scenario³.

For most Member States the additional measures which are being planned are necessary to meet BSA targets.

However there are a number of Member States for whom currently proposed 'additional measures' will not deliver enough savings to ensure that the BSA will be met. The table below shows those states for whom complete declarations of 'additional measures' have been made and the degree to which they will meet targets under the BSA. The fifth column shows the extent to which currently proposed measures are expected to deliver emissions reductions in excess of the BSA (a '+' notation) or reductions less than their target under the BSA (a '-' notation).

Although it is clear that the EU as a whole is on course to achieve its target of -8%, this is relying on one or two states to achieve substantially more than their current target. Germany's ambitious 'additional measures' target more than accounts for the current shortfall shown by both Austria (3.7

¹ All figures exclude land use change and forestry, data from COM/01/708 A Monitoring mechanism of community greenhouse gas emissions, the European Commission.

² Proposed policy implemented or due to be implemented after 2nd Submission

³ PLEASE NOTE: NOWHERE ARE THE DETAILS OF THESE ADDITIONAL MEASURES PUBLISHED FOR BELGIUM, GREECE, SPAIN AND LUXEMBOURG.

MtCO₂), Italy (47.6 MtCO₂) and the Netherlands (2.9 MtCO₂). However should Germany be unable or unwilling to complete these changes it could leave other Member States in an embarrassing position.

Member State	Target 2008-2012 (MtCO ₂)	Total 'Additional Measures' (MtCO ₂)	Gap between 'with measures' and BSA Obligations (MtCO ₂)	Gap between 'additional measures' scenario and BSA (MtCO ₂)
Austria	66.9	13.9	17.6	-3.7
Denmark	55.3	1.9	1.8	+0.1
Finland	77.1	14.1	12.8	+1.3
France	545.7	59.6	59.1	+0.5
Germany	953.2	180	19.4	+130.6
Ireland	60.45	14.7	14.0	+0.7
Italy	484.6	31.7	79.3	-47.6
Netherlands	202.9	50	52.94	-2.9
United Kingdom	649.2	65	-18.5	+83.5
Total	3862.7	401	318.4	+82.6

Table 2: Showing Member States' responsibilities under BSA and need for future programmes, taken from EC document COM (2001) 708

Two recent reports have added significance to this concern. Cambridge Econometrics have recently estimated that the UK's carbon dioxide emissions actually rose by 3% in 2001, compared with a rise of 2% in 2000, whilst Germanwatch estimate that German emissions rose by 1.5% in 2001 compared to 1% in 2000. Should these trends continue, the surpluses won in the early to mid 1990's will be eradicated, meaning that achievement of the Kyoto will rely on contributions from all Member States, not just the excess performance of one or two. This would place even more emphasis on those Member States who have not currently published their strategies to do so and ensure any shortfall is met.

In addition to this, the recent report from the UK Government's Interdepartmental Analysts Group⁴ states that cross-subsidisation of carbon savings would be 'unacceptable' under the Kyoto flexible mechanisms. This is because it would dis-incentivise Member States to over-achieve their legal commitment, and penalise those that do so. The UK strongly recommends that any surplus generated by any Member State is available to that Member State to dispose of as they see fit. Should this position be formalised it could leave those Member States who lack policies, at odds with Kyoto and other members of the European Union and needing to purchase 'permits' at a time when prices are likely to be inflated.

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⁴ Long-term reductions in Greenhouse gas Emissions, report of an Inter-departmental Analysts group, February 2002

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