



Uniting Europe's Energy, Today

Insights from the Assessment of NECPs and Progress Reports

Odyssee-MURE Regional Meeting
Chisinau, Moldova

5 November 2025

Energy and climate governance: Legal background, status, way forward

Energy efficiency coordination

Study on the implementation of the Energy Efficiency First principle in buildings, with a focus on reducing energy poverty

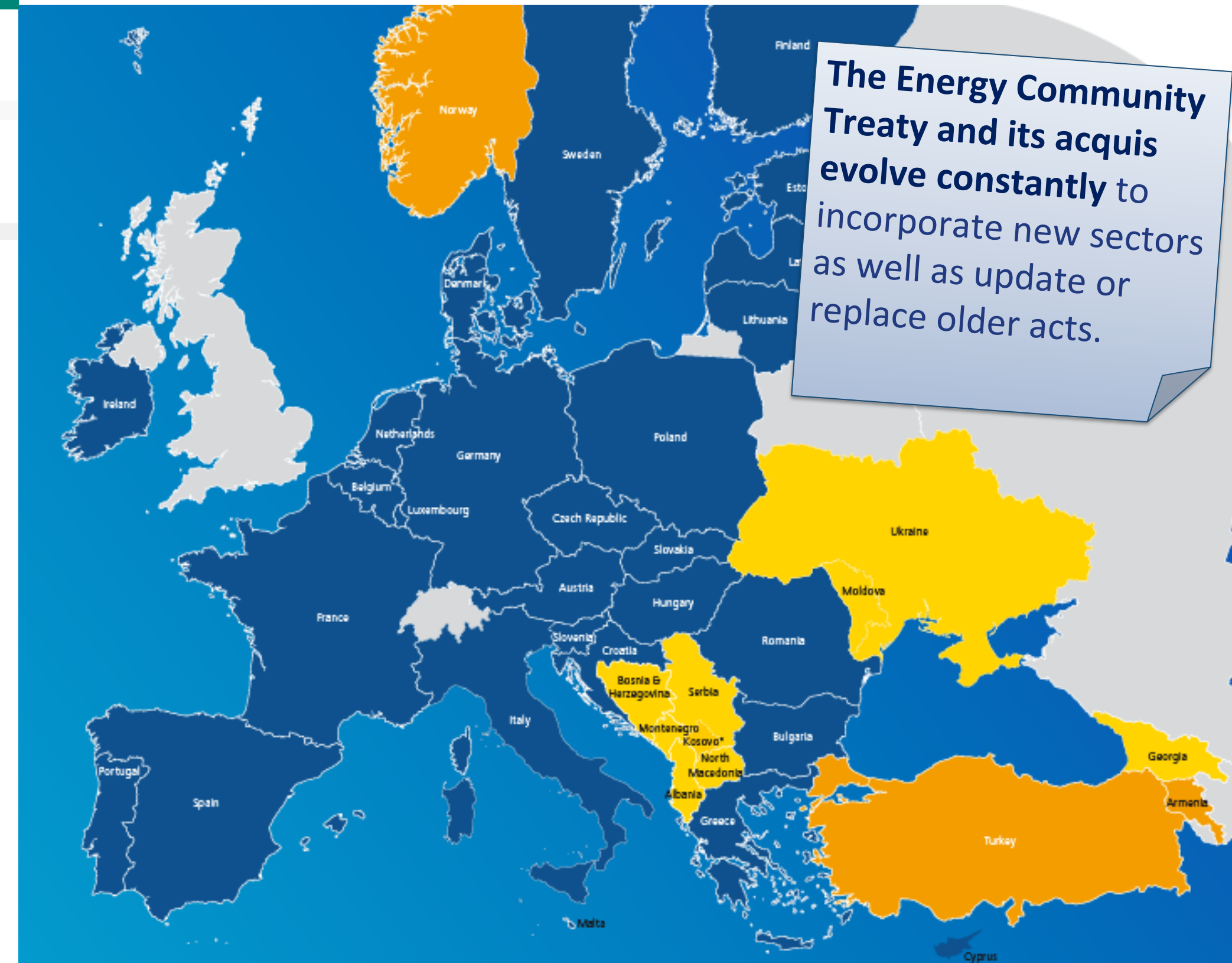
Implementation status of energy efficiency in the Energy Community

Energy Community

In a nutshell







- **Ministerial Council** = highest decision making body
- **Permanent High Level Group**, prepares Ministerial Council
- ...
- **Energy Efficiency Coordination Group**, fosters efforts in the energy efficiency field
- ...
- **Dedicated technical working groups**, supports the implementation of the Governance Regulation
- ...



The Energy Community Treaty and its acquis evolve constantly to incorporate new sectors as well as update or replace older acts.

Energy and climate governance

Targets, plans, monitoring implementation

2021	2022	2023	2024	2025	2026	2027	2028	2029
Governance Regulation (EU) 2018/1999 adopted	2030 energy and climate targets adopted	Draft NECPs 2030 to be submitted	Final NECPs 2030 to be adopted		Work on next cycle NECPs to start incl. regional coordination and cooperation		Draft NECPs 2040 to be submitted	Final NECPs 2040 to be adopted
 Joined ODYSSEE-MURE				 Integrated energy and climate progress reports to be submitted	 Integrated energy and climate progress reports to be submitted	 Integrated energy and climate progress reports to be submitted		

Plans and reports: Submission status

	Albania	Bosnia and Herzegovina	Georgia	Kosovo*	Moldova	Montenegro	North Macedonia	Serbia	Ukraine
Draft NECP	✓	✓	✓	✓	✓	✓	✓	✓	✓
NECP adopted	✓	✗	✓	✗	✓	✗	✓	✓	✓
Integrated Progress Reports under Implementing Regulation 2022/2299									
Annex I.	✗	✗	✗	✓	✗	✗	✗	✓	✓
Annex II.	✓	✗	✓	✓	✓	✗	✓	✓	✓
Annex III.	✗	✗	✓	✗	✗	✗	✓	✓	✓
Annex IV.	✓	✗	✓	✓	✓	✗	✓	✓	✓
Annex V.	✓	✗	✓	✓	✓	✗	✗	✓	✓
Annex VI.	✓	✗	✓	✓	✓	✗	✗	✓	✓
Annex VII.	✗	✗	✓	✗	✓	✗	✗	✓	✓
Annex VIII.	✓	✗	✓	✓	✓	✗	✗	✓	✓
Annex IX – XIV.	✓	✗	✓	✗	✗	✗	✗	✓	✓
Annex XV.	✗	✗	✓	✓	✓	✗	✗	✓	✓
Annex XVI.	✓	✗	✓	✓	✓	✗	✓	✓	✓
Annex XVII.	✓	✗	✓	✓	✓	✗	✓	✓	✓
Annex XVIII.	✓	✗	✓	✗	✓	✗	✗	✓	✓
Annex XIX.	✓	✗	✓	✗	✓	✗	✗	✓	✓
Annex XX.	✗	✗	✓	✗	✓	✗	✓	✓	✓
Annex XXI.	✗	✗	✓	✗	✓	✗	✗	✗	✓
Annex XXIII.*	✗	✗	✓	✗	✓	✗	✓	✓	✓

* Annex XXII. not applicable in 2025

Upcoming Assessment Report

Assessment of NECPs

Are objectives and targets sufficient for the achievement of the Energy Union objectives and the Energy Community's 2030 targets?



Assessment of progress

What progress was made at CPs' level towards meeting the objectives?

What we know already...

	GHG emissions [Mt CO ₂ eq]	Reduction compared to 1990 level	RES share	PEC [Mtoe]	FEC [Mtoe]
Albania	12,00	53,2%	52,0%	2,60	2,40
Bosnia and Herzegovina	15,65	-41,2%	43,6%	6,50	4,34
Georgia	20,50	-47,0%	27,4%	5,45	5,00
Kosovo* ¹	8,95	-16,3%	32,0%	2,70	1,80
Moldova	9,10	-68,6%	27,0%	3,00	2,80
Montenegro ²	2,42	-55,0%	50,0%	0,92	0,73
North Macedonia	2,20	-82,0%	38,0%	2,30	2,00
Serbia	47,82	-40,3%	40,7%	14,94	9,54
Ukraine	309,00	-65,0%	27,0%	91,47	50,45
Consolidated figures	427,64	-60,9%	31,0%	129,88	79,06

1 Target Kosovo* is compared to 2016 levels 2 Target of Montenegro excludes LULUCF

2022

2024

2025



Ongoing support for the journey

Webinar series
Integrated national energy and climate progress reports

- Webinar #1: Reporting on progress towards energy efficiency targets (Annex IV) and additional reporting (Annex XVII)**
 With reporting practitioners from Croatia, Bulgaria, EEA
 2. Oct '25, 10:00-11:15 am
- Webinar #2: Reporting on integrated policies and measures - Energy efficiency deep dive (Annexes IX-XII)**
 With reporting practitioners from Germany, Croatia, Odyssee-MURE
 3. Nov '25, 14:00-15:15 pm
- Webinar #3: Reporting on progress towards renewable energy targets (Annexes II) and additional reporting (Annex XVI)**
 With reporting practitioners from Austria and EUROSTAT
 4. Dec '25, 10:00-11:00 am

Eionet Portal

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Eionet > Reportnet > docs > GovReg > National Energy and Climate Progress Reporting (NECPR) > **NECPR - Reporting guidelines on energy efficiency under EU 2018/1999**

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NECPR - Reporting guidelines on energy efficiency under EU 2018/1999

Reporting guidelines Dataflow 4 and 17: Energy efficiency under Regulation (EU) 2018/1999 on Governance of the Energy Union and Climate Action (Implementing Regulation 2022/2299, Annex 4 and 17)

[Reporting guidelines - Dataflow 4 & 17 - EE \[2025\].pdf](#) — 3.1 MB

<https://www.eionet.europa.eu/reportnet/docs/govreg/national-energy-and-climate-progress-...>

Energy Community | **European Environment Agency**

Agenda for in-person training on reporting obligations for the adapted Governance Regulation

Date: 7-9 October 2025
Place: Hotel Europa, Sarajevo, Bosnia and Herzegovina
Modality: In person

To support the Contracting Parties (CPs) of the Energy Community fulfill their reporting obligations under the adapted Governance Regulation, the European Environment Agency (EEA) is offering technical support through the "Supporting Energy and Climate Monitoring by the Energy Community" Project. This support is tailored to the specific needs and progress of each CP in their reporting journey. The agenda below outlines the planned in-person training for Bosnia and Herzegovina's reporting team, which is scheduled for **7-9 October 2025**. In addition to the Ministry of Foreign Trade and Economic Relations of Bosnia and Herzegovina, all relevant entity-level institutions responsible for energy and environment, as well as the Government of Brčko District, will be invited to the workshop. The training is expected to bring together between 20 and 30 participants from Bosnia and Herzegovina.

ODYSSEE-MURE

ENERGY EFFICIENCY COORDINATION

ENERGY EFFICIENCY COORDINATION GROUP:

- Active since 2013 - to foster EE cooperation!
- Key objective: to facilitate the transposition of Energy Efficiency Directives into national legislation and support effective implementation
- EECG includes all Contracting Parties, European Commission (DG ENER, DG NEAR), Energy Community Secretariat, Donors/IFIs
- EECG Work Programme
- Identification of common implementation challenges
- Initiator, coordinator, and implementation partner of various assistance projects
- Donors/IFIs provide regular progress updates and coordination
- EECG meetings: 3 per year, combined with workshops

EECG WORK PROGRAMME

1. EED IMPLEMENTATION

2. ENERGY EFFICIENCY IN BUILDINGS

3. ENERGY LABELLING AND
ECODESIGN

4. HORIZONTAL AND CROSS CUTTING
ISSUES

ENERGY EFFICIENCY COORDINATION IN 2025

❖ Cooperation at Different Levels:

- Joint EECG and EPCG Meetings in March and June 2025
- ODYSSEE-MURE
- CA EED, CA EPBD, REEP Plus, EIB JASPERS,

❖ Integrated Reporting:

- Under Governance Regulation
- 1st reporting ongoing
- Webinars

❖ Application of Energy Efficiency First Principle:

- Energy Community Ministerial Council Recommendations (2024)
- Secretariat: Assists and reports progress annually

❖ Study on EE1st implementation with a focus on addressing energy poverty and role in implementing NECPs and JTPs:

- Explore new EU policies, assess status in Contracting Parties, analyze and implement in buildings
- Investigate financial sector practices, recommend actions, funding models, legislative amendments, monitoring methods

❖ Acquis Implementation, Further Analysis and Adaptations:

- Reporting on implementation of existing acquis in Energy Community
- New EU acquis in Energy Community (2023 EED, EPBD)

❖ Promotion:

- Exemplary role of the public sector
- Renovation wave – possibilities for regional events

Study Objectives

STRENGTHEN CAPACITY WITHIN CP NATIONAL INSTITUTIONS BY SHARING EUROPEAN UNION BEST PRACTICES IN CAPTURING SYNERGIES BETWEEN ENERGY EFFICIENCY AND SOCIAL POLICY



IMPLEMENTATION OF THE MINISTERIAL COUNCIL RECOMMENDATIONS 2024/1/MC-ENC ON EE1ST



STUDY ON THE IMPLEMENTATION OF ENERGY EFFICIENCY FIRST PRINCIPLE IN BUILDINGS, WITH THE FOCUS ON REDUCING ENERGY POVERTY

IMPLEMENT ENCS POLICY GUIDELINES ON IDENTIFYING AND ADDRESSING ENERGY POVERTY IN THE ENERGY COMMUNITY CONTRACTING PARTIES



IMPLEMENT THE ENERGY EFFICIENCY FIRST PRINCIPLE



Study Scope

TASK 1. STOCKTAKING OF POLICIES, LEGAL, AND INSTITUTIONAL REQUIREMENTS AND PRACTICES

Stocktaking of current activities supporting energy efficiency to address energy poverty in the EnC Contracting Parties (CPs)

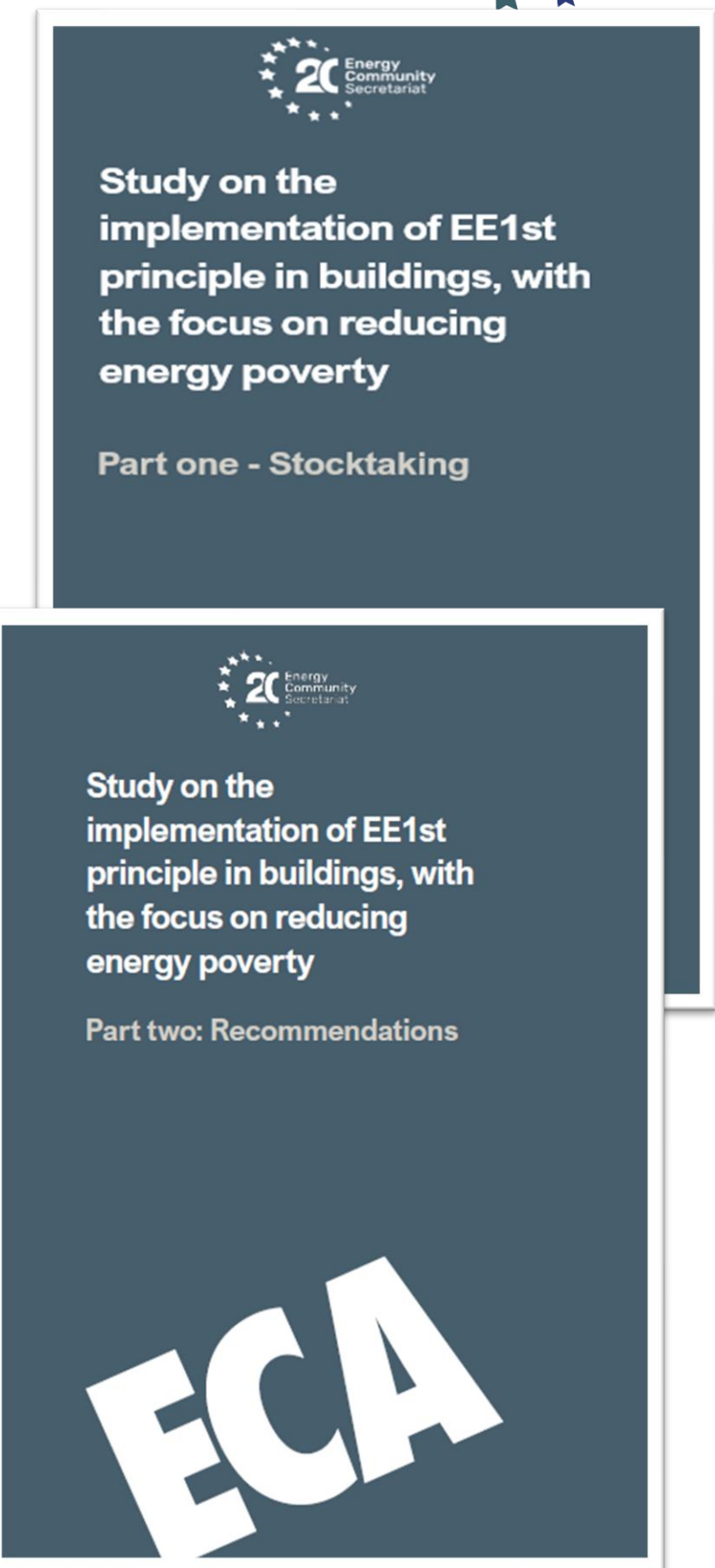
- Stocktaking of existing policy and legislation in the CPs
- Existing funding and financing in the CPs

Stocktaking of EU approaches to address energy poverty through energy efficiency

- Review of EU policy and legislation
- Assessment of funding and financing models

TASK 2. RECOMMENDATIONS

- Energy efficiency and building renovation actions that focus on the energy poor
- Funding and financing models for building renovation of energy poor households
- Legislative requirements for successful implementation of energy efficiency first principle to support energy poverty
- Monitoring and capturing broader social, environmental and economic benefits



Actionable Recommendations for Monitoring Energy Poverty

1	Establish clear definitions and targets	Formalize definitions aligned with EU frameworks and set measurable national targets.
2	Integrate monitoring into NECPs	Include dedicated sections in NECPs outlining indicators, baselines, and the link between energy efficiency and social policy.
3	Strengthen Institutional Capacity and Assign Responsibilities	Designate a lead agency/national observatory and clarify responsibilities across ministries, regulators, and statistical offices; ensure legal mandates and capacity-building support.
4	Develop an energy poverty & efficiency monitoring system (dashboard)	Create public online platforms to track indicators (e.g., retrofit rates, energy savings, emissions); use the EU's EPAH dashboard as a model.
5	Enhance data collection through surveys and energy audits	Expand HBS, labour and health surveys; mandate pre/post audits in public EE projects; engage NGOs in citizen data collection efforts.
6	Leverage technology and innovation	Leverage smart meters, IoT, thermal imaging, and mobile data tools to detect and monitor at-risk households.
7	Coordinate regionally and ensure peer learning	Establish an annual regional monitoring forum; adopt harmonized core indicators via the Energy Community Ministerial Council.
8	Engage NGOs and community organizations in monitoring and outreach	Support local energy surveys, ensure access to anonymized datasets, involve NGOs in validation and outreach.
9	Use monitoring results to inform policy adjustments and target investments	Embed annual review mechanisms; scale up effective measures and adapt underperforming ones based on monitoring results.

Study recommendations

>> Energy efficiency can deliver multiple benefits

Energy efficiency improvements deliver a range of co-benefits to the economy, society, and the environment

1. Reduced household energy bills and improved energy affordability.
2. Better indoor air quality and improved health outcomes.
3. Job creation and economic stimulus through energy renovation programs.
4. Lower CO₂ and pollutant emissions, contributing to climate targets.

Several tools have been developed for monitoring in the EU

MICATool & SEED-MICAT



MICAT

ODYSSEE-MURE & ENEFIRST



ODYSSEE-MURE

Details are provided in Annex I of the Recommendations report.

ANNUAL IMPLEMENTATION REPORT



- ❖ **Scoring** ranges from 0% to 100% (indicating full implementation)
- ❖ **Weighting** applied to create aggregated indicators, reflecting sectoral and overall implementation scores.
- ❖ **Assessment approach:**
 - Legislation Completion
 - Institutional Framework
 - Verification and Enforcement
 - Resources and Funding
- ❖ **Delay:** possible % reduction per month of delay in implementation

STATUS OF IMPLEMENTATION (2024)

>> ENERGY EFFICIENCY



IMPLEMENTATION INDICATORS 2024		PERFORMANCE 2024								
	W	AL	BA	GE	XK	MD	ME	MK	RS	UA
2030 Energy Efficiency Targets and Policy Measures	0,20	68%	56%	68%	72%	65%	64%	69%	87%	79%
Energy Efficiency in Buildings	0,20	86%	66%	78%	89%	90%	90%	51%	64%	94%
Energy Efficiency Scheme and Financing	0,20	43%	49%	51%	73%	92%	69%	61%	96%	70%
Energy Efficient Products - Labelling	0,20	40%	42%	70%	53%	94%	98%	76%	93%	97%
Efficiency in Heating and Cooling	0,20	38%	32%	35%	70%	78%	76%	74%	76%	64%
Implementation ratio	1,00	55%	49%	60%	71%	84%	79%	66%	83%	81%

KEY GAPS & RECOMMENDATIONS:

- ❖ **Policy:** NECP adoption and alignment with targets, EE Law adoption and implementation
- ❖ **Buildings:** Long-term renovation strategies, EPBD rulebooks, operational EP certification system and independent control
- ❖ **EE Scheme & Financing:** Obligation scheme updates, setup of EE funds and support programmes
- ❖ **Product Labelling:** Framework regulation and ongoing updates (rescalling)
- ❖ **Heating & Cooling:** legal framework not fully aligned, consumption-based billing, assessment of heating and cooling potential



THANK YOU!



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