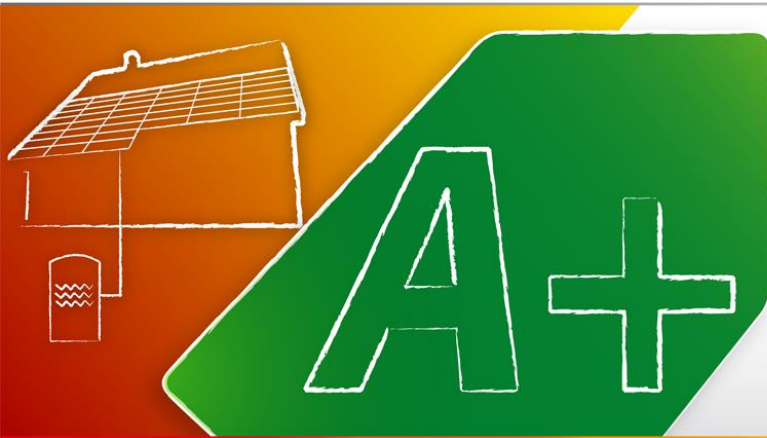




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National Pilot Project Report II

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Introduction

This report is part of the process aiming at monitoring and improve communication and interaction between pilot projects (T3.3). The pilot implementation phase last over the entire duration of the project and has two main milestone moments, where each NPP implementation is analysed.

The first analysis was provided in the national 'Pilot Implementation Reports'. These reports covered the six National Pilot Projects (NPP): Austria, France, Germany, Italy, Portugal and the United Kingdom. In each national report the partners assessed the implementation, providing a basis to review some components in order to improve the impact of the NPP. As such the national reports included the following topics: National Stakeholders Platform; Online Platform; Training/Information Activities; Monitoring activities, and; Communication Activities.

The second stage of this analysis is to assess the implementation of the NPPs as a whole. That is the goal of this document, which shall be used within the consortium, as an overview of the NPPs implementation, highlighting some good examples and addressing some shortcomings.

At the initial part of the project the activities focused on establishing a common framework for the NPPs and develop project resources, tools and materials at the EU level. This means that the national implementation was also connected to the overall project implementation, benefitting from its synergies but also affected by delays and readjustments. The common base (concepts, resources) had to be agreed by the consortium, validated and further improved at the national level.

In order to adapt the resources and tools to the national level, it was foreseen to consult relevant stakeholders and to adapt the resources to the local needs and start the project implementation based on these tools and common knowledge following the goals and activities defined in each NPP's National Roadmap (D3.2).

During the 1st phase of the project an assessment has been carried out on the NPP implementation in each country (D3.6), listing the activities done and including their evaluation as well as planning the next tasks. An overall assessment was made available with D3.7-NPP Report I, published in May 2017.

This report constitutes deliverable D3.10 and provides an updated assessment, based on new national reports (D3.9). As such, this report shall provide an overview of the NPP implementation during the entire Labelpack A+ project.

It will be divided between different chapters, covering the:

- involvement of market actors;
- management of the online platform for the package label,



- training of market actors,
- monitoring.

Involvement of market actors

National Stakeholders Platforms

One of the first steps regarding the involvement of market actors was the constitution of National Stakeholders Platforms (NSP).

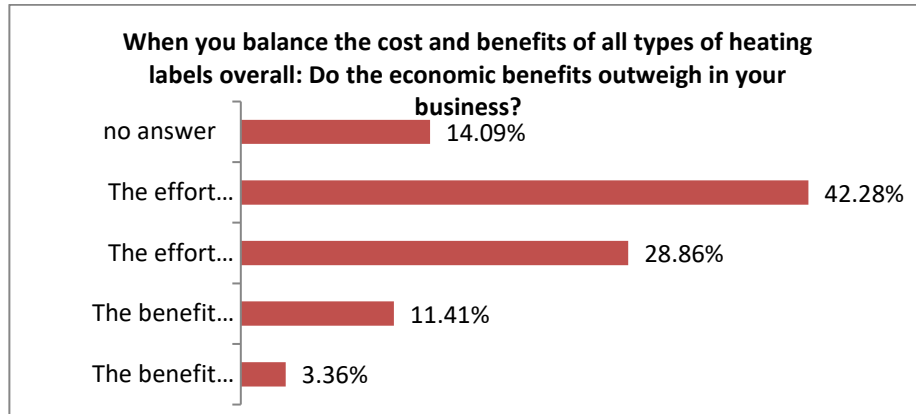
At the beginning of the project there was a bigger interest from different stakeholders to participate in the NSPs. As an example, at its constitution, the German NSP included more than 20 participants, the Italian had ten and the Portuguese has 11. As for the other countries, the Austrian, the British and the French had 9, 7 and 6, respectively.

Nevertheless, over the duration of the project, the overall participation and interest decayed. This was one of the first signals to the consortium that the roll-out of the package label was losing momentum, after some initial months, September and October, where the interest seemed to be high.

The partners assessed the causes of the lack of interest, taking into account if the role of the NSPs and the content of the discussion were not in line with the expectations, possibly requiring a revision. With the time, it became clear that there was a common denominator, as the situation was similar in the different countries. Besides, partners started to receive concrete feedback about the growing lack of interest on the package label.

The German NSP was instrumental in providing a negative assessment of the situation. This led the German NPP, in agreement with the rest of the partners, to carry out an assessment of the situation, addressing different stakeholders. Therefore, there were surveys carried out among installers as well as end consumers. After a first enquiry among the companies that had shown interest in the NSP in 2015, another enquiry was made among 2000 installers by CO2 online, within a larger enquiry. The enquiries that are listed in the database of CO2 can be considered as peer group that has affiliation to environmental and energy topics.

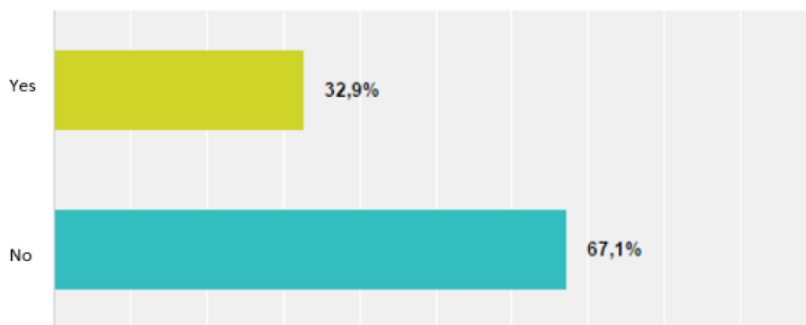
It resulted that a large majority of the installers considered the label as more or much more additional effort (71 %) and very few installers perceive that the advantages outweighed the effort a bit (11 %) or very much (3.5 %) for the label. The enquiry was sent to 2000 installers and between 140 and 160 answered the questions raised.



Additionally, the Consumer Protection Agency of Rhineland Pfalz did a representative enquiry among 1000 home owners in all of Germany as well as moderated consumer discussions. These enquiries revealed that the label was a) not known among many consumers, n) those who knew it, often did not understand the content (icons etc.) and if they understood, often rejected it as not appropriate enough for their specific situations¹.

Likewise, the Portuguese NPP was also trying to get more information, assessing the implementation of the energy labelling for space and water heaters, DECO/PROTESTE also conveyed a survey to consumers, carried out between May and September 2016, on the energy label. Some of the questions addressed the space and water heaters specifically.

Do you know that besides the product label for space heaters, there is also a package label for systems combining a conventional system and a solar thermal?



With those findings, ideas were thought to better inform the consumer to explain the label to create stronger demand for the label and thus for the trainings.

¹ <https://www.verbraucherzentrale-rlp.de/Umfrage-energielabel-fuer-heizungen-wenig-hilfreich-1>



According to the NPP leaders it was difficult to engage stakeholders towards the project's goals in all the project countries due to the following reasons:

- Installers:
 - Do not give relevance to the procedure;
 - Consider it additional work load;
 - Are not keen on additional responsibility;
 - It's not crystal clear when it's their responsibility to issue the package label;
 - Not worried about market surveillance.
- Retailers:
 - Are poorly informed on their responsibilities and how to cooperate with installers;
 - It's not crystal clear when it's their responsibility to issue the package label;
 - Not worried about market surveillance.
- Consumers:
 - Largely not aware of label;
 - Not properly informed;
 - Labelling is a rather weak instrument in quality assurance;
 - Finds label hard to understand.
- Public authorities
 - Little or no investment on communication and market surveillance;
 - Unclear process regarding market surveillance on packages;
 - Few initiatives making use of label for support schemes and regulations.

However, there are some good examples of engaging the target groups. Besides the aforementioned German example, in Italy, through the national solar thermal association and its member company's installers play an active role in the implementation of the project and in Portugal, DECO (consumer organisation) carried out several interesting activities focused on consumers.

The case of Germany is a particular one. Besides being the largest market (and also because of that), it already had an important initiative in place: HEIZUNGLabel, led by VdZ – Forum für Energieeffizienz in der Gebäudetechnik e.V. It was important to concert efforts between the two initiatives and explore synergies. A broader cooperation between this initiative and the entire Labelpack A+ project was not possible, but the cooperation in Germany is working well.



Public authorities

The engagement of public authorities was more complex and random from one country to the next. An important issue hindering the uptake of the package label is the lack of market surveillance or flanking measures, at national level. Partners have made an effort to involve surveillance entities in the NSPs or at least to have a closer cooperation. From these contacts it resulted that the package label was not a priority for market surveillance agencies (even when some action were foreseen for the product label).

In this regard, it is interesting to highlight the Portuguese example. In Portugal, the National Energy Efficiency Fund provides financial support to the implementation of energy efficiency measures. One of the measures supported in 2016 was the acquisition of hot water heating solutions: complete new packages, solar thermal systems to work with already existing heaters and individual conventional heaters. The energy label was requested in all situations: package label according to the Delegated Regulation no. 812/2013; package label according to the Delegated Regulation n.º 812/2013 where the existing heater's efficiency was defined based on the national buildings performance regulation for existing heaters and the product label according to the Delegated Regulation n.º 812/2013. This initiative allowed contacting with the market and communicate with the consumer, raising their awareness on the new heating regulation. From the National Energy Efficiency Fund perspective, demanding the energy label allows to quantify the expected energy savings, using the same calculation methodology, assuring that the most efficient projects are recognized and receive the financial incentive.

On the other side, ASAE, the Portuguese market surveillance entity, was called upon, and an individual meeting was held. Nevertheless, ASAE did not accept the invitation to be part of the Portuguese NSP. The situation is similar in Italy and France, for instance, where ENEA (IT) or the Ministries of Energy and Economy (FR) were invited but refused the cooperation. Furthermore, partners tried to get some concrete feedback (more than non-official comments) and a survey has been developed, though without much success.

In Italy a different approach was tried. The NPP organised an event for Policy Maker (25 October 2017), in Rome, in order to involve the Italian policy makers. The focus of the conference was to discuss the results obtained both at European and Italian level since the introduction of this new energy label, minding the benefits, but also the weaknesses of its application. Nevertheless, in spite of the contacts done, no representative of MISE (Ministero dello Sviluppo Economico) participated to the event.



BSW also tried a different approach in terms of promoting the package label, trying to get at least better information from the market regarding the package label. BSW-Solar proposed to the building authorities to include information on the efficiency of the heating system in the building completion statistics² for new buildings or refurbishments, which already now report on the efficiency of the houses and new buildings as well as on the heating systems. The initiative was proposed in November 2017 to the Federal Ministry for Environment and Construction and then again up taken as request in February 2018 but an answer is still outstanding.

In what concerns the impact regarding enabling policies, related to policies and strategies created/adapted to include sustainable energy issues, the main impact has been felt in Portugal. In this country there was a clear support to the package label, also as a result of the efforts of Labelpack A+ and in particular the Portuguese NPP. In several support programs, co-financing the replacement or upgrade of existing hot water production solutions with more energy efficient/renewable solutions, it is required to present the package label. In these cases, the Labelpack A+ tool is provided as the reference for the calculation and emission of the package label. This is the case in 5 regional programmes and 2 national ones.

	Number of citations from governance bodies
Austria	0
France	0
Germany	0
Italy	0
Portugal	6

In other countries, the impact of the project is also felt, though not specifically in line with concrete measures and policies, as referred in this performance indicator. The cases described above for Germany and Italy are only two examples of different approaches used in order to get a more concrete impact.

At European level, the results of the work and the recommendations have been forwarded to experts working with the European Commission on the review of Lot1 and Lot2, as well as to the officer

² The construction completion statistics is a monthly survey, in which all construction projects subject to approval and their equivalent in building construction, in which living or working space is created or modified, are recorded. These statistics essentially characterize the accesses to the building fabric on the basis of such indicators as e.g. Number of buildings, apartments, living space, usable space and enclosed space. When constructing new buildings, further information is provided, for example on the materials used, heating and heating energy.



following this file at DG ENER. The LPA+ recommendations and other documents were made available to other relevant stakeholders on the website dedicated to discussion on the review of Lot1 and Lot2³.

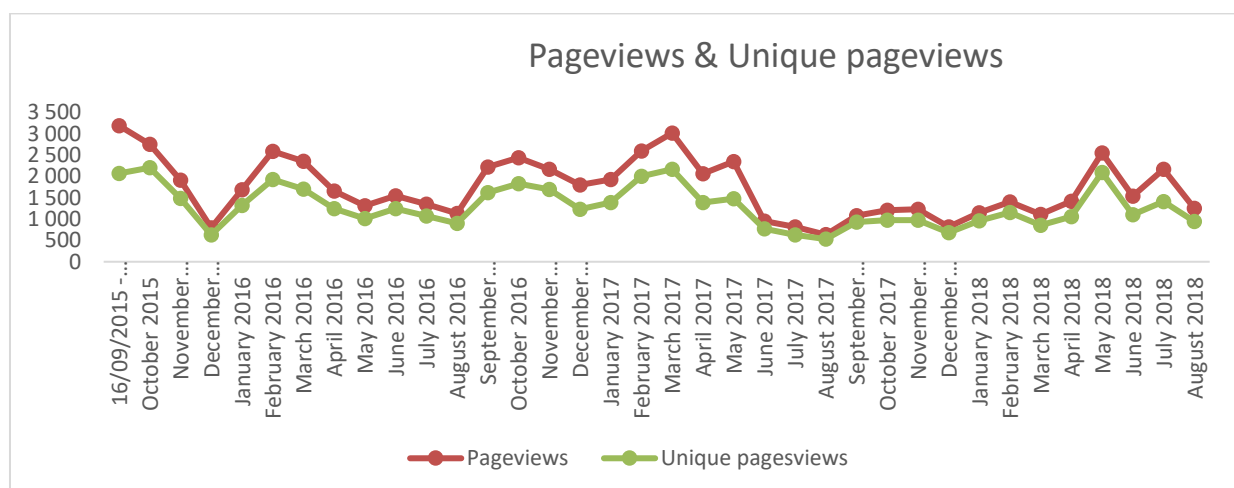
Management of the online platform for the package label

General implementation

A critical aspect of setting up the common structure as to have a shared understanding of the common root of the platforms and what should be adapted to the national context. Therefore, after agreeing on the main structure, it was agreed that each partner should manage their own content, not only at editorial level but also in practice, being able to independently update content on the national page.

During the project, there was a benchmarking exercise, in two separate moments, in order to assess the developments of the national pages and identify good ideas and examples that could be followed by the other partners.

The use of the online platform has been overall below expectations. As it can be observed taking into account the pageviews (and unique pageviews), there were several peaks; though the number of views as never again reached the same level as in the beginning, when the package label formally became a legal requirement, in September 2015.



³ <https://www.ecoboiler-review.eu/documents.htm> & <https://www.ecohotwater-review.eu/>



National Platforms

The management of the online platform included:

- Setting -up the national version: this included the adequacy and translation of contents to the national context. In general, the national online platforms were populated with essential information.
- Updating and improving online platform: additional information and resources were included at different pace and rhythms. The most complete are the Portuguese and German online platforms, a good reference for the other partners.
- Calculation tool: all partners contributed to the development of the calculation tool. This included validation of the EC excel tool used as a basis, providing translation of the content to the subcontractor and validation of the tool. The tool was launched in September 2015 in all languages. The validation process was done in several iterations, with new improvements being added to the tool based on the feedback received. A new calculation tool to estimate some relevant parameters (for issuing the package label), in relation with solar devices, based on the SOLCAL method, as also developed and launched in 2018.
- Set up and running of the Help-Desk: all partners have established their help-desks. The most common option was the support email. Some of the partners provided also a phone number for contact. These options were discussed among partners and there was some concern on the work load and reaction times required. The use of the help-desk has been very limited in all the countries, which means that the managing of this service was never critical. Though it is disappointing the low number of requests. In many cases, the contacts were rather from manufacturers than from suppliers/dealers.

Online calculation tool

During the validation process, the volume of feedback received was below expectations, giving indications that the tool was not gathering enough users. The monitoring of the use of the tool has revealed that the use increased steadily during the first 6 months, when it peaked. Afterwards it started decreasing. There were later peaks but related to a very specific situation in Portugal. The evolution and performance was similar in several NPPs. The exceptions were Germany and Austria. In Germany, the limited use (considering the market size) was related to the option of cooperating with the German tool HEIZUNLabel, the tool promoted by the German NPP. In Austria, the limited use is related to some difficulties in the NPP and also to the use of several market players of the German online tool.



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Labels generated and downloaded

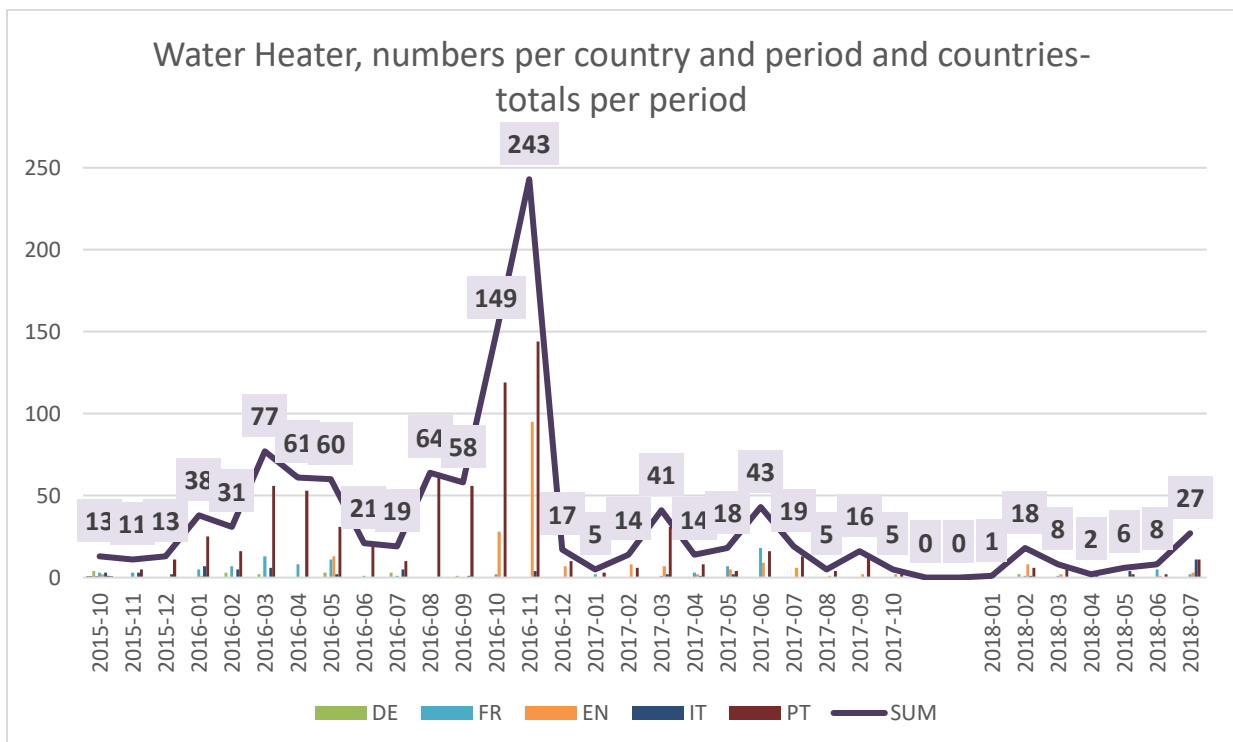
from the LPA+ tool between beginning of October 2015 to end of July 2018:

	Water heaters	Water heaters	Combination & space heaters	Combination heaters
	Issued	Target	Issued	Target
Austria	19	5200	42	2100
France	105	4100	96	200
Germany	7994 (*)	17600	23983 (*)	8400
Italy	62	11800	434	400
Portugal	797	2100	334	-
United Kingdom	277	2600	185	100
TOTAL	9254	43400	25074	11200

(*) labels from HEIZUNLabel issued in Germany should also be considered, as this is the main tool promoted for Germany, also by Labelpack A+.

Labels generated and downloaded

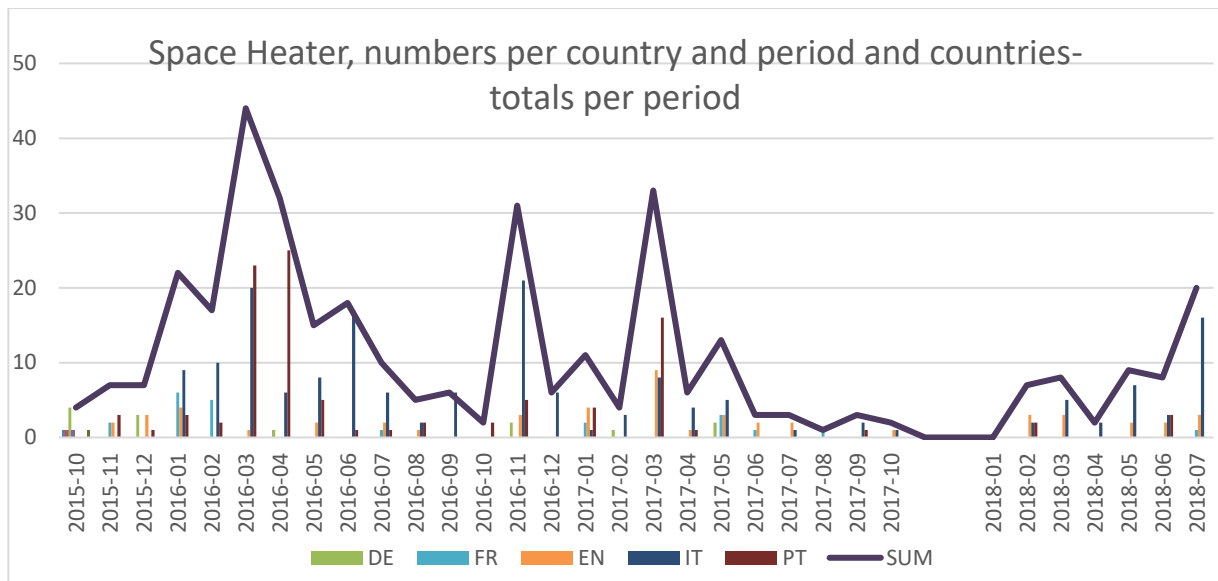
from the LPA+ tool between beginning of October 2015 to end of July 2018.



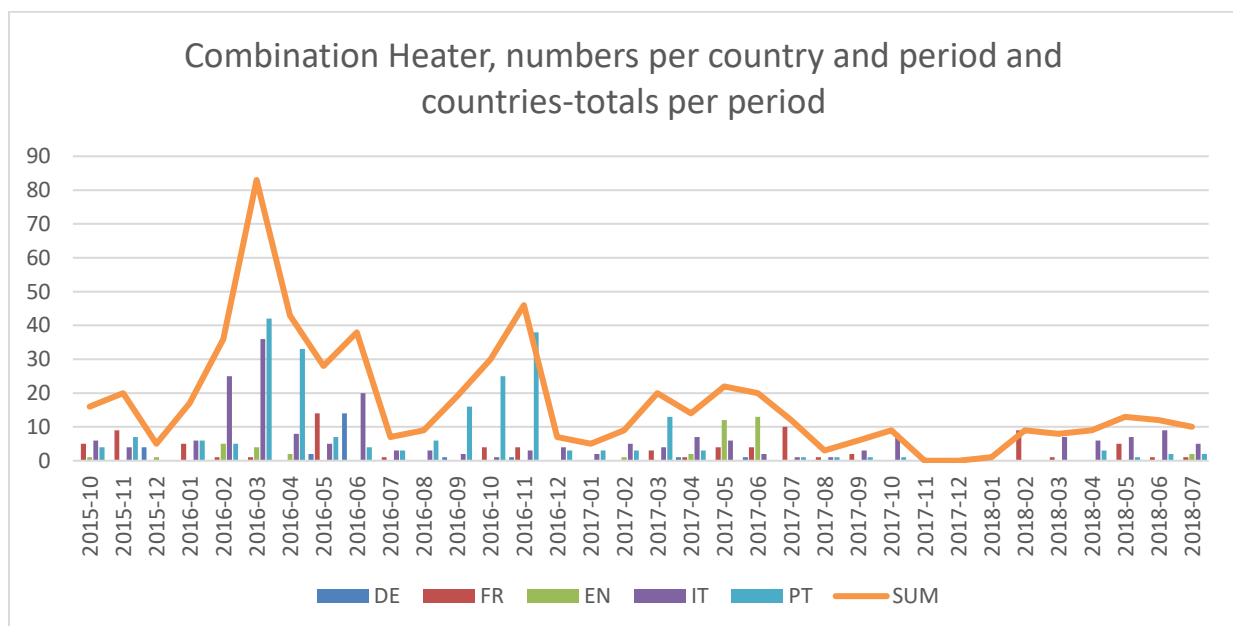


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The peak in label generation for water heaters at the last quarter of 2016 is due to the support scheme in Portugal by the National Energy Efficiency Fund. Once the call closed, the usage of the LPA+ tool dropped significantly.



Regarding space and combination heaters the increased usage at the 1st quarter of 2016 is due to the training activities during which on-site simulations were carried out by the participants. Other countries are suggested to carry out similar activities during their trainings and/or NSP meetings for further promotion of the tool.





User's area

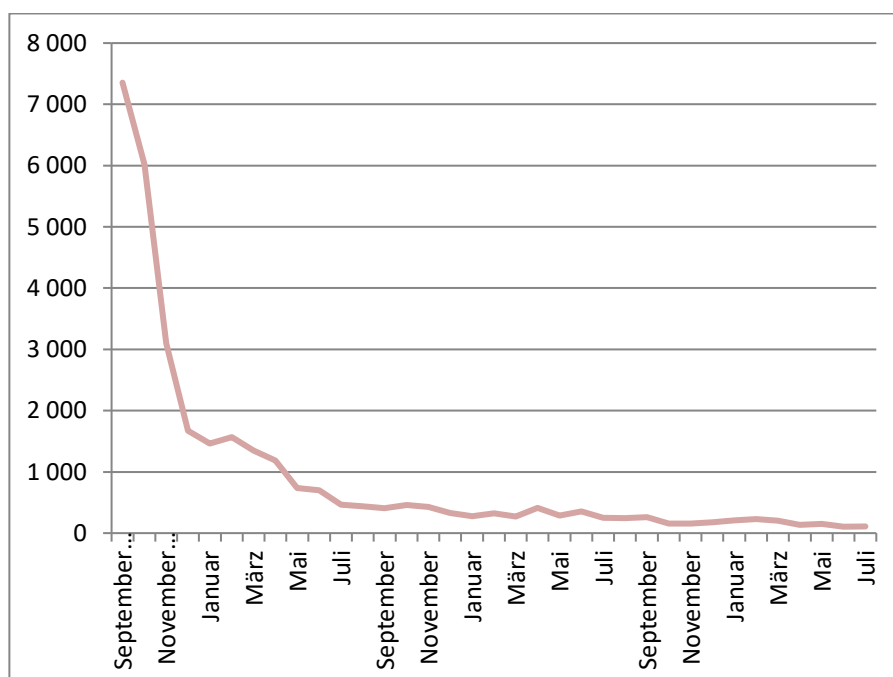
The original concept for the tool was to have a product database as a component of the calculation tool. Difficulties in ensuring a populated database lead to an alternative solution: a user area, where installers are able to save their preferred/most used products. This user area is available, though there are only about 70 users registered. Limitations related to the Protection of personal data do not allow to get more details on the activity of those users. The user area is also covering the solar devices, calculated used the solar device "SOLCAL" tool.

The German case (HEIZUNLabel)

The German version of the LabelPack A+ online platform follows the same concept of the platform in the other countries, with the difference that it connects to the tool "Heizunglabel" for the package label calculation. It was launched at ISH 2015 on 11 March 2015 and by August 2016, 164 manufactures joined the platform, including most of the important manufacturers.

Looking at the graph below, the accesses to the VdZ tool has been used when the legislation came into force but the usage dropped significantly after a few months.

**Labels created in Germany and Belgium via VdZ
Sept. 2015 – July 2018**





Trainings for market actors

Materials

The development of training materials started from a common base, implying the translation of the content. There were some delays in the preparation of some training materials, affecting the national implementation.

The training concept was developed jointly and included four different trainings:

- presentation of LPA+;
- Basics of energy labelling for water and space heaters
- Solar thermal features;
- Online tool use

After these visual presentations were finalised (September 2015) they were used as the basis for the national trainings. Some partners such as Italy, Portugal or Germany were more prolific in the additional development of the national contents.

Training

Training demand varied in the different countries. Portugal, Italy and Austria have surpassed their targets. In Italy the NPP cooperated well with industry in terms of reaching installers. In Portugal, the NPP cooperated with a broad range of market players. It also connected the training actions with the implementation of a support scheme requiring the use of the label. These were good examples in terms of implementation.

In the case of Germany, there was also a relevant number but still below target. The training demand has been extremely low in Germany, as explained previously.

	Market stakeholders with increased skills/capability/competencies on energy issues	Market stakeholders with increased skills/capability/competencies on energy issues
	Target	Execution
Austria	200	494
France	200	109
Germany	500	269
Italy	200	321
Portugal	150	1802
United Kingdom	150	19
TOTAL	1400	3014



The case of the French NPP is very particular. As leader of Task 2.3, there was a great involvement in developing the trainings materials. For the implementation in France, the main idea was to have a MOOC (Mass Online Open Course). The process, in cooperation with ADEME (energy agency) and QualitENER suffered several delays.

Target groups reached

by country and stakeholders regarding training of market actors until end of July 2018:

	<i>Policy Makers</i>	<i>Designers</i>	<i>Facility Managers</i>	<i>Manufacturers</i>	<i>Installers</i>	<i>Salesman</i>	<i>Consumers</i>	<i>Other</i>	<i>Total</i>
AT	0	50	14	30	100	-	300	-	494
FR	-	-	-	-	107	-	-	1 trainer / 1 advisor	>
DE	5	25	5	50	39	25	100	20 teacher	269
IT	24	64	-	16	205	12	**	-	321
PT	48	103	-	-	173	50	775	653 students	1802
UK	2	-	-	3	14	-	-	-	19
Tot.	79	242	19	99	638	87	1175	675	3014
<i>Perc.</i>	3%	8%	1%	3%	21%	3%	39%	22%	100%

As expected, the main target groups reached were installers and designers, totalling jointly half of the total. There was a large number of consumers reached, but this mainly in Portugal, which can be regarded as a particular case, related to the support schemes that require the package label.



Conclusion

The overall implementation of the NPPs is positive. The impacts on the project execution of the poor roll-out of the package label are hard to estimate. Though, the comparison of the behaviour of the Labelpack A+ tool with the VdZ tool, a much more established tool within the sector in Germany, show that the Labelpack A+ tool has less users but more dynamism, as the numbers of users vary during the period.

This can be attributed to the efforts of the consortium partners, with trainings and information sessions, with press releases, article or social media campaigns.

Furthermore, the success of the project in Portugal indicates that the project was well designed for what it had been originally conceived: to support the introduction of the package label with information and training materials, with online tools and other resources, with information sessions and training actions to relevant stakeholders. This was based on the assumption that the market forces, in combination with regulatory requirements would push for a strong roll-out of the package label and not that Labelpack A+ would have to replace public authorities or even industry in promoting the package label to the final consumer.

In brief, the national pilot projects had diverse performances, though some have reached very interesting results. Though not covered under the NPPs, Labelpack A+ overall played also an important role in identifying barriers and proposing measures to improve the implementation of the package label.



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The 'Label Pack A+' project aims at supporting the implementation of the energy labelling of heating appliances while boosting its impact, the focus being on the "package label" and its potential to push for the uptake of renewable technologies, in particular solar thermal, in combination with more efficient conventional technologies.

The project addresses one of the main challenges related to this particular energy labelling process in relation to other Energy-related Products : the issuing of the package label by installers. This challenge involves the preparation of the industry, retailers and installers for this process, including the communication to the final consumer.

More information at:
www.label-pack-a-plus.eu