COMMISSION RECOMMENDATION

of 18.12.2023

on the draft updated integrated national energy and climate plan of Slovakia covering the period 2021-2030

and on the consistency of Slovakia's measures with the Union’s climate-neutrality objective

and with ensuring progress on adaptation

[SWD(2023) 925 final]

(Only the Slovak text is authentic)
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THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union, and in particular Article 292 thereof,


Whereas:

Recommendations on Slovakia’s draft updated integrated National Energy and Climate Plan (NECP) covering the period 2021-2030

(1) Slovakia submitted its draft updated integrated national energy and climate plan on 23 August 2023.

(2) Article 3 and Annex I to Regulation (EU) 2018/1999 (“the Governance Regulation”) lay down the elements that are to be included in the updated integrated national energy and climate plans. In December 2022, the Commission adopted the Guidanceto Member States on the process and scope of preparing the draft and final updated national energy and climate plans. The Guidance identified good practices and

2 OJ L 243, 9.7.2021, p. 1
3 2022/C 495/02
outlined the implications of recent policy, legal and geopolitical developments in energy and climate policies.

(3) In connection with REPowerEU plan⁴, and as part of the 2022 and 2023 European Semester cycles, the Commission has put a strong focus on Member States’ energy and climate related reform and investment needs to strengthen energy security and affordability by accelerating the green and fair transition. This is reflected in the 2022 and 2023 Country Reports for Slovakia⁵ and the Council Recommendations to Slovakia⁶. Member States should take into account the latest country-specific recommendations in their final updated integrated national energy and climate plans.

(4) The Commission’s recommendations with regard to the delivery of national targets under the Effort Sharing Regulation⁷ (ESR) are based on the likelihood that the Member States will respect the 2030 targets, taking into account the rules for the use of flexibilities under the ESR.

(5) The Commission’s recommendations regarding Carbon Capture, Utilisation and Storage (CCUS) aim at having an overview of the intended deployment of these technologies at national level, including information about annual volumes of CO₂ planned to be captured by 2030, split by source of CO₂ captured coming from installations covered by Directive 2003/87/EC⁸ or from other sources, such as biogenic sources or direct air capture; about planned CO₂ transport infrastructure; and about potential domestic CO₂ storage capacity and injection volumes of CO₂ planned to be available in 2030.

(6) The Commission’s recommendations regarding the performance under the Land Use, Land Use Change and Forestry Regulation (‘LULUCF Regulation’⁹) address the delivery by the Member State on the “no debit” rule for the period 2021-2025 (Period 1) and its national target for the period 2026-2030 (Period 2), taking into account the rules governing the use of flexibilities as set out in that Regulation. The Commission’s recommendations also take into account that in Period 1 any excess in emissions under the LULUCF Regulation will automatically be transferred to the ESR.

(7) For climate adaptation to properly support the achievement of energy and climate mitigation objectives, it is essential to identify the potential climate change hazards and analyse climate vulnerabilities and risks that may affect relevant areas, populations and sectors. The Commission’s recommendations on adaptation consider

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⁴ COM(2022) 230 final
⁵ SWD (2022) 627 final, SWD (2023) 625 final
the extent to which Slovakia integrated in its updated NECP adaptation goals that account for climate risks that could prevent Slovakia from meeting the objectives and targets of the Energy Union. Without specific adaptation policies and measures, planned and implemented, the achievement of objectives in Energy Union dimensions is at risk. Water management in changing climatic conditions requires particular attention due to risks of electricity disruption as floods, heat and drought impact the energy production.

(8) The Commission’s recommendations regarding renewable energy ambition are based on the formula set out in Annex II to Regulation (EU) 2018/1999, which is based on objective criteria; and on the main policies and measures missing in Slovakia’s NECP to enable a timely and cost-effective achievement of Slovakia’s national contribution to the Union’s binding renewable energy target of at least 42.5% in 2030, with the collective endeavour to increase it to 45% pursuant to Directive (EU) 2018/2001 as regards the promotion of energy from renewable sources as amended by Directive (EU) 2023/2413. The Commission’s recommendations are also based on Slovakia’s contribution to the specific targets of Articles 15a, 22a, 23, 24 and 25 of that Directive and the related policies and measures to rapidly transpose it and implement it. The recommendations reflect the importance of developing comprehensive long-term planning for the deployment of renewable energy, and in particular wind, to increase visibility for the European manufacturing industry and grid operators in line with the European Wind Power Package.

(9) The Commission’s recommendations regarding the national contribution to energy efficiency are based on Article 4 of the Directive (EU) 2023/1791 on energy efficiency; and the formula in Annex I to that Directive and the related policies and measures to implement it.

(10) The Commission’s recommendations pay particular attention to the targets, objectives and contributions and related policies and measures to deliver on the REPowerEU plan in order to rapidly phase out dependence from Russian fossil fuels. They take into account lessons learnt from the implementation of the Save gas for a Safe winter Package. The recommendations reflect the imperative to make the energy system more resilient in light of the obligations stemming from Regulation (EU) 2019/941 on risk preparedness in the electricity sector and Regulation (EU) 2017/1938 on the

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11 Communication on European Wind Power Action Plan COM (2023) 669 final, 24.10.2023 and Communication on delivering EU offshore renewable energy ambition, COM (2023) 668 final


13 Communication from the Commission to the European Parliament, the Council, the European economic and social committee, “Save gas for a safe winter”, COM/2022/360 final

security of gas supply\textsuperscript{15}, and in line with Commission Recommendation on energy storage\textsuperscript{16}.

(11) The Commission’s recommendations take into account the need to accelerate the integration of the internal energy market to strengthen the role of flexibility and to empower and protect consumers. The Commission’s recommendations also consider the importance of assessing the number of households in energy poverty in line with the requirements of Article 3 of Regulation (EU) 2018/1999, and the Commission Recommendation (EU) 2023/2407\textsuperscript{17}.

(12) The Commission’s recommendations reflect the importance of ensuring sufficient investments in clean energy research and innovation to boost their development and manufacturing capacities, including appropriate policies and measures for energy intensive industries and other businesses; and the need to upskill workforce for a net-zero industry in order to consolidate a strong, competitive and clean economy within the Union.

(13) The Commission’s recommendations build on the commitments taken under the Paris Agreement to phase down the use of fossil fuels, as well as on the importance of phasing out fossil fuel subsidies.

(14) The Commission’s recommendation on investment needs follows its assessment of whether the draft updated plan provides a general overview of investment needs to achieve the objectives, targets and contributions for all dimensions of the Energy Union; indicates the sources of financing, distinguishing private and public sources; outlines investments consistent with Slovakia’s Recovery and Resilience Plan, Slovakia’s Territorial Just Transition Plan and the 2022-2023 country-specific recommendations issued under the European Semester; and includes a robust macro-economic assessment of planned policies and measures. The NECP should ensure the transparency and predictability of national policies and measures, to support investment certainty.

(15) The Commission’s recommendations reflect the crucial importance of a wide regional consultation, and of ensuring early and inclusive consultation on the plan, including effective public participation with sufficient information and timeframe, in line with the Aarhus Convention\textsuperscript{18}.

(16) The Commission’s recommendations on just transition reflect the assessment of whether Slovakia’s plan identifies in sufficient depth the relevant social, employment and skills impacts of the climate and energy transition and outlines adequate accompanying policies and measures to promote a just transition, while contributing to the promotion of both human rights and gender equality.


\textsuperscript{16} Commission Recommendation of 14 March 2023 on Energy Storage – Underpinning a decarbonised and secure EU Energy system; OJ C 103, 20.3.2023, p. 1

\textsuperscript{17} Commission Recommendation (EU) 2023/2407 of 20 October 2023 on energy poverty, C:2023/4080, OJL 2023/2407, 23.10.2023

\textsuperscript{18} Convention on access to information, Public Participation in Decision-making and Access to Justice in Environmental Matters of 25 June 1998 (the ‘Aarhus convention’)}
The Commission’s recommendations to Slovakia are underpinned by the assessment of its draft updated NECP\(^{19}\), which is published alongside this Recommendation.

Slovakia should take due account of the present recommendations when developing its final updated NECP to be submitted by 30 June 2024.

**Recommendations on the consistency with the Union’s climate-neutrality objective and with ensuring progress on adaptation**

Pursuant to Regulation (EU) 2021/1119 (the European Climate Law), the Commission is required to assess the consistency of national measures with the climate-neutrality objective and with ensuring progress on adaptation. The Commission assessed the consistency of Slovakia’s measures with these objectives\(^{20}\). The below recommendations are based on that assessment. Slovakia should take due account of the present recommendations and follow up on them in accordance with the European Climate Law.

The first step in strengthening the ambition on adaptation should be adopting an appropriate legal framework for national climate policy that sets up binding, regularly updated adaptation goals to measure overall progress in building resilience. Adaptation measures need to be implemented for improving preparedness and resilience. They may be prepared through adaptation pathways, setting out a sequence of measures towards an adaptation goal. The investment needs of climate adaptation are increasing and will accelerate over the next decades. Improved funding should be accompanied by sufficient capacity and expertise necessary for administration as well as implementation to ensure quality of spending and absorption capacity and avoid maladaptation. In addition to public and private funding, innovative funding instruments could also be explored through cooperation with the private sector and financial institutions.

The most vulnerable communities are those with elevated likelihood of being impacted by climate change. Unequal exposure and vulnerability to climate impacts of different regions and socio-economic groups worsens pre-existing inequalities and vulnerabilities. Just resilience should reduce the unequal burden of climate risk and ensure equity in the distribution of the benefits of adaptation. The systemic ability to adjust to climate change is a key feature to avoid or moderate potential damage, to take advantage of opportunities, and to cope with the consequences. Physical impacts of climate change are evolving at a faster pace than expected. Progress in adaptive capacity is needed at all levels of the government, and in the public and private sectors, and requires increased awareness on vulnerabilities and risks. The local level has competences which can impact climate resilience more broadly. The preparation and implementation of sub-national adaptation policies is of significant importance.

Nature-based solutions offer efficient and cost-effective adaptation and mitigation options if their deployment is incentivised through strategic frameworks, policies and funding. They can be implemented independently or integrated in other adaptation and mitigation measures, combined with more technological or infrastructure-based solutions. Implementation needs to consider the complexity of ecosystems and the

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\(^{19}\) SWD(2023) 925

\(^{20}\) EU Climate Action Progress Report 2023, COM(2023) 653 final, and Commission Staff Working Document Assessment of progress on climate adaptation in the individual Member States according to the European Climate Law, SWD(2023) 932.
projected effects of climate change, the local context, linked interests and values, and socio-economic conditions.

HEREBY RECOMMENDS THAT SLOVAKIA TAKES ACTION TO:

CONCERNING THE DRAFT UPDATED NATIONAL ENERGY AND CLIMATE PLAN UNDER REGULATION (EU) 2018/1999

1. Set out cost-efficient additional policies and measures, including for the transport and agricultural sectors, and for methane, N₂O and F-gases from energy, industrial processes and product use, agriculture, and waste management to meet the national greenhouse gas target of -22.7% in 2030 compared to 2005 levels under the ESR. Provide projections to show how the existing and planned policies will deliver on the target and if necessary, specify how flexibilities available under the ESR will be used to ensure compliance. Complement the information on the policies and measures, clearly spelling out their scope, timeline and, where possible, expected greenhouse gas reduction impact, including for measures in Union funding programmes, such as the common agricultural policy.

2. Identify the amount of CO₂ emissions that could be captured annually by 2030, including the source. Provide details on how the captured CO₂ will be transported. Identify the overall CO₂ storage capacity and injection volumes available by 2030.

3. Set out a concrete pathway towards reaching the national LULUCF target as defined in Regulation (EU) 2018/841. Include additional measures in the LULUCF sector, detailing their timing and scope, and quantifying their expected impacts to ensure that greenhouse gas removals are effectively aligned with the 2030 EU net removal target of –310 Mt CO₂eq and with the country specific removal target of -504 kt CO₂eq defined in Regulation (EU) 2018/841. Provide clear information on how public funds (both Union funds, including the common agricultural policy, and State Aid) and private financing through carbon farming schemes are consistently and effectively used to achieve the net removal national target. Provide information on the status and progress to be made in ensuring the enhancements to higher tier levels/geographically explicit datasets for monitoring, reporting and verification, in line with Part 3 of Annex V to Regulation (EU) 2018/1999.

4. Provide additional analysis on the relevant climate vulnerabilities and risks regarding the achievement of the national objectives, targets, and contributions and the policies and measures in the different dimensions of the Energy Union. Better outline and quantify the link to the specific Energy Union objectives and policies, that adaptation policies and measures should support. Set out additional adaptation policies and measures in sufficient detail to support Slovakia’s achievement of national objectives, targets and contributions under the Energy Union.


6. Provide estimated trajectories and a long-term plan for the deployment of renewable energy technologies over the next 10 years, with an outlook to 2040. Include an indicative target for innovative renewable energy technologies by 2030 in line with
Directive (EU) 2018/2001 as amended. Include specific targets to contribute to the indicative targets in buildings and industry for 2030. Confirm the binding targets in heating and cooling for both 2021-2025 and 2026-2030 and include an indicative target to achieve the top-ups of Annex IA to Directive (EU) 2018/2001 as amended. Specify which target Slovakia intends to achieve in the transport sector through the obligation on fuel suppliers, including by means of a sub-target for advanced biofuels and renewable fuels of non-biological origin (RFNBOs), making sure the minimum level of RFNBO in 2030 is observed.

7. Further develop detailed and quantified policies and measures that are in line with Directive (EU) 2018/2001 as amended, in a way that enables a timely and cost-effective achievement of its national contribution to the Union’s binding renewable energy target of 42.5% in 2030, with the collective endeavour to increase it to 45%. Describe, in particular, how it plans to further facilitate permitting with and detail the renewable energy technologies for which it plans to designate “renewables acceleration areas” with faster and simpler procedures. Describe how it aims to accelerate the deployment of renewables via the uptake of renewable power purchase agreements, guarantees of origin and an enabling framework to promote self-consumption and energy communities. Describe how the design of the obligation on fuel and energy suppliers in the transport sector will be covered and include comparable measures for promoting hydrogen in industry and prepare the EU for renewable hydrogen trade.

8. Include projections on bioenergy demand and supply per sector and provide data for imports and the source of forest biomass used for energy. Include an assessment of the domestic supply of forest biomass for energy purposes in 2021-2030 in accordance with the strengthened sustainability criteria of Article 29 of Directive (EU) 2018/2001 as amended, and an assessment of the compatibility of the projected use of forest biomass for energy production with Slovakia’s obligations under the revised LULUCF Regulation, particularly for 2026-2030, together with national measures and policies to ensure such compatibility. Include further measures to promote the sustainable production of biomethane, given Slovakia’s sustainable biogas/biomethane potential and production, profile of natural gas consumption and existing infrastructure, digestate use and biogenic CO₂ applications.

9. Provide to the extent possible an expected timeline of the steps leading to the adoption of legislative and non-legislative policies and measures aimed at transposing and implementing the provisions of Directive (EU) 2018/2001 as amended, in particular for the measures mentioned in the previous points.

10. Include a national energy efficiency contribution on final energy consumption to the Union’s binding final energy consumption target for 2030 in line with Article 4 and Annex I of Directive (EU) 2023/1791, or equal to the corrected indicative national contribution that the Commission will submit to each Member State by 1 March 2024 under Article 4(5) of that Directive. Include a national energy efficiency contribution on primary energy consumption to the Union’s indicative primary energy consumption target in line with Article 4 and Annex I of Directive (EU) 2023/1791. Specify the amount of energy consumption reduction to be achieved by all public bodies disaggregated by sector and the total floor area of heated and/or cooled buildings owned by public bodies to be renovated yearly or corresponding yearly energy savings to be achieved.
11. Set out complete policies and measures to achieve the national contribution on energy efficiency and, in particular specify robust financing energy efficiency programmes and financial support schemes, able to mobilise private investments and additional co-financing.

12. Include an updated ambition level to ensure a highly energy efficient and decarbonised national building stock and to transform existing buildings into zero-emission buildings by 2050. Include intermediate milestones for 2030 and 2040, and a comparison with the most recent long-term renovation strategy.

13. Further explain how Slovakia will significantly strengthen the energy security dimension in its final updated NECP, in particular by diversifying its energy supply, including by reducing energy imports of Russian fossil fuels and by encouraging gas demand reduction. Include detailed policies and measures to reach these objectives towards 2030. Strengthen the resilience of the energy system by setting clear objectives and measures to address constrained or interrupted supply, and in particular by setting an objective for energy storage deployment and putting forward policies and measures to integrate the imperative of climate adaptation in the energy system. Specify appropriate measures for the diversification of the nuclear supply chain to ensure flexibility and the long-term supply of nuclear materials, fuel, spare parts, and services for its VVER-440 units and for the new nuclear power units under construction and for planned ones and the long-term management of nuclear waste. Assess the adequacy of the oil infrastructure (refinery, oil stocks) with the expected decline in oil demand and the move toward lower-carbon alternatives.

14. Put forward clear objectives and targets for demand response to improve the flexibility of the energy system in light of an assessment of the flexibility needs, and how to facilitate energy system integration in the framework of new Article 20a of the Directive (EU) 2018/2001 as amended. Develop more competitive retail markets and increase the level of consumer empowerment in the retail market.

15. Further develop the approach to addressing energy poverty by including an assessment of the situation of current households affected and indicating a specific measurable reduction target as required by Regulation (EU) 2018/1999 and taking account of Commission Recommendation (EU) 2023/2407. Detail existing and potential policies and measures to address energy poverty, including details on support to demand response or the financial resources dedicated to implementation from the perspective of social policy (affordability) and structural energy measures.

16. Further clarify national objectives in research, innovation and competitiveness to deploy clean technologies, establishing a pathway for 2030 and 2050 with a view to support the decarbonisation of industry and promote the transition of businesses towards a net zero and circular economy. Put forward policies and measures to promote the development of net-zero projects including those relevant for the energy intensive industries. Describe a predictable and simplified regulatory framework for permitting procedures, and how access to national funding will be simplified where needed. Provide detailed policies and measures for the development of clean energy related skills, and to facilitate open trade for resilient and sustainable supply chains of key net-zero components and equipment.

17. Specify the reforms and measures to mobilise the private investments needed to achieve the energy and climate targets. Improve and expand the analysis of investment needs to include a comprehensive and consistent overview of the public and private investment needs in aggregate and by sector. Complement the top-down...
economy-wide approach with a bottom-up project specific assessment along the five dimensions of the Energy Union. Include a breakdown of total investment needs with additional information on the national, regional and Union funding sources, as well as private financial sources, to be mobilised. Add a short description of the type of financial support scheme chosen to implement the policies and measures, which are financed through public budget, and the use of blended financial instruments making use of grants, loans, technical assistance and public guarantees, including role of national promotional banks in the respective schemes and/or how private financing is mobilised. Consider the cost-effective generation of transfers to other Member States under the ESR as a funding source. Provide a robust assessment of the macroeconomic impact of the planned policies and measures.

18. Outline how the policies and measures included in the updated plan are consistent with Slovakia’s Recovery and Resilience Plan, including the RePowerEU chapter.

19. Explain how and by when Slovakia intends to phase out fossil fuel subsidies. Explain in more detail how Slovakia plans to phase out solid fossil fuels for power generation by clarifying related commitments and measures.

20. Provide detailed information on the social, employment and skills consequences, or any other distributional impacts, of the climate and energy transition and on the planned objectives, policies and measures to support a just transition. Specify the form of support, the impact of the initiatives, the targeted groups and the resources dedicated, taking into account the Council Recommendation on ensuring a fair transition towards climate neutrality. Ensure alignment between the coal phase out timeline outlined in the Territorial Just Transition Plan and the final updated NECP. Include, to the extent possible, more elements to provide an adequate analytical basis for the preparation of a future Social Climate Plan, in accordance with Regulation (EU) 2023/955, including indications on how to assess the challenges and social impacts on the most vulnerable of the emissions trading system for fuel combustion in buildings, road transport and additional sectors, and to identify potential beneficiaries and a relevant policy framework. Explain how the policy framework identified in the NECP will contribute to the preparation of Slovakia’s Social Climate Plan and how the consistency between the two plans will be ensured.

21. Provide a clear and more detailed overview on how the consultation process enabled participation from all relevant authorities, citizens, and stakeholders, including social partners, in the preparation of both the draft and the final updated plan including information on the timing and duration of the different consultations. Provide a summary of the different views detailing the views expressed by different actors, and a summary of how the plan integrates the views expressed during the consultations.

22. Intensify regional cooperation with neighbouring Member States and within the Central and South Eastern Europe energy connectivity High-Level Group, including on interconnectivity, renewables, energy efficiency, and the internal market, taking into account common challenges and shared objectives. Describe how Slovakia plans to establish a framework for cooperation with other Member States by 2025, in line with Article 9 of Directive (EU) 2018/2001. Pursue efforts to sign the four required

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bilateral solidarity arrangements for the security of gas supply with its neighbours (Austria, Czechia, Hungary and Poland).

**CONCERNING THE CONSISTENCY OF NATIONAL MEASURES WITH THE CLIMATE-NEUTRALITY OBJECTIVE AND WITH ENSURING PROGRESS ON ADAPTATION UNDER REGULATION (EU) 2021/1119**

1. Establish an appropriate legal framework for climate change adaptation policy and action. Ensure progress in the implementation of adaptation measures. Ensure that public and private financing mechanisms for adaptation actions are in place and that the budgets are commensurate with the investment needs, in particular in the priority vulnerable sectors.

2. Engage stakeholder groups that are particularly vulnerable to the impacts of climate change in Slovakia’s adaptation policy design and implementation. Document the processes and outcomes of relevant consultations. Improve coordination between different levels of governance (national/regional/local) to align planning tools and help coordinated interventions aimed at ‘systemic’ transformation. Establish mechanisms to ensure that sub-national policies are prepared and that they are regularly reviewed and updated.

3. Promote nature-based solutions and ecosystem-based adaptation in national strategies, policies and plans and provide investments for their deployment.

Done at Brussels, 18.12.2023

For the Commission
Kadri Simson
Members of the Commission