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Assessment of climate change policies in the context of the European Semester

Country Report: Slovenia



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The report provides an overview of current emission trends and progress towards targets as well as policy developments that took place over the period from February 2013 to November 2013.

Please feel free to provide any comments or suggestions to the authors through the contacts listed above.

Short summary

Background: While Slovenia currently lacks an overarching climate strategy, the government has engaged in numerous policy areas with the goal of reducing the country's climate impact. Slovenia's emission pattern is markedly different from those of other Central and Eastern European EU Member States, in that it was the only one who had to make specific efforts to reach its Kyoto target. Slovenia's mitigation efforts have focused particularly on renewable energy development and energy efficient buildings and appliances, though recently the transport sector has begun to receive more attention from policymakers.

Non-ETS emission reduction target: The Slovenian 2020 target is a limit to growth in emissions to maximum +4% (compared to 2005). In actual fact, emissions decreased by 1% between 2005 and 2011. According to the latest national projections submitted to the Commission and when existing measures are taken into account, the target will almost be met with a gap of only 0.1 percentage point: +4% by 2020 compared to 2005.

Key indicators 2011:

GHG emissions	SL	EU
ESD EU 2020 GHG target (comp. 2005)	+4%	
ESD GHG emissions in 2011 (comp.2005)	-1%	-9%
Total GHG emissions 2012 (comp.2005)	-6%	-12%
GHG emissions/capita (tCO ₂ eq)	9.5	9.0

→ **6% higher** per capita emissions than EU average

GHG emissions per sector	SL	EU
Energy/power industry sector	34%	33%
Transport	29%	20%
Industry (incl. industrial processes)	14%	20%
Agriculture (incl. forestry & fishery)	11%	12%
Residential & Commercial	9%	12%
Waste & others	3%	3%

→ **Energy/power industry** sector followed by Transport

Energy	SL	EU
EU 2020 RES target	+25%	
Primary energy consumption/capita (toe)	3.5	3.4
Energy intensity (kgoe/1000 €)	230	144
Energy to trade balance (% of GDP)	-6.3%	-3.2%

→ **5% higher** per capita consumption, **60% higher** energy intensity, contribution of energy to trade balance double EU average.

Taxes	SL	EU
Share of environmental taxes (% of GDP)	3.4%	2.4%
Implicit tax rate on energy (€/toe)	161	184

→ **Higher** share of environmental taxes but **13% lower** implicit tax rate on energy than EU average.

Key policy development in 2013: Energy efficiency efforts were also bolstered by new tenders for public sector building renovations and funding for a large survey to identify energy efficiency opportunities in the public and service sectors. This survey is expected to inform new policies and programmes to be developed and implemented in 2014. Regarding renewable energy, adjustments were made to the surcharge on electricity prices in 2013 (and increase at the beginning of the year being withdrawn in September), which has led to a shortfall in available funding for the cost of the feed-in tariff system. Progress on renewables is so far unaffected, in May, the first large wind farm in Slovenia opened, with more now in planning and undergoing public consultation. To reduce emissions from urban congestion, a number of Slovenian urban centres have recently been closed to automobile traffic and €8 million have been allocated for the development of park and ride facilities. A new law governing the waste sector was also passed, which is hoped to eliminate 20% of the emissions from that sector by 2020 through reductions in the amount of material sent to landfills and an increase in recycling.

Key challenges: Without enacting additional measures, Slovenia may not meet its 2020 GHG reduction obligations. Transport accounts for a large and growing part of Slovenia's emissions. Current fuel tax levels are such that prices at the pump in Slovenia are markedly lower than those in some of its neighbouring countries. Additionally, taxes levied on diesel fuel are much lower than those applied to petrol. In the building sector, Slovenia has a very high level of energy consumption per dwelling, as compared to other Member States, and one third of the consumption for heating is still based on oil.

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I Background on climate and energy policies

Developments in energy and climate policy have been limited in 2013. The main focus in energy policy still lies in energy generation and infrastructure projects, such as a lignite power plant in Šoštanj, the second block of the Krško nuclear power plant, or a gas power plant in the port of Koper. There is also an ongoing debate on the use of biomass as well as wind power facilities (Ministry for Infrastructure and Spatial Planning 2013).

Principal climate policy measures are aiming at increasing the share of renewables, e.g. through feed-in tariffs, Eco Fund loans and grant schemes, or various Ministry public calls for financing RES technologies. Recent developments show that increasing attention is also given to energy efficiency, especially in the public sector. The Ministry of Infrastructure now directly supports energy efficiency renovations to public institutions via public calls, tenders, etc. (Ministry for Infrastructure and Spatial Planning 2013).

Nevertheless, Slovenia lacks an overarching plan for the reduction of GHG emissions. The former climate strategy expired in 2012, but no follow-up has been adopted so far. The same goes for the Act on Climate Change which would determine emission reduction goals (both short- and long-term), mitigation and adaptation measures, the distribution of tasks etc. Also the last version of the (Strategic) National Energy Plan of 2006 which would determine an overall plan for the energy development of Slovenia up to the year 2050 has never been updated. Drafts for all three documents were prepared in 2011 but got stalled and are apparently not considered a priority task in Slovenia. The reasons behind this remain unanswered as the subject has not been debated since 2011 (Ministry for Infrastructure and Spatial Planning 2013).

In contrast, Slovenia has made progress with the revision of the Energy Act, which is the core act governing energy matters and renewable energies. The act is currently in the process of public consultation and projected to be adopted by the government by the end of 2013. Some progress has also been made with regards to energy efficiency measures (Ministry for Infrastructure and Spatial Planning 2013).

Slovenia has also made some progress with climate policy measures in the area of agriculture. For example, projects such as the Slovene breakfast are still ongoing and new projects are planned for 2014, e.g. on increasing forest carbon sink capacities, efficiency of cattle breeding, or manure management. Also in the transport sector some developments could be observed. Emphasis is put on the reduction of emissions from traffic by promoting public transportation and closing of the city centres in major cities and implementing the system of park and ride. These measures will be crucial for achieving the 2020 targets in Slovenia, however, will probably not suffice (Ministry for Infrastructure and Spatial Planning 2013).

The perception of green growth as an economic priority is still mixed: environmental and energy concerns are certainly on the country's agenda, but there is still no influential institution or stakeholder group promoting the concept nationally. Slovenia does not have a Green Party representing such interests in parliament, for instance. Slovenian media account for some public exposure to concepts of green growth via programmes aimed at raising environmental awareness. An example is the "Ekoutrinki" (EcoSnapshots) media project focusing on successful solutions to environmental problems which is broadcasted weekly on Slovenia's national television channel. Also in the framework of the project "Slovenia is lowering its CO₂ emissions" good practice examples are being presented. The Slovenian government has not assessed data about the amount of "green jobs" in

the country, and the definition of such employment varies (OECD, 2012, p. 117-121), but the share of employment in resource-related sectors (water collection and sewage treatment, waste collection, and remediation activities) was at 1% in 2011. The share of employment in the renewable energy sector as a share of total employment in 2010 was below 0.5% (Green Jobs, 2012, p. 3-4).

2 GHG projections

Background information

In 2011, Slovenia emitted 19.5 Mt CO₂eq (UNFCCC inventory 2011), about 6% more than in 1990. Almost a third of total emissions come from energy supply. Emissions from this sector decreased in the early 1990s due to reduced economic activity driven by the transition to a market economy, but reached 1990 levels again in 2003 and have remained mostly constant since then. The share of fossil fuels on the energy supply mix remained stable during this time. The second most emitting sector is transport, from which emissions doubled since 1990 reflecting a rapid shift from public transport to private motor vehicle use. Between 1990 and 2011, emissions from energy use decreased by 26%. Similarly, emissions from industrial processes decreased by almost a quarter during the economic downturn in the 1990s and more recently the global financial crisis. The agricultural sector showed only a minor decrease of emissions, mainly owing to the reduction of cattle production in the course of the transition to a market economy (UNFCCC inventory 2011, EEA 2012, UNFCCC 2012). From 2011 to 2012 GHG emissions are expected to slightly decrease as a result of an emission reduction from energy supply and use (including transport) and stable emissions in the other sectors (EEA 2013c).

Progress on GHG targets

There are two sets of targets to evaluate: 1) the Kyoto Protocol targets for the period 2008-12 (which has just ended) and 2) the 2020 targets for emissions not covered by the EU ETS.

Under the Kyoto Protocol the emissions reduction target for Slovenia for the period 2008-2012 has been set to 8 % below 1986 levels for CO₂, CH₄ and N₂O and 1995 levels for F-gases. An evaluation of the latest complete set of greenhouse gas data (for the year 2011; there is only preliminary data for 2012) shows that Slovenia's emissions have increased on average by 4.1% from the Kyoto base year to 2011 (EEA 2013a). Therefore, Slovenia is not likely to meet its Kyoto target through domestic emissions reductions directly, but intends to use flexible mechanisms provided under the Kyoto Protocol.

By 2020, Slovenia can increase its emissions not covered by the EU ETS by 4% compared to 2005, according to the Effort Sharing Decision (ESD) ⁽¹⁾. The latest data for

¹ Decision No 406/2009/EC of the European Parliament and of the Council of 23 April 2009 on the effort of Member States to reduce their greenhouse gas emissions to meet the Community's greenhouse gas emission reduction commitments up to 2020.

2012 (EEA 2013b) suggest that Slovenia is on track at present to meet the Annual Emissions Allocation (²) for the year 2013. By 2020, national projections (EEA 2013b) indicate that Slovenia will almost meet its 2020 target (with a gap of 0.1 percentage points) taking into account existing measures while under projections with additional measures the target is expected to be met with a margin of 15 percentage points (see Fehler! Verweisquelle konnte nicht gefunden werden.).

Table I: GHG emission developments, ESD-targets and projections (in Mt CO₂eq)

	1990	2005	2010	2011	2012*	ESD target**		2020 Projections***	
						2013	2020	WEM	WAM
Total	18.4	20.3	19.5	19.5	19.1				
Non-ETS (% from 2005)		11.6	11.4	11.5	11.5 -1%	11.9 2%	12.0 4%	12.2 4%	10 -11%
Energy supply (% share of total)	6.3 34%	6.3 31%	6.2 32%	6.3 32%					
Energy use (w/o transport) (% share of total)	4.9 27%	5.1 25%	4.1 21%	3.7 19%					
Transport (% share of total)	2.7 15%	4.4 22%	5.3 27%	5.7 29%					
Industrial processes (% share of total)	1.3 7%	1.4 7%	1.0 5%	1.0 5%					
Agriculture (% share of total)	2.1 12%	2.0 10%	2.0 10%	1.9 10%					

Source: UNFCCC inventories; EEA (2013b); Calculations provided by the EEA and own calculations.

* proxies for 2012 emissions summarised by EEA (2013b)

** The ESD target for 2013 and for 2020 refer to different scopes of the ETS: the 2013 target is compared with 2012 data and is therefore consistent with the scope of the ETS from 2008-2012; the 2020 target is compared to 2020 projections and is therefore consistent with the adjusted scope of the ETS from 2013-2020. 2005 non-ETS emissions for the scope of the ETS from 2013-2020 amounted to 12 Mt CO₂eq.

*** Projections with existing measures (WEM) or with additional measures (WAM).

Legend for colour coding: green = target is being (over)achieved; orange = not on track to meet the target

Total greenhouse gas emissions (GHG) and shares of GHG do not include emissions and removals from LULUCF (carbon sinks) and emissions from international aviation and international maritime transport.

National projections of GHG emissions up to 2020 need to be prepared by the Member States in accordance with the EU Monitoring Mechanism (³) every two years, and the latest submission was due in 2013. The projections need to be prepared reflecting a scenario that estimates total GHG emissions reductions in line with policies and measures that have already been implemented (with existing measures, WEM), and an

² Commission decision of 26 March 2013 on determining Member States' annual emission allocations for the period from 2013 to 2020 pursuant to Decision No 406/2009/EC of the European Parliament and of the Council. Online available at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2013:090:0106:0110:EN:PDF>

³ Decision No 280/2004/EC of the European Parliament and of the Council of 11 February 2004 concerning a mechanism for monitoring Community greenhouse gas emissions and for implementing the Kyoto Protocol.

additional scenario that reflects developments with measures and policies that are in the planning phase (with additional measures, WAM) may also be submitted.

In the following two tables, these measures have been summarised with a focus on national measures and those EU instruments expected to reduce emissions the most. Please note that the table includes also measures that address GHG emissions covered under the ETS such as measures reducing emissions from electricity generation (e.g. feed-in tariffs). An update on the status of the policies and measures is included in order to assess the validity of the scenarios.

Table 2: Existing and additional measures as stated in the 2013 GHG projections

Existing Measures (only important national measures)		Status of policy in November 2013
Energy	Promoting Cogeneration	Ongoing. A feed in tariff scheme is still in place promoting CHP in all sectors (Slovenian Eco Fund).
	Promoting electricity generation from RES.	Ongoing. Slovenia has a feed-in tariff system in place via the regulation on supports for the electricity generated from renewable energy sources and the Energy Act. Additionally, the EcoFund provides soft loans, financial incentives and subsidies for investments into RES via public calls and tenders (Ministry for Infrastructure and Spatial Planning 2013, Borzen Ltd.).
	Promoting use of RES for heat generation.	Ongoing. The Ministry of Infrastructure promotes the use of RES in heat generation through public tenders. Additionally, there is support available from the EcoFund through calls which are renewed annually. A new public call was introduced by the Ministry of Infrastructure and Spatial Planning in July 2013 promoting the energy refurbishment of public buildings (schools, kindergartens etc.). Regulations (building code) are still in place setting minimum requirements for new buildings. The state sponsors an on-going energy counselling and awareness programme (EnSvet), informing and education of energy users and other target groups (Ministry for Infrastructure and Spatial Planning 2013).
Energy Efficiency	Promoting energy efficiency in the industry sector.	There are several public calls promoting energy efficiency of the Eco Fund in place (Slovenian Eco Fund)
	Promoting energy efficiency in the households and service sector.	There are several public calls promoting energy efficiency of the Eco Fund in place. A decree on green procurement was issued. The Ministry of Education and the Ministry of Infrastructure and Spatial Planning have established new public calls for the public sector in July 2013. (Slovenian Eco Fund)
Transport	Reduction of emissions of CO ₂ from passenger cars.	The CO ₂ tax on all fuels was last amended in June 2013 (Decree on environmental tax on carbon dioxide emissions). Additional measures include the closing of city centres for passenger cars, the implementation of the park and ride system or the introduction of new bus lines and interconnection of inter- and intra-city public transportation (Ministry for Infrastructure and Spatial Planning 2013).

	Promoting use of public transport.	Ongoing. Public transport subsidies are available for students. The government has undertaken efforts to synchronise public transport and to establish public transportation zones. A new public tender for Park and Ride projects has been issued in August 2013 (Ministry for Infrastructure and Spatial Planning 2013)
	Promoting use of biofuels	Ongoing. Promoted through biofuel use obligation – a minimum quota of biofuel sold for motor fuel distributors and a reduced or zero tax rate for biofuels (Ministry for Infrastructure and Spatial Planning 2013).
Other non-ETS sectors	Reduction of landfilled biodegradable waste	Ongoing. A new Operational Programme for Communal Waste was introduced in March 2013. The new programme for the reduction of landfilled biodegradable waste is being drafted by the Ministry of Environment with the current programme expiring at the end of 2013 (Ministry of Agriculture and Environment 2013).
	Collection of landfilled gas and its use	Ongoing. No new specific regulatory or legislative action taken in 2013.
	Sustainable forest management to increase carbon sinks.	Ongoing. No new specific regulatory or legislative action taken in 2013.

Source: Reporting of MS in accordance with Decision No 280/2004/EC about their GHG emission projections up to 2020, May 2013-

Additional Measures (only important national measures)		Status of policy in November 2013
Energy Efficiency	Increased stimulus resulting in faster replacement of boilers well before the end of their service life	Ongoing.
Transport	Emissions from transit transport: the fuel price will be maintained above the level of the neighbouring countries making the bulk of transit vehicles buy fuel abroad	Ongoing.

Source: Reporting of MS in accordance with Decision No 280/2004/EC about their GHG emission projections up to 2020, May 2013-

Most of the measures listed under the WEM scenario are still ongoing and have been updated recently. For example, the CO₂ tax on fuel was amended in 2013. However, Slovenia will meet its 2020 target just under the scenario with additional measures which differs from the scenario with existing measures in the following sectors: households, transport and agriculture (see WAM table; for agriculture, the reductions result from the implementation of existing measures, including rational use of nitrogen fertilisers, and more programmes to better utilize energy and protein in cattle grazing and breeding). The additional measures regarding the household sector centre on the replacement rate of old boilers to fuel oil in households. In transport, the additional measures assume that Slovenia will, through its fiscal policy, increase the price of fuel in Slovenia and maintain it above the level of the neighbouring countries making the bulk of transit vehicles buy fuel abroad while for agriculture the additional measures foresee the implementation of the existing measures at a higher degree. Overall, the scenarios indicate that Slovenia has to implement additional measures to achieve its 2020 target; however the additional emission reductions as outlined in the projections come almost solely from the shifting of

transit fuel sales to the neighbouring countries which in fact does not lead to overall EU wide emission reductions.

3 Evaluation of National Reform Programme 2013 (NRP)

In April of each year, Member States are required to prepare their National Reform Programmes (NRPs), which outline the country's progress regarding the targets of the EU 2020 Strategy. The NRPs describe the country's national targets under the Strategy and contain a description of how the country intends to meet these targets. For climate change and energy, three headline targets exist: 1) the reduction of GHG emissions, 2) the increase of renewable energy generation, and 3) an increase in energy efficiency.

Climate and energy policy did not receive much attention in the 2013 NRP for Slovenia. The main focus of the presented policies is the integration and implementation of new mitigation measures such as the promotion of public transportation or energy savings obligations. Furthermore, a number of new adaptation measures are listed. For example, the government announced the introduction of flood risks monitoring and construction of anti-flood facilities; or a programme for reducing the quantity of waste. For some existing measures, it is emphasized that they will need to be reviewed due to lack of funding.

In the following table, the main policies and measures as outlined in the NRP of April 2013 have been summarised, and their current status (implemented, amended, abolished, or expired) is given, with specifics on latest developments.

Table 3: Main policies and measures as outlined in the NRP, April 2013

Implement energy performance certification scheme	
Status as stated in the NRP	Implemented.
Status as per Nov 2013	A public tender for the preparation of an electronic register of energy performance certificates has been published in June 2013. The company energetska izkaznica d.o.o. was designated to prepare an overall register of energy certificates. The Ministry of Infrastructure also runs a register of qualified certifiers (app. 150) (Ministry for Infrastructure and Spatial Planning 2013).
Description of policy or measure	This scheme implements the EU energy efficiency directive and aims at providing information about energy efficiency to consumers (Ministry for Infrastructure and Spatial Planning 2013).
Adopt GHG reduction action plan (2013–2020) aimed at achieving Slovenia's climate commitment by 2020	
Status as stated in the NRP	To be prepared in 2012
Status as per Nov 2013	Still not adopted as of November 2013
Description of policy or measure	The latest GHG reduction plan 2013-2020 which should have succeeded the plan from 2004-2012 has not been adopted due to the fact that the new Climate Change Act has not been passed by the parliament yet, which is the basis for further development in this area. (Ministry for Agriculture and the Environment 2009)

Create plan to improve air quality (measures to reduce particulate matter)

Status as stated in the NRP To be adopted by 2012/2013 for all regions.

Status as per Nov 2013 The Ministry for Agriculture and the Environment has issued ordinances for some regions on 20 December 2013. The ordinances include among others a detailed plan on actions to be taken by local authorities for the improvement of air quality in that locality (Ministry for Agriculture and the Environment 2013).

Description of policy or measure Proposed new air quality ordinances for several regions are in public consultation process – particulate levels in several regions currently exceed existing limits set by the regulation on ambient air quality (Ministry for Agriculture and the Environment 2013).

Operational communal waste management programme

Status as stated in the NRP To be implemented in 2013.

Status as per Nov 2013 The Ministry of Agriculture and Environment implemented the programme in March 2013 (Ministry for Agriculture and the Environment 2013).

Description of policy or measure The operational waste management programme is a strategic document which governs the recycling standards, the development of landfills, efforts to minimise environmental harm etc (Ministry for Agriculture and the Environment 2013).

Draft overview of environmentally harmful subsidies

Status as stated in the NRP No timeline provided.

Status as per Nov 2013 Being analysed by Ministry of Finance (Ministry for Agriculture and the Environment 2013).

Description of policy or measure On the basis of an analysis of environmentally harmful subsidies and a report of the working group on green tax reform, an overview will be drafted of those subsidies whose abolition could simultaneously contribute to the achievement of environmental objectives (Ministry for Agriculture and the Environment 2013).

Expedite programmes for the energy-saving restoration of public sector buildings

Status as stated in the NRP No timeline provided.

Status as per Nov 2013 A new public tender opened in June 2013 (Tender LS 2) (Ministry for Infrastructure and Spatial Planning 2013).

Description of policy or measure Co-financing of energy efficiency measures by the Ministry of Infrastructure and Spatial Planning is primarily available for the energetic refurbishment of public buildings (schools, hospitals etc.).(Ministry for Infrastructure and Spatial Planning 2013).

Adopt new version of National Energy Programme

Status as stated in the NRP The revised National Energy Programme (NEP) was prepared; in 2011 the relevant public debate was concluded and a new version was expected to be drafted.

Status as per Nov 2013 Stalled. Will be (partially) implemented via the new Energy Act. (Ministry for Infrastructure and Spatial Planning 2013).

Description of policy or measure A new version of NEP was drafted in 2011 and still remains a draft.. The NEP determines an overall plan for the energy development of Slovenia up to the year 2050. A Strategic document that sets long-term objectives in the energetic sector (Ministry for Infrastructure and Spatial Planning 2013).

Focus agricultural policy on promoting the production and marketing of locally produced and processed food, organic food and food from other quality schemes

Status as stated in the NRP No timeline.

Status as per Nov 2013 Ongoing (Ministry for Agriculture and the Environment 2013).

Description of policy or measure The Ministry of Agriculture established a local food promotion initiative and "Traditional Slovene Breakfast" programme in schools. The Ministry of Agriculture and the Environment prepared new guidelines for the procurement of food in public institutions. These guidelines request the contracting authorities to procure seasonal foods and implement the principle of short supply chains, thus ensuring greater quality and food safety while increasing the share of locally supplied food (Ministry for Agriculture and the Environment 2013).

Complete introduction of an integrated public passenger transport

Status as stated in the NRP To be completed during the current government's term in office (2011-2014).

Status as per Nov 2013 Partially implemented. Final steps expected for late 2013 (Ministry for Infrastructure and Spatial Planning 2013).

Description of policy or measure According to Slovenia's National Reform Programme, additional legislative amendments will be adopted to integrate all subsidies and provide for the interoperability of urban and inter-urban transportation. In 2012, subsidies for public transport for students was introduced which has increased the usage of public transportation among the young population. Moreover, the Ministry, responsible for transport, is currently working on the issue to synchronise suburban and urban public traffic timetables, as well as zoning specific regions (Ljubljana region and other major city regions). According to the ministry the last step for the integrated public transport system, namely the implementation of an integrated public transportation ticketing system, should be implemented and start operation by the end of 2013 (EU Fonds 2013).

4 Policy development

This section covers significant developments made in key policy areas between February 2013 and November 2013. It does not attempt to describe every instrument in the given thematic area.

Environmental Taxation

In Slovenia, the share of environmental tax revenues in total tax revenues was with 9.25% in 2011 the fourth-highest in the EU. Also when compared with GDP, these revenues reached with an amount of 3.45% the third-highest percentage EU-wide. The implicit tax rate on energy is moderate, with a value of €160.6 per tonne of oil equivalent (toe) in 2011. The energy intensity of Slovenia's economy is high. In 2010 the country had the 10th highest energy intensive economy of all EU MS. The share of energy tax revenues in total tax revenues is the second-highest in the EU (Eurostat 2013a).

Slovenia has an explicit carbon tax in place since 1996 for CO₂ emissions resulting from the combustion of fossil fuels and incineration of combustible organic substances (European Commission 2013b). EU ETS participants and some cogeneration facilities are exempt from this tax. Since July 2012, the CO₂ tax also applies to the transport sector as described in the transport section below, and to emissions from landfills. The tax rate is calculated based on the number of "environmental pollution units" (equivalent to 1kg CO₂), set by decree for each substance, and the CO₂ price which is regularly updated. Since the last update in June 2013, the rate for each pollution unit is set at €0.0144. The pollution factor varies between 3.1 units per kg pitch coke and 1.5 units per kg lignite, or between 2.4 per litre of petrol and 2.6 for litre of diesel.⁴ In 2010, the annual revenues from the carbon tax amounted to € 28.90 million, representing 0.08% of total GDP (European Commission 2013b).

A Working Group was established in 2012 to develop proposals on a green tax reform. The group is comprised of climatologists, finance experts and ministry employees. In 2013, the group continued the review of subsidies whose abolition would also contribute to the achievement of environmental objectives and short-term fiscal consolidation and other measures towards the green tax reform. The group proposed to increase or expand the scope of some of the environmental taxes such as the CO₂ levy, toll charges for waste water discharges of waste disposal or excise duties on fuel. The group also considered the possibility of introducing new taxes on pollution or the use of certain materials. However, the working group receives little to no (public) attention and their proposals are not published (Ministry of Environment and Agriculture 2013).

Energy Efficiency

Although the energy intensity of the Slovenian economy is above the EU average, it declined between 2005 and 2011 by 9%. Meanwhile, total energy consumption increased slightly by 2% over the same period of time. Energy consumption stayed consistent in

⁴ REGULATION on environmental tax for pollution of the air with carbon dioxide (*Uredba o okoljski dajatvi za onesnaževanje zraka z emisijo ogljikovega dioksida*), Official Gazette of RS, no. 47/2013 of 31 5 2013 and ORDER fixing the price of the unit load on the environment with carbon dioxide emissions (*Sklep o določitvi cene za enoto obremenitve okolja z emisijo ogljikovega dioksida*), Official Gazette of RS, no. 79/2013 of 27 9 2013.

most sectors and but consumption in the transport sector increased over the course of the past decade. While this negative trend stopped between 2010 and 2011, the country is still below the EU average (Eurostat 2013a).

The energy efficiency of Slovenia's industry increased between 2000 and 2010 by 21%. Since 2004, this positive trend has been mainly driven by improvements in the chemicals and paper industries. The situation also improved in the household sector, where efficiency increased by 25% over the same time span. The progress in this sector was the result of the implementation of energy efficiency measures as well as of the introduction of stricter regulations on buildings insulation. About half of the energy consumption for heating is covered by biomass but still one third is based on direct use of oil for heating (Odyssey 2012).

The primary measures to promote energy efficiency in Slovenia are low-interest loans and non-refundable financial incentives, both of which are made available to commercial applicants and private citizens on an application basis through a government-affiliated administering organisation known as the Environmental Public Fund (Eco Fund). This fund has been in place since 2002, though under different names, and is renewed every year with increases in the amount of money to be disbursed. The minimum standards on energy efficient equipment for which applicants may receive a loan or grant were raised in 2012 - these latest updates to eligibility emphasise for example the standards for equipment related to biomass combustion or building insulation (Ministry for Infrastructure and Spatial Planning 2013).

In addition to the efficiency subsidies, the Ministry of Infrastructure and Spatial Planning continues to run two longstanding subsidy programmes promoting use of wood biomass: the DOLB for district heating systems and the KNLB for central heating systems. The latter programme is closed for new applicants as of September 2013. These are financial incentives for the installation of new wood-fired boilers and are in effect for the period from 2010 to 2014/15. Following the example of these existing programmes, the government has announced that new public calls were introduced - especially for the public sector (public call LS2 for energy rehabilitation of primary schools, kindergartens, health centres and libraries owned by local communities). Most of the money disbursed in these subsidy programmes (roughly 80%) comes from EU co-financing. The allocation for the funding rounds varies from year to year (Ministry for Infrastructure and Spatial Planning 2013).

The Ministry also opened a public tender in June 2013 for the preparation of an electronic register of energy performance certificates which was awarded to the company energetska izkaznica d.o.o. (transl. Energy Certificate Ltd.). The company also runs the register of qualified certifiers (app. 150) who have undergone training and passed the exam needed for energy certificate certifiers. An analysis of energy efficiency in Slovenia in the public and service sectors was done in 2013. The respondents were 744 organizations in the following areas: hotels, catering facilities, public administration, banks, insurance companies, postal services, miscellaneous administrative and office space users, shops and schools, kindergartens and other facilities for education. These facilities account for 85% of the energy used in the public and service sectors. The results are the starting point for the assessment and planning of energy efficiency measures at strategic and operational levels that will follow in 2014 (Ministry for Infrastructure and Spatial Planning 2013).

Renewable Energy

Slovenia's energy system exhibits a high level of renewable energy use. In 2011, total end-use energy consumption included 18.8% from renewable sources, which puts Slovenia well on its way to meeting its 2020 target of 25%. Consumption of electricity from renewable sources was still high in 2011 at approximately 30.8%, but shows a downward trend since 2009, when it reached a peak of almost 33.8% (Eurostat 2013b).

The aforementioned loan and grant programme managed by the Eco Fund also applies for renewable electricity projects. Successful applicants – from private citizens seeking to install photovoltaic panels on their roof to companies that operate wind farms – can receive the low-interest loans or non-refundable grants to purchase renewable energy equipment. The structure of the loan and grant schemes is updated annually. The most recent update to the Eco Fund's renewable programmes was published in January 2013 with adjustments to eligibility standards for projects. Due to the high demand for financial incentives by private citizens, the allocated financial resources get depleted very quickly each year. For example, the resources for 2013 (€15.5 million) were already exhausted in July. The next round is planned for the first quarter of 2014 (Eco Fund, Slovenian Environmental Public Fund 2013).

Slovenia's other main support for renewables is a feed-in tariff that has been in place for ten years. The network operator (Borzen) pays a fixed annual rate for renewably generated electricity, differentiated by technology. Wind, solar, geothermal, hydro and biomass electricity are all eligible to receive a fixed rate, which ranges from about €0.08/kWh for hydropower to over €0.24/kWh for certain kinds of biomass generation. There is a significant tariff difference by size of the generation capacity installed, especially for photovoltaic systems where smaller installations receive a higher tariff rate per kWh ranging from €0.10 - €0.15. The costs of the feed-in tariff scheme are born by electricity consumers, who pay a surcharge on their power bills. The Slovenian government increased this surcharge in the beginning of 2013, as means of financing the growing amount of new photovoltaic installations which had been built in the previous years (2011/2012) and for which the feed-in tariff must be paid. However, this decision was revoked at the end of August of 2013 (with effect from September 2013) following the demands of industry representatives that the rates be lowered (up to 47%) for energy-intensive industries. This has brought about a loss of about €8 million in the projected raised funds for 2013. The projected income for 2014 is at €107 million while €145 million are needed to finance the feed-in tariffs, thus a reallocation of funds will be required (inside the government budget). Due to the regression rate of the feed-in tariff system a significant drop of newly installed and connected PV systems in comparison to the year 2012 was reported - only a total of 77 PV systems with a power output of less than 7 MW were newly installed and connected to the grid in the year 2013. The latter is a decline in new production capacity of solar power compared to the last year by 94% (as of November 2013). Much of it is due to tariff remuneration levels for PV systems - which foresee a monthly reduction rate of 2%. Calculations of the level of support for the year 2014 indicate that due to the decline of the reference price of electricity in 2014 to about €7/MWh, the operating support (premium tariff) for RES in 2014 will be higher than in 2013 – explaining its popularity, while the feed-in tariff for micro PV systems might fall below the €100/MWh mark by September 2014 if no changes are made by the legislature (Ministry for Infrastructure and Spatial Planning 2013, Borzen Ltd 2013).

The bottleneck in the development for wind power plants – namely the opposition of environmental groups as well as local public – seem to have been overturned since Slovenia introduced its first large scale wind power plant in May 2013 with good projections for the foreseeable future. The wind power plant in Dolenja vas was presented as one of the role model projects for the further development of wind power plants. Further plants are planned in this region due to good wind conditions. A new state land use act will be adopted soon to facilitate this process. The Ministry of Infrastructure and Spatial Planning published an analysis of the guidelines in October 2013 following the given procedure. All answers and open questions of spatial planning stakeholders as well as individuals, civil initiatives, and non-governmental organizations have been responded to. Public discussion forums have been scheduled for November and December 2013 (Government of the Republic of Slovenia 2013).

For space heating in households, among the energy fuels consumed, wood fuels prevailed and represented 45%. Wood fuels prevailed in 2011 with a 35% share in final energy consumption in households, which is a result of high fossil fuel prices, soft loan policies, and the existence of other finance incentives in the past 10 years (SURS 2012b).

Energy Networks

The aforementioned draft NEP mentions smart grids and prioritises developing a more localised sustainable electricity network. It also emphasises the need for more local heating distribution using biomass. However, there have been no concrete measures in this area.

The Slovene electricity network operator (ELES) started the first activation tests on the 2x400 kV network line Beričevo-Krško in September 2013 and finalised it in November 2013. This part of the electricity network represents the last stage in the completion of the crucial inner electrical network circle. It presents an important part of the infrastructure required for the safe supply of electrical energy. The investment project amounted to approximately €63 million (ELES 2013).

Transport

Emissions from transport have increased steadily between 1990 and 2011. The same holds for their proportion among Slovenia's total emissions. In 2011 their share increased to 29%. Thus, these emissions are especially important to address going forward (see Table 1). Average emissions for newly registered cars are moderate in Slovenia with a level of 133.4 CO₂/km. The level is the 12th lowest in the EU but has decreased at a lower rate than the EU average between 2005 and 2012 (Eurostat 2013a). While Slovenia levies a registration tax which is based on purchase price, CO₂ emissions, and engine fuel, no ownership tax applies. However, Slovenia charges a small, annual environmental pollution tax, a time-based national vignette system for passenger cars and light trucks, and a distance-based toll for HDVs (ACEA 2012, CE Delft 2012).

Petrol is taxed at the highest rate in the new EU MS, but the tax rate for diesel is €130/1000 litres lower. While the applicable CO₂ tax for diesel is slightly higher, it does not by any means outweigh this difference (European Commission 2013).

The government is aware of the transport sector's heavy contribution to Slovenia's GHG growth. Recent policy developments in this segment in the period between February to

November 2013 address the promotion of public transportation and making personal road traffic less affordable and/or unattractive.

The Ministry of Infrastructure and Spatial Planning has opened a new public tender for “Park and Ride” (P+R) projects in mid-July 2013. The tender will be implemented within the framework of the Operational Programme of Environment and Transport Infrastructure Development for 2007-2013. The allocated funds of €8 million are to be used by local public authorities for the financing of projects intended to promote the system of P+R in order to limit city traffic congestions and emissions from city (road) transport. Some developments in this aspect are already underway in the capital city Ljubljana and the second largest city Maribor, with the closing of city centres for car traffic and implementing new public bus lines in the aforementioned cities, as well as in other major cities (Ministry for Infrastructure and Spatial Planning 2013).

In addition, the government has recently increased investment in railway lines. However, this has so far resulted in only a slight increase in rail transit. The prospect of the planned investment into a second track of the railway connection between Divaca and Koper is very questionable as the project has been postponed several times in recent decades. The project has been considered crucial for the future development of the Port of Koper as well as for the reduction of emissions from transport. As stated by the minister for infrastructure Samo Omerzel on 23 September 2013, he does not support the project due to the high costs, especially in light of the high costs associated with the investment project of the 600 MW lignite power plant TES6. Late in October 2013 the minister stated that to his knowledge the entire project could well be made with half the financial yield (currently assessed at around €1.3 billion) (Primorske novice, 2013).

Other government efforts regarding the transport sector include biofuel quota obligations, and incentives (mainly through the Eco Fund) to purchase efficient vehicles as well as electrical vehicles. However, no updates on these policies were observed in 2013. The government has also increased the vignette toll price in September 2013 for the usage of motorways (now €110, before €95 for a yearly vignette for cars; and €55 for a yearly vignette for motorcycles (before €47.5)). The new rates will take effect from January 2014 (Motorway Company of the Republic of Slovenia 2013).

Waste

The Ministry of Agriculture and Environment introduced a new Communal Waste Management Programme in March 2013. The plan sets out Slovenia’s objectives with respect to emission reductions from waste and waste reduction. The operational programme expects a reduction in GHG emissions by 2020 by at least 20%. By far the greatest contribution to the direct reduction of GHG is to reduce landfilling of biodegradable municipal waste going to landfills (a new Operational plan for the Reduction of landfilled biodegradable waste is being drafted by the Ministry of Agriculture and Environment for the period after 2013) (Ministry of Agriculture and Environment, 2013). Anticipated is also a greater volume of separately collected recycling fractions of municipal waste, the thermal treatment of waste and a greater use of renewable ingredients. Taking into account the estimated annual quantity of recycled waste paper, plastics and metals, and the difference between the carbon footprint from the source of raw materials, the figures predict an output of 200,000 metric tonnes of CO₂e. (in 2011 close to 400,000) from the waste sector and a “sink” of about 200,000 metric tonnes as

the result of greater recycling efforts (Waste Management Plan, Ministry of Agriculture and Environment, 2013).

Agriculture

The Ministry of Agriculture and Environment runs a programme for the promotion of local food production and consumption to reduce emissions associated with transporting food resources from abroad. This initiative consists mainly of an information campaign via television advertisements and informational brochures at fairs and schools. The programme is promoted as a job-creating measure, since eating locally creates demand for jobs in Slovenia's agriculture sector. Moreover, organic farming is considered more labour-intensive than conventional farming. Part of the initiative, endorsed by other government bodies and the Chamber of Commerce, is the promotion and financing of "Traditional Slovene Breakfast" in which schools prepare and serve breakfast at least once a month consisting of local produce. As it was stated in September 2013 and at the day of Slovenian Food (celebrated annually on the third Friday in November for the past three years) by the Government spokesman, the project received positive feedback (especially among the youth) and will continue to be supported (Ministry for Agriculture and the Environment 2013).

In addition, the Ministry of Agriculture and the Environment prepared new guidelines for the procurement of food in public institutions. These guidelines request the contracting authorities to procure seasonal foods and implement the principle of short supply chains, thus ensuring greater quality and food safety while increasing the share of locally supplied food (The Government of the Republic of Slovenia, Press Release 2013).

While these smaller measures are successful, the country still lacks an overall action strategy plan for climate change mitigation and adaptation in the agricultural sector, which existed for the years 2010 – 2011 but has not been updated since.

5 Policy progress on past CSRs

As part of the European Semester, Country Specific Recommendations (CSRs) for each MS are provided by the EU Commission in June of each year for consideration and endorsement by the European Council). The recommendations are designed to address the major challenges facing each country in relation to the targets outlined in the EU 2020 Strategy.

No CSRs related to climate change and energy were issued for Slovenia in 2013.

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