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COMMISSION STAFF WORKING DOCUMENT
IMPACT ASSESSMENT REPORT

Accompanying the document

**Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE
COUNCIL**

**amending Regulation (EU) 2017/1369 and Regulation (EU) 2020/740 as regards
simplification and better use of digital options for energy and tyre labelling
(Text with EEA relevance)**

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Glossary

AdCo	Administrative Cooperation Group (for Eco-Design and Energy Labelling or Tyre Labelling as indicated)
AI	Artificial Intelligence
API	Application Programming Interface
APPLiA	Home Appliance Europe (industry association)
B2B	Business-to-Business
BEUC	Bureau Européen des Unions de Consommateurs (The Consumer Organisation)
CCIA	Computer & Communications Industry Association
CEFACD	Comité Européen des Fabricants d'Appareils de Chauffage et de Cuisine Domestiques
CEMEP	European Committee of Manufacturers of Electrical Machines and Power Electronics
CfE	Call for Evidence
CFL	Compact Fluorescent Lamp
CLASP	Collaborative Labelling and Appliance Standards Program
CMYK	Cyan, Magenta, Yellow, Key (Black) – colour printing model
DIY	Do It Yourself
DoC	Declaration of conformity
DPP	Digital Product Passport
DSA	Digital Services Act (Regulation (EU) 2022/2065)
EDRA-GHIN	European DIY Retail Association (EDRA) and the Global Home Improvement Network (GHIN)
EEB	European Environmental Bureau
EED	Energy Efficiency Directive
EEI	Energy Efficiency Index
EEPLIANT	Energy-Efficient Compliant Products (EU-funded Concerted Action)
EHI	European Heating Industry (association)
EHPA	European Heat Pump Association

e-IDAS	electronic Identification, Authentication and trust Services (EU Regulation)
ELR	Energy Labelling Regulation (Regulation (EU) 2017/1369)
ENEA	Italian National Agency for New Technologies, Energy and Sustainable Economic Development
EPBD	Energy Performance of Buildings Directive
EPEE	European Partnership for Energy and the Environment
EPREL	European Product Registry for Energy Labelling
ESPR	Ecodesign for Sustainable Products Regulation (Regulation (EU) 2024/1781)
ETRMA	European Tyre and Rubber Manufacturers' Association (now TyresEurope)
EU27	The 27 Member States of the European Union
EEA	European Economic Area
F-Gas	Fluorinated Greenhouse Gas
GCP Europe	European Association of Installers / Heating, Cooling and Plumbing contractors
GHG	Greenhouse Gas
GPSR	General Product Safety Regulation (Regulation (EU) 2023/988)
GTIN	Global Trade Item Number
HVAC	Heating, Ventilation and Air Conditioning
IA	Impact Assessment
IEA	International Energy Agency
IEA 4E	International Energy Agency – Energy Efficient End-use Equipment (Technology Collaboration Programme)
ICSMS	Information and Communication System for Market Surveillance
ITI	Information Technology Industry Council
JRC	Joint Research Centre (European Commission)
kW	Kilowatt
LED	Light-Emitting Diode
MS	Member State(s)
MSA	Market Surveillance Authority / Authorities

NACE	Nomenclature statistique des activités économiques dans la Communauté européenne (Statistical Classification of Economic Activities in the EU)
NLF	New Legislative Framework
OEM	Original Equipment Manufacturer
PFAS	Per- and Polyfluoroalkyl Substances
PIS	Product Information Sheet
PV	Photo Voltaic
QR code	Quick Response code
RED	Renewable Energy Directive
RSB	Regulatory Scrutiny Board
RVO	Rijksdienst voor Ondernemend Nederland (Netherlands Enterprise Agency)
SBS	Structural Business Statistics (Eurostat)
SDG	Sustainable Development Goal
SME	Small and Medium-sized Enterprise
SWD	Staff Working Document
TFEU	Treaty on the Functioning of the European Union
TLR	Tyre Labelling Regulation (Regulation (EU) 2020/740)
TSO	Transmission System Operator
TWh	Terawatt-hour
UN ECE	United Nations Economic Commission for Europe
ZVEI	Zentralverband Elektrotechnik- und Elektronikindustrie (German Electrical and Electronic Manufacturers' Association)

1. INTRODUCTION: POLITICAL AND LEGAL CONTEXT

The European Commission's 2024-2029 Political Guidelines ¹ highlight simplification and better implementation of EU rules as being central for making business easier and faster in Europe. The Commission has made simplifying legislation a priority for the next five years and has strengthened targets to reduce administrative costs for business (together with public authorities) and small and medium sized enterprises (SMEs) by 25% and 35% respectively.

The same political guidelines also underline that the EU must and will stay the course on the green and digital transition. Energy-efficient product legislation contributes to aspects of this transition such as reducing energy import dependency, GHG emissions, energy and material use and grid infrastructure build-out needs, while helping to make energy bills and housing more affordable. Energy product legislation is a long-standing EU policy framework that has been revised regularly since its inception in the wake of the 1973 oil crisis ². The framework is based on fully harmonised single market provisions and does not contain any reporting obligations beyond the need to register models in the European Product Registry for Energy Labelling (EPREL) ³ product database's public and compliance parts. Being Single Market legislation, the EU measures are in themselves a simplification since they ensure a single, common set of requirements at EU level for all manufacturers and avoid the cost and complexity for market operators of complying with different national measures and for Member States to implement national rules.

The 2024 Draghi report ⁴ points to insufficient market surveillance and poor enforcement (and potentially compliance) as a major shortcoming in the implementation of the EU Ecodesign and Energy Labelling frameworks ⁵. The Action Plan for affordable energy ⁶ emphasises the role of energy efficient products to lower energy bills immediately, an effect that is reduced due to non-compliance. The Commission therefore announced a revisiting of energy labelling rules.

In its Communication on a Strategy for the Single Market ⁷, the Commission recognises digitalisation as a key driver to enable optimal functioning of the single market, including by removing obligations to provide product compliance documentation in paper format. This principle is already applied to some extent to the product information sheet under the current EU labelling framework. The present analysis considers further digitalisation steps, making better use of the already existing European Product Registry for Energy Labelling (EPREL) product database, including for strengthening compliance.

¹ [Political Guidelines EC 2024-2029.](#)

² [History energy labelling.](#)

³ [EPREL Public website.](#)

⁴ [The Draghi report on EU competitiveness.](#)

⁵ This was already stipulated in the [01/2020 Special Report Court of Auditors](#) and repeated by all stakeholder groups during the various consultations (implementation dialogue, reality check and call for evidence, cf. https://energy.ec.europa.eu/news/commission-seeks-views-how-simplify-legislation-energy-efficient-products-2026-02-16_en).

⁶ [Affordable energy.](#)

⁷ [2025 Single Market strategy.](#)

Replacing a directive with a regulation for energy labelling and adopting the tyre labelling regulation (TLR) ⁸ aimed to harmonise product information requirements. Prior to the EU framework, manufacturers dealt with different label schemes (both voluntary and mandatory) and nationally diverging rules leading to a burden that fell disproportionately on smaller producers and importers. In earlier versions of the framework, labels were defined in different language versions complicating implementation for manufacturers. Full harmonisation and language agnostic labels (without text) as now adopted under the current energy labelling regulation (ELR) ⁹ removed those barriers: now a product registered in EPREL carries a legally valid label that is instantly recognisable to consumers in all EU Member States.

Despite labelling policies being relatively mature and harmonised tools there are still room for improvement. This Staff Working Document (SWD) accompanies a simplification omnibus package ¹⁰ on energy efficient product legislation and provides a targeted and proportionate impact assessment presenting: (1) the input and feedback received from stakeholders during the consultation process; (2) the problem statement; (3) policy objectives (4) policy options including discarded measures; (5) proportionate assessment and quantification of the expected savings of the proposed amendments.

2. PROBLEM DEFINITION

Two main problems and their drivers relevant to this Impact Assessment (IA) and to the sector specific rules of the framework were identified:

⁸ Regulation (EU) 2020/740 of the European Parliament and of the Council of 25 May 2020 on the labelling of tyres with respect to fuel efficiency and other parameters, amending Regulation (EU) 2017/1369 and repealing Regulation (EC) No 1222/2009.

⁹ Regulation (EU) 2017/1369 of the European Parliament and of the Council of 4 July 2017 setting a framework for energy labelling and repealing Directive 2010/30/EU.

¹⁰ COM(2026) 565.

2.1. What is/are the problems and what are the underlying drivers?

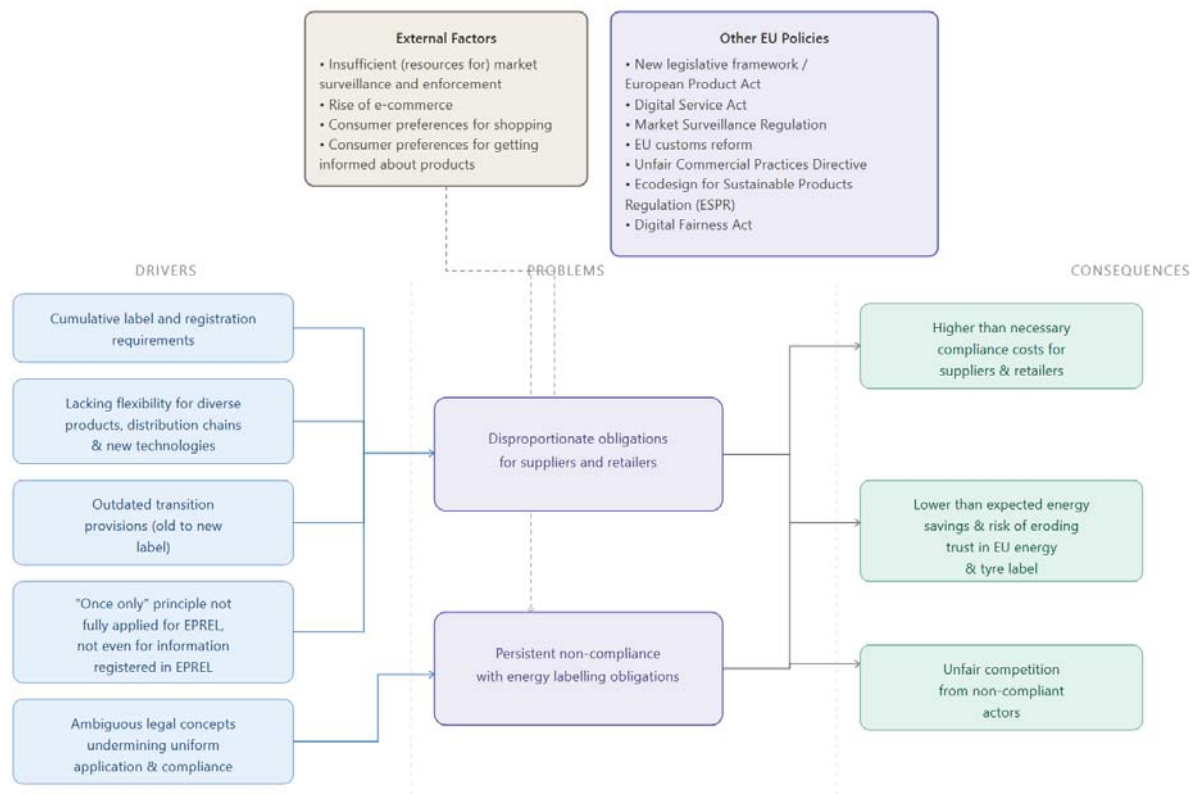


Figure 1: The problem tree

Problem 1: Disproportionate obligations for suppliers and dealers

Problem driver 1: Cumulative label transmission and registration requirements for suppliers

The ELR obliges suppliers (i.e. manufacturers, importers and authorised representatives) to transmit labels and product information sheets (PIS) to dealers and register each product model in EPREL before placing a product on the market. It is specified that a printed label is to be supplied free of charge for each individual unit, typically inside (or on) the product packaging¹¹. In 2023, this obligation concerned an estimated 375 million products¹² sold in the EU. Labels usually come in the form of a loose sticker in the box, even though this format is not a legal obligation. Suppliers have converged towards using high-quality sticky labels that can be removed without residue. Dealers usually open one or some of the boxes in a delivery to use the enclosed label for display, or not if the sale happens online. A typical average order of a retailer with a wholesaler for store replenishment ranges from a few items to around 50 units per model. Since EPREL based on the information provided by the supplier generates the labels and PIS, there is to a certain extent a duplication of duties for suppliers who deliver the physical label and the information to generate the electronic label.

¹¹ The ELR currently requires that a label is printed on the packaging for light sources. For tyres, the TLR requires a sticker on the tyre. In the case of electronic displays, the ELR requires both a printed label and label printed on the packaging. All other products require a printed label to accompany each unit.

¹² Excluding light sources and tyres.

Many labels are not seen by a customer until after the purchase decision is taken since they remain in the box. No studies could be identified on the behaviour of customers after purchase to understand what they do with the energy label. It can be expected that most are thrown away, while some customers may keep them with other delivered documents on warranty, user manual, etc., or stick them on the back of the appliance.

Besides the label, suppliers are also obligated to deliver a PIS to dealers. For these, the ELR gives flexibility to choose between digital or physical transmission. The Commission has opted for electronic PIS for all delegated acts - with an option to obtain a printed version upon request through the dealer. Stakeholder responses indicate that such requests are rarely made.

One of the main changes in the ELR from the previous directive ¹³ was the creation of a **centralised product database** (now called EPREL, the European Product Registry for Energy Labelling) set up and managed by the Commission. Suppliers must register each model of the products covered by a Implementing Regulation under the ELR before placing it on the EU/EEA market ¹⁴. It is now populated by around two million product models. The purpose of the database, which consists of a publicly accessible and a compliance part that is only accessible to MSAs, was defined in Article 12(2) of the ELR to:

- support **MSAs** in carrying out their tasks under the ELR and the relevant delegated acts, including enforcement thereof;
- provide the **public** with information about products placed on the market and their energy labels, and product information sheet;
- provide the **Commission** with up-to-date energy efficiency information for products for reviewing energy labels.

Some of the features of the EPREL database that are now available were not anticipated, nor legally required at the time, including:

- The QR code on the energy label that links the label to the product page in EPREL¹⁵.

¹³ [Directive 2010/30/EU repealed by Regulation \(EU\) 2017/1369.](#)

¹⁴ This concerns currently 16 product categories with subcategories: Washing machines/washer-dryers, tumble dryers, dishwashers, domestic refrigerating appliances, fridges and freezers including wine coolers, domestic cooking appliances including hobs, range hoods, light sources, space heaters, water heaters, solid fuel boiler, local space heaters, air conditioners (residential and commercial), residential ventilation units, displays (TVs and signage displays), smart phone and tablets, commercial refrigerators, professional refrigerated storage cabinets/refrigeration appliances with direct sales function (e.g. open display cases) and tyres.

¹⁵ The QR code is currently in application for 10 out of the 16 product label groups. Some product groups have not yet undergone the full review towards the modernised labels and continue using the non-rescaled label layout without QR code.



Figure 2: The QR code as feature on all modernised/newly introduced labels under the ELR. Scanning it leads to the full information registered in EPREL

- The EPREL functionality to generate downloadable and printable labels and PIS (in all EU languages) based on information entered by suppliers ¹⁶.
- Open Application Programming Interfaces (APIs) that allow online retailers, suppliers, researchers etc. to automatically access EPREL including for compliance with requirements for online display of labels and PIS.

The electronic label was considered an addition, rather than a replacement (cf. recital 13 ELR): “Without affecting the obligation of the supplier to provide a printed label together with each unit of a product, advances in digital technology could allow for the use of electronic labels in addition to the printed energy label. The dealer should also be able to download the product information sheet from the product database”. There is therefore, for certain elements, a duplication of both electronic information and physical transmission of labels in the current framework, and an underutilisation of the EPREL registry.

Problem driver 2: Lack of flexibility in the ELR and TLR to adjust to diverse products, distribution chains and technologies (and for tyre label to UNECE updates).

The current label delivery and display rules appear to be best suited to white goods, which are the products that first had an EU energy label, have best compliance with respect to the obligations to display them¹⁷ and are the products where most customers see and use the labels. For other product groups, such as heating appliances, the objective of delivering energy efficiency and other environmental information to customers at the point of sale might be better or simpler achieved by ensuring the label is part of an offer of an installer rather than a printed label in a box which might not get seen by the customer

The limitations of the current framework and the need for more flexibility were identified as one of the main conclusions of the “reality check” meeting in December 2025. It is currently not possible under the ELR to require that a product-specific label is directly affixed on a product or the QR code of the label is directly marked on a product. Both options could reduce the amount of paper waste from labels and become more relevant with the shifting focus on post-purchase information on recyclability or reparability.

¹⁶ It is evident that this function was not foreseen since Annex I, point 1(c), of the ELR requires the supplier to upload not only technical parameters, but also the label itself in electronic format.

¹⁷ [Compliance Services project sweep Jan 2026.](#)

Article 3 1) of the ELR sets out the basic obligation on suppliers to provide a . printed label for each unit and that delegated acts may allow the label to be printed on the packaging of each unit. However, this may be insufficient given that products and sales channels vary greatly including for:

Share of online sales for a product

While online distance sales grew in importance since the ELR was adopted in 2017, there are inherent limits to this sales channel due to the size of some products and their need for installation, unlike for other shippable products like clothes. The difference with physical shops is that, for this channel, no physical label is needed for display, but that it is processed digitally. The role of online sales is very different across the products within scope: close to 0 % for bigger appliances necessitating installation such as hydronic heat pumps, around 25 % for white goods such as washing machines and up to 40 % in the case of lighting products ¹⁸.

Direct imports by customers are at this stage, apart from lighting products, not a generalised issue under the ELR and TLR. The only product in scope with a sizeable share of direct online purchase offers on platforms like TEMU or AliExpress are lighting products and small unregulated energy-related items.

- *Share of B2B in sales and/or intermediary actors in the distribution chain*

The share of B2B customers and the significance of intermediary actors such as installers, tyre fitters or energy service providers who may sell an energy-labelled product as part of a service, varies greatly. Under the ELR, where there are intermediaries, the customer may not get to see the label at all or only after the purchase. The framework was mainly conceived with a direct relationship between supplier and customer or dealer selling to the customer in mind. Some products including white goods are sold both via dealers displaying the label in the classic way, but also via kitchen fitters or specialised installers, showing the variety of situations that need to be catered for by the rules ¹⁹. To achieve its objectives the ELR should facilitate customers seeing the label in all situations before making their purchase.

The TLR establishes tasks for dealers regarding the tyre label when in fact a customer purchasing a car can in most cases not chose the set of tyres that will be mounted, resulting in an obligation on car dealers to show a series of labels for potentially to be mounted tyres.²⁰

- *Share of imports in EU sales*

The share of imports and import channels vary across the products in scope. The EU is a net importer of domestic appliances. 15 % of the heating market is supplied from outside the EU and heat pumps show a rapidly rising third country share. Here, established brands — such as Daikin, Mitsubishi, LG — tend to import through their own authorised EU subsidiaries (and in some cases even have EU-based manufacturing) and register products in EPREL through structured compliance processes, but a growing share of for example the Chinese heat pump volume enters through independent importers and distributors who become the supplier. In the

¹⁸ [Europe Lighting Market Size, Share and Analysis, 2033](#).

¹⁹ In the specific case of tyre labels, dealers (who sell around 10-20% of tyres in the EU) have the obligation to display the tyre label in offers, but buyers generally do not have a choice as the tyre can be selected from a pool of tyre suppliers and the tyre is mounted depending on the time of delivery of the manufacturer. What is typically communicated to the customer are the labels for models with which the manufacturer has contracts, and which could potentially be mounted.

²⁰ FAQ - tyre label display obligation for vehicle dealers.

categories with tightly controlled brand channels — smartphones, TVs, large appliances from established Asian brands — the supplier is typically a large, well-resourced EU legal entity with the infrastructure to manage EPREL registration and label provision at scale. Imports account for approximately 40% of the EU LED lighting market by value, with China as the dominant source country and a multitude of small actors involved.

- *Size of the product and its packaging and product type*

The ELR and TLR apply to products with very different packaging (sizes) and display patterns in shops. Large items such as TVs or white goods are mostly displayed with one open sample and boxed stock behind or elsewhere, while smaller products like lighting are presented packaged. Independently from size, a product like an electronic display can also be directly displaying the label rather than having it next to the product. For other products, the label placement is specified in each product-specific delegated act ²¹.

- *Degree to which customers use the energy label in purchase decisions*

As stated in the energy labelling implementation report ²² and based on a representative survey ²³, buyers of white goods were most likely to have used the energy label when making their purchase decision (around 90% of those who saw the label). This compares to 80 % for buyers of commercial refrigerators and 70 % of buyers of TVs and monitors. In the latter case it seems that other criteria such as screen size or resolution come into play.

- *Lacking flexibility in the TLR*

The TLR addresses tyres for different vehicles (passenger cars, vans, trucks, buses) and use cases (long-haul versus urban) in one common label. It is a self-standing framework in which certain technical specifications cannot be reviewed via delegated acts as is done for energy-related products under the ELR. Since not every technical aspect merits a co-decision review, the EU tyre label is no longer aligned with UN ECE requirements - which are used as the basis for allowing tyres on the EU market under type approval legislation. Particularly for C1 tyres (passenger cars), no models can fall into the lowest classes, making the label less differentiated ²⁴ and consequently less useful and somewhat misleading.

The Commission is empowered to modify parts of the tyre labelling annexes in the light of technical progress, but the limited scope of the empowerment does not allow it to update the TLR to reflect new UNECE rules. Moreover, information requested from tyre suppliers does not allow for meaningful searches in EPREL by users and procurers (like municipalities for bus or garbage trucks) and bulk purchasers in general (like car manufacturers or fleet managers).

For other elements the requirements are not clear enough for MSAs ²⁵. The information requested from suppliers is not always sufficient for customers, to select the right tyre for their

²¹ The Eurocommerce contribution to the call for evidence suggests more flexibility for label placement to avoid damage from glued label stickers.

²² COM(2026) 319.

²³ [Study on consumer understanding of the EU energy labels applied since 2021](#).

²⁴ For C1tyres, almost 60% of tyre types are already in class A, B or C and this share will rapidly increase because of UNECE restrictions, banning most of tyres in D and all in E class.

²⁵ At the reality check meeting, Belgian and German MSAs made the point that enforcement activities for tyres are currently hampered by insufficient information on how testing was performed, e.g. which UN ECE Regulation is the basis, how test results were extrapolated to prove better performance for certain parameters than indicated

vehicle and vehicle homologation documents. Differences can be due to use cases, mounting or safety aspects, for example, the tread of truck tyres is different depending on the axle where the tyre is mounted. These shortcomings complicate a search for the best tyre, in particular for non-experts. This makes EPREL, in which tyres constitute the third biggest product group in terms of absolute model registrations, less useful than it could be.

Problem driver 3: Outdated provisions for the transition from non-rescaled to rescaled labels for both suppliers and retailers.

The ELR mandates the modernisation of energy labels and the return to the A-to-G classification, thus implying a change of the label scales in use since 2010 (where A+, A++ and A+++ classes were added above A). The ELR contains several provisions detailing how the ‘rescaling’ transition from non-scaled to rescaled label is to be managed by suppliers and dealers. The aim was to avoid customers seeing parallel labels with different layout or scales, obligating suppliers to supply and register double and dealers to manage a strict switch. Linked to the duty to supply both labels in printed format is the duty for the supplier to have two separate registrations in EPREL - even for products that a supplier already knows will be discontinued. For the dealer, it means that even if a manufacturer does not intend to continue selling a certain model, the dealer is under an obligation to replace the label on display. The dealer also must change the label on display within 14 working days after the date specified for the product and not use the rescaled label prior to the specified change date.

This ‘double label provision’ rule of Article 11(13) ELR does not apply if two conditions are met: 1) the testing method changed for the rescaled label and 2) no units of the model with the non-rescaled label are placed on the market during the 4-month period or thereafter. In such cases, suppliers only deliver the rescaled label in printed form during the 4-month period. The dealer may in this case continue selling with the non-rescaled label - until 9 months after the date specified for display of the rescaled label. In other cases, old stock cannot be sold after the switch-over date.

Problem driver 4: ‘Once only’ principle not fully applied by Member States for information covered by EPREL

A direct link already exists between EPREL and the Information and Communication System for Market Surveillance (ICSMS) database which are both managed by the Commission. It allows MSAs to see in EPREL when another MSA has performed in-depth testing for a certain model and consult its results.

The interaction between EPREL and the future registry for digital product passports (DPPs) under the Ecodesign for Sustainable Products Regulation (EU) 2024/1781 (ESPR) ²⁶ was repeatedly listed by manufacturers during the consultation process as a potential double registration concern ²⁷ or inconvenience²⁸. Several entities with a duty to register called for

in the type approval test and the fact that significant interlaboratory discrepancies in testing exist e.g. for wet grip of tyres.

²⁶ Regulation (EU) 2024/781 of the European Parliament and of the Council of 13 June 2024 establishing a framework for the setting of ecodesign requirements for sustainable products, amending Directive (EU) 2020/1828 and Regulation (EU) 2023/1542 and repealing Directive 2009/125/EC.

²⁷ When products need to move from EPREL into the new registry without technical facilitation, or suppliers need to maintain two registries.

²⁸ When suppliers of energy-related products might have to register into two different databases - EPREL for those with a label under the ELR and other aspects and eco-design in the new registry.

clarity to ensure a smooth transition²⁹. Article 9(4)(b) of the ESPR provides that products that are covered by another digital carrier will not be subject to the ESPR's DPP Recital 34 of the ESPR recommends a link between the databases, where feasible. While this is currently a theoretical problem given that DPPs do not yet exist, their advent will need to be factored into the way energy labelling works. When DPPs are required under other legislation than ESPR, the same principle should apply. The ESPR provides the legal basis for the DPP but does not provide for a horizontal framework to make comprehensive use of the tool, including for documenting compliance. The lack of such a framework raises uncertainty with industry stakeholders.

Information registered in EPREL is, at least in some instances, requested again at national level for purposes such as financial incentives schemes for energy-related products³⁰. The Commission was informed of instances (e.g. in DE, PL) in which documentation in EPREL was not accepted for the purposes of national incentive schemes involving energy-related products, even though the product information sheets are available in all languages. There is currently no legal obligation to accept EPREL documents for such schemes and some Member States seem to prefer working with their own databases or want to be fully certain that claimed performance values are certified and therefore require additional evidence. D 2009/125/ECt . However, where the information is uploaded in EPREL by manufacturers and MSAs have no reasons to distrust the declared performance and the documentation provided by the supplier in EPREL, asking for further or the same information creates avoidable burden and administrative costs.

Problem 2: Persistent non-compliance

Persistent non-compliant products and insufficient levels of enforcement were highlighted by almost all stakeholders at the implementation dialogue as an issue that needs addressing to avoid undermining the policy objectives, and eroding stakeholder support for – and consumer trust in – the EU energy and tyre labelling policy. This echoes the findings in the Draghi report and the 2020 Court of Auditors special report.

Evidence, including from a recent online compliance check carried out on behalf of the European Commission under the EU-funded Compliance Services project ³¹, inspection outcomes reported by Member States for the implementation report and EU trade associations, ICSMS and the findings under the key enabling action for the labelling framework funded by the EU and involving 24 MSAs (Energy efficiency compliant products = EEPLIANT Concerted Action) ³² back this up.

²⁹ Comments along those lines were made in writing and the reality check meeting by Michelin, Belino Automation, CCIA, Lighting Europe, Digital Europe, EUHA, ITI and CEFACD. Energy product suppliers more often express a preference to retain EPREL for energy-related products due to them having registered already, actors with a broader portfolio have either no preference as long as no double registration occurs or prefer the future DPP to be the centralised registry (eBay, Digital Europe).

³⁰ Regulation (EU) 2021/2139 (taxonomy criteria) requires tyres that comply with requirements in the highest populated class or in the two highest populated classes as set out in Regulation (EU) 2020/740 “as can be verified from the European Product Registry for Energy Labelling (EPREL)” and Article 7 of Regulation (EU) 2017/1369 that reads “Where Member States provide incentives for a product specified in a delegated act, those incentives shall aim at the highest two significantly populated classes of energy efficiency”.

³¹ see [Compliance Services](#).

³² [EEPLIANT3](#).

The EEPLIANT 3 non-representative exercise for six product groups³³ found 82% of products in stores and 97% in online shops either lacked a label, displayed the incorrect label class, had incorrect or inconsistent information on label or lacked other information. Online non-compliance was a particular issue for light sources³⁴. Missing or incorrect data in label or database does not always mean that a product is non-compliant, this can only be established by in depth or laboratory checking. The above mentioned EEPLIANT 3 exercise tested a selection of products that showed document irregularities and were suspected to have compliance issues – 43% of the 265 laboratory-tested products in the EEPLIANT 3 exercise had energy performance issues above the tolerance level after one test (usually three tests are required to establish non-conformity).

Such in depth checks are generally costly to perform, in particular for tyres which also includes safety-critical elements and requires dedicated test grounds/tracks and the involvement of several authorities (for type approval, for labelling, for safety). Testing is therefore generally less frequent under this regulation. When tyres are tested, e.g. as reported by Germany and Ireland in ICSMS, the share of non-compliance is consistently above 50%. Ireland has posted test results of 36 tyre models in the ICSMS database and found just 33% compliance in 2024 and 51% in 2025. Germany has posted test results from 60 tyre models subjected to in-depth testing and found just 37% compliance in 2023, improving to 58% in 2024. Data from tests performed by the JRC also resulted in high non-compliance figures³⁵. Even formal and documental compliance control is more complex for tyres as it interacts with that for vehicles and their parts for which other authorities are competent. Unless type approval and testing documentation is uploaded in EPREL, MSAs have no means for checking the plausibility of declared performance of tyres and can only rely on inhomogeneous documentation or self-declarations by tyre suppliers.

In ICSMS, between 22 July 2021 (the date of entry into application of the market surveillance Regulation (EU) 2019/1020) and 17 May 2026, 2 097 energy labelling inspections have been encoded as required under Article 34(4) of that Regulation. In principle, this figure does not include inspections related to dealers' obligations (e.g. displaying the label for products sold in shops or online) and cover only in-depth checks, i.e. laboratory tests or inspections of the technical documentation. The overall percentage of energy-related products that are declared as "non-compliant" is 56% in ICSMS. Also tyres are reported in ICSMS, here out of the total of 230 in-depth checks reported in ICSMS until end 2025, five products posed a serious risk and 16 a high risk.

The ICSMS system does not provide deeper insight on the nature of these non-compliances. These may include significant non-compliances such as incorrect energy class, other incorrect data, missing data, but also minor formal non-compliances such as those related to the format of the label. A substantial part of non-compliances can be directly corrected by amending the label and product information sheet.

³³ Air conditioners, lighting, tumble driers, water heaters, space heaters and ventilators.

³⁴ [Online shopping study - CLASP](#).

³⁵ E.g. up to 80% for snow grip.

Compliance of online marketplaces is generally worse than in physical shops as seen above for EEPLIANT 3. A compliance check focussing only on online marketplaces from 2021 by CLASP ³⁶ found that the most frequent non-compliance issues were related to:

- the location of the energy label or “nested display” simplified label;
- format and size of the graphic;
- the availability of the mandatory product information sheet (product fiche); and
- the absence of labelling information on some page types (catalogue view, shopping basket page, comparator, etc).

23 % of the 72 inspected online marketplaces across Member States in the CLASP report showed poor compliance in displaying energy labels (meaning that labels were not shown at all or similar facts). The CLASP report does include some online marketplaces in its sample but does not provide a differentiation of EU based versus third country compliance.

In a mystery shopping exercise of 2025 by the EU trade association Lighting Europe, out of 442 products offered online across the EU, 76% lacked the necessary information requirements (under energy labelling but also other legislation such as WEEE and low voltage Directive).³⁷

A precise estimate of the overall non-compliance problem both online and in shops is hard to establish as most compliance checks are risk-based and the results cannot simply be extrapolated. A share of non-compliant products at the higher end of the previous Commission estimate of 10-25 % of 2016 ³⁸ can be assumed given the rise of online shopping and the overwhelming effect of their comprehensive offers on tightly resourced MSAs. In a rare case of a random inspection carried out in 2024 by the Slovenian MSA on 15 dishwashers and 15 refrigerators from Slovenian online marketplaces, 2 refrigerators and 1 dishwasher were found non-compliant and voluntarily withdrawn (=10 % non-compliance), this concerning white goods that generally show best compliance with label provisions.

The root causes of non-compliance are multi-faceted, with the main drivers being insufficient enforcement (resources) for years and, consequently, lack of dissuasive measures against false declarations. They also include a lack of knowledge by economic operators (which is being addressed as part of EU funded support action and also Member State level efforts and campaigning), complex legislation, booming online sales etc.

There is no data that would give insights on whether the non-compliance is intentional or results of lack of knowledge or understanding the rules. However, while some economic operators do pay attention to the rules and make efforts to ensure compliance, it seems reasonable to assume that the low level of enforcement does not provide others with a strong incentive to be attentive to the rules, creating an unfair playing field and distorting the internal market. Unfair competition from third-country and EU-based players offering non-compliant products and/or misleading consumer information and with this increasing market shares was highlighted inter alia by EuroCommerce³⁹ and EDRA-GHIN during stakeholder consultation, is however in fact limited to light sources for products within scope as most energy related products (e.g white goods, heating appliances) and tyres are not offered at scale in online platforms based outside the EU such as TEMU or Aliexpress. For light sources, TEMU formally obliges sellers to comply with the obligations and has systems for document upload. Whether this also means

³⁶ [Improving Online Labelling Compliance in the European Union - CLASP.](#)

³⁷ [LE - OMS report 2025 - 20260401 .pdf.](#)

³⁸ COM (2016)773.

³⁹ [#Compliance4All – Retailers call for a level playing field - EuroCommerce.](#)

products perform as advertised is less clear, a recent exercise by the consumer organisation BEUC on several product categories (not the ones at stake for this impact assessment) found both label related and more substantial safety issues based on risk based sampling⁴⁰.

Most of the drivers of non-compliance and possible solutions are outside the scope of this initiative. The types of action that might be appropriate include:

- enhancing the level of national enforcement activities;
- complementary EU-level checks;
- replicable quick-testing models that allow more tests for the available budget;⁴¹
- AI-supported checks; and
- joint enforcement activities between MSAs and operators.

While these might be needed to address part of the problem, they are outside the scope of the present initiative and might better be dealt with in ongoing parallel legal reviews, for example under the forthcoming European Product Act⁴². Other initiatives such as the recently agreed reform of EU customs rules⁴³ may contribute to improving compliance at the level of border control.

The current initiative addresses aspects with relevance for compliance that are within the remit of the ELR and TLR. These mostly relate to unclear legal concepts and responsibilities that consequently result in uneven application of the provisions and/or missing display of information in certain instances.

Problem driver: Ambiguous legal concepts undermining uniform application and compliance

Three specific areas have been identified where unclear legal concepts under the ELR and TLR may contribute to undermining compliance. They are outlined below.

- *Intermediary actors that are not suppliers or dealers*

The ELR and TLR define responsibilities for suppliers and dealers. Unlike the TLR, the ELR makes no distinction between wholesale distributors and dealers selling to customers. Moreover, neither framework defines the responsibilities of intermediary actors such as installers/professional repairers, tyre fitters, kitchen fitters or heat/energy service providers. While intermediaries can offer or sell a product within scope as part of their service, their role is different from a traditional shop owner.

These ambiguities explain at least partly the lower-than-average compliance for heating and cooling appliances for which three-stage distribution channels involving an intermediary are dominant in the EU⁴⁴. The recent online verification exercise in 36 online shops across seven Member States carried out by the EPREL Compliance Services project in early 2026 found that random verification resulted in a compliance rate of only 43.44 % for heating products versus 62.61 % for tumble driers and 62.35 % for smart phones⁴⁵. It also proved necessary to address

40 [BEUC-X-2025-007 Tests of Temu Products by Consumer Groups.pdf](#).

41 The budget is often shared with that of other products including products with health and safety concerns.

42 [Commission seeks views on strengthening EU product safety and market rules](#).

43 [Commission welcomes historic agreement to reform EU Customs Union](#).

44 [Analysis of the EU heating market. LCP Delta for Agora Energiewende 2025](#).

45 [Compliance Services](#).

installer obligations specifically as part of the training activities under the ongoing EU-funded project Compliance Services.⁴⁶ The Irish MSA recommended clarifying installer responsibilities: “Legislative text is required in both eco-design and energy labelling defining installers and listing their obligations e.g. following manufacturer’s instructions”⁴⁷.

For tyre labels, the rules define the role of some intermediaries, but the survey⁴⁸ supporting the implementation report showed that private consumer awareness of the tyre label is significantly lower than awareness of the energy label (40% for private tyre buyers versus 65-90% for energy-related products⁴⁹). Half of the interviewed tyre dealers/distributors reported discussing the label only if the customer prompts them while one in six actively discourages customers from relying on it. This behaviour can be partly explained by split incentives where tyre dealers promote certain brands to maximise margins⁵⁰. Finally, the TLR sets requirements on tyre distributors, although most of tyre fitters do not fall into this category.

When it comes to dealers, they are obliged to provide the label of all tyres possibly mounted as OEM to all customers of new cars, but customers hardly ever can choose the tyre to be fitted on the vehicle that will be delivered to them⁵¹. As highlighted by ACEA in the call for evidence, customers are predominantly looking to vehicle-related information and a car emission label must be displayed in most Member States.

Diverging obligations for online marketplaces and other dealers and insufficiently defined responsibilities of authorised representatives of third country manufacturers

As a result of developments since the ELR and TLR were adopted, online marketplaces and online search engines have a separate set of obligations around labelling as defined in the Digital Services Act (DSA)⁵². They benefit from being able to offer a wide range of products, but are (unless they sell their own products) not liable for the conformity of label display unless they become *aware* of illegal products. A physical shop dealer however has the label display responsibility. Both categories of dealers might sell the same products and a lighter regime for online marketplaces could result in lower costs for products in such marketplaces and hence a competitive advantage. As shown in this report, the separation of label display responsibilities between traders selling on an online marketplace on the one hand and online marketplaces on the other hand results in structurally higher occurrence of non-compliant labels.

The DSA includes fully harmonised due diligence obligations including for providers of online marketplaces. These include obligations related to the traceability of traders, requiring platforms to collect and to make best efforts to verify identification data of traders (Article 30), and that sellers are able to provide information on their products sold online via the platform (Article 31 DSA). Online platforms are also required to follow up on orders to act against illegal content. Under the DSA, online platforms have an obligation to put in place

⁴⁶ [Define your role - Compliance Services](#)

⁴⁷ [16872-Energy-efficient-product-legislation-Omnibus-simplification/Cfe.](#)

⁴⁸ [Study on consumer understanding of the EU tyre label applied since 1 May 2021.](#)

⁴⁹ Professional tyre buyers show similar awareness levels as for energy related products (80%).

⁵⁰ For further detail, see the implementation report on the TLR.

⁵¹ Most cars are equipped with tyres from a few different manufacturers (up to 5 or 6 for the most sold cars): as the Report explains, this is mainly for security of tyres supply and to put tyre manufacturers in competition.

⁵² Regulation (EU) 2022/2065 of the European Parliament and of the Council of 19 October 2022 on a Single Market For Digital Services and amending Directive 2000/31/EC.

effective notice and action mechanisms for illegal content (Article 16), but there is no general monitoring obligation in the DSA.

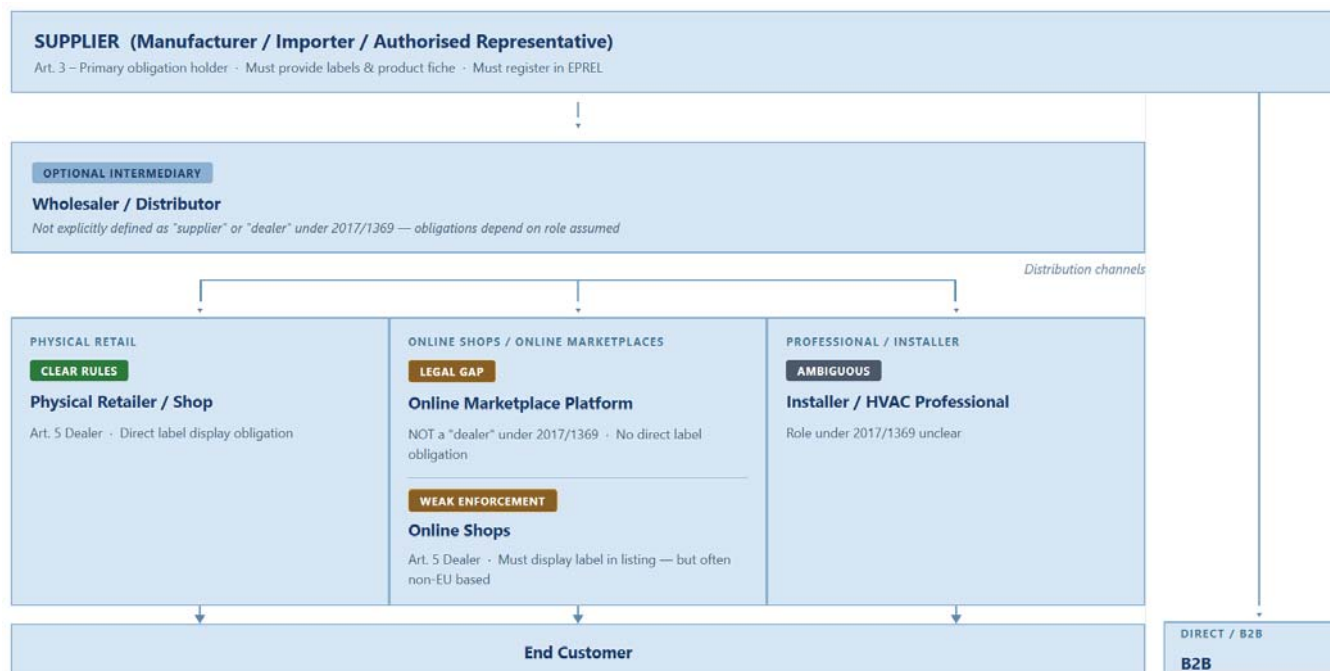


Figure 3: Different sales channels and extent to which the entity selling to the end customer is covered by the dealer obligations in Regulation (EU) 2017/1369

Retailers e.g. Eurocommerce, consumer organisations and several MSAs describe a particular weakness around **authorised representatives of third country manufacturers**. While the concept was established to have an EU-based entity responsible for registering the models in EPREL, it only appears in the definition section of the ELR, in contrast for example to the General Product Safety Regulation (GSPR)⁵³ that contains a full article on the responsibilities of such actors vis-a-vis the third country manufacturers on the one hand and MSAs on the other hand. Since the responsibility in terms of placement on the market remains with the manufacturer, enforcement effectively becomes more complicated: MSAs need to identify the contact details of the manufacturer and then investigate their relationship. One MSA described authorised representatives under the ELR as a “*postal forwarding service to a company based in a third country*”. The representatives’ details are in some cases incorrect, contact details non-existent or it is not clear which models or duties are covered by the mandate. While there is no quantification of incidents with authorised representatives, EPREL data shows that about 15 % of models are registered by an authorised representative, making this more than an occasional set-up.

Tyre label regulation does not specify/facilitate simplified label display

Unlike the delegated acts adopted under the ELR, the TLR does not specify that a simplified class arrow can be used when the display of the label is impossible or impractical, such as comprehensive tyre catalogues or for the approximately 29 million tyres sold annually in the

⁵³ Regulation (EU) 2023/988 of the European Parliament and of the Council of 10 May 2023 on general product safety, amending Regulation (EU) No 1025/2012 of the European Parliament and of the Council and Directive (EU) 2020/1828 of the European Parliament and the Council, and repealing Directive 2001/95/EC of the European Parliament and of the Council and Council Directive 87/357/EEC.

EU online⁵⁴. Nested labels are also not specified for tyres. The result is unaligned layouts and uneven application as can be seen in below where some offers include a simplified class arrow for energy efficiency (not for wet grip and rolling noise aspects that are equally part of the tyre label) and some have arrows for all label criteria. One offer does not include a simplified arrow and just indicates the class⁵⁵. A second consequence of not having a simplified format specified is that the full-size energy label is used in catalogues resulting in heavy documents of limited usefulness for the end customer and car dealers requesting a simpler format⁵⁶.

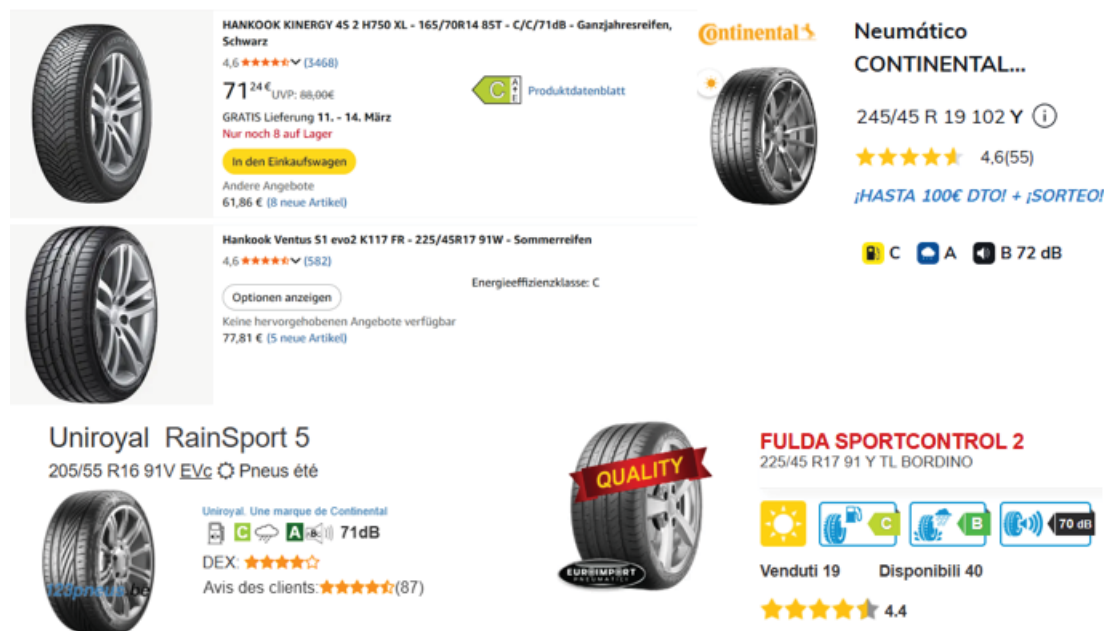


Figure 4: Tyre offers with variants of simplified label presentations (Amazon.de, <https://www.norauto.es/gommadiretto.it>, [iteuroimportpneumatici.com/](https://www.iteuroimportpneumatici.com/)).

2.2. Who is affected and how

The problems described affect suppliers and dealers, the main stakeholder groups impacted by the ELR and TLR, MSAs and customers.

Suppliers of energy-related products and tyres

Suppliers are either manufacturers or in the case of third country manufacturers importers or authorised representatives. Suppliers are affected by current obligations to supply printed label for each unit and enter product information in EPREL. These come mostly in a box for energy labels, tyre suppliers must ensure each tyre comes with a label stuck on the tyre. Annex 6 provides an overview of the requirements per product.

⁵⁴ [Online Tire Market Size | Global Analysis \[2035\]](#).

⁵⁵ Only showing the class, but not the full range of the label is contrary to Article 6(1) of the ELR as both elements are to be shown.

⁵⁶ cf. the implementation report on the TLR.

When non-compliance is tolerated or widespread, it affects the competitiveness of those who respect the rules. Suppliers also need to input data into public and compliance part of EPREL, based on which the label and PIS can be generated.

The share of EU-based manufacturing varies across product categories covered by the ELR. The strongest domestic production position is in boilers and heating equipment ⁵⁷. Approximately 2/3 of heat pumps sold in the EU are assembled in EU MS, though compressors — the core mechanical component — are predominantly sourced from Japanese and South Korean manufacturers. For light sources, EU-based firms such as Signify or ams OSRAM are structurally dependent on Asia for LED chips, drivers, and modules. Domestic appliances have many established European brands — BSH, Miele, Electrolux, Liebherr who still manufacture in Europe, but Asian and Turkish brands have growing shares. Consumer electronics — televisions, displays, and smartphones are overwhelmingly imported from China, South Korea and Taiwan, with only limited final assembly of televisions by Samsung and LG in Eastern Europe and little or no smart phone manufacturing in the EU.

Dealers

Dealers are required to display a label at the point of sale, make available the PIS and need to manage the switch date when rescaling of the label occurs.

Dealers basically fall into two categories. The top of the distribution chain is dominated by large wholesale distributors and major retail chains ⁵⁸. They operate sophisticated product management systems that often interact systematically with EPREL to populate their e-commerce and catalogue systems. At the other end of the retail segment are small retailers that sell to the end customer (e.g. regional retail chains, independent electrical shops, specialist kitchen dealers, installers), often SMEs. The sales channel structure varies across product categories, and understanding those differences is essential for ensuring a label is transmitted through the value chain and available for display. . It makes a difference whether a brand controls the value chain (e.g. smart phones) or not for example.

Product	Dominant sales channel
Heating equipment	
Boilers and heat pumps	Dominant sales channel: manufacturer → wholesaler → installer: ~65–75% ⁵⁹ Low single digit shares for direct brand sale and very low for online sale.
Large domestic appliances	

⁵⁷ Manufactures such as Vaillant, Viessmann, BDR Thermea, Ariston, and Bosch Thermotechnik assemble the overwhelming majority of residential boilers sold in Europe supported by EU-based component suppliers.

⁵⁸ E.g. consumer electronics chains such as MediaMarkt, Fnac-Darty and Curry or DIY multiples such as Leroy Merlin, Hornbach, and Kingfisher.

⁵⁹ Agora Energiewende. Analysis of the EU heating market, 2024.

Washing machines	Leading retail channel is large retail chain: ~45–50% ⁶⁰ Online share with EU wide estimate of 20-30 % ⁶¹ . Direct brand sales in lower single digits.
Ovens & cooking appliances	Large retail segment 40-50 %. Share of SME dealers (e.g. kitchen studies/kitchen fitters) is higher than for white goods. Part of sales as B2B to contractors and builders.
Electronics and other	
Smartphones	Brand controlled channel dominates for new appliances. Other channels are large electronic chains and online shops. SME dealer marginal and mainly for e.g. refurbishment or secondary /parallel import market.
Light sources	The market has two main sales channels. The first is the professional trade channel dominated by electrical wholesalers, B2B installers etc. The second is the consumer channel dominated by DIY chains and online shops (particularly for residential lamps and decorative luminaires). Online sales are higher than for other energy-related products and rapidly rising.
Tyres	The tyre market is split between tyres that get sold directly to vehicle manufacturers for new vehicles, the replacement aftermarket and online sales. The aftermarket is the most important segment.

The supply chain length is directly relevant to label provision. When a product passes through two or three intermediaries before reaching the point of sale, there are multiple points at which the label (both physical and digital) may not be generated, lost, not passed on or mixed up.

Tyre dealer obligations are specified for distributors, instead of dealers and are not defined for tyre fitters and services. The TLR addresses also vehicle dealers who are under a requirement to provide the labels for all tyres possibly fitted on the vehicle at the vehicle assembly plant to customers purchasing a new car. This concerns approximately 60.000-100.000 car dealer outlets in the EU. Car dealers are predominantly SMEs.

End customers

Customers require easy access to appropriate, accurate information prior to making their purchase decision. Customers can be professional and private customers. End customers are supposed to see a label displayed at the point of sale, but this is not always the case. This means they risk making poorer purchasing decisions and miss out on energy bill savings and other benefits. Weak application e.g. in the case of tyre or heating labels affects them, in that mainly only informed customers might ask for the label if it is not shown before the purchase choice and payment. Customers are offered energy-related and other information on labels about

⁶⁰ APPLiA Statistical Report 2023-2024.

⁶¹ Based on GfK UK figure of 49 % online sales for white goods and knowledge that for the UK online sales are generally larger than for the EU MS.

products within scope at the point of sale and do not actively have to look for it. Few customers request additional information in the product information sheet, mostly ignoring the existence of it and of the EPREL database as is evident from the implementation reports.

MSAs

MSAs carry duties under both the ELR and the TLR and the overarching market surveillance framework established by the Market Surveillance Regulation (MSR) ⁶² which applies to all Union harmonisation legislation. In the specific context of energy and tyre labelling, EPREL's compliance part supports MSAs' actions. Current legal uncertainties limit the effectiveness by which they can enforce the rules, as does the amount/volume of **non-compliant products or situations**.

SMEs: As explained in more detail in Annex V of this impact assessment, the retail and wholesale sectors of energy-related products and tyres are consistently more SME-dominated than manufacturing equivalents — both in number and in employment share. Online retail is the retail segment most dominated by large enterprises.

2.3. How likely is the problem to persist?

Online sales can be expected to continue expanding, although there is an inherent limit for products that require servicing and installation and barriers to delivering big appliances over long distances. Certain compliance challenges e.g. with online marketplaces and authorised representatives - may also be addressed in related ongoing policy files such as the European Product Act, the MSR or a revision of the DSA's obligations – or under the reformed EU customs' rules that will re-enforce cooperation for enforcement at the border. Complex obligations imposed on suppliers and retailers or ineffective use of the information in EPREL are less likely to be addressed through parallel legislative pathways, but the European Business Wallet could bring at least once only identification for business. Non-compliance rooted in unclear legal concepts could, in principle, be mitigated over time through guidance, case-law, and administrative practice and could also be addressed, to some extent, in individual product-specific delegated regulations. The lack of clarity for simplified label display for tyres and risk of diverging layouts could be contained by having downloadable templates in EPREL. For tyres specifically, a full revision through the ordinary legislative procedure is available as an alternative path. While the energy labelling regulation sets the basic principles for energy labels, there is a limited room to adjust aspects of label supply and display modalities. e.g. the option to print an EU energy label on the packaging as is already done for light sources is available. Other variants such as printing the QR code directly on a product's nameplate which could offer additional benefits for compliance control and which met with stakeholder support during the reality check, are however today not allowed. ⁶³.

⁶² Regulation (EU) 2019/1020 of the European Parliament and of the Council of 20 June 2019 on market surveillance and compliance of products and amending Directive 2004/42/EC and Regulations (EC) No 765/2008 and (EU) No 305/2011.

⁶³ E.g. a QR code printed on the packaging or the boxes containing batches of the same product model may permit to customs authorities to check if the products in scope of energy labelling are duly registered in EPREL.

3. WHY SHOULD THE EU ACT?

3.1 Legal basis

The ELR is based on Article 194(2) TFEU. The TLR has a double legal base - Article 114 and Article 194(2) TFEU – which reflects the fact that tyre labelling pursues both internal market harmonisation objectives and energy objectives.

3.2 Subsidiarity: necessity of EU action

Energy efficiency product legislation — covering energy, tyre labelling and ecodesign requirements — is a fully harmonised scheme meaning that Member States are neither permitted to maintain diverging national requirements nor to fill regulatory gaps unilaterally once EU rules are in place. This reflects the reality that the internal market for energy-related products is inherently cross-border: products are manufactured or imported, traded, and sold across the EU without regard to national boundaries, and any fragmentation of the regulatory framework would directly impede the free movement of goods, distort competition between suppliers operating in different Member States, and undermine the level playing field that the single market is designed to guarantee. It is therefore also only the EU legislature that can modify the obligations flowing from this framework. Enforcement and surveillance under the framework are a national competence.

3.3. Subsidiarity: added value of EU action

Intervention through the proposal delivers clear added value that could not be replicated through any combination of national or soft-law measures. A coherent, EU-wide simplification of administrative obligations such as the responsibilities of suppliers and retailers — produces benefits that scale across the internal market. It can reduce compliance costs for the many businesses that operate in multiple Member States and ensure that MSAs across the EU work from a consistent and predictable legal baseline. Targeted improvements such as enhanced EPREL functionality, clearer definitions, and more proportionate obligations generate systemic gains that, by their nature, can only be delivered centrally. Better application of the “once only” principle to reduce national “gold-plating” and administrative procedure in relation to eligibility for public incentives for energy efficient appliances, such as heat pumps, could significantly decrease market fragmentation and reduce costs for end consumers.

4. OBJECTIVES: WHAT IS TO BE ACHIEVED?

4.1. General objectives

The general objective is to **simplify** the ELR and TLR **whilst preserving the objective** to provide relevant information to allow customers to make an informed purchase choice (on) energy use, environmental impacts and other relevant aspects of the product.

4.2. Specific objectives

The proposal has the specific objectives of:

- 1) **Simplifying rules for suppliers and retailers; and**
- 2) **Improving compliance through more clarity and use of digital options.**

5. WHAT ARE THE AVAILABLE POLICY OPTIONS?

5.1. What is the baseline from which options are assessed?

The baseline is the current ELR and TLR, in which soft measures such as continued improvements of the EPREL database (for which no change of the legal provisions is necessary) are, and will continue to be, implemented for all policy options. This is for example the case for a wider use of plausibility checks for the data entered in EPREL to avoid incorrect information or better usefulness of the registry e.g. by adding brand names or images of the product models or explaining better what the QR code is about in labels. Incorrect entries in EPREL can also be targeted by non-legal measures and enforcement.

Current EU-funded supporting actions for implementation and surveillance such as under EEPLIANT4 (see Annex 7) and other EU projects would deliver in a no change scenario.

Action to deal with incorrect information in EPREL

There is no comprehensive estimate on the number of incorrect EPREL entries. An ongoing project under EEPLIANT 4 (*report not yet published*) investigated the EPREL information registered for 25.637 oven models and found that 204 (=0,8 %) of them declared an incorrect Energy Efficiency Index (EEI), the key compliance indicator ⁶⁴. There have been occasional examples of fake labels and PIS, including for products that currently are not even in scope where manufacturers mimicked the energy label, but the full extent of this issue is not known. Incorrect information presents a problem for customers, MSAs and a disadvantage for competing and compliant companies. The Commission continuously addresses this issue as part of its responsibilities of managing products database and has introduced plausibility checks for the first product (lighting) that for example prevent the registration of unlikely or impossible pairs of parameters for a label ⁶⁵. It can be expected that the recent removal from the public interface of products registered by unverified suppliers (i.e. registrations pre-dating the introduction of mandatory verification by the means of e-IDAS signatures and seals since October 2024 ⁶⁶ in accordance with Commission Implementing Regulation (EU) 2024/994) already contributed to removing certain incorrect entries, in particular for lighting products that had the highest share of non-verified suppliers.

5.1. Description of the policy options

Two sets of policy options were assessed for this impact assessment which are identical for the measures under the ELR. When it comes to the TLR, policy option 1 contains a revised empowerment for the Commission to amend the technical annexes in more cases than is currently possible and mainly in order to integrate UN ECE regulations more rapidly. Test protocols for tyres which are currently required to be supplied by tyre suppliers are replaced by a duty to upload the full testing reports in the restricted compliance part in EPREL. Policy option 2 includes all measures of policy option 1 and in addition suggests the opening up of the TLR for directly amending of all of the technical annexes. . The updating of annexes

⁶⁴ The analysis of this result is ongoing. <https://www.eepliant.eu/>.

⁶⁵ The industry association Lighting Europe endorsed plausibility checks and recommends expanding it to other products.

⁶⁶ https://energy-efficient-products.ec.europa.eu/suppliers_en#verification-of-suppliers-main-deadlines.

concerns two aspects: The lacking technical specifications for simplified label display for tyres and addition of a limited set of technical parameters currently not recorded in EPREL but necessary to correctly identify the right tyre for a vehicle. **Policy option 1: Simplified obligations for suppliers and retailers, and improved compliance and limited changes to the TLR**

This policy option contains 13 measures addressing both policy objectives. For the TLR, it includes a modified empowerment to amend label aspects, but it does not include the full technical specifications for simplified online and catalogue label display.

Any changes to the TLR's technical specifications and annexes will materialise once the revised empowerment is used in a delegated act procedure. Hence these impacts occur later and in subsequent revision rounds. For the ELR, principles that change the regulation such as the clarified responsibilities and legal concepts become directly applicable once the Regulation enters into force, however the effect of policy measure 1 materialises only once the Commission amended the product-specific delegated acts.

Policy option 2: Simplified obligations for suppliers and retailers and improved compliance. Amendment of the annexes to the TLR for simplified label display and parameters to be introduced in EPREL

This policy option comprises all measures in policy option 1 plus two additional ones, namely 1) amendments of the annexes to the TLR directly providing the technicalities of simplified label display for tyres for direct effect; and

2) updated information requirements in TLR to make the tyre label and the EPREL registrations more effective and usable.

The advantage of this option is that the effects from the additional measures will be delivered after successful revision and do not depend on a subsequent delegated act procedure to use the new empowerment.

Overview of measures contained in option 1 and 2:

Measures	Option 1	Option 2
M1 Removal of printed label by default in the ELR regulation. Flexibility for the Commission to determine label delivery and display in delegated acts based on product specific review study, reflecting product specifications and sales channels. The requirement for suppliers to upload an electronic image of a label into the product database is removed as redundant. The measure also contains a generalised right for dealers to request printed label from the supplier.	x	x
M2 PIS fully electronic. Printed PIS no longer available on request.	x	x
M3 Right for dealers to display labels on electronic shelf displays, a technical option which currently does not yet allow displaying of energy labels in correct size and resolution but is expected to be available in the near future.	x	x

M4 Suppliers to deliver either non-rescaled or rescaled label during 4-month transition according to modalities in delegated acts. This measure simplifies the current duty to provide two printed labels and gives manufacturers flexibility on their product model policy.	x	x
M5 Retailers can phase-in rescaled label in display as part of stock management (no longer within 14 working days). This generalises a current exemption and allows selling under the non-rescaled label for all products. The period during which units with non-rescaled labels can be sold is extended from 9 to 12 months.	x	x
M6 Responsibilities of authorised representatives are clarified and strengthened, and information an authorised representative needs to upload in EPREL to describe the mandate received from the manufacturer. The measure also clarifies that installers who, as part of their activity offer for sale, hire or purchase a product shall comply with the relevant obligations of dealers.	x	x
M7 Obligation for online marketplaces to verify the registration in EPREL before offering a product for sale. This would create a sector-specific deviation from the principles in the DSA but provide a layer of protection against unverified third country suppliers and non-compliant products	x	x
M8 DPP and EPREL to be linked so that information in EPREL does not need to be re-entered in DPP and suppliers need to become 'verified' once.	x	x
M9 Obligation for Member States to accept information in EPREL for national purposes if suppliers voluntarily add relevant documents such as such as Declaration of Conformity (DoC), third party certification or testing reports.	x	x
M10 This measure introduces a new benchmarking and reporting exercise and publishes the information registered by MSAs into ICSMS, aggregated information on non-compliance and imposed penalties and indicatively benchmarks the frequency of and severity of penalties imposed. Additionally, it is clarified that MSAs can reduce the public visibility of the product in EPREL and display appropriate warnings until the non-compliance ceases.	x	x
M11 Modified empowerment for Commission to amend the TLR through delegated acts for improved regulatory alignment/technical details. This measure widens the current empowerment to amend for fuel efficiency, wet grip and noise and also in the light of market developments.	x	x
M12 Obligation to upload actual test reports for tyres in the compliance part for more effective market surveillance for tyres. This replaces the current obligation to provide protocols of the testing, grading and measurement as per TLR Annex VII 2 c. is removed.	x	x

M13 Addition of parameters in the public part of EPREL that are critical for correct assessment and choice including category of use, information on extended mobility, axle position, mission profile and tread depth, depending on the tyre category.		x
M14 Inclusion of fully harmonised specifications of simplified label display/nested display in Annex to the TLR. This measure directly amends the current Annex IV and sets out the technical details of the simplified label that can be used online and also for catalogues which list several labels.		x
M15 Removal of tyre labelling obligations for vehicle dealers. This implies that vehicle dealers are no longer obligated to show to end users the tyre label of tyres offered or fitted to the vehicle or any relevant technical material.	x	x

5.2. Measures discarded at an early stage

Several **measures** have been discarded at an early stage.

Amendment of product-specific delegated acts

The possibility to not only amend the ELR and TLR, but to also directly amend some/all existing product-specific delegated acts under the ELR to reflect the removal of the printed label default was considered and discarded. This would have made the effects of measure 1 immediate rather than sequenced. However, this was not retained as it was not considered feasible to comprehensively assess product specificities within the available time, in particular as there are .

While removing the default rule in the ELR to have a printed label accompanying each unit is rather straightforward, it would then also be necessary to determine for each possible supplier-dealer-customer interaction and each product whether the transmission through the chain is still complete even if intermediary actors are involved. It would also have to be analysed to what extent the removal of the printed label obligation for suppliers results in an actual reduction in compliance cost rather than a mere shift of the burden to dealers. Furthermore, Article 11(7) of the ELR requires the Commission to undertake a review study to support a product review or newly introduced product label. This seems to be the appropriate place to investigate also on the best interplay between suppliers and dealers and the best balance between digital and printed label provision. Any shift to digital label delivery and or display would also have to be submitted to consumer tests to ensure that the effectiveness is not reduced. No stakeholder requested direct amending of the product specific delegated measures for simplification purposes since the savings effect from an earlier application of measure 1 was considered relatively small compared to the risk of a regime resulting in less visibility and effectiveness of the label.

Establish “digital only” labels for delivery by suppliers (while maintaining duty to display labels at the point of sale)

This measure was put forward by manufacturer associations ⁶⁷. The printed label would no longer be transmitted by suppliers, and it would be the responsibility of retailers to ensure that labels are available to be displayed at the point of sale. No flexibility was envisaged to define the best interaction sharing between suppliers and dealers for label delivery and display. A right for dealers to request printed labels from suppliers would be ensured so as to cushion the shifting burden in particular for smaller dealers. The printed energy label would possibly be replaced by QR codes leading to EPREL at the point of sale, although it could not be estimated for how many displayed models this would be the case. This would oblige customers to seek out the information while shopping rather than being exposed to it automatically. Most non manufacturer stakeholders voiced concerns as to how a digital by default regime for the energy label would affect the visibility and use of label. Denmark and Germany, in their responses provided after the reality check meeting made the point that shifting the responsibility for printing to retailers will result in higher compliance cost due to the fact that a larger number of retailers with lower economics of scale would be in charge of printing labels. The retail sector is more dominated by SMEs who are not generally equipped to automatise or integrate the printing process and do also not have the same economies of scale for printing labels. It was considered by some stakeholders that this is somewhat contradictory to the simplification focus on SMEs. Several MSAs voiced concerns that in the absence of printed labels in boxes, the already high non-compliant incidents

such as missing energy labels, non-compliant misprints (e.g. incorrect formats, monochrome printing) or incorrectly assigned energy labels in physical shops could increase further. Therefore, both the visibility of the energy label and its utility for consumers would suffer.

Digital-only labels for HVAC appliances were supported by the HVAC industry and for tyres by Tyre Europe, but opposed in those cases and in general by the Italian MSA and consumer organisations. Several MSAs could consider wider digitalisation of HVAC labels where the customer cannot be expected to see the product and its packaging (e.g. when sold as part of a service by an installer).

There is no regulatory precedent ⁶⁸ or behavioural evidence on how consumers react in situations where a printed label is replaced by electronic version for energy-related products.

A JRC study of 2022 ⁶⁹ performed behavioural tests with consumers with both physical food labels and labels for which part of the mandatory information had to be visited via scanning. While a certain discouraging effect on customers from needing to actively look for product information seems plausible to apply also for energy-related products, shopping for many food items in a supermarket with little time cannot be compared to taking a decision on an energy-related product worth hundreds of euros. The methodological set up of the experiment also ‘hid’ one element of food information behind the scannable code (e.g. the best before date) whereas the other information was still on the label so the marginal effort to scan for one piece of information might not have been worth the effort rather than signalling a more structural consumer issue with scannable labels.

⁶⁷ APPLiA, supported by EHPA, Digital Europe, ZVEI.

⁶⁸ No major jurisdiction outside the EU has moved to replace mandatory printed energy labels with QR codes – even though product registries exist in, for example, the United States and Australia.

⁶⁹ [JRC Publications Repository - Using QR codes to access food information: a behavioural study with European consumers.](#)

Full digitalisation would result in a substantial shift of compliance costs to the retail sector since all stakeholders agreed that the objective of the ELR to display at point of sale is to be upheld. The physical cost of a printed label of lower double-digit cents when done at scale is only a small share of the total product cost, well under 0.1% for most covered appliances. Digital only is also not cost-free. There is a cost increase for regulators (MSAs for compensating campaigns and enforcement). Fully digitalising the EU energy label was rejected unequivocally by retailers, MSAs ⁷⁰ and NGOs/consumer organisations. These contradictory views could not be resolved during the comprehensive stakeholder consultation process. The European Parliament has also in the past attached importance on disclosure policies being inclusive. Although an estimated 94% of EU households have internet access as of 2024, some still lack access to smartphones or have limited digital literacy.

Re-enforced responsibilities for online marketplaces

Throughout the stakeholder consultation, retailers, manufactures and MSAs called on the Commission to make online marketplaces the responsible economic actor where product information or the label is not correctly presented and/or for third country products that are non-compliant and for which no responsible economic actor can be identified by MSAs. This would deviate for products in scope from the general rules under the DSA and creating a separate regime for energy-related products. Actors with a broad product portfolio would have to follow different rules across their product portfolio. In addition, several other relevant legislative files are either in preparation or being reviewed (notably the MSR in view of the European Product Act), which might be more suited for such deliberations.

Repeal the TLR and merge it with a possible future ESPR measure on tyres

Since the Commission, in the context of the working plan under the ESPR, has included the consideration of possible requirements for tyres among the priorities, and since the ESPR in principle allows for product specific measures/delegated acts to include ‘ESPR labels’, an option could be to merge the tyre label with an ESPR measure. However, this is at present a purely theoretical option as the latter is still at an early stage of assessment and development, and experience shows that product specific measures generally take at least 4 years to develop. This option has therefore been discarded for the purpose of this proposal. The TLR is, with the caveats discussed in this Impact Assessment and the TLR implementation report, overall working well and tyres are already registered in EPREL, which stakeholders are used to work with. Any decision to merge or change the ELR and TLR (which have different legal bases) would need to be carefully considered once the case of specific ESPR-based measures for tyres has been fully assessed, in particular for safety aspects that are also covered by the tyre label. Major changes in the legal architecture at this stage would risk causing legal uncertainty and unpredictability for little practical gain.

6. WHAT ARE THE IMPACTS OF THE POLICY OPTIONS?

6.1. Impact of policy option 1

6.1.1. Economic impacts

The main type of cost assessed for this proposal are changes to administrative costs. The relevant stakeholders concerned by changes are suppliers, retailers and MSAs. The current and

⁷⁰ Belgium was the only MSA open to implement digital only.

proposed requirements apply equally to EU-based and third country manufacturers and hence do not affect relative competitiveness. The following details the economic impact per measure.

Economic impact of M1:

The obligation to have by default a printed label accompanying each product unit currently results in an estimated **EUR 83 million per year in costs for suppliers** for 347 million products⁷¹ with energy labels sold on average in a year and assuming an average of EUR 0,24 per printed sticker label⁷². Policy measure 1 proposes to remove the printed by default rule and provide the flexibility to specify the best regime for label delivery and display for each product-specific delegated act. There is therefore a clear sequencing and the extent of the savings depends on the details adopted when the currently 16 product specific delegated acts are reviewed.

Labels would as a rule only be printed by the dealer at the point of sale to the extent needed for display. For products for which the review shows that printed labels accompanying each unit are no longer necessary (e.g. several MSAs indicated that they could accept digital label transmission from supplier for situations in which the label will mostly not be seen by the consumer before the purchase such as for large HVAC that needs installation), savings will occur when only the labels needed for display get printed. No label printing would occur at the wholesale dealer level - instead the EPREL registration number/link or QR code would need to be transmitted - and no printed label would be involved in online sales. These savings are recurrent savings.

Removal of the printed label default and flexibility for product-specific delegated acts would most likely not fully remove physical delivery by suppliers and hence would not reach the maximum estimate of EUR 83 million p.a. This is because it can be expected that for some products it is more appropriate to keep supplying physical labels (at least in some instances) or some manufacturers might decide to include the printed label voluntarily in each box.

Future rules could establish that it is sufficient to display the label on the product and/or the packaging – in such a case there is no saved printed label. For a manufacturer running large volumes, printing energy label information directly onto packaging is probably cheaper per unit than sourcing, storing, and applying a separate sticker, but the change in compliance cost when moving to a printed label on packaging needs to be determined. Other options such as the adding the EPREL identification number/QR code directly on the nameplate of the product could be envisaged for some products. This could to some extent replace the printed label, at least as far as its role as a reference for end customers (and recyclers) in the “post-sale” phases of the product lifecycle.

Part of the compliance cost for displaying label in physical shops will be shifted to retailers who sell to the end customer, depending on the product-specific rules. Order sizes vary depending on the size of the dealer at the point of sale and the product – from as little as 5 HVAC units per order for small specialist distributors for several months to 100 for white good

⁷¹ This figure excludes tyres and lighting products that have separate regimes. Source. EIA Overview Report 2023 VHK for European Commission DG Energy.

⁷² An estimate of on average EUR 0,24 (range EUR 0,20-0,29) as costs associated with supplying a physical energy label is given in a not yet published interim report for technical assistance on the setting up of labels under the ESPR and on preparation of an implementing act on their layout.

orders for large retail chains per months to 1000 units per month for consumer electronics. Assuming conservatively an order size per model of 20 on average across products would mean that instead of now 20 labels, only 1 would need to be printed at the point of sale (however possibly with a higher cost per printed label as scales are much smaller). Printed label cost in such a case would **represent EUR 7 million** (at a price per label of EUR 0.40) for retailers in contact with end customers. The effect can be contained through the option to request printed labels which is included in both options although this would itself involve cost due to the time needed to approach suppliers. In that case the costs go back to the supplier. The removal of the obligation to provide separate images of the label for tyres and under ELR also reduces the administrative burden for suppliers, albeit it minimally as many already rely on the label generator feature in EPREL.

In summary, **net overall administrative cost recurrent savings of up to EUR 76 million** can be expected across all affected actors. If the removal of physical labels were to negatively affect consumer choice, there could be a trade-off between the specific objectives 1 and 2, hence the need for product specific assessments and delivery and display modalities.

Economic impact of M2: PIS fully electronic. No more printed PIS upon request

Since electronic PIS transmission was already adopted for all products and printed PIS are hardly requested from suppliers, there is no direct reduction in administrative cost.

Economic impact of M3: Right for dealers to display label on electronic shelf labels

The significant upfront costs for electronic self-label systems make probably only sense for dealers managing many model variants with many units per model, there are advantages from integrating label display into the wider automated price and stock management, connecting directly into the EPREL database, and with this not only saving costs but also minimising the risk of erroneous label display. Dealers would make their own judgment on the cost of the infrastructure versus the time and cost avoided and thus can be expected to only use the option when it is economically advantageous. No economic impact from this measure is therefore quantified.

Economic impact of M4: Simplified transition for suppliers

Over the past few years, the Commission adopted on average one product review per year under the energy labelling framework. Excluding lighting and tyres from annual sales that have separate regimes for label delivery and do not use sticker labels in boxes gives an average of 24.7 million products in scope sold in a year, which for the 4 months transition period (1/3 of the year) would need to deliver one printed label less and deliver the other label according to the modalities of the delegated act under this measure. This saves at least around **EUR 2 million administrative label cost per product group/year**. The measure was broadly supported at the reality check.

Economic impact of M 5: Simplified transition for retailers

Removing the obligation for dealers to change the label on display within 14 working days and allowing them to continue selling stock with non-rescaled labels for all products - not only those covered by the exemptions in the current rules bring savings for dealers. The period for selling old stock is expanded from 9 months to 12 months. It is mainly smaller importers and

specialist retailers who cannot absorb large write-downs of unsold seasonal stock, hence this benefits those in particular. Longer sell-through periods can be expected to bring cost savings for retailers in particular for high volume items such as lighting products where relabelling or repackaging for each unit would become costly. MSA views on grandfathering of stock with non-rescaled label differed as to whether it should be allowed and for how long. ^[66] The removal of the 14 working days for display effectively converts a recurring unplanned compliance cost for dealers into a planned stock management activity, which is inherently less burdensome. An average across all product groups of 24.7 million sold units are affected per year by a label transition, for which a display ratio of 1:20 is assumed (1.235 million), 5 minutes on average for changing the label(s) on display at the EU average wage of EUR 33.5 per hour in 2024 ⁷³, delivering **EUR 3 million savings for retailers** one-off when a label transition occurs.

Economic impact of M6: Authorised representatives' responsibilities clarified

This change affects 301.474 models registered by authorised representatives of third country manufacturers under the ELR and TLR who will need to upload a copy of the mandate from the manufacturer established outside the Union providing contact details of both manufacturer and the authorised representative and information on the duration of the mandate, and indicate for all registered models covered by the mandate. A mandate could cover more than one model number (i.e. be common for several or all models). This results in **one-off costs to gather document and upload in EPREL estimated at up to EUR 10 million**.

Direct cost benefits result from this measure mainly with the MSAs that will in the future save time and resources to follow up with authorised representatives. If one assumes each of the 129 MSAs deals with just 5 % of authorised representatives in its jurisdiction (assumed to be allocated evenly for simplification), this results in 117 interactions per MSA per year or 15.000 in the EU overall. If one assumes identification and location of the authorised representative and follow up take 8 hours without mandate rather than 30 minutes if the mandate is readily available in EPREL, staff **cost savings for MSAs of EUR 3 million annually occur**. This time saved can be used for additional enforcement activity. In addition to the time saved, there is also a non-quantifiable structural enforcement improvement when verification lags disappear. There will also be a more limited time and cost saving for authorised representatives not having to respond to as many inquiries. Indirect benefits occur with manufacturers and retailers in the EU subject to unfair competition when rules are poorly enforced.

Additional duties upon authorised representatives which cannot be quantified stem from the added obligations to provide a MSA, upon a reasoned request, with all information and documentation necessary to verify compliance in an official language which can be understood by that MSA and to notify MSAs of any changes in the tasks performed by the authorised representative on behalf of the manufacturer and in particular the finalisation of the mandate. These occur only in limited occasions of either suspected nonconformity and or end of mandate.

Economic impact of M7: Online marketplaces to verify in EPREL before offering a product for sale

⁷³ Eurostat.

The measure applies to EU-based and third country online marketplaces equally. This compliance burden is concentrated on big online marketplaces (Amazon, eBay) who can work with APIs in which case marginal costs for checking are close to zero for products that are duly registered in EPREL and where the supplier has communicated the EPREL identifier. However, this might not be the case for smaller local online marketplaces.

If an online marketplace needs to verify manually, one can assume 10 minutes checking time per model on average. It is difficult to establish how many units are offered by retailers without API, but conservatively assuming 20 % of currently listed items in EPREL would result in **EUR 2 million in annual labour cost** for manual EPREL verification across online marketplaces, close to zero cost for non-manual.

The most important non-quantifiable benefit from a mandatory pre-listing EPREL check is the changed incentive structure for third-country sellers. If a product cannot be listed without an EPREL registration number, non-registration is no longer a viable compliance strategy. This eases MSAs; workload.

Economic impact of M8: Information in EPREL does not need to be re-entered in DPP/ both databases linked

Suppliers are required to enter the parameters and technical information in EPREL for every model under the ERL and TRL. A similar requirement will become applicable for the future registry under the DPP. Whether or not products subject to DPP requirements are required to have unit-level DPPs (a DPP for each individual product, rather than one per model-type), the model level information should be provided in accordance with the “once only” principle. This makes it necessary to ensure a link between the two central registries/databases, avoiding the need for suppliers to re-enter the information registered in EPREL for all registered models.

One hour per registration is assumed for the purposes for the future DPP registration. At average EU wage of EUR 33.5 per hour in 2024, the measure saves one-off administrative costs for suppliers of **up to EUR 66 million** for the 2 million models product models currently in EPREL that would not need to be spent to enter the same data again in the new DPP registry (depending on the degree of overlap of information requirements). Savings will continue to accumulate for future registrations if suppliers need to only register once and not twice.

Economic impact of M 9: Member States to accept information in EPREL

Since the number of incidents in which information is requested again is not known, it is difficult to quantify the effect of this measure. However, at least for some product categories, this can be consequential. Especially heating appliances where many Member States or subnational public authorities operate public incentives programmes based on national “eligibility lists” (e.g. like the German BAFA lists ⁷⁴), the effort to apply for being accepted on such lists and provide documentation to that effect can be substantial. The cost is both direct in terms of the administrative effort required, but also indirect in terms of the negative impact it has on effective competition in the Member States where such processes risk causing de-facto barriers for entry. These savings will arise for suppliers, but they will also face one-off costs for voluntarily uploading certification or test reports in EPREL (as MSAs sometimes ask to

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https://www.bafa.de/DE/Energie/Effiziente_Gebaeude/Waermeerzeuger_Portal/waermeerzeuger_portal_node.html.

have reassurances that the information in EPREL is correct/reliable). Under the “once only” principle, this would however be more attractive than providing such information to several Member States bilaterally. The economic impacts are not possible to quantify but the main impact would likely be the positive effect of stronger competition in the internal market that would be more material than any changes in administrative costs.

Economic impact of M10: Commission to provide benchmarking report on MSA enforcement as reported in ICSMS every 4 years and MSAs can request Commission to hide model entries in EPREL until compliance ensured

The measure results in direct costs with the Commission.

Since MSAs are already under obligation to report results of in-depth checks under the market surveillance regulation the costs of performing and reporting in-depth checks are not accounted here again.

Economic impact of M11: Modified empowerment for Commission to amend the TLR through delegated acts for regulatory alignment/technical details

The shift from co-decision to delegated acts for technical details for label review and display produces net positive economic impacts for all stakeholders through faster regulatory adaptation, reduced compliance planning uncertainty and reduced regulatory uncertainty. However, the actual changes to fuel efficiency, wet grip and noise requirements would only occur once the delegated acts based on the new empowerment enter into force. In the meantime, as e.g. stated by BMW group in their contribution to the call for evidence, E manufacturers of high performing tyres have no means of showing this to customers as the tyre label is and offers little differentiation and therefore little incentives to manufacturers to improve performance.

Economic impact of M12: Once only addition of test reports in compliance part for tyre labelling

The proposed obligation for tyre suppliers to upload test reports or an explanation of the value extrapolation in the (non-public) compliance part of EPREL generates a one-off administrative cost per relevant registered tyre model ⁷⁵.

For new registrations, it is assumed that the cost will be partially compensated by the removal of the current obligation to provide protocols of the testing, grading and measurement pursuant to Annex VII, point 2 c, of the TLR. For existing entries, an update is necessary. Parameter values reported in EPREL are assumed to be mostly exported from a supplier’s internal data system in a single operation covering tens or even hundreds of tyre types (models). Thus, the incremental cost of this measure, with a duly managed internal data system, should be negligible. Furthermore, the supplier’s internal systems enables much lower costs than manual management, should a MSA ask a supplier to provide documentation. Assuming conservatively that, for a third of tyre models in EPREL (95.000), upload would not be

⁷⁵ If for a specific tyre size, performance is better than the “worst case” for the entire family featuring on the type approval documents, this must be the result of a test or the application of an extrapolation rule applied by the manufacturer.

automated but manual, with an average of 2 hours per model ⁷⁶, the one-off administrative cost is estimated at approximately **EUR 6 million**. Currently, when an MSA wants to verify a tyre model, it must formally request the test report from the supplier, wait for a response and then assess whether what was provided is complete and authentic. This process can take weeks, particularly if the supplier is a third-country manufacturer or an authorised representative. A reasonable assumption for the administrative handling time saved per compliance check if the testing report is available in EPREL is about 4 hours. Assuming 1000 document checks per year, this results in EUR 134.000 saving recurring annually. Often it is not possible to establish compliance as key elements are missing from the information supplied which might lead MSAs to not undertake verification at all since in the absence of the information in test reports or on extrapolation only in-depth checks can determine that claims made for registered tyre model are correct. A laboratory test for tyres costs in the range of EUR 5.000–10.000 depending on the parameters tested. If access to the uploaded report avoids even 50–100 lab tests per year across the EU, the saving is EUR 150.000–EUR 1.000.000 annually (midpoint EUR 575.000) on avoided testing costs, before counting staff time. There is also a cross-benefit from EPREL holding test reports for the distinct safety enforcement communities, and an indirect positive impact on compliance when a supplier who has not conducted the required standardised testing is prevented from uploading ⁷⁷.

Four MSAs and the AdCO Tyre labelling chair that provided input on this issue during the consultation supported this addition. By allowing a summary of test reports the confidentiality concerns expressed by Tyres Europe are addressed (noting that anyhow the documents can only be accessed by MSAs in the restricted, non-public compliance part of EPREL). It can be expected that the obligation impacts to a larger extent suppliers of low-cost brands, often imported hence also benefiting compliant EU manufacturers. The reason why adding this administrative cost was considered appropriate for both policy options (unlike for energy related products), is significant non-compliance and associated safety risks.

Economic impact of M 15: Removal of label display obligations for vehicle dealers

This measure removes the obligation to display the tyre label for car dealers in approximately 10.8 million instances in which new passenger cars were sold (in 2025) in the EU ⁷⁸ and also for sales of light and heavy-duty vehicles. Most car manufactures rely on the supply of tyres of the same size from different tyre manufacturers ⁷⁹. Displaying all the labels (up to 6 for the most sold models) in a vehicle offer places a burden on car dealers that brings no benefit for customers as they cannot chose the tyre to be mounted. Even if one can assume that most car dealers will work with EPREL in an automated manner, it saves car dealers in the future the

⁷⁶ The cost per model depends on three variables: whether the report can be uploaded as is, whether it requires confidentiality screening and whether the supplier must instead produce a structured summary (for instance where the original report is held by a third-party laboratory and cannot be shared in full). For suppliers that do not hold the test report directly — in particular importers and authorised representatives of third-country manufacturers — an additional coordination cost arises from having to request the document from the original manufacturer.

⁷⁷ Out of the total of 230 in-depth checks reported in ICSMS until end 2025, 5 products posed a serious risk and 16 a high risk. Compliance was reported to be low in Member States. Ireland has posted test results of 36 tyre models in the ICSMS database and found just 33% compliance in 2024 and 51% in 2025. Germany has posted test results from 60 tyre models subjected to in-depth testing and found just 37% compliance in 2023, improving to 58% in 2024.

⁷⁸ European Automobile Manufacturers' Association (ACEA), 27 January 2026. <https://www.acea.auto/pc-registrations/new-car-registrations-1-8-in-2025-battery-electric-17-4-market-share/>.

⁷⁹ For security of supply and to put tyre manufacturers in competition.

software interlink with EPREL to retrieve labels for display in offers as well as the printing of labels for display. For an estimated 35.000 car dealers in EU, this saves an estimated EUR 10 million EUR annually in IT maintenance. One can assume conservatively marginal zero printing costs when including it in offer documents, but with staff cost of 5 minutes to include the label into such documents still obtains savings of EUR 30 million annually.

Summary of administrative cost impact for all measures under policy Option 1

	One-off savings (EURm)	Recurrent savings (EURm, annually)	One-off costs (EURm)	Recurrent costs (EURm) annually)
M1		Up to 83 for supplier ELR		7 for retailers
M2	-	-	-	-
M3	-	-	-	-
M4		2 for suppliers ELR	-	-
M5	-	3 for retailers	-	-
M6	-	3 for MSAs	10 for authorised representatives	-
M7				Up to 2 for online marketplaces
M8	Up to 66 for suppliers	Yes		
M9	Yes	Yes		
M 10	-	-	-	-
M11	-	-	-	-
M 12	-	0.7 for MSAs	6 for tyre suppliers who need to demonstrate better performance	-
M15		40 for car manufacturers and dealers		
TOTAL	Up to 66	Up to 131.7 including public authorities (up to	16	Up to 9

		128 only companies)		
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Most of the quantified savings occur with suppliers mainly in M1 and M8. The effect on retailers is a net cost of EUR 4 million annually from M1 and M5, contained by the addition to be able to request printed labels with suppliers under M1 included due to the higher share of SMEs in retail. Part of retailers will benefit from better enforcement around online market marketplaces and authorised representatives. M 15 saves for car dealers due to the large number of new car sales in the EU. MSA benefits are recurrent and can contribute to better enforcement under limited financial resources. Customers would likely benefit from other but non-quantified benefits from stronger competition from strengthened application of the “once only principle” related to more consistent use of EPREL for national incentive programmes.

6.1.2. Social impacts

The main direct social impacts of the measures contained in policy option 1 would arise from any impact on customers from amending the label provision scheme. Other indirect impacts would come from better compliance for energy-related products and tyres and more effective enforcement activities, for more compliant products and ultimately more energy savings.

Social impact of M 1:

The measure removes the rule to have a printed label in each box as a default. Since modalities for delivery and display of labels can be adjusted per product, end customers should benefit from tailored rules that ensure that, for heating appliances, an installer includes the energy label in its offer and in its advertisement as that is the moment at which a purchase decision is taken. Customers should not be affected negatively by the removal of printed labels accompanying each unit, since the obligation that a label is displayed at the point of sale is maintained. Dealers can still request a printed label from suppliers to contain the risk of missing labels in display. However, several MSAs warned of a negative effect of no longer having a printed label coming with each unit, even if most labels were not used for display. Any shift to digital label provision by suppliers and/or for display by retailers would have to be preceded by a consumer testing as part of the review study to see how consumers react to the fact that they need to actively look for the information rather to be exposed to it.

Social impact of M 2: no more printed PIS

Customers and retailers will in the future need to digitally access additional information in the PIS via the QR code as those will no longer be supplied printed upon request. However, it seems that such requests were rarely made in the past, hence this should not have a significant social impact.

Social impact of M 3: Electronic label shelf display (once technologically mature enough to respect label display provisions)

This measure is expected to not be applied immediately since the technology of electronic price displays is not yet sufficiently developed to allow for the electronic display of the energy label. Once the technology allows for the use of electronic shelf labels, the customer should not be

affected negatively as the label is placed in vicinity of products on display at points of close to the product or on it in a way that they are unequivocally associated to the specific model. In addition, the label and its information will be made visible for potential customers without any further necessary manipulation. It will only become reality once the label can be properly displayed in correct size and resolution.

Social impact of M 4 and 5: Simplified transition for suppliers and retailers

The transition from a non-rescaled to a rescaled label inevitably results in a certain degree of confusion for the consumer as, in the overwhelming number of cases, the ambition increases, and the scales of the label are not comparable due to changed testing methods and higher ambition.

Under the current rules, there is a confusion of the customer linked to the fact that suppliers are required to register a model for a short period of time to be able to comply with the requirement to deliver a rescaled label, even when the unit will be non-compliant after the rescaling. There is also a confusion because the customer will find two printed labels in the box with different scales such as the A+++ to D scale and the other one the A-to-G scale.

Under the proposed measure, the transition period allows for parallel presence of the non-rescaled label and the rescaled one in shops and online for up to 12 months. Consumers who do not understand the rescaling will for this period be directed towards the appliances with non-rescaled labels which look better for the class in display rather than the rescaled ones and might be buying less efficient products with this– unless the transition is explained in shops by information in store or by shop assistants. Article 7(3) of the ELR already requires Member States to accompany the introduction of rescaled labels with information campaigns and the Commission to support such activities and this article remains unchanged.

A solution with parallel labels for 12 months with simpler transitional arrangements for economic actors and reduced waste is considered preferable over a variant with 4 months confusion and complex obligations. Grandfathering of stock commissioned before the switch date with the non-rescaled label is already practice in other jurisdictions e.g. Australia and it can therefore be assumed that the existing parallel labels have a limited confusing effect and the co-existing models with the different labels are similar to product variants (such as models in different colours) .

Social impact of M 6: authorised representatives

This measure is expected to improve the situation for customers since the changes are intended to allow MSAs to more effectively verify and ensure compliance for products registered by authorised representatives. This in return should ensure that products from third country manufacturers supplied through authorised representatives more likely comply with the declared label information. This is an indirect effect and will depend on actual enforcement activities at national level.

Social impact of M 7: Online marketplaces

The measure adds clarity to the responsibility of online market places, including the new task that an online marketplace should only offer products that have a corresponding registration in

EPREL. This limits cases of mimicked energy labels that are not covered by the ELR and also limits offers from non-verified suppliers.

Social impact of M 8: DPP and EPREL once only

No impact expected.

Social impact of M 9: EPREL once only for national financial support schemes

This measure contributes to more effective financial incentive schemes with cross-border competition as complying with EPREL identity verification and information requirement should be acceptable for participating in financial support schemes.

Social impact of M 10: Commission benchmarking report ICSMS

Indirectly contributes to a convergence of enforcement efforts across Member States and a convergence of enforcement levels across Member States.

Social impact of M 11: modified empowerment under the TLR

This should ensure more effective tyre labelling as updating the label via delegated acts to cope with technological evolution and more stringent requirements set under UNECE or, in future ecodesign requirements on tyres. As observed in the implementation report, effectiveness of the tyre label is increasingly limited as the vast majority of tyres are crowded in the two or three top classes⁸⁰. A more timely update of the annexes to the TLR is paramount to ensure that the tyre label offers sufficient differentiation for consumers and thus interest in the label and searching in EPREL.

Social impact of M 12: Testing report

More effective compliance control, facilitated by uploading in EPREL the necessary documentation to mitigate the need of expensive testing, should increase consumer trust in the parameter values displayed in the label.

Social impact of M 15 for vehicle dealers

Tyre customers will no longer receive car configuration offers or invoices with labels for all tyres possibly to be mounted at the factory as, apart from premium or diplomatic sales, they are not given any possibility to choose one. Their choice is therefore not restricted compared to today. There will also be no confusion or partial duplication with the CO₂ label for cars.

6.1.3. Environmental impacts

The simpler transition from one label to another and extended period for selling stock with non-rescaled labels reduces waste from products that can generally be sold and marketed until 12 months after the date of the label change. However, the effect cannot be quantified as it is not clear how many units are destroyed and what dealers do with unsold models.

⁸⁰ E.g. 87% of car tyres are in A, B or C for wet grip, and 100% in A or B for noise emissions.

In terms of environmental impact for 347 million EU energy labels and standard label dimensions of 110x220 mm in the baseline, the printed label obligation results in 419 tonnes of backing liner⁸¹ (the discarded backside of the label which usually is silicone coated and not recyclable) plus avoided material for the label and 1.5 tonnes of Cyan, Magenta, Yellow, Key (CMYK)⁸² ink. In policy option 1, this is reduced proportionally to the degree to which printed label for display are reduced. The environmental footprint of the energy label (change) is negligible compared to the environmental gains in terms of CO₂ and energy savings of the policies and would quickly be undone when insufficient printed labels result in consumers buying less efficient appliances. Therefore, the product-specific delegated acts will need to ensure that any changes to the current way in which labels are delivered does not result in lower effectiveness of label-related information. There is a small positive environmental impact when the obligation to add two printed labels during a rescaling period is removed. However, there is a reverse negative environmental impact from the temporary disclosure for consumers when the rescaled label coexists with the non-rescaled label when this results in consumers deciding against better performing appliances and products with a more ambitious label scale.

6.2. Impact of policy option 2

6.2.1. Economic impact

Economic impact of M13: Addition of critical information requirements for public part of EPREL for tyre suppliers

If all tyre registrations are used for the calculation and non-automated entry is assumed for all, **EUR 6 million occur as a one-off cost for updating the information in EPREL.** This is a conservative assumption. As noted for M12, tyre suppliers maintain internal product databases with all these tested / calculated parameters requested for the EPREL database. The incremental cost of the five new parameters along with the other required fields is virtually zero. When preparing an internal database extract to upload through EPREL's API, it would involve selecting five additional columns which are then automatically uploaded into EPREL and processed for use. This would add virtually no cost for future tyre model registrations in EPREL as exporting for uploading through the API is automatic and does not require manual intervention. Some tyre manufacturers already provide this information voluntarily in EPREL and they would not have to adjust further.

Detailed data in the central registry may also reduce burden on tyre manufacturers and on vehicle manufacturers when having to comply with other legislation such as Euro VI⁸³.

Economic impact of M 14: Inclusion of fully harmonised specification of simplified label display/nested display in Annex of the TLR

This measure is the immediate result of including clarifications of technical requirements directly into the annexes, saving time that would be required to revise them based on the wider empowerment. This means that earlier than in option 1 MSAs can enforce simplified labels for

⁸¹ This is based on 50 g/m² which is a commonly cited industry parameter for standard silicone-coated glassine liner used in self-adhesive label stock. Cf e.g. [AR160 TT BG40 BROWN FSC S692N SGP-BG40WH FSC EN](#).

⁸² Assuming 15% coverage at ~1 g/m² per colour pass.

⁸³ Currently all truck manufacturers have to request this data from all tyre suppliers providing OEM tyres: a query to EPREL may avoid these requests.

online display and ensure the diverging formats disappear and labels become harmonised and comparable for customers. The measure is supported by tyre manufacturers.

Summary of additional cost impacts for measures under Policy Option 2

#	One-off savings (EURm)	Recurrent savings (EURm, annually)	One-off costs (EURm)	Recurrent costs (EURm, annually)
M13	-	-	9.5 for tyre suppliers	Yes
M14	-	-	-	-

Total administrative costs and savings under option 2:

	One-off savings (EURm)	Recurrent savings (EURm, annually)	One-off costs (EURm)	Recurrent costs (EURm, annually)
TOTAL	Up to 66	Up to 131,7 including public authorities (Up to 128 only companies)	Up to 25,5	Up to 9

The difference with policy option 1 is the higher one off costs for tyre suppliers (here represented with conservative assumptions on the extent to which manual data entry occurs).

6.2.2. Social impact

Social impact of measure 13:

The additional information will allow customers, in particular public procurers and fleet managers, and more generally users needing replacement tyres, to make better use of the entire information registered in EPREL. Moreover, if this measure increases the fuel efficiency for tyres in the EU, this can contribute to energy savings in road transport which can help to containing energy price issues in the current crisis (for those customers who use EPREL).

Social impact of measure 14:

It can be expected that simplified labels in e-commerce for tyres become more harmonised an once it is clarified how this has to be implemented and allowing customers to compare which is currently not possible in many instances. The more immediate clarity and enforceability for tyre labels delivers indirect benefit to customers (which in the case of tyres also relate to safety aspects) and a more uniform appearance for tyres sold online can contribute to better familiarity and use of the tyre label.

6.2.3. Environmental impact

There are very minor environmental impacts from reduced printing needs when simple labels can be used which is so far not possible. There can also be potential energy use savings when customers make better use of EPREL to find fuel-saving tyres.

7. HOW DO THE OPTIONS COMPARE?

1)

Effectiveness, efficiency and coherence are the criteria that are used to compare the two policy options, with each given the same weight. Also, the delivery towards both policy objectives is given equal weight.

Effectiveness

Both policy options' effectiveness is similar as they are the same for amending the ELR for both specific policy objectives and some elements for TLR.

The difference lies in how fast and effectively the ELR and TLR are simplified for tyre suppliers and retailers and to what extent tyre label compliance is improved. In policy option 2, the full technical specifications on how to apply a uniform and simplified label become applicable and available once the measures enter into force. This means the details are available sooner for market actors and MSAs, which is both a simplification for tyre suppliers and also an improvement for compliance when full details are available.

Early availability was considered important since in 2025, 1.660.783 visits for tyres in EPREL were recorded – resulting in more than twice the ratio of visits over energy-related products registered in EPREL⁸⁴. This means that tyres are more visited for EPREL than energy-related products and a quick update of the new information requirements can improve the user experience earlier.

For an estimated 20-30 million tyres per year sold online in the EU, MSAs would be better equipped to check label compliance. In policy option 1, the possibility to use the simplified display is offered immediately, but no specifications on how to show the label with three categories properly, including for nested display. This will effectively mean that MSAs might not be able to enforce this provision.

Efficiency:

Efficiency compares benefits and costs which could be monetised for administrative cost savings and cost additions relatively consistently for this IA, however other economic impacts around indirect effects on competition or better compliance etc. could not be quantified or monetised.

Policy options 1 and 2 differ in administrative costs by the quantified 9.5 million EUR one off for tyre suppliers. This will be applicable to both EU-based and non EU-based manufacturers, creating no competitive disadvantage for EU-based tyre manufacturers. This can be compared against less useful already registered information in EPREL when key parameters are missing and compromise the use of the entire set of information registered.

⁸⁴ In 2025, 1.660.783 visits in EPREL were recorded for tyres and 4.977.310 for all energy related products. Tyres had 245.167 registered models in August 2025 and energy related products 4.977.310. Putting registrations and visits for each group in relation results in 2.9 visits per registration for energy-related products versus 6.7 for tyres.

Coherence:

Internal coherence is improved similarly in both policy options when the wider empowerment to revisit the label is aligned for the TLR with the procedures applied under the ELR. There is more coherence with the upcoming CO₂ label for cars when car dealers do no longer have to display also the tyre label. In policy option 2, the additional full inclusion of technical specifications for how the tyre label is to be shown in simplified class arrow mode and nested display improves internal coherence as such annexes exist for every product-specific delegated act under the ELR. In policy option 1, the technical specifications would only be added after the measures enter into force and the subsequent delegated act procedure amends the TLR for the specifications, hence possibly a few years later than for policy option 1. Internal coherence is also better achieved in policy option 2 for the additional information parameters for the public part of EPREL, since for other energy-related products no comparable usability gap for searches and comparisons exists.

External coherence:

Both policy options are similar for most parts since measures that would have created sector-specific deviations from general rules under the DSA or the MSR were discarded upfront. Policy option 2 can be considered more externally coherent when the TLR is directly amended now, rather than in a few years via delegated acts, possibly interfering with the planned tyre-specific provisions under the ESPR.

Policy option	Effectiveness	Efficiency	Coherence
Policy option 1	+	++	+
Policy option 2	++	+/++	++

8. PREFERRED OPTION

Based on the analysis above, the preferred option is policy option 2 which uses the occasion of the simplification to update the TLR for technical details for immediately improved compliance and enforcement and better use of EPREL for the product. It also makes the TLR more aligned with the ELR. Policy option 2 still brings substantial net administrative cost savings of up to 123 million EUR p.a. annualised over a 10 year period.

8.1. REFIT (simplification and improved efficiency)

The proposed policy option is in line with the REFIT objectives of simplification and reduction of red tape as it explores means to reduce compliance costs for suppliers and retailers and also increases the benefits from the EPREL database and improves effectiveness of MSAs.

8.2. Application of the ‘one in, one out’ approach

The intervention amends the ELR and TLR. In accordance with the 'one in, one out' principle, this proposal generates up to EUR 123 million net annualised savings over a period of ten years for companies. The generated positive impact for consumers, procurers and MSAs is not included in this monetisation. While test reports for tyres are added as information to be

registered in the compliance part, the current obligation to supply test protocols of the testing, grading and measurement is removed.

9. HOW WILL ACTUAL IMPACTS BE MONITORED AND EVALUATED?

One reference point for monitoring the impact for policy objective 2 is the EPREL database that hosts all products with energy and tyre label and that can be used for analysis such as the evolvement of label class populations over time. It will also be possible to monitor whether the number of users for tyre labels goes up because of the additional information requirements that allow customers to better find the right tyre for their vehicle. The ICSMS database and the proposed benchmarking report every four years allows to monitor the results of in-depth checks for all products within scope as well as the level of compliance efforts in Member States. Changes in compliance (including a decrease of display of labels in shops) can be detected by national MSA s compliance checking.

For policy objective 1, the databases will not allow for monitoring and evaluating the effect of the proposal as it is not possible in EPREL to monitor for example the time needed for registration by suppliers. Instead, surveys could be undertaken either commissioned by the Commission or undertaken as part of the EEPLIANT 4 (*see Annex 7*) project running until April 2029 to understand better to what extent rules for retailers and suppliers could be simplified and enforcement by MSAs could be improved. This was the approach taken also for the implementation reports under the ELR and TLR and the supporting IPSOS/Centerdata surveys of suppliers. Also the questions received in helpdesks (EPREL helpdesk and the [Compliance Service Desk - Compliance Services](#) Compliance can be monitored. The following indicators could be used to monitor progress towards the specific objectives:

1) Simplifying rules for suppliers and retailers

Proportion of interviewed suppliers reporting a reduction of administrative costs for label provision (survey).

Proportion of retailers reporting a change in administrative costs around the obligation to display a label at the point of sale (survey).

2) Improving compliance through providing clarifications

Number of questions addressed to the Commission concerning ambiguous provisions in the ELR and TLR

Evolution of questions received e.g. at Compliance Service Helpdesk.

Number of ICSMS entries per Member State (ICSMS database).

Proportion of MSAs that report a reduction in administrative costs around verifying compliance for the tyre label, compliance for products involving authorised representatives (surveys).

Repetition of EU sweep exercise to monitor the improvement of compliance in online shops.

ANNEX 1: PROCEDURAL INFORMATION

LEAD DG, DECIDE PLANNING/CWP REFERENCES

DG ENER PLAN/2025/2742

CWP 2026 Reference: Annex I (New initiatives) Energy: Omnibus to simplify energy product legislation

ORGANISATION AND TIMING

The Inter Service Steering Group (ISSG) on energy labelling and ecodesign (involving the following DGs SG, AGRI, CLIMA, CNECT, COMM, COMP, DEFIS, EAC, ECFIN, EMPL, ENV, ESTAT, FISMA, GROW, JRC, JUST, IDEA, MOVE, REFORM, REGIO, RTD, SANTE, SJ, TAXUD, TRADE) was consulted in writing on 27th March 2026 and had until 8th April 2026 to comment on a draft impact assessment with problem statement, policy objectives, policy options and explanation on how the options will be assessed and quantified.

In response to the comments received, the IA clarifies better the DPP-EPREL interaction as well as the interaction of ESPR with the tyre label. The explanation of issues related to enforcement for products offered on the EU market through authorised representatives was strengthened. EU customs rules were added to the policy context and the baseline.

CONSULTATION OF THE RSB

An upstream meeting took place on 11 March 2026. The RSB comments highlighted the need to show trade-offs and distributional effects, transparency around new administrative obligations, clarify the continued validity of the policy objectives of the current framework and the need for evidence to substantiate the outcome of stakeholder input.

The draft impact assessment was submitted to the RSB on 22 April 2026 for a scrutiny meeting with the RSB on 20 May 2026. The non-qualified opinion provided by the RSB after this meeting suggested the following improvements:

- 1) To improve the analysis of non-compliance
- 2) Better differentiation of the two policy options and improved assessment of social/consumer impacts

DG ENER amended the problem statement for non-compliance by integrating evidence on non-compliance gathered in the two implementation reports and other exercises since. It is explained better how evidence of actual non-compliance in markets is difficult to obtain given the risk-based approach generally used for verification of non-compliance. The analysis of non-compliance has been strengthened and, in that context, it is made clear that compliance checking rarely ever reports the cause of a non-compliance e.g. whether it is intentional or rooted in lacking awareness.

The revised impact assessment report contains a more detailed description of the content of each policy measure and an assessment of the social impact for each measure was added.

Comments regarding the economic assessment of single measures in the checklist of the RSB were also addressed. The cost assessment for tyre suppliers in option 2 is expanded.

Finally, the rationale, presentation and comparison of the two policy options was strengthened so that it is clearer for the reader that the proposed policy measures under the ELR are mostly regrets and therefore identical for both policy options. Rather than artificially creating policy options with only a subset of measures, the description of discarded measures shows that alternatives were considered. Total cost figures for each policy option help the reader to understand the differences better. The additional content of policy option 2 is the immediate integration of clarifications around the tyre label and the addition of an updated list of technical parameters necessary to identify the right tyre e.g. in EPREL. In option 1 this impact would be delayed since the changes would have to be integrated once the omnibus proposal is finalised, the empowerment widened and then used for a review.

EVIDENCE, SOURCES AND QUALITY

Evidence gathering for this impact assessment was carried out in-house at the Commission

The IA builds in large part on:

- The Commission's implementation reports on the ELR ⁷ and ELR ⁸ which are adopted alongside this impact assessment and the proposal.
- Insights gathered from market surveillance, complaints received by the Commission and the ICSMS database, reports of compliance activities carried out in 2024 and results thereof provided by Member States representatives in the Consultation Forum and Adco sectoral formation for energy labelling and eco design.
- Analysis of EPREL statistics
- Two representative IPSOS/Centerdata surveys on the use and understanding of the tyre label and modernised energy labels under the ELR and EPREL, carried out in 2025⁸⁵
- Reports and analysis undertaken as part of EU-funded projects supporting the implementation of the energy and tyre labelling frameworks in particular EPPLIANT Concerted Action (see Annex 7) and [Compliance Services](#).
- Freely accessible commercial data and industry reports. Sales data was taken from the Ecodesign Impact Accounting (EIA) Overview Report 2023, VHK for European Commission DG Energy (October 2023, revised March 2024). All figures are EU27. 2020 is the EIA's most recent historical reference year.
- Feedback from stakeholders during the preparation of the proposal (including the implementation dialogue on 14 October 2025, input provided during and after the reality check on 8 December 2025 and the call for evidence in early 2026. See Annex 2

⁸⁵ [Study on consumer understanding of the EU tyre label applied since 1 May 2021](#) and [Study on consumer understanding of the EU energy labels applied since 2021](#).

ANNEX 2: STAKEHOLDER CONSULTATION (SYNOPSIS REPORT)

Stakeholder input has been gathered at various steps using also existing expert committees supporting the preparation of product-specific delegated regulations under the ELR and supporting MSAs for both the ELR and TLR. This was combined with input occasions open to the wider public (reality check and Call for Evidence (CfE)).

2.1. Implementation reports on the ELR and TLR

The delivery of implementation reports to the European Parliament and the Council is an obligation under both the ELR and TLR. It was decided to not adopt them separately by their deadlines (summer 2025) but instead include them in the simplification initiative. The **Consultation Forum on Energy Labelling and Ecodesign**⁸⁶ a formal stakeholder body established under EU law that brings together 57 representatives from MS/EEA, industry, manufacturers, retailers, importers, consumer organisations, environmental groups, and other interested parties, and the **ADCO sectoral formations for energy labelling and tyre labelling**⁸⁷ under the MSR were both invited to provide input into the implementation reports.

The focus of the questions was on:

- The experience with the shift to modernised labels and the establishment of the product registry
- level of market surveillance activities and results of compliance checks
- the benefits of EPREL for compliance activities by MSAs

While no specific questions on simplification were asked, the experience with implementation still provided insights into aspects that could be simplified.

14 MS/EEA members (AT, BG, DE, DK, EE, IE, IT, LT, LV, NL, PT, SI, NO, IS) represented in the Consultation Forum and/or the Adco energy labelling group and 7 non-MS members of the Consultation Forum (APPLIA, Digital Europe, EHI, EHPA, EPEE, EuroCommerce, Lighting Europe) provided input during April-June 2025.

Responses from MSAs showed a vastly different level of activities across Member States, with some of them also indicating there is in certain years no activity for products within the scope as the surveillance budget is shared with other policies. 2 Member States have an earmarked surveillance budget for energy-related products. The importance of EU-funding for national enforcement activities was evident, in particular for smaller Member States and/or costly laboratory testing. Member State contributions collectively suggest EPREL is valued as supporting tool for market surveillance tool, but also pointed to issues such as low consumer and retailer awareness of the database, early phase problems with unverified suppliers (issue which is solved since such entries are blocked now) and data quality issues such as duplicated

⁸⁶ [Register of Commission expert groups and other similar entities.](#)

⁸⁷ [Adco sectoral formations.](#)

entries or incorrect data. Several MSAs are not yet using more advanced features like the ICSMS cross-link.

Responses from non-MS members came exclusively from business members of the **Consultation Forum** and overwhelmingly from manufacturers (6 out of 7). Data quality issues in EPREL were raised and insufficient market surveillance activity listed in all contributions. EPREL's usefulness was assessed in a very different manner - **Lighting Europe** promoting EPREL as the repository for all information, to replace documents on manufacturer websites, **EHPA** arguing the contrary. **DigitalEurope** promoted the future DPP registry as central registry. Several positions called for improving EPREL filter functions. The proposal to move to digital-only labels was already raised by several manufacturer associations and the **EHPA** contribution mentioned an estimate of EUR 400 per printed energy label without providing details and which possibly includes mainly overhead costs. **Eurocommerce** is positive about EPREL's usefulness, but calls for more interoperability in legal provisions. **APPLiA** praised EPREL as helping against non-compliant products and producers but warned of overreliance on light document checks that can be done with EPREL/AI support at the expense of in-depth compliance checks.

2.2. IPSOS/Centerdata survey on use and understanding of modernised EU energy labels and tyre label

A **representative survey** across 10 EU Member States⁸⁸ conducted by Ipsos and Centerdata in early 2025 on behalf of the European Commission aimed to understand better the usefulness and understanding of selected modernised EU energy labels and EPREL. The survey included around **20.000 consumers** (online survey via IPSOS panel), **125, professional buyers, 200 suppliers, 200 retailers of energy-labelled products** (all per telephone interviews). Main findings reveal that consumers highly value energy efficiency information and often use it in conjunction with factors such as price and brand during their decision-making process. This is particular the case for white goods. Understanding of the label and its components seems high. The upper part of the label showing energy related performance is used more by consumers than the icons on non-energy aspects in the lower part. EPREL seems well known to retailers, but less used by and known to consumers. Suppliers reported mixed experiences with EPREL registration, retailers report higher levels of satisfaction and relatively few problems managing the change from the non-rescaled to the rescaled label. Overall, the research offers significant insights into consumer behaviour concerning energy-related product information and identifies opportunities for enhancing energy labelling systems and EPREL functionalities.

A separate **representative survey**⁸⁹ to inform the implementation report on the TLR across ten EU Member States⁹⁰ interviewed 4.590 **private consumers** (online survey via Ipsos panels), **100 professional buyers** (such as fleet managers and procurement specialists), **40 tyre**

⁸⁸ Belgium, Croatia, France, Germany, Hungary, the Netherlands, Poland, Portugal, Romania and Sweden.

⁸⁹ [Study on consumer understanding of the EU tyre label applied since 1 May 2021](#) .

⁹⁰ Belgium, Croatia, France, Germany, Hungary, the Netherlands, Poland, Portugal, Romania and Sweden.

suppliers, 200 tyre dealers and distributors, and 150 vehicle dealers and distributors (all via telephone interviews).

The revised EU tyre label (in force since May 2021) is used by 40% of private and 80% of professional buyers. Tyre dealers are broadly familiar with the label, but tend to discuss it only when customers ask, which is rare. Tyre suppliers generally understand their legal obligations, but report challenges around space constraints in promotional materials and confusion over the "nested display" rule for online labelling.

Both surveys will soon be published. 2.3. Implementation Dialogue on energy-efficient product legislation on 14 October 2025

Documents and minutes

Link to website: [Implementation dialogue on energy efficient product legislation with Commissioner Dan Jørgensen - Energy](#)

Link to the Summary Report: [Conclusion ID](#)

The **Implementation Dialogue** on energy efficient product legislation was held on 14 October 2025 in Brussels with 23 organisations representing manufacturers, retailers, installers, consumers, online marketplaces, NGOs and market surveillance experts.

The dialogue addressed implementation issues, options for simplification and the role of market surveillance to ensure energy savings, compliance and a level-playing field. A balanced participation across value chain actors and products was ensured.

List of participants

- Administrative Cooperation (AdCo) group for Eco-Design and Energy Labelling
- APPLiA – Home Appliance Europe
- BEUC – The Consumer Organisation
- CEFACD – Comité Européen des Fabricants d’Appareils de Chauffage et de Cuisine Domestiques
- CEMEP – European Committee of Manufacturers of Electrical Machines and Power Electronics
- CLASP
- Digital Europe
- Ebay
- ECOS
- EDRA-GHIN
- EEB
- EHI
- EHPA
- ETRMA
- EuroCommerce
- Eurovent
- GCP Europe
- Independent Retail Europe
- Independent market surveillance expert (DK)
- Lighting Europe

- PROSAFE
- RVO (NL)
- SME United

Main issues discussed/main outcomes

The discussion consisted of two parts:

- Key challenges faced in implementing the energy efficient products legislation and ways to improve and simplify legislation; and
- The role of market surveillance for implementation, challenges of MSAs and proposals for more effective surveillance.

Main outcome

Almost all stakeholders expressed support for energy efficient product legislation. Where adequately enforced, it contributes to competitiveness of industry, a strong single market, innovation, consumer information and affordability. There is a need for clarification of certain concepts, better communication to citizens, more digitalisation, need for faster adoption of the rules and longer implementation periods. Market surveillance requires more effort and resources, as well as increased EU coordination and competence in this area. The rapid rise of online shopping and direct imports by consumers pose challenges for consumer trust and market surveillance. The participants praised the collaborative and transparent processes for the energy efficient product legislation.

Overall implementation progress and assessment

- **Independent Retail Europe** recalled that customers chose price over label, **EUROCOMMERCE** shared the observation that a good energy label is regarded as a quality mark, but that in some cases and without financial incentives this might not be enough to stimulate a change in purchase.
- Some labels for heating, cooling ventilation appliances and tyres label are in practice not used to their full extent for informing consumers.
- **ETRMA (now TyresEurope)** pointed to the specificities of the tyre label with market average performance for energy efficiency still only D and the persistent launches of inefficient models since the final consumer often does not get to see the label of the tyre. As a solution ETRMA proposed (financial) incentives for purchasing more efficient tyres.
- **BEUC** called for online market spaces to be held accountable for third country producers
- **CLASP** added that enforcement is inconsistent across Member States.
- **Hans-Paul Siderius** (academic and RVO/NL) cautioned about having too much hope and emphasis on simplification of EE with product legislation becoming increasingly complex, interoperable, digitalised etc.
- **CEMEP** and **Lighting Europe** pointed to the fact that the savings potential at product level for their applications is becoming increasingly small and that a move to a systems level approach is desirable to bring more benefit.

- **DigitalEurope** was the only stakeholder to caution against horizontal e.g. repairability and standby requirements, suggesting closer involvement of the industry to create guidelines.
- **GCP Europe** (Installers) suggested a broader application of interoperability as was done for the common charger standard.
- **SME United** mentioned the problem of additional administrative burden at national level (e.g. DK national rules adding to solid fuel heater EU rules).

On the process of developing the rules

- Delayed product reviews by the Commission are a problem. **ECOS**, **EEB** and **CLASP** called for more resources at the European Commission.
- Many interventions called on the European Commission to share again, as was done in the past, the full legislative draft texts for feedback prior to adoption.
- **CEFACD** and **DigitalEurope** highlighted the need to have synchronised requirements across legislations

On EPREL

- Most interventions considered the EPREL product registry to be a beneficial, practical tool and a good example for the future digital product passport (DPP), with some pointing to possible improvements for labels, including digital-only energy label, visibility and user-friendliness.
- Many participants mentioned that EPREL has the potential to be a tool for regular (automated) checks on compliance of the registered products.
- **EHI** pointed to persistent incorrect entries undermining EPREL's potential and recommended flagging non-compliant products in EPREL (this idea supported by **EuroCommerce**).
- Retailers report more benefits from EPREL, while manufacturers are more critical.
- **CLASP** called for giving EPREL more visibility with consumers, **GCP Europe** more user-friendliness for installers.

On ESPR/ DPP:

- When interventions referred to the ESPR and the digital product passport (DPP) envisaged in it, different views were expressed: **Ebay** and **CEMEP** said DPP could become the one-stop shop for all information and also the chair of the **Adco** group saw opportunities for MSAs, whilst others (**EUROCOMMERCE**, **Independent Retail Europe**, **APPLiA** etc.) warned of too big ambition and felt the current EPREL system works well.
- **GCP Europe** and **DigitalEurope** warned of overlaps between EPREL and DPP.
- **Prosafe** made the point that enforcement will also be crucial for DPP and the ESPR's success.

On policy stability:

- A considerable number of speakers (e.g. **Eurovent, Eurocommerce, CLASP, Lighting Europe, SME United**) emphasised the value of **policy stability** and predictability for investment certainty, including for related legislation under EU Green Deal such as the EPBD, EED and RED, circularity, but also customs regime.
- One intervention (**EPHA**) pointed to the difficulty for manufacturers to take investment decisions in an ever-evolving policy context with different changing rules on F-Gases, PFAS and product regulation and suggested a regulatory freeze to allow manufacturers to adapt. **EEB** took the opposite view and said EU own manufacturers are often better on regulated aspects.
- One intervention criticised overlapping regulation of products and components (**APPLIA**).
- Several interventions emphasised the importance of giving industry sufficient time to implement the product regulation requirements, but for Commission to speed up the review process.

On the simplification idea to remove obligation to deliver a paper label in each box:

- The **ADCO chair** expressed support for simplification but emphasised that enforceability must be ensured.
- “Digital by default” for the EU energy label supported by several manufacturers associations. Other stakeholder groups insisted on the need for a proper assessment of impacts from no longer delivering printed labels.
- **Eurocommerce** insisted it should not be the retailers’ obligation to print, consumer and market surveillance representatives insisted that the change should not result in lower compliance.
- Simplification needs to respect the main objective ensuring the customer has a label displayed to inform them before the purchase and does not need to e.g. scan the QR code to obtain more info **BEUC**.
- **ECOS**: Paper labels are vital for the effectiveness of the label.
- **EHI** and **GCP Europe** both supported digitalised labels as heating and cooling appliances are bought by an intermediary
- **Independent Retail Europe** highlighted that digital access to the label data is very useful but that essential and safety information needs to physically be with the product.
- **EDRA-GHIN** and **SME United** mentioning the 2-week transition time from the non-rescaled to the rescaled label during which dealers need to change the label in display as a challenge.

On harmonisation

- The merits of harmonisation and standards were emphasised e.g. by **EUROVENT, Lighting Europe, CEFACD, Digital Europe, ERTMA, Independent Retail Europe, Adco group Chair**
- **CLASP** also mentioned the slow progress on standards and processes dominated by industry voices (suggestion for Commission to take more ownership of this).
- **EHI**: Harmonised standards improve competitiveness.
- Two interventions (**EEB and Adco chair**) mentioned the need to have harmonised methodologies to represent real life conditions (better).

On online shopping and imports from third country manufacturers:

- The exponential increase of online shopping and direct imports from outside the EU threaten the level-playing field for compliant suppliers/retailers and undermine consumer protection.
- Legal gap around online marketplaces underlined by many (several manufacturers, MSAs, **Prosafe** and **SME United**), many supported making online marketplaces (EU based and third country based) legally responsible: several manufacturers, several retailers, some MSA experts, **ECOS** and **BEUC**.

On market surveillance:

- There was a call (e.g. from **Adco chair**, **EHPA**, and **Prosafe**) to further address non-compliance, particularly but not solely for online sales. **APPLiA**, **ECOS** and **EEB** called for an EU entity for market surveillance. Both manufacturers and retailers offered to cooperate in efforts to improve compliance e.g. Joint Actions under the MSR. Participants referred to the lack of testing capabilities, high costs of in-depth testing.
- **ETRMA (now TyresEurope)** added to this that claims on the tyre label often are not met in real life which is why more physical testing and coordination between member states is necessary.
- **RVO/NL** pointed to the conceptual weakness of national enforcement for an EU wide single market and called for more cooperation
- **The independent market surveillance expert** suggested AI crawlers for compliance checking and replicable testing elements.
- **EEB** pointed to disinformation campaigns steered from outside on some of the products within scope.
- **EUROCOMMERCE** highlighted that products that are taken to be tested are often held by MSAs for lengthy times before they return to shops.
- **CEMEP** made the point that enforcement is less of a crucial factor with B-to-B products, here programmes to accelerate replacement of old stock are more important.
- **Independent Retail Europe** called for better coverage of low-value products in market surveillance. **Lighting Europe** referred to India as best practice for enforcing rules in online shops.
- **ECOS** highlighted that the Commission estimate of 10% non-compliance is from 2019 and that they expect the number to be higher now. This is why they also support EU-wide coordination.
- Other suggestions for more effective enforcement included:
 - Better cross DG cooperation on enforcement aspects (**Digital Europe**)
 - Improve circularity by recycling e.g. copper from old products, and improve the second-hand market, also for products coming from outside of the EU (**Ebay**)
 - Improve the quality of the data in the ICSMS database (**Prosafe**)
 - Involve private certification bodies (**EUROVENT**)
 - Work with guidance to ensure uniform implementation and help installers and SMEs. (**ADCO chair**, **SME United**)

- Some concepts used in legal texts need clarification such as “professional repairer” or “installer”. (SME United)

Reality check meeting on 8th December 2025

The **Reality Check meeting** on energy efficient product legislation took place on 8 December 2025 in Brussels and via Webex. The meeting was announced on DG ENER’s website and was open to all. In addition, invitations were sent to the Consultation Forum and the two Adco groups.

It united around 160 participants, 139 organisations of which 15 entities were already at the table of the implementation dialogue. Companies and associations representing manufacturers were clearly the most represented group, the category of others include energy companies, chambers of commerce, consultancies etc.

Event announcement: [Reality Check on energy product legislation - Energy - European Commission](#)

The agenda of the meeting:

- Experiences, obstacles, good practices, better implementation/compliance:
 - o Improving usefulness of labels, notably for heating and cooling
 - o Clarification of modalities to display the EU tyre label in advertisement and technical documentation
 - o Clarification of MSA duties and rights and other elements to improve compliance
- Possible simplification ideas:
 - o Suppliers’ obligation in the Energy Labelling Regulation to accompany each product with a printed label and obligation to provide printed labels and PIS on dealers’ request
 - o Obligation to include both existing and upcoming rescaled label during 4 months /obligation to replace existing labels on product display by rescaled label in 2 weeks under the Energy Labelling Regulation (in shops and online)
 - o Simplification of registrations in EPREL
 - o Possibility of revisiting aspects of the EU tyre label via delegated acts

Total: 139 participants

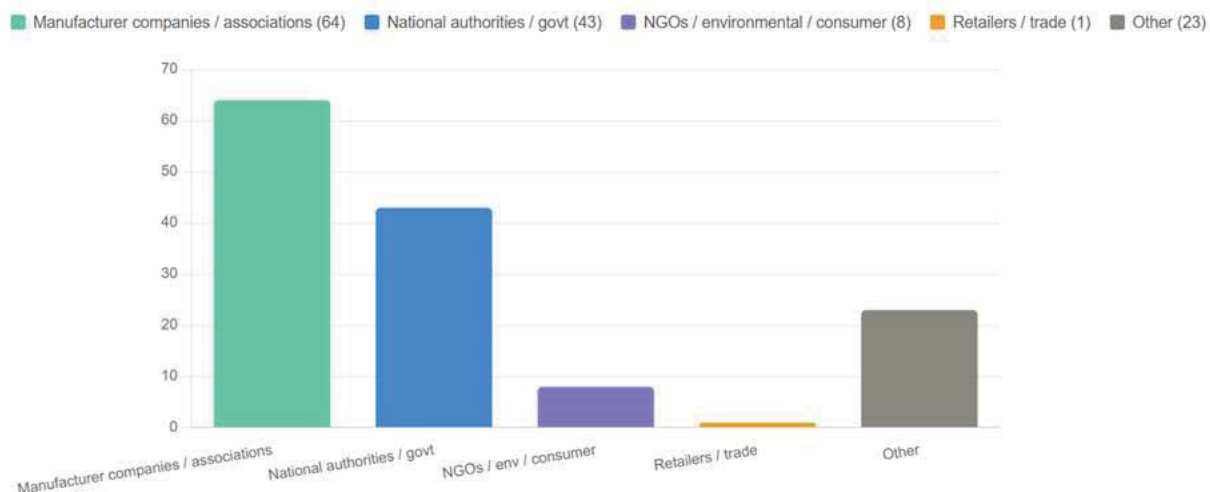


Figure 5: Breakdown per stakeholder group for the reality check meeting

List of participants

- A.I.S.E.
- AKS Envirotech Inc
- Alstom
- AMD
- AMDEA
- ANEC
- ASERCOM
- APPLiA
- Assotermica - ANIMA Confindustria
- ATIEL
- Austrian Federal Economic Chamber (WKO)
- Bavarian State Ministry of the Environment and Consumer Protection
- Belgian Federal Ministry of Public Health and Environment
- Belgian Federal Public Service Health, Food Chain Safety and Environment
- BEUC
- Bosch Home Comfort
- Bosch, Worcester
- Bridgestone Europe NV/SA
- Brother International Europe
- BSH Home Appliances S.A.
- BTTA GmbH
- Bulgarian Commission for Consumer Protection
- Bulgarian Ministry of Economy and Industry
- Bulgarian State Agency for Metrological and Technical Surveillance
- Bureau Veritas
- Canon Europe
- CEFACD
- CEMEP

- CEN
- CEPE Aisbl
- CINEA
- CLASP
- Computer & Communications Industry Association (CCIA)
- Consumer Protection and Technical Regulatory Authority of Estonia
- Czech Ministry of Industry and Trade
- Daikin Europe
- Danish Energy Agency
- Danish Environmental Protection Agency
- Danish Safety Technology Authority
- Department of Energy Security and Net-Zero, UK
- Digital Europe
- DLA Piper
- Dutch Ministry of Infrastructure and Water management
- ECOS
- EEB
- EHPA
- Enterprise Ireland
- EPEE
- EPTA
- Estonian Ministry of Climate
- ETRMA
- Eurochambres
- European Biogas Association
- European Vending & Coffee Service Association
- Eurovent Association
- FEICA - Association of the European Adhesive & Sealant Industry
- Finnish Energy Authority
- Finnish Ministry of Economic Affairs and Employment
- Finnish Ministry of the Environment
- Finnish safety and chemicals agency
- Finnish Transport and Communications Agency Traficom
- Flint Global
- FONDITAL SpA
- FPS Economy
- Free ICT Europe Foundation
- French Ministry for ecological transition
- French Ministry of Energy
- FuelsEurope
- GCP Europe
- Geological Survey of Sweden
- German Chamber of Commerce and Industry
- German Environment Agency (UBA)
- German Federal Ministry for Economic Affairs and Energy
- German Ministry of Environment, Climate Protection and the Energy Sector

- Groupe Atlantic
- GS1
- HKI Industrieverband e. V.
- HP Inc.
- Hungarian Ministry of Energy
- I&P Europe
- Independent Retail Europe
- Indorama Ventures Mobility Obernburg GmbH
- Irish Department of Enterprise, Tourism and Employment
- Italian Ministry for the environment and energy security
- Italian National Agency for New Technologies, Energy and Sustainable Economic Development (ENEA)
- ITI
- Korea International Trade Association (KITA)
- Latvian Consumer Rights Protection Centre
- LGE
- Lighting Europe
- Miele & Cie. KG
- nec Europe
- Nordic Ecolabelling
- Norwegian Water Resources and Energy Directorate
- NoW Partners
- Orgalim
- PANASONIC
- Permanent Representation of Greece to the EU
- Plastics Recyclers Europe
- Polish Ministry of Economic Development and Technology
- Portuguese Agency for Competitiveness and Innovation
- Portuguese Directorate-General for Energy and Geology
- Region of Crete
- Ricoh Europe
- Risk Miner GmbH
- RREUSE - Reuse and Recycling European Union Social Enterprises
- RTE France
- Rud Pedersen Public Affairs
- RVO (Netherlands Enterprise Agency)
- Samsung Electronics
- SECIMAVI
- Shimano Europe
- Signify Netherlands B.V.
- Slovak Ministry of Economy
- SolarPower Europe
- Spanish Ministry of Industry
- Stadtwerke München
- Sustainable Energy Authority of Ireland
- Swedish Chemicals Agency

- Swedish Energy Agency
- Swiss Federal Office of Energy
- TenneT Holding BV
- The Japan Electrical Manufacturers' Association (JEMA)
- Topten Switzerland and Europe
- TÜV Rheinland
- Tyres Europe
- UNIFE - The European Rail Supply Industry Association
- UNITI
- Utopia
- Vivo
- Westdeutscher Handwerkskammertag
- WKB Lawyers
- Wuppertal Institute for Climate, Environment and Energy
- Yamaha Motor eBike Systems (YMESG)
- ZVEI

The discussion was already entering technicalities on certain measures that could be envisaged for simpler and more effective rules under the ELR and TLR. It notably included a more in-depth exchange on the manufacturer suggestion to move to digital by default for the EU energy label. One of the main outcomes of the discussion was strong agreement for an approach that gives flexibility in the framework to determine the product specific best way to deliver and display the label.

On improving usefulness of labels, notably for heating and cooling

- **GCP Europe, EPEE** and **EHI** emphasised the role of installers including for combining appliances and that individual product labels cannot reflect the reality of the combinations installed.
- Also building environment matters for heating products. (**WHKT** (German regional chamber, **EPEE**).
- **EHI** cautioned against future merged heating technology label under the ELR, **RVO/NL** supported it.
- **Italy** strongly advised keeping printed labels. Italy supports installers having to show the full label to their clients, but wonders how this can be verified by MSAs.
- The **EEB** also supported the proposal of consumers being shown the label and receiving information, especially before the purchase. They added that consumer awareness for heating and cooling label's existence must improve; adding a QR code leading to EPREL in the offers could help.
- **BEUC** also expressed support saying that the usefulness of the label is linked to how visible it is to the consumer. In shops the labels and best products can easily be spotted. They further highlighted that the label needs to be displayed in online shops as well, also in the case of heating and cooling products, because many consumers research products there first before reaching out to an installer or energy service provider.

On clarification of modalities to display the EU tyre label in advertisement and technical documentation

- **TyresEurope** stated that the label led to more quality tyres being put on the market (supply side) and improvements for wet grip and noise, but that this is not reflected in the purchase choices which remain based on price (demand side). They called for the improvement of the visibility of the tyre label
- The **tyre labelling AdCo chair** called for more clarity in the TLR on technical documentation that has to be uploaded
- The **BE MSA** called of better technical information removing the unnecessary parts, but adding other elements. They argued in favour of making the upload of test reports mandatory, instead of the protocols, explaining that measured values are necessary for market surveillance purposes. They called also for more clarity in EPREL on the relevant version of the UN ECE standards that were used for testing.
- **Tyres Europe** opposed test reports obligation for reasons of confidentiality

On clarification of MSA duties and rights and other elements to improve compliance

- **IT** underlined that more funding is needed to improve market surveillance. Italy suggested allowing MSAs to recover testing costs also when products are found compliant.
- **NL** proposed introducing EU-level testing to complement tests conducted by Member States.
- To improve compliance, **Lighting Europe** suggested introducing a button in EPREL to directly report products. The Commission explained that this would signify a restructuring of EPREL and while it is being considered it can currently not be developed further due to lack of resources.
- **EHI** pointed to the problem of companies making false claims in EPREL and these false claims staying in the data base.
- **APPLiA** praised EPREL and highlighted that not registering is illegal and that not having a label or QR code is dissuasion.

On ESPR, DPP and the link with EPREL

- **The German MSA** expressed support for EPREL and added that EPREL can facilitate the rollout of the DPP.
- **DigitalEurope, IT and CCIA** asked for clarification on whether EPREL and DPP will exist in parallel. The Commission explained that the DPP database being built is using EPREL as a foundation, but will be wider and more complex and thus take time to be set up. An integration in the future is not excluded.

On possible simplification ideas regarding the printed label

- **EEB** cautioned of “digital only” label display as disadvantageous to certain customer groups, or to many retailers who are often SMEs. But full support for digitalisation of the PIS.
- **APPLiA** offered that retailers should have the right to ask for printed labels from manufacturers.
- **NL** expressed concern about a responsibility “ping-pong” between suppliers and dealers. While they do support the full digitalisation of the PIS, they are unsure about

a digitalisation of the label. They see this as a shift in responsibility to the dealer not a simplification. NL suggests allowing dealers to use electronic shelf displays if the EU energy label can be corrected displayed.

- **IT** insists on printed labels per unit to make sure they are always and correctly displayed. But it was supportive of a simpler transition phase from the non-rescaled to the rescaled label, or for air conditioners where more combinations are possible than a physical label can show.
- **Eurocommerce** underlined that retailers need to be supplied with a printed label for display and should not be the ones to have to print it.
- **APPLiA** responded by suggesting a solution be found that would guarantee printed labels for SME retailers. They added that they expect few retailers to need this service.
- **Belgium** stated that an ideal solution for every single situation does not exist and hence supported the digital label because that would work well for the majority of situations.
- The **EEB** wondered how many people can access QR codes and thus EPREL on their phone. They added that only knowledgeable consumers would go on EPREL to look for a model. Digitalisation is helpful, but a label is needed, e.g. for second hand purchases where the box no longer exists.
- **APPLiA** mentioned that their dealers ask for the EPREL number because it simplifies processes for them. They acknowledged that the EPREL app is not used much but argue that the website is.
- **BRV/BIPAVÉR** (DE retread industry) explained that in the case of tyres, most labels are thrown away, creating unnecessary waste. They pointed to the fact that 40 million tyres were sold in Germany alone in 2024 and support digitalisation of labels.
- **Tyres Europe** agreed that a digital tyres label is attractive, but stated that enforcement in small tyres shops is difficult. The usefulness of the tyre label is limited due to lack of awareness of consumers
- **BEUC** reiterated that the label needs to be visible at the point of sale. Small retail shops tend to not fully comply with the rules, and obligating dealers to actively look for the label for display might worsen this
- **Lighting Europe** mentioned the special regime for light source where the label is printed on the packaging and said they could accept digital label in addition. In their view the modalities for label delivery are best addressed in delegated acts for every product, not generally.
- **Denmark** supported this proposal, adding that white goods in stores should always have a printed label while other products might not need one.
- **Solar Europe** confirmed this explaining that solar PV are not typically shopped for in a store which is why a printed label might not be needed. They added that putting a label directly on the panel could impact its energy production which is why they also advocated for product-specific considerations.
- **NL** agreed that providing a label on the box on a case-by-case basis seems promising. It needs to be clear who is responsible for the label being shown whenever the regulation asks for a label. **Sweden** also supportive.
- **APPLiA** agreed that a product-specific approach is useful, but added that the channel through which a product is being sold could additionally be considered, e.g. if 100 washing machines are being sold in one store, one printed label could suffice.
- **CCIA** suggested that second-hand sales be considered where a digital label could be useful since many products that are refurbished need a rescaled label and energy class

afterwards. This could become feasible with a digital label. **Miele** clarified that in the case of second-hand sales, labels can always be found in EPREL via the model number.

- The Commission asked about the idea of putting a QR code or an EPREL number on a product directly to be able to recover information years later. There was agreement from several stakeholders that this could be a useful option.
- The **UK** inquired about a new feature in EPREL that excluded uses for the UK

On possible simplification ideas regarding the double label

- **APPLiA** explained that the 4-month transition period with double label might not be needed in case of digitalisation
- **Italy** supported the idea of removing one of the printed label in every box for the 4 months transition. They also proposed keeping the four-month period to allow for a voluntary anticipated labelling and ecodesign. They further suggested getting rid of the obligation to sell products with the non-rescaled label before a certain number of months due to enforceability issues. Products put on the market before a rescaling are usually sold until the very last unit, regardless of an expiration date.
- **NL** agreed that more leniency with the four-month period is possible, but argued that a limit is needed, suggesting nine months.
- **Denmark** highlighted the experienced usefulness of a case-by-case approach as done for lighting (9 months) and tumble dryers (18 months) and suggested 12 months for sale of old stock.

On components and double regulation

- **APPLiA** raised the issue of components of regulated products being also regulated at product level.
- **Italy** expressed support for this suggestion as it is the final product's energy-efficiency that matters, not the components. They pointed to the fact that manufacturers often produce their own components and are thus interested in them being compliant.
- **NL** argued that this would create a loophole for components manufacturers who could then put their products on the market declaring that they are intended for that use only and thus avoid complying with the labelling regulation. They explained that such an exemption could only be supported if there was a technical specification that would for instance guarantee that a specific motor or fan can only be used in a specific kind of product.
- **EPEE** also supported **APPLiA's** suggestion, explaining that that would simplify compliance, reduce manufacturing costs and emphasise the energy performance of the final product.
- **Miele** pointed to the difficulty that if older models have to be repaired, if there are no exceptions for components, newer and more efficient motors would have to be used in the repair. This could require a new wiring to make the motor and product compatible making the repair less affordable.

The written contributions submitted after the reality check meeting of 8th December 2025:

After the Reality Check, the following 10 entities submitted written contributions:

APPLiA	APPLiA calls for digital energy labels as an alternative to printed ones, 24–36 month implementation periods, elimination of double regulation for components, product-specific ESPR label layouts, reinstatement of early document sharing before Forum meetings, and removal of Substances of Concern from the ESPR scope. The technical annex includes specific proposed changes to the lighting and cooking appliance ecodesign regulations.
BE	Belgium expressed support for simplified display options of tyre labels in catalogues, offers and online sales. Belgium also called for clarifications on versions of UN ECE regulations. Further, they suggested clarifying whether simulations and extrapolations are acceptable replace for tests in determining the classes for the label. Belgium stressed the importance of EPREL for market surveillance and supported requiring test reports to be uploaded in the compliance part for tyres of EPREL.
CCIA Europe (Computer & Communications Industry Association)	Strongly pro-digitalisation, supporting replacement of printed labels with e-labels, citing potential savings of €120 million annually in compliance costs. Flags that ESPR does not explicitly allow digital labelling. Supports postponement of Ecodesign sunset clause from 2026 to 2028 in ESPR. Cautions against changing market surveillance rules prematurely given recent new frameworks (GPSR, DSA, PLD) not yet evaluated.
DE	Rejects the manufacturer proposal to remove the printed label obligation, calling it a burden-shifting exercise that would harm SME retailers, increase non-compliance, and undermine label visibility. Can support digitalisation of label for products not typically displayed in shops. Call to correct current deviation in some delegated acts that exempts installers from showing the full label of heating products in offers. DE supports extending the relabelling deadline from 14 days to one month, keeping 9 months to sell with old label, potentially abolishing the on-request printed PIS option. Germany proposed a mandatory display of the entire energy label in online retail e.g. in the image carousel so that not only energy efficiency is visible. Additionally, they welcomed the idea of requiring either the EPREL number or QR code on the packaging or product to allow for long-term access to the relevant information. They expressed support for a non-exhaustive list of options in the framework regulation so that delegated acts can identify appropriate regime. On tyres, DE supports wider empowerment for label review. They acknowledged the value of the proposed additional mandatory parameters and documents in EPREL for market surveillance, supported allowing a simplified display option of the label in catalogues, offers and online sales as well as the option to revisit technical aspects of the TLR in delegated acts if MSAs are being taken into consideration
DK	Denmark expressed support for digitalising the label for products that are not typically displayed in shops and was supportive of requiring installers to show the label to consumers in offers. They recommended complementing this with the promotion of EU-funded comparison tools for these products and targeted guidance for installers. Denmark emphasised the importance of labels being physically displayed in shops and expressed concern about shifting burden to retailers, citing the risk of lower compliance. They suggested a product-by-product approach in delegated acts.

	Additionally, Denmark expressed support for improving the effectiveness of EPREL for market surveillance. They explained that the current model where test reports and other technical documentation is only delivered on request is insufficient and causes delays. Expand compliance part of EPREL. Denmark recognised the double labelling as a significant burden and support longer period for selling stock with old label (12 months).
EHPA	Place requirements at the finished product level rather than on individual components, avoid duplicated reporting across EPREL and the Digital Product Passport, synchronise revision timelines across different legislative files affecting heat pumps (Ecodesign, F-Gas, EPBD etc.), and stick to announced timelines. Allow digital energy labels as an alternative to printed ones (estimating €20 million in avoidable annual costs to the sector); simplify the double-labelling obligation during the 4-month rescaling transition period; improve EPREL so manufacturers can update performance data without changing the model identifier. On refrigerants, it flags the unresolved overlap between the F-Gas Regulation and the upcoming PFAS restriction, urging the Commission to clarify how the two frameworks will interact. On digitalisation, it warns against product-level obligations being introduced through non-product legislation (such as the Network Code on Demand Connection), arguing grid flexibility requirements are better handled through smart meters and home energy management systems rather than through mandatory heat pump hardware changes.
EuroCommerce (Retail & Wholesale)	Calls for a Commission Task Force against unfair competition from third-country operators expanded Commission investigative powers, reform of the Customs Code, a digital one-stop shop and a certified Authorised Representatives system. Supports the Digital Product Passport for all compliance purposes.
Italy (ENEA)	Firmly against replacing printed labels with EPREL references as the default, arguing the visual impact of physical labels in shops is irreplaceable. Supports indefinite sell-through of stock with old labels. Recommends simplifying Article 11(13) on rescaling transitions.
NL (RVO)	Removing the printed label obligation shifts burden unfairly to dealers and risks wrong labels being applied. Proposes a targeted exemption only for products rarely displayed in shops. Supports adding commercial names and product images to EPREL. Wants QR codes provided through multiple channels and the 9-month sell-off period retained.
ZVEI (German Electrical & Digital Industry Association)	Supports moving to digital energy labels since retailers can download from EPREL. Wants EPREL strengthened and made more user-friendly (trade name search, product images). Also calls for longer implementation periods (24–36 months) and more planning certainty for companies

The contributions show a clear divide between **manufacturers and tech industry on the one side**, who want to move to digital labels and **MSAs and retailers** who are sceptical or opposed, fearing burden-shifting to (SME sized) retailers and reduced compliance.

11) Call for evidence February-March 2026

A **Call for Evidence** was published and feedback was sought from 12 February until 12 March 2026 and obtained 58 responses from:

- ACEA (European Automobile Manufacturers' Association)
- AdCo Tyres Chair (Administrative Cooperation Group)
- AIEL (Italian Wood Energy Association)
- AIM, European Brands Association
- Amazon
- Anonymous EU citizen (Germany)
- Anonymous EU citizen (Poland)
- APPLiA (Home Appliance Europe)
- Bavarian State Ministry for the Environment (StMUV)
- Belimo Automation AG
- BEUC, the European Consumer Organisation
- Bioenergy Europe
- BMW Group
- CEFACD
- CCIA Europe (Computer & Communications Industry Assoc.)
- Dagmar Mištinová (EU citizen, Slovakia)
- Dansk Erhverv (Danish Chamber of Commerce)
- Deutsche Umwelthilfe (DUH)
- DIGITALEUROPE
- EDF S.A. (Électricité de France)
- EFA e.V. (European Fireplace Association)
- EHI (European Heating Industry Association)
- EHPA (European Heat Pump Association)
- EIHA (European Infrared Heating Alliance)
- ECOS (Environmental Coalition on Standards)
- Energinet (Danish TSO)
- EPEE (European Partnership for Energy & Environment)
- Eurofuel (European Liquid Heating Fuels Assoc.)
- Eurogas
- EuroCommerce (Retailers & Wholesalers European Association)
- Eurovent (European HVACR Industry Association)
- EUHA (European Underfloor Heating Alliance)
- EVIA (European Ventilation Industry Association)
- HKI (Industrieverband Haus-, Heiz- und Küchentechnik)
- IDEE ECONOMICHE
- Independent Retail Europe
- ITI – Information Technology Industry Council
- Ivan Petrov (EU citizen, Bulgaria)
- Joint Industry Statement – Article 16(5) EPR (multi-association)
- LightingEurope
- Michelin

- Netherlands Enterprise Agency (RVO)
- NIBE AB
- nucleareurope
- NVE – Norwegian Water Resources & Energy Directorate
- Orgalim (European Technology Industries)
- SEAI (Sustainable Energy Authority of Ireland)
- SER (Société d'Energie Renouvelable / French Renewables)
- Solar Heat Europe
- Stanislav Baran (EU citizen, Slovakia)
- Svenska kraftnät / Nordic TSOs (joint position)
- SYNERGI (Danish Energy Industry)
- Tyres Europe (European Tyre Industry)
- U.Di.Con. APS (Italian Consumer Union)
- Verbraucherzentrale Bundesverband (vzbv)
- WKÖ – Austrian Federal Economic Chamber
- ZVEI (German Electrical & Electronic Manufacturers' Assoc.)

There was one joint stakeholder submission and two identical ones (EDF/nucleareurope).

74% of the respondents to the CfE also participated in the reality check meeting.

74 % of feedback dealt with the ELR, 10 % with TLR and the remainder with both regulations. 56 % were submitted by Brussels/Belgium based entities and two submissions came from US companies/associations. Business associations and companies together accounted for 68% of contributions.

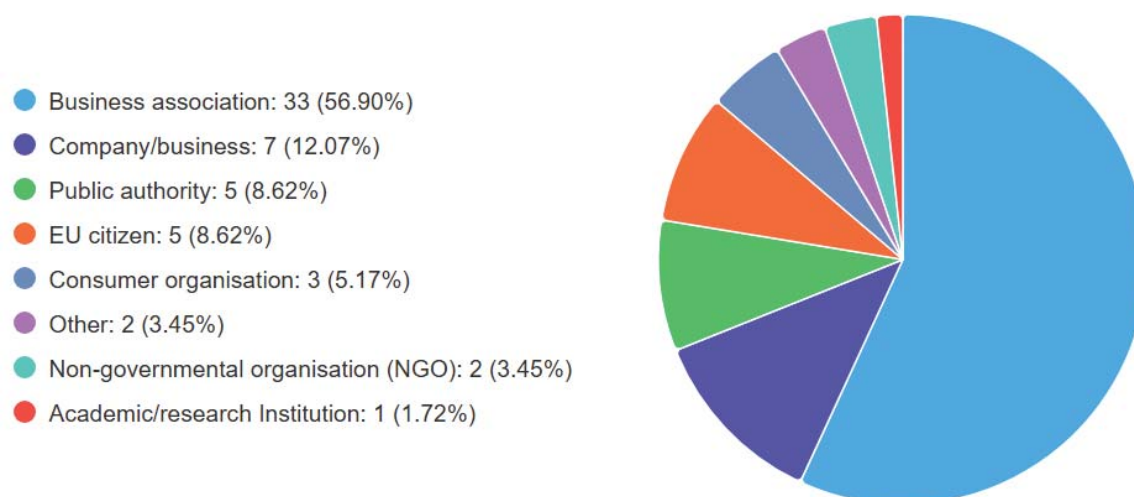


Figure 6: Have your say statistics of respondents to the call for evidence, European Commission.

Manufacturers' views constituted half of all responses to the call for evidence as shown below.

Stakeholder group distribution
PLAN-2025-2742 Omnibus CfE — 58 unique submissions

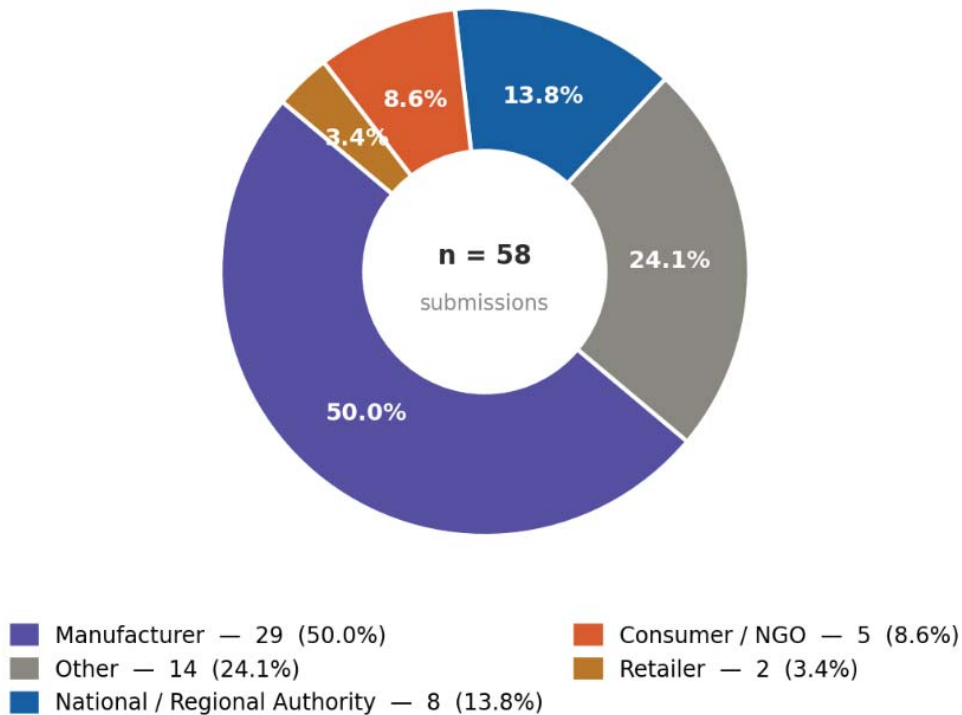


Figure 7: Shares of manufacturer versus retailer views expressed in the Call for evidence.

On changing the printed label by default requirement

Among the 30 manufacturer-group submissions, 15 unambiguously support removal, 4 are conditionally or supportive for certain product groups (heating appliances), and 11 give no position. No manufacturer organisation explicitly opposes removal. **ZVEI** supports that manufacturers supply some printed labels per delivery batch rather than one per unit, with retailers able to request more. **EVIA** supports digital provision via EPREL registration number and/or QR code as part of the sales process.

The two retailer umbrella organisations oppose this change, **Amazon** did not respond to this particular issue.

Independent Europe

Retail Supports simplifying delivery of printed labels but insists retailers should not be responsible for verifying or producing labels. Supports labels on packaging as a simpler alternative to separate attached labels.

EuroCommerce

Supports allowing labels printed directly on product packaging; need to carefully assess impact before any change to delivery system. Clarify that labelling the display unit is sufficient. Any change must include transition periods and sell-through provisions. Supports mandatory GTIN in EPREL for automated compliance.

All four consumer organisations oppose removing the printed label and no MSA supports unconditional removal of the printed label either. Several submissions argue that finding a solution that works for all products might not be possible. A notable aspect of the debate is the limited empirical evidence. **DUH** and **BEUC** both call explicitly for consumer behaviour studies before any changes, citing JRC evidence from food labelling⁹¹ that QR codes are scanned only 24% of the time and that digital labels do not replicate the nudging effect of a physical label at the point of sale (this point supported by the **Irish MSA SEAI**).

On the transition from non-rescaled to rescaled label

There is more agreement on simplifying this part of the legislation, with notably MSAs not objecting to such endeavour. After **IT** had already proposed the idea at the reality check to turn the 4-month transition period from a double regime to a gradual phase in depending on suppliers model policy, the **Irish MSA** proposed in its CfE contribution to turn the current binary (non-rescaled label → switch date → rescaled label) into a period of double display to ease the changing for retailers at a specific date. They also suggest EPREL could play a role in managing this process. **Consumer organisation** however are opposed to consumers two different labels visible in parallel for one model. **Eurocommerce** calls explicitly for sell-through periods for existing stock bearing the non-rescaled label to be allowed in general, and particularly for high-volume products such as lamps — including for an indefinite period where necessary. **Independent Retail Europe** rejects any duty for retailers to having to retroactively relabel stock as that would imply assuming manufacturer product responsibility and suggest this to be done via digital solutions supplied by manufacturers. **Several suppliers** called for longer implementation periods for updated requirements (2 years) and consumer organisation urged the Commission to rapidly finalise the outstanding revisions of non-rescaled labels.

On the interaction with the ESPR, including the future registry for the digital product passport

The relationship between EPREL and the forthcoming Digital Product Passport (DPP) was raised by many contributors to the CfE, the central concern being double registration without

⁹¹ [JRC Publications Repository - Using QR codes to access food information: a behavioural study with European consumers.](#)

additional benefit. The “once only” principle is emphasised by e.g. **EHPA, ITI, Michelin, DigitalEurope, CCIA, EUHA, CEFACD, Applia, AIEL, Dansk Erhverv, Eurocommerce, Tyres Europe, Irish MSA and a German citizen**. ECOS suggested that EPREL becomes the DPP for energy-related products and warns that this cannot happen automatically due to the absence of a legal obligation to transfer data and this establishing a link between databases. For **BEUC**, digital databases are only a complementary way of transmitting information alongside labels. **Independent Retail Europe** insists retailers should not be obligated to verify if information is correctly transmitted. **Vzbv** proposes that dealers should be obliged to provide a DPP access terminal for access to the future DPP for the 5 % of the population that are never online. A specific issue raised in this context was whether the Global Trade Item number (GTIN) should be made mandatory in EPREL for automatic linkage. **Digital Europe** opposes this while **Amazon, Eurocommerce and Lighting Europe** support it.

A common submission of several manufacturers of which some also submitted individual responses called for a suspension of work on a harmonized label layout under the ESPR, preferring this to be done product-specifically.

17 submissions raise and support the issue of prolonging the longer transition period for energy related products under Article 79 (1) of the ESPR in order to be able to finalise advanced product reviews under the the previous ecodesign rules rather than starting reviews again.⁹²

On market surveillance and addressing non-compliant products

Approximately **35 submissions** express support for improved market surveillance, though with different emphases and priorities. The single most frequently raised market surveillance concern is the systematic level-playing-field disadvantage with third-country sellers on online marketplaces who are not subject to equivalent duties and enforcement. This point is raised by manufacturers, retailers, consumer organisations and MSAs alike.

The **AdCo Tyre Chair and the Irish and Romanian MSA** explicitly support mandatory test report upload to EPREL/Annex VII. **Tyres Europe** expresses the opposite view saying lacking enforcement not lacking information or regulatory detail is the issue.

Several submissions address the adequacy of MSA resources as a structural issue that cannot be solved through simplification including **BEUC, ECOS, APPLiA and Tyres Europe**.

Interestingly, there are opposing views expressed on whether there could be a tension between simplifying label transmission through digitalisation and compliance. **DUH, Irish MSA and BEUC** warn of a negative effect on MSAs and compliance in shops. (**Irish MSA**: *'Were the mandatory display of a printed label be reduced/removed, then the benefit to consumers accruing from the visibility of the label would be likely significantly reduced'*). The digital sector and manufacturers emphasises the potential of particularly EPREL with GTIN integration and API access to strengthen rather than weaken market surveillance.

⁹² The prolongation of the transition period for energy-related products in advanced preparatory stage listed in Article 79 (1) a) i) of Regulation 2024/1781 is currently being discussed as part of omnibus IV on common specifications (COM 2025 (503)).

On unclear legal concepts

Some submissions flag a legal gap around the obligations of installers or other intermediaries that are neither defined in the Ecodesign Directive nor the Energy Labelling Regulation (**Irish MSA, Tyres Europe, EPEE**). **Eurofuel** insists simplification should not result in transfer of compliance responsibility or costs to installers.

ANNEX 3: WHO IS AFFECTED AND HOW?

PRACTICAL IMPLICATIONS OF THE INITIATIVE

Please see main part of the IA for more details.

SUMMARY OF COSTS AND BENEFITS

I. Overview of Benefits (total for all provisions) – Preferred Option		
Description	Amount	Comments
Direct benefits		
Compliance cost reductions	Up to 66 million EUR for suppliers one-off and up to EUR 85 million annually. EUR 2 million annually for retailers p.a. EUR 40 million car dealers p.a.	Both suppliers and retailers under ELR have benefits. Non quantified/monetised benefits for retailers through longer period for selling old stock etc.
More effective use of MSA resources for compliance checking	EUR 3.7 million annually	For both ELR and TLR
Indirect benefits		
Fairer competition among retailers		Clarification of intermediary responsibilities
More compliance and in a second step more energy savings		
EPREL database information more useful		

II. Overview of costs – Preferred option							
		Citizens/Consumers		Businesses		Administrations	
		One-off	Recurrent	One-off	Recurrent	One-off	Recurrent
Action (a)	Direct adjustment costs	-	Adjusting to product-specific delivery mode for label				
	Direct administrative costs			EUR 15.5 million tyre suppliers EUR 10 million AR	EUR 7 million for retailers and EUR 2 million for online marketplaces	Not qualifiable for Commission EPREL hosting costs	Not quantifiable for Commission EPREL hosting costs
	Direct regulatory fees and charges	-	-	-	-	-	-
	Direct enforcement costs	-	-	-	-	-	-

	Indirect costs	-	-	-	-	-	-
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III. Application of the 'one in, one out' approach – Preferred option(s)

[M€]	One-off (annualised total net present value over 10 years)	Recurrent (nominal values per year)	Total
Businesses			
New administrative burdens (INs)	2.99	9	11.99
Removed administrative burdens (OUTs)	7.74	UP TO 128	135,74
Net administrative burdens*	-4.75	UP TO -119	-123.75
Adjustment costs**	-		
Public authorities			
Removed administrative burdens (OUTs)		3.7	3.7
Citizens			
New administrative burdens (INs)	-	-	-
Removed administrative burdens (OUTs)	-	-	-
Net administrative burdens*	-	-	-
Adjustment costs**	-	-	
Total administrative burdens***	-4.75	-122.7	-127.45

(*) Net administrative burdens = INs – OUTs;

(**) Adjustment costs falling under the scope of the OIOO approach are the same as reported in Table 2 above. Non-annualised values;

(***) Total administrative burdens = Net administrative burdens for businesses + net administrative burdens for citizens.

RELEVANT SUSTAINABLE DEVELOPMENT GOALS

III. Overview of relevant Sustainable Development Goals – Preferred Option		
Relevant SDG	Expected progress towards the Goal	Comments
SDG no. 7 - affordable and clean energy	Increased compliance through legal clarifications. And eventually more energy savings due to better compliance. Better use of EPREL by complementing public parameters allowing for better search and comparison	
SDG no 8 - Promote sustained, inclusive and sustainable economic growth, full and	Reduction of compliance costs for suppliers and retailers. Better use of scarce resources in MSAs which can then be deployed for more targeted compliance checking.	

productive employment and decent work for all		
SDG no. 13 – Climate action	Expected increase in energy savings with more compliance	

ANNEX 4: COMPETITIVENESS CHECK

OVERVIEW OF IMPACTS ON COMPETITIVENESS

Current and proposed obligations under the tyre and energy labelling framework apply equally to EU based and third country suppliers and retailers, hence do not affect relative competitiveness.

Dimensions of Competitiveness	Impact of the initiative (++ / + / 0 / - / -- / n.a.)	References to sub-sections of the main report or annexes
Cost and price competitiveness	+	Reduction of compliance costs for retailers and suppliers
International competitiveness	+	Authorised representatives' clarifications improve situation for EU based suppliers and retailers. Additional action for more compliance under tyre label is expected to affect more low-cost brand imports than EU based manufacturers. All provisions apply equally to EU based and outside EU enterprises.
Capacity to innovate	0	0
SME competitiveness	0	Benefits from simpler compliance applies to both large companies and SMEs. Retailers can request printed labels from suppliers, this expected to be relevant mostly for SME. On the other hand, SMEs less used to integrating EPREL into stock management systems.

ANNEX 5: SME CHECK

OVERVIEW OF IMPACTS ON SMES

The role of SMEs in manufacturing of energy-related products

SMEs are not common at the level of finished products for household appliances but are present at components suppliers' level for Original Equipment Manufacturers (OEMs). The latter probably do not have an independent consumer interface and are therefore not assumed to be affected parties of label delivery obligations. The heat pumps and air conditioners sector is dominated by large enterprises such as Viessmann, Stiebel Eltron, Daikin, Bosch/Vaillant. Manufacturing of local space heaters and solid fuel boilers counts a higher share of SMEs than other energy-related products. Here 78% of the companies are SMEs, to a large extent in the 200+ employees' category and for at least 14 % of the SME enterprise share belonging to larger holdings (and therefore not considered autonomous for the purposes of the labelling framework). It is not possible to provide a quantified estimate for the share of SME companies/employees for manufacturing of energy-related products. While Eurostat Structural Business Statistics (SBS) give SME shares at NACE code double digit level, these figures have limited utility for product-specific policy analysis for several reasons: the relevant NACE categories aggregate manufacturers of products with substantially different characteristics and market structures⁹³; it cannot be determined where within a broad category SME employment is concentrated, whether those jobs are EU-based or the SME part of a larger corporate group.

The role of SMEs in retail of energy-related products

Also here, NACE classification codes at 2-digit-level for wholesale and retail activities covering HVAC, white goods, light sources electronics are distributed across broad and overlapping categories that contain unrelated product lines, however to a lesser extent than for manufacturing. SMEs account for slightly less than 2/3rd of employment in retail sector of NACE code 47 and 75 % in wholesale (NACE code 46). Small retailers are in many instances not in direct contact with the manufacturer and do often not integrate systematically with EPREL. Installers are also predominantly SMEs. SME jobs in retail are assumed to be EU-based.

Relevance for SMEs: YES
<i>(Based on SME filter and the ISG discussion, this initiative is relevant/highly relevant for SMEs⁹⁴)</i>

⁹³ One category is for example C26.3 manufacturing of communication including smart phones. The overall SME share of employees for that category is above 90 %, which is however not reflective of the structure of the smart phone market with only large players.

⁹⁴ <https://ec.europa.eu/docsroom/documents/63274>.

(1) IDENTIFICATION OF AFFECTED BUSINESSES AND ASSESSMENT OF RELEVANCE

Are SMEs directly affected? Yes
In which sectors? Manufacturing of energy-related products and retail of energy related products and tyres. The retail and wholesale sectors of energy-related products and tyres are consistently more SME-dominated than manufacturing equivalents — both in enterprise count and in employment share. The gap between enterprise share and employment/value-added share is smaller than in manufacturing, because retail has less capital intensity and fewer economies of scale than industrial production. Online retail is the retail segment most dominated by large enterprises. It is not possible to provide SME numbers for manufacturers but SME share not assumed significant for the purposes of label delivery as often not with direct customer contact. In retail, SMEs account for slightly less than 2/3 of employment in retail sector of NACE code 47 and 75 % in wholesale (NACE code 46) which can be taken as a proxy for the products in scope.
Are SMEs indirectly affected? In which sectors? What is the estimated number of indirectly affected SMEs and employees? n/a.

(2) CONSULTATION OF SME STAKEHOLDERS
How has the input from the SME community been taken into consideration? -A high level representative of SME United was present at the implementation dialogue as one out of 23 participants. -Inclusion of the SME dimension into the assessment of distributional effects of proposed amendments of this IA and decision on discarded measures.
Are SMEs' views different from those of large businesses? It is not a case in which SMEs have different views from large enterprises, however the larger proportion of SMEs in the retail sector than in the manufacturing sector was a relevant issue in the discussions to remove the obligation for manufacturers to deliver printed labels. It is also less common for SME sized actors to work with APIS to directly integrate their own software applications with EPREL.

(3) ASSESSMENT OF IMPACTS ON SMEs⁹⁵
What are the estimated direct costs for SMEs of the preferred policy option? (Fill in only if step 1 flags direct impacts)
Quantitative assessment

⁹⁵ The costs and benefits data in this annex are consistent with the data in annex 3. The preferred option includes the mitigating measures listed in section 4.

This cannot be detailed for suppliers as exact share of SMEs not known. For retailers 2/ thirds of annual recurrent EUR 7 million which can be mitigated by the request of printed labels from suppliers
Qualitative assessment
-
What are the estimated direct benefits/cost savings for SMEs of the preferred policy option⁹⁶?
Qualitative assessment
Simplification of label delivery and display. Simplification when dealing with national authorities during compliance verification and for other national purposes when EPREL data can be used. Better level playing field in retail for small retailers against online marketplaces.
Quantitative assessment
Not possible
What are the indirect impacts of this initiative on SMEs?
n/a

(4) MINIMISING NEGATIVE IMPACTS ON SMEs
Are SMEs disproportionately affected compared to large companies? (Yes) SMEs are more affected by the delivering and the handling/display of EU energy labels and registration into EPREL due to lower economics of scale and less sophisticated IT systems. If yes, are there any specific subgroups of SMEs more exposed than others? no
Have mitigating measures been included in the preferred option/proposal? Considering the higher share of SMEs in the retail sector (compared to the manufacturing sector) for products within scope, the digital by default option that would have meant for all retailers to print all EU energy labels needed for display, was discarded. Retailers preserve a right to request printed labels from suppliers, assuming that this option will mainly be made use of by the small retailers in contact with end customers, not large retail and distributors.

CONTRIBUTION TO THE 35% BURDEN REDUCTION TARGET FOR SMEs

⁹⁶ The direct benefits for SMEs can also be cost savings.

Are there any administrative cost savings relevant for the 35% burden reduction target for SMEs?

The share of SMEs in the overall identified savings

ANNEX 6: OVERVIEW OF CURRENT LABELLING PROVISION REQUIREMENTS

Delegated Acts under Regulation (EU) 2017/1369 — Energy Labelling

#	Regulation	Product Group	Label Supply - physical	Label Supply — Distance / Internet Selling
1	EU 2019/2017	Household dishwashers	Printed label for each unit electronic label and electronic product information sheet available to dealers for each model. entered into EPREL.	Nested label in proximity to price. Telemarketing: must inform customer of energy class, range, and how to access the full label or request a printed copy.
2	EU 2019/2016	Household refrigerating appliances (fridges, freezers, wine coolers)	Printed label for each unit electronic label and electronic product information sheet available to dealers for each model. entered into EPREL.	Nested label in proximity to price Telemarketing: must inform customer of energy class, range, and that full label and product information sheet are accessible via free-access website or printed copy on request. Hosting platforms must enable electronic label display.
3	EU 2019/2018	Refrigerating appliances with a direct sales function (display cabinets, vending machines, beverage coolers)	Printed label for each unit electronic label and electronic product information sheet available to dealers for each model. Entered into EPREL.	Hosting platforms must enable the showing of the electronic label and electronic product fiche on the display mechanism and inform the dealer of the obligation.
4	EU 2019/2014	Household washing machines &	Printed label for each unit electronic label and electronic product	Nested label display in proximity to price . Internet hosting platforms must ensure

		washer-dryers	information sheet available to dealers for each model. Entered into EPREL.	electronic label and product information sheet are clearly displayed according to Annex VIII.
5	EU 2019/2013	Electronic displays (TVs, monitors, digital signage)	Printed label for each unit and in addition label printed on the packaging or stuck on it electronic label and electronic product information sheet available to dealers for each model. entered into EPREL.	Hosting platforms must enable the showing of the electronic label and electronic product information sheet on the display mechanism and inform the dealer of the obligation.
6	EU 2019/2015	Light sources (LED, fluorescent, etc.) incl. those in containing products	label printed on or affixed to the outer packaging electronic label and electronic product information sheet available to dealers for each model. entered into EPREL.	Telemarketing: must inform customer of energy class, range, and that full label and product information sheet are accessible via free-access website or printed copy on request.
7	EU 2023/2534	Household tumble dryers	Printed label for each unit electronic label and electronic product information sheet available to dealers for each model. entered into EPREL.	Electronic label and product information sheet displayed in online display mechanism (nested label). Telemarketing must communicate energy class and range.
8	EU 2023/1669	Smartphones & slate tablets	Printed label for each unit electronic label and electronic product information sheet available to dealers for each model. entered into EPREL.	Providers of online platforms must enable traders to provide labelling information (energy label and product information sheet) in compliance with Article 31(2) of the Digital Services Act (EU 2022/2065). Visual advertisements must

				show the energy class and range.
9	EU 626/2011 (in force; originally under 2010/30/EU)	Air conditioners ≤12 kW (single-split, multi-split, single duct, double duct)	Printed label for each unit Supplier makes electronic label available to dealers. Electronic product fiche on free-access websites.	No full label to be provided in cases where end-users cannot be expected to see the product displayed (only energy class and key parameters)
10	EU 811/2013 (in force; originally under 2010/30/EU)	Space heaters, combination heaters, and packages (heater + temperature control + solar device)	Printed label for each unit. Supplier makes electronic label available to dealers. Electronic product fiche on free-access websites.	No full label to be provided in cases where end-users cannot be expected to see the product displayed (only energy class and key parameters)
11	EU 812/2013 (in force; originally under 2010/30/EU)	Water heaters, hot water storage tanks, and packages (water heater + solar device)	Printed label for each unit Supplier makes electronic label available to dealers. Electronic product fiche on free-access websites.	No full label to be provided in cases where end-users cannot be expected to see the product displayed (only energy class and key parameters)
12	EU 65/2014 (in force; originally under 2010/30/EU)	Domestic ovens and range hoods	Printed label for each unit Supplier makes electronic label available to dealers. Electronic product fiche on free-access websites.	No full label to be provided in cases where end-users cannot be expected to see the product displayed (only energy class and key parameters)
13	EU 1254/2014 (in force; originally under 2010/30/EU)	Residential ventilation units	Printed label for each unit. Supplier makes electronic label available to dealers. Electronic product fiche on free-access websites.	No full label to be provided in cases where end-users cannot be expected to see the product displayed (only energy class and key parameters)
14	EU 2015/1186 (in force;	Local space heaters (electric, gas,	Printed label for each unit.	No full label to be provided in cases where end-users cannot be

	originally under 2010/30/EU)	liquid fuel, etc.)	Supplier makes electronic label available to dealers. Electronic product fiche on free-access websites..	expected to see the product displayed (only energy class and key parameters)
15	EU 2015/1187 (in force; originally under 2010/30/EU)	Solid fuel and boilers and packages	Printed label for each unit. Supplier makes electronic label available to dealers. Electronic product fiche on free-access websites.	No full label to be provided in cases where end-users cannot be expected to see the product displayed (only energy class and key parameters)

Regulation (EU) 2020/740 - Tyre Labelling

#	Regulation	Product Group	Label Supply -physical	Label Supply — Distance / Internet Selling
		Tyres	Printed Sticker label to be provided on tyre	Nested display mentioned without explanation. No possibility and no technical details for simplified label display with class arrows.

