

## POLAND

Submission of information on examples/good practices of strategies, policies and measures employed to implement obligations under the Protocol on Heavy Metals, the Protocol on Persistent Organic Pollutants and the Protocol to Abate Acidification, Eutrophication and Ground-level Ozone (Gothenburg Protocol) to the Convention on Long-range Transboundary Air Pollution based on:

### Central Register for Building Emissivity (CEEB) as a new tool for reducing air emissions from buildings in Poland

(in line with the format of the template provided in 2023 for the 61<sup>st</sup> session of WGSR)

<p><b>Country:</b></p> <p><b>POLAND</b></p>	<p><b>Pollutant(s):</b> <i>Please indicate the pollutant(s), emissions of which are being controlled</i></p> <p>Particulate matter (PM<sub>10</sub>, PM<sub>2.5</sub>) and partly certain HMs and POPs (e.g. dioxins/furans, benzo[a]pyrene)</p>
<p><b>Protocol(s):</b> <i>Please indicate the name of the protocol(s) to the Convention, obligations under which are being fulfilled</i></p> <p>The Gothenburg Protocol to Abate Acidification, Eutrophication and Ground-level Ozone, the Protocol on Heavy Metals and the Protocol on Persistent Organic Pollutants</p>	<p><b>Sector:</b> <i>Please indicate the sector (e.g. agriculture, industry, urban planning, environment, etc.), or sectors (if several) for which the strategy, policy or measure has been mainly designed</i></p> <p>Residential and non-residential building/household heating systems, fuel combustion installations</p>
<p><b>Type of strategy, policy or measure and the level of implementation:</b> <i>Please identify the type of strategy, policy or measure – economic e.g. incentive or disincentive (taxes, funds, subsidies, prices or caps/ceilings, payments, rebates, etc.); voluntary (agreements, programmes, contracts), regulatory (legislation), or other measures (educational, informational, other)</i> <i>Please state at which level (municipal, regional, sub-national, national) the policy, strategy or measure is targeted or implemented</i></p> <p>The Central Register for Building Emissivity (CEEB) is a national level obligatory tool for collecting country-wide data on heating sources and fuel combustion sources in residential and non-residential buildings developed to improve air quality in Poland. The CEEB database is created as a national level measure.</p>	<p><b>Method used for the current analysis:</b> <i>Please identify the method used for collecting information and the analysis made</i></p> <p>In-depth research, compilation and verification of collected information</p>
<p><b>What is the main objective of the strategy, policy or measure? When has it been implemented/or will be implemented?</b></p>	

*Please describe briefly what the measure attempts to achieve or what has been the result of its implementation. Please also describe since when it is being employed or for when its implementation is foreseen. Please explain whether implementation is/was immediate or gradual. [150 words max]*

The major goal of the **Central Register for Building Emissivity (CEEB)** is to support the **abatement measures** used to eliminate the **problem of smog** in Poland, providing the communities an instrument (a regularly updated database) compiling required information on heating sources and fuels fired in buildings to facilitate **effective implementation of air protection policies** in Poland.

Starting from **1 July 2021** the obligatory input to the CEEB database is provided by the owners/managers of residential and non-residential buildings with heating sources below 1 MW.

So far, submitted obligatory declarations include, *inter alia*, information on the location of the buildings and data on the number and types of heating sources as well as on their functions and fuels used.

The initial scope of **information is to be extended** in the near future with more detailed data to create a better basis for estimating the actual emissivity of the heating sources used in buildings.

See “Additional comments” below.

#### **Background and driving forces:**

*Please explain briefly why this strategy, policy or measure was implemented; mention the driving forces for its introduction e.g. policy development, legislation (EU, national), action plans, voluntary, incentive, or other [150 words max]*

The residential heating sector has the greatest impact on air pollution in Poland. To facilitate the **improvement of air quality** and proper **implementation of air protection programmes** in communities a new tool has been developed under the project entitled: Integrated System for Emission Reduction (ZONE) to collect all necessary information and data on heating sources and fuel combustion sources with rated thermal power below 1 MW in residential and non-residential buildings/premises in the form of the **CEEB**.

The **obligation for the owners/managers of buildings** to provide input to the national level CEEB database has been enforced by the Act of 21 November 2008 on supporting thermal modernisation and renovation of buildings and on the central register for building emissivity (consolidated text: Polish Official Journal of Laws 2022 item 438, as amended).

The **Central Office for Construction Supervision (GUNB)** supervised by the Ministry of Economic Development and Technology is responsible for the CEEB on-line tool.

#### **Description of the strategy, policy or measure:**

*Please explain briefly how the strategy, policy or measure works and why it has been chosen compared to other policies/measures. Please also explain how its implementation is being monitored. [200 words max]*

**Collection of declarations** began on **1 July 2021**. Since then all the owners or managers of buildings with heating sources or fuel fired sources that started their operation before 1 July 2021 had an obligation to submit declarations to the CEEB **by 30 June 2022**.

Declarations for heating sources or fired fuels starting operation in buildings for the first time after 1 July 2021 must be submitted within **14 days** from the date of operation.

Declarations can be submitted electronically through a specially dedicated website or may be sent in a paper form via the Post Office to appropriate communities in which the buildings concerned are

located. A special CEEB module is provided that ensures information on submitted declarations. On this basis appropriate local authorities can check which addresses on the territory of their communities are lacking declarations.

Certain **sanctions for noncompliance** with the deadlines for submitting obligatory declarations have been introduced in the form of imposed fines. Those fines contribute to the individual incomes of communities concerned and should be used for environmental purposes. The fines are imposed mainly by the Police and municipal guards.

Special mechanisms are also foreseen to ensure **control and verification** of data included in the declarations (see “Additional comments” below).

#### **Costs, Funding and Revenue allocation:**

*Please state how much the implementation of the measure costs including its monitoring and how it is funded (national budget, industry, taxes, etc.) If the measure is creating revenue, please also explain how this revenue is being allocated and collected. [200 words max]*

The CEEB was developed under the **Integrated System for Emission Reduction (ZONE) Project** which is co-financed by the European Funds of the “Operational Programme Digital Poland for 2014-2020”, under priority axis no 2 “E-administration and open government”, activity no 2.1 “High accessibility and quality of public e-services”. The aim of the whole Operational Programme is to strengthen digital foundations for the national development.

Project budget: 30 985 923.56 PLN (7 746 481 USD)

EU co-funding: 26 223 387.10 PLN (6 555 847 USD)

Project duration: 1.09.2020 – 31.08.2023

Project website: [www.zone.gunb.gov.pl](http://www.zone.gunb.gov.pl)

Certain state budget limits have been imposed for the years 2020-2029 to cover the **budgetary costs of the implementation of the aforementioned Act of 21 November 2008** on supporting thermal modernisation and renovation of buildings and on the central register for building emissivity:

- 2.5 million PLN (0.625 million USD) for climate part (Minister of Climate and Environment);
- 22.8 million PLN (5.7 million USD) for construction, spatial planning and housing part (Minister of Economic Development and Technology).

For more information – see “Additional comments”.

The exchange rate used in the whole text presents the official National Bank of Poland middle exchange rate (as of 25 June 2023): 1 USD = 4.008 PLN (1 PLN ~ 0.25 USD)

#### **Effect and impacts on air pollution abatement:**

*Please explain briefly the effect of the policy, strategy or measure and how it has impacted the abatement of air pollution. If impacts are known, please quantify, if possible. Please highlight also other effects of the implementation of the measure e.g. with regard to compliance, the acceptance of the measure or its transposition (e.g. from a voluntary to a regulatory or another type of measure). [150 words max]*

Submitted declarations will have future implications **facilitating the granting of donations** for replacing existing heating systems. One of the main objectives of the ZONE Project is to support the process of gaining public financial resources for replacing heating sources and for the thermal modernization of buildings. The CEEB database developed under the Project will provide access for the citizens to such documents like the building inventory, up-dated chimney control, simplified energy audit required to apply for financial support.

In the first place the role of the CEEB is **to identify the outdated highly polluting heating sources** (such as old coal furnaces) to facilitate their quick elimination as they are the key barrier for improving air quality in Poland. Later, the database is expected to be extended with data on the heated volume/area of buildings which will provide detailed and reliable information on the emissivity of buildings.

The above should **enhance air quality improvement**.

**References/Further information:** *Please provide most relevant sources for information such as references for web links, books, other resources.*

- Act of 21 November 2008 on supporting thermal modernization and renovation, and on the central register for building emissivity (consolidated text: Polish Official Journal of Laws 2022 item 438, as amended: items 1561, 1476, 1967, 2456) (in Polish)  
<https://isap.sejm.gov.pl/isap.nsf/download.xsp/WDU20082231459/U/D20081459Lj.pdf>
- Act of 27 April 2001 - Environmental Protection Law (consolidated text: Polish Official Journal of Laws 2022 item 2556, as amended: item 2687, of 2023 item 877) (in Polish)  
<https://isap.sejm.gov.pl/isap.nsf/download.xsp/WDU20010620627/U/D20010627Lj.pdf>
- Act of 20 July 1991 on Environmental Protection Inspectorate (consolidated text: Polish Official Journal of Laws 2023 item 824, as amended: item 1195) (in Polish)  
<https://isap.sejm.gov.pl/isap.nsf/download.xsp/WDU19910770335/U/D19910335Lj.pdf>
- Act of 7 July 1994 – Construction Law (consolidated text: Polish Official Journal of Laws 2023 item 682, as amended: item 967) (in Polish)  
<https://isap.sejm.gov.pl/isap.nsf/download.xsp/WDU19940890414/U/D19940414Lj.pdf>
- Act of 24 August 1991 on fire protection (consolidated text: Polish Official Journal of Laws 2022 item 2057 as amended: 2023 item 1088) (in Polish)  
<https://isap.sejm.gov.pl/isap.nsf/download.xsp/WDU19910810351/U/D19910351Lj.pdf>
- Website of the Central Office for Construction Supervision (GUNB):  
<https://www.gunb.gov.pl>
- Website of the Ministry of Economic Development and Technology (MRiT):  
<https://www.gov.pl/web/development-technology>
- Websites of the Central Register for Building Emissivity (CEEb) under the Integrated System for Reducing Emission (ZONE) Project: [www.zone.gunb.gov.pl](http://www.zone.gunb.gov.pl);  
<https://ceeb.gov.pl>; [www.ceeb.gov.pl](http://www.ceeb.gov.pl); <https://www.gunb.gov.pl/strona/centralna-ewidencja-emisyjnosci-budynkow>
- A series of communications of the Minister of Economic Development and Technology connected with the Central Register for Building Emissivity (CEEb):  
<https://isap.sejm.gov.pl/isap.nsf/download.xsp/WDU20210000583/O/D20210583.pdf>  
<https://isap.sejm.gov.pl/isap.nsf/download.xsp/WDU20230000828/O/D20230828.pdf>  
<https://isap.sejm.gov.pl/isap.nsf/download.xsp/WDU20230000829/O/D20230829.pdf>  
<https://isap.sejm.gov.pl/isap.nsf/download.xsp/WDU20230000830/O/D20230830.pdf>  
<https://isap.sejm.gov.pl/isap.nsf/download.xsp/WDU20230000831/O/D20230831.pdf>  
<https://isap.sejm.gov.pl/isap.nsf/download.xsp/WDU20230000832/O/D20230832.pdf>  
<https://isap.sejm.gov.pl/isap.nsf/download.xsp/WDU20230000833/O/D20230833.pdf>
- Selected websites with information related to the CEEb (in Polish):  
<https://www.prawo.pl/samorzad/rozbudowa-centralnej-ewidencji-emisyjnosci-budynkow,520746.html>
- <https://www.prawo.pl/samorzad/grubosc-scian-i-dachu-w-centralnej-ewidencji-emisyjnosci-budynkow,516530.htm>
- <https://www.gunb.gov.pl/aktualnosc/11-posiedzenie-komitetu-sterujacego-projektu-zone>

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**Additional comments:** *Please include any additional information you may wish to provide here.*



The “**Integrated System of Emission Reduction**” (**ZONE**) Project and the **Central Register for Building Emissivity (CEEB)**, created as one of the elements of the Project, should enhance better development of targeted air protection policies and strategies, and provide information to the citizens on opportunities for gaining financial support to replace old heating sources or to decide on thermal modernization of buildings to improve air quality.

The CEEB database is managed by the **Central Office for Construction Supervision (GUNB)** – central governmental administration body supervised by the Ministry of Economic Development and Technology.

Apart from a framework **Act of 21 November 2008** on supporting thermal modernisation and renovation of buildings and on the central register for building emissivity (consolidated text: Polish Official Journal of Laws 2022 item 438, as amended) there is a series of executive regulations in the form of published **communications** of the Minister of Economic Development and Technology dedicated to the CEEB connected with certain **implementation deadlines**:

- 1<sup>st</sup> July 2021 – starting date for submitting declarations on heating sources and fuel combustion sources below 1 MW to supply the CEEB database with data and information (Communication of 25 March 2021 – O.J of Laws 2021 item 583)
- 1<sup>st</sup> August 2023 – for the CEEB database management (Communication of 27 April 2023 – O.J of Laws 2023 item 831),
- 1<sup>st</sup> August 2023 – for supplying the CEEB database with submitted data and information (Communication of 27 April 2023 – O.J of Laws 2023 item 832),
- 1<sup>st</sup> August 2023 – for providing access to the CEEB database data and information (Communication of 27 April 2023 – O.J of Laws 2023 items 829, 830),
- 1<sup>st</sup> August 2023 – for on-line control protocols (Communication of 27 April 2023 – O.J of Laws 2023 items 828, 833).

At present the CEEB database records are based mainly on obligatory declarations submitted by the owners/managers of buildings.

Apart from certain budgetary limits for the years 2020-2029 for the implementation of the Act concerning the CEEB by the Ministry of Climate and Environment and the Ministry of Economic Development and Technology, there is **no additional financing foreseen** for the staff of the local level self-governmental authorities involved in the implementation of the CEEB system. The obligation of building inventories results directly from the Air Protection Programmes. The GUNB

was obliged to provide a special central electronic system as a tool for collecting and processing required data in one place to facilitate future targeted air protection measures to be taken by the local self-governmental authorities. The GUNB was expected to equip almost 2500 communities in Poland and the Inspectorate for Environmental Protection with required facilities (tablets) with access to Internet and printing functions for the purposes of the CEEB.

In order to strengthen the obligation to submit individual declarations with required data (starting from 1 July 2021) a special fine in case of incompliance has been introduced.

It is expected that the **extended information in the CEEB database** operated as an ICT<sup>1</sup> system will finally include more detailed data such as:

- Building construction date and type of building,
- Number of rooms and heated building area/volume,
- Average heated storey height,
- Thickness of basement/floor and wall/ceiling insulation,
- Status of the thermal modernization process,
- Average temperature of heated rooms in the winter season,
- Quality/state of window frames, external doors,
- Date and scope of the latest control/inspection,
- Types of energy sources with their rated heating power (below 1 MW), and boiler classes,
- Types of fuels used with annual consumption estimates,
- Production and assembly date of heating sources,
- Used emission reduction techniques/measures,
- Information on different forms of financial support granted so far.

The Minister of Economic Development and Technology is responsible for administrating personal data processed during the declaration submission procedure.

The GUNB is continuing activities aimed at further dissemination of information on the obligation to submit declarations on heating sources in buildings within the CEEB Register. Special **promotion campaigns** for the years 2022-2023 are still carried out with the use of different countrywide media.

Separate declarations (Form A for residential buildings and Form B for non-residential buildings) that are submitted either on-line or in a paper form are supplemented by detailed instructions, certain case studies as examples to facilitate submission of declarations explaining how to fill in the templates properly.

Over 20 listed institutions and authorities are entitled to have **access to the information** collected in the CEEB database according to their field of interest and competences. Apart from, *inter alia*, the Ministry of Climate and Environment, environmental inspectorates and the Central Statistical Office, among them is also the National Centre for Emissions Management at the Institute of Environmental Protection – National Research Institute.

For the purposes of **control and inspection** on site a dedicated list of authorised persons is developed in line with a number of legal acts in place, including those connected with granting special forms of financial support for thermal modernization of buildings.

Nominated inspectors (including those listed as CEEB experts) responsible for building inventories, checking stack conditions, exhaust gas and ventilation installations are entitled, *inter alia*, to carry out controls of fuel combustion sources with rated heating power below 1 MW (in line with the Act of 27 April 2001 – Environmental Law, the Act of 20 July 1991 on the Inspectorate for Environmental

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<sup>1</sup> Information and Communication Technologies

Protection, the Act of 7 July 1994 – Construction Law or the Act of 24 August 1991 on fire protection). Verification of data can, for example, be carried out by chimney sweeps during their regular periodical inspections.

Statistical anonymous **updated compilations of information** collected from submitted declarations are presented regularly on the GUNB website: [www.gunb.gov.pl](http://www.gunb.gov.pl).

Out of the whole number of declarations (almost **9.4 million submitted** until May 2023 since 1 July 2021) approx. 92% were connected with residential buildings or apartments (declaration Form A). Around 27% of declarations were submitted on-line. About 93% concerned installations which began their operation before 1<sup>st</sup> July 2021.

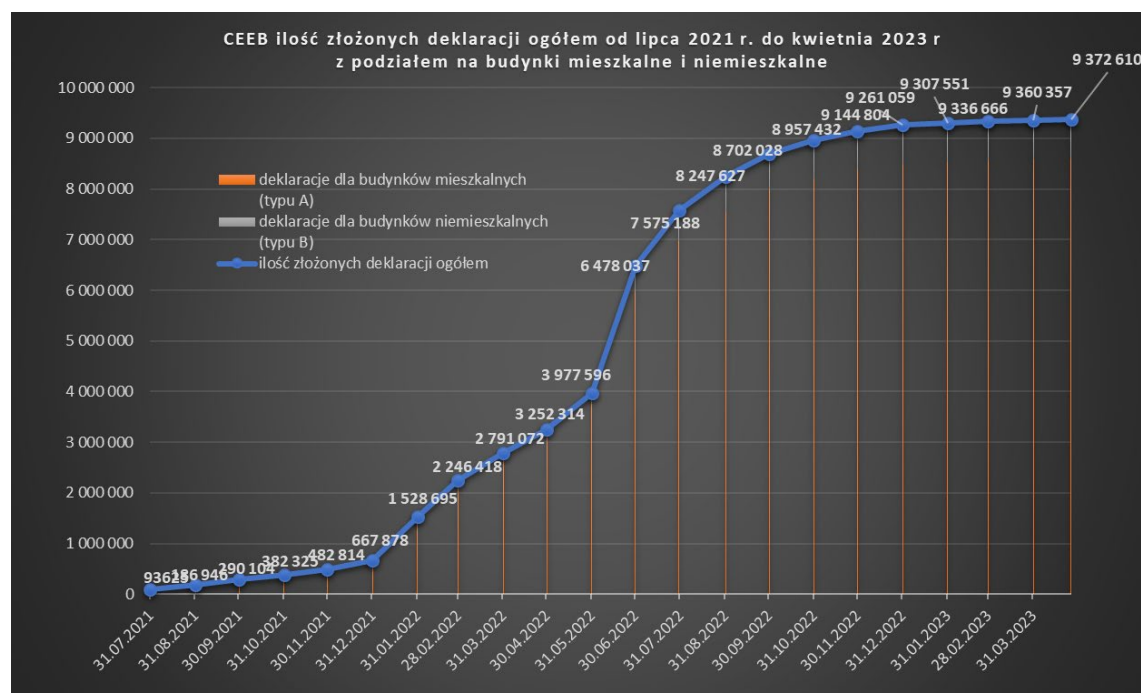


Figure 1. The number of declarations submitted to the CEEB between July 2021 and March 2023

Summaries and compilations as of 26<sup>th</sup> April 2023 include, *inter alia*, information on communities with the highest and the lowest number of declarations submitted to date (listed the first 10 with best results between 99% and 100%, and the worst results between 34% and 45% of all identified addresses). Information on the shares of different types of heating sources in the total number (of over 13.9 million) can also be found, as follows:

- Solid fuel-fired boilers (approx. 33%),
- Gas boilers (approx. 24%),
- Oil boilers (approx. 1%),
- Solar energy for heating water (approx. 3%),
- Stoves, furnaces and fire places fired with solid fuels (approx. 11%),
- District heating systems (approx. 3%),
- Electric boilers (approx. 12%),
- Fired stoves fired with solid fuels (approx. 5%),
- Heat pumps (below 2%),
- Kitchen stoves (approx. 6%).

The main types of fuels used for heating purposes in buildings include 56% of coal and coal derivatives and 37% of wood. Most solid fuel boilers (approx. 51%) are classified as below class 3,

or no information has been provided; approx. 20% are class 3 boilers, 10% - class 4 and 17% - class 5. Eco-design stands for approx. 2%.

On 28 June 2023 the Steering Committee of the ZONE Project had its 11<sup>th</sup> meeting during which the Committee agreed on new activities connected with further implementation of the Project outcomes, including the CEEB system starting from 1<sup>st</sup> August 2023 aimed at improving air quality.



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