










# Procedure file

Basic information	
COD - Ordinary legislative procedure (ex-codecision procedure) Directive	Awaiting Parliament's position in 1st reading
Energy performance of buildings Repealing Directive 2010/31 <a href="#">2008/0223(COD)</a>	
Subject 3.40.07 Building industry 3.60.08 Energy efficiency	
Legislative priorities <a href="#">Joint Declaration 2022</a> <a href="#">Joint Declaration 2023-24</a>	

Key players			
European Parliament	Committee responsible	Rapporteur	Appointed
	<b>ITRE</b> <a href="#">Industry, Research and Energy</a>	 <a href="#">CUFFE Ciarán</a>	14/02/2022
		Shadow rapporteur	
		 <a href="#">KELLY Seán</a>	
		 <a href="#">PENKOVA Tsvetelina</a>	
		 <a href="#">PETERSEN Morten</a>	
		 <a href="#">TOVAGLIERI Isabella</a>	
		 <a href="#">ILČIĆ Ladislav</a>	
		 <a href="#">MATIAS Marisa</a>	
	Committee for opinion	Rapporteur for opinion	Appointed
	<b>ENVI</b> <a href="#">Environment, Public Health and Food Safety</a>		11/03/2022
		 <a href="#">KANEV Radan</a>	
	<b>TRAN</b> <a href="#">Transport and Tourism</a> (Associated committee)	The committee decided not to give an opinion.	
	Committee for opinion on the recast technique	Rapporteur for opinion	Appointed
	<b>JURI</b> <a href="#">Legal Affairs</a>		01/07/2021
		 <a href="#">AUBRY Manon</a>	
Council of the European Union European Commission	Commission DG <a href="#">Energy</a>	Commissioner SIMSON Kadri	

## Key events

15/12/2021	Legislative proposal published	<a href="#">COM(2021)0802</a>	Summary
14/02/2022	Committee referral announced in Parliament, 1st reading		
09/06/2022	Referral to associated committees announced in Parliament		
09/02/2023	Vote in committee, 1st reading		
16/02/2023	Committee report tabled for plenary, 1st reading	<a href="#">A9-0033/2023</a>	Summary
13/03/2023	Debate in Parliament		
14/03/2023	Decision by Parliament, 1st reading	<a href="#">T9-0068/2023</a>	
14/03/2023	Matter referred back to the committee responsible		

## Technical information

Procedure reference	2021/0426(COD)
Procedure type	COD - Ordinary legislative procedure (ex-codecision procedure)
Procedure subtype	Recast
Legislative instrument	Directive
	Repealing Directive 2010/31 <a href="#">2008/0223(COD)</a>
Legal basis	Rules of Procedure EP 57; Treaty on the Functioning of the EU TFEU 194-p2; Rules of Procedure EP 110
Mandatory consultation of other institutions	<a href="#">European Economic and Social Committee</a> <a href="#">European Committee of the Regions</a>
Stage reached in procedure	Awaiting Parliament's position in 1st reading
Committee dossier	ITRE/9/08002

## Documentation gateway

Legislative proposal	<a href="#">COM(2021)0802</a>	15/12/2021	EC	Summary
Document attached to the procedure	<a href="#">SEC(2021)0430</a>	15/12/2021	EC	
Document attached to the procedure	<a href="#">SWD(2021)0453</a>	15/12/2021	EC	
Document attached to the procedure	<a href="#">SWD(2021)0454</a>	15/12/2021	EC	
Economic and Social Committee: opinion, report	<a href="#">CES5586/2021</a>	23/03/2022	ESC	
Committee draft report	<a href="#">PE732.742</a>	06/06/2022	EP	
Committee of the Regions: opinion	<a href="#">CDR0417/2022</a>	30/06/2022	CofR	
Amendments tabled in committee	<a href="#">PE734.393</a>	06/07/2022	EP	

Amendments tabled in committee		<a href="#">PE734.269</a>	06/07/2022	EP	
Amendments tabled in committee		<a href="#">PE734.375</a>	06/07/2022	EP	
Amendments tabled in committee		<a href="#">PE734.376</a>	06/07/2022	EP	
Amendments tabled in committee		<a href="#">PE734.392</a>	06/07/2022	EP	
Specific opinion	<b>JURI</b>	<a href="#">PE738.407</a>	08/11/2022	EP	
Committee opinion	<b>ENVI</b>	<a href="#">PE731.545</a>	28/11/2022	EP	
European Central Bank: opinion, guideline, report		<a href="#">CON/2023/0002</a> <a href="#">OJ C 089 10.03.2023, p. 0001</a>	16/01/2023	ECB	
Committee report tabled for plenary, 1st reading/single reading		<a href="#">A9-0033/2023</a>	16/02/2023	EP	Summary
Text adopted by Parliament, partial vote at 1st reading/single reading		<a href="#">T9-0068/2023</a>	14/03/2023	EP	

### Additional information

Research document	<a href="#">Briefing</a>	01/02/2022
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## Energy performance of buildings

**PURPOSE:** to revise the energy performance of buildings Directive in order to make sure that buildings are fit for the enhanced climate ambition.

**PROPOSED ACT:** Directive of the European Parliament and of the Council.

**ROLE OF THE EUROPEAN PARLIAMENT:** the European Parliament decides in accordance with the ordinary legislative procedure and on an equal footing with the Council.

**BACKGROUND:** the revision of [Directive 2010/31/EU](#) on the energy performance of buildings Directive (EPBD) is part of the 2021 Commission Work Programme Fit for 55 package which sets the vision for achieving a zero-emission building stock by 2050. The proposal is particularly important because buildings account for 40% of energy consumed and 36% of energy-related direct and indirect greenhouse gas emissions. In the EU, heating, cooling and domestic hot water account for 80% of the energy that households consume. Making Europe more resilient calls for renovation of EU buildings, making them more energy efficient and less dependent on fossil fuels. Renovation is key for reducing the energy consumption of buildings, for bringing down emissions and for reducing energy bills.

Directive 2010/31/EU on the energy performance of buildings has been substantially amended several times. Since further amendments are to be made, that Directive should be recast in the interests of clarity.

**CONTENT:** the proposal aims to revise the energy performance of buildings Directive with a view to reducing buildings greenhouse gas (GHG) emissions and final energy consumption by 2030 and setting a long-term vision for buildings towards EU-wide climate neutrality in 2050. The proposals specific objectives include: (i) to increase the rate and depth of buildings renovations and (ii) to improve information on energy performance and sustainability of buildings.

The main measures in the new proposal concern:

- setting the vision for achieving a zero-emission building stock by 2050 and to reflect a new complementary carbon metric to orient choices towards decarbonised solutions;
- a new definition of zero-emission building is introduced to mean a building with a very high energy performance in line with the energy efficiency first principle, and where the very low amount of energy still required is fully covered by energy from renewable sources at the building or district or community level where technically feasible (notably those generated on-site, from a renewable energy community or from renewable energy or waste heat from a district heating and cooling system).
- For new buildings, the Commission proposes that from 2030 all new buildings should be zero-emission. All new public buildings should be zero emission from 2027;
- For existing buildings, new EU-wide minimum energy performance standards are proposed, which require the worst performing 15% of the building stock in each Member State to be upgraded from at least energy efficiency class G to class F, by 2027 for non-residential buildings and by 2030 for residential buildings;
- national building renovation plans (previously named long-term renovation strategies) are made more operational. Each Member State should establish a national building renovation plan to ensure the renovation of the national stock of residential and non-residential buildings, both public and private, into a highly energy efficient and decarbonised building stock by 2050, with the objective to transform existing buildings into zero-emission buildings. National building renovation plans should be fully integrated into national energy and climate plans;
- the methodology for calculating the energy performance of buildings is updated to clarify the possible use of metered energy use to calculate energy performance, and verify the correctness of calculated energy use;

- the setting of minimum energy performance requirements is amended to adapt the previously possible total exemption of protected buildings to technical progress, which allows improving the energy performance of such buildings without altering their technical character and appearance;
- the introduction of voluntary renovation passports would provide homeowners with a tool to facilitate a staged renovation towards zero emissions and the corresponding planning. Member States should introduce a scheme of renovation passports based on the common framework to be developed by the Commission by the end of 2024;
- the provision of stronger provisions on the removal of obstacles and barriers to renovation, and on the mobilisation of financial incentives with one-stop-shops accessible to all building ecosystems stakeholders, so that all barriers to building renovation, not only the costs, are addressed and Member States promote appropriate training. No financial incentives should be given for the installation of fossil fuel boilers from 2027 and Member States would have the legal possibility to ban the use of fossil fuels in buildings;
- the reliability, quality and digitalisation of Energy Performance Certificates would be increased. The obligation to have an energy performance certificate would be extended to buildings undergoing major renovation, to buildings whose lease contracts are renewed and to all public buildings. Buildings offered for sale or rent would also have to have a certificate. By 2025, all certificates should be based on a harmonised scale from A to G;
- financial support which should be provided to alleviate energy poverty and to support social housing, and to shield tenants from disproportionate rent levels following renovation;
- pre-cabling should become the norm for all new buildings and buildings undergoing major renovation, and the roll-out of recharging points in new and renovated office buildings is reinforced in particular. Mandatory bicycle parking spaces in new buildings and buildings undergoing major renovation are introduced.

#### Review clause

The proposal sets the date for the next review at the end of 2027, at the latest. The Commission will assess whether measures under EU law, including carbon pricing, will bring sufficient improvements to deliver a fully decarbonised, zero-emission building stock by 2050, or whether further binding measures at Union level such as strengthened minimum energy performance need to be introduced.

## Energy performance of buildings

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The Committee on Industry, Research and Energy adopted the report by Ciarán CUFFE (Greens/EFA, IE) on the proposal for a directive of the European Parliament and of the Council on the energy performance of buildings (recast).

The committee responsible recommended that the European Parliament's position adopted at first reading under the ordinary legislative procedure should amend the proposal as follows:

#### Subject matter

This Directive promotes the improvement of the energy performance of buildings and the reduction of greenhouse gas emissions from buildings within the Union, with a view to achieving a zero-emission building stock by 2050, taking into account the outdoor climatic conditions, the local conditions, the requirements for indoor environmental quality and the contribution of the building stock to demand-side flexibility for the purpose of improving energy system efficiency and cost-effectiveness.

It is stipulated that the Directive lays down requirements as regards: (i) a harmonised framework for assessing the life-cycle global warming potential; (ii) solar energy in buildings; (iii) the phasing out of fossil fuel use in buildings; (iv) nature-based solutions that reinforce the good use and adaptation of the public space surrounding the buildings with elements such as wood materials, greens roofs and facades; (v) the indoor environmental quality performance of buildings.

#### National building renovation plan

Each Member State should establish a national building renovation plan complying with the energy efficiency first principle and should encompass: (i) specific timelines for all existing buildings to achieve higher energy performance classes by 2030, 2040 and 2050; (ii) a detailed roadmap up to 2050 of the investment needs for the implementation of the building renovation plan, public and private financing sources and measures, and the administrative resources for building renovation; (iii) a roadmap on the reduction of energy poverty and energy savings achieved among vulnerable households and people living in social housing comprising of nationally established targets and an overview of implemented and planned policies and funding measures supporting the elimination of energy poverty.

#### An integrated district approach to building renovation

Member States may empower regional and local authorities to identify integrated districts in order to roll-out integrated renovation programmes (IRPs) at district level. The IRPs should address social pattern, energy, mobility, green infrastructures, waste and water treatment, and management and other aspects of urban planning to be considered at a district level, and shall take into account local and regional resources, circularity and sufficiency.

#### New buildings

Member States should ensure that new buildings are zero-emission buildings: (i) from 1 January 2026 for new buildings occupied, operated or owned by public authorities; and (ii) from 1 January 2028 for all new buildings.

No later than 24 months after the date of entry into force, new buildings should have optimal indoor environmental quality levels, including air quality, thermal comfort, a high capacity to mitigate and adapt to climate change through, inter alia, green infrastructure, adhere to fire safety and safety lighting standards.

Member States should ensure that the use of fossil fuels in heating systems, for new buildings and buildings undergoing major renovation, major refurbishment or renovation of the heating system, is not authorised from the date of transposition of the directive. They should be completely phased out by 2035, unless the European Commission allows their use until 2040.

## Minimum energy performance standards

Member States should ensure that all buildings meet minimum energy performance standards, starting with the worst performing buildings.

Residential buildings would have to achieve at least energy performance class E by 2030, and D by 2033. Non-residential and public buildings would have to achieve the same classes by 2027 and 2030 respectively (Commission proposed F and E). Member States should exempt public social housing from these obligations where such renovations are not cost-neutral or would lead to rent increases for people living in social housing that go beyond the savings in energy bills. To take account of the diversity of the building stock in different European countries, the letter G will correspond to the 15% worst performing buildings in the national building stock. Member States should put in place a framework to ensure that a sufficient and skilled workforce is available to enable the timely implementation of minimum energy performance standards in accordance with national building renovation plans.

## Solar energy in buildings

Member States should ensure the deployment of suitable solar energy installations, if technically suitable and economically and functionally feasible, as follows: (a) by 24 months after the date of entry into force], on all new public and new non-residential buildings; (b) by 31 December 2026, on all existing public and non-residential buildings; (c) by 31 December 2028, on all new residential buildings and roofed carparks; (d) by 31 December 2032, on all buildings undergoing major renovation.

## Financial incentives

Member States should provide appropriate financing and support measures in combination with other Union instruments such as the Recovery and Resilience Facility, the Social Climate Fund and the cohesion policy funds.

The application and procedures for financing should be simple and streamlined in order to facilitate the access to financing for households. Public financing should address up-front costs associated with renovations faced by households. Member States should also facilitate the access to affordable bank loans, dedicated credit lines, or fully publicly financed renovations.

Financial incentives in the form of grants or guarantees shall take revenue-based parameters into account when allocating financial support to ensure that they target as a priority vulnerable households and people living in social housing.

## One-stop-shops

The amended text stressed that one-stop shops could play an important role in connecting potential projects with market actors, including citizens, public authorities and project developers, in particular smaller-scale projects as well as guidance on permit procedures, promoting access to funding for building renovation, and helping to disseminate information on terms and conditions.

Member States should ensure the establishment of technical assistance facilities, including through inclusive one-stop-shops for energy efficiency in buildings, targeting all actors involved in building renovations, including homeowners and administrative, financial and economic actors, including microenterprises and SMEs.

Transparency					
KELLY Seán	Shadow rapporteur	ITRE	08/03/2023		Danfoss Energy Solutions
KELLY Seán	Shadow rapporteur	ITRE	08/03/2023		Eurelectric aisbl
KELLY Seán	Shadow rapporteur	ITRE	02/03/2023		IGBC
CUFFE Ciarán	Rapporteur	ITRE	22/02/2023		EUROPEAN FEDERATION OF BUILDING AND WOODWORKERS European Builders Confederation AISBL European Construction Industry Federation
PETERSEN Morten	Shadow rapporteur	ITRE	15/02/2023		Euroheat and Power
CUFFE Ciarán	Rapporteur	ITRE	15/02/2023		Euroheat and Power
KELLY Seán	Shadow rapporteur	ITRE	14/02/2023		Euroheat & Power COGEN Europe PGE Polska Grupa Energetyczna
CUFFE Ciarán	Rapporteur	ITRE	07/02/2023		Vonovia SE
CUFFE Ciarán	Rapporteur	ITRE	07/02/2023		Cambridge Institute for Sustainability Leadership

				Corporate Leaders Group Europe
CUFFE Ciarán	Rapporteur	ITRE	07/02/2023	AGORIA DAIKIN Europe NV European Ventilation Industry Association
TOIA Patrizia	Member	06/03/2023	Italian General Confederation of Labour (CGIL)	
SKYTTEDAL Sara	Member	28/02/2023	Naturskyddsföreningen	
VAN BREMPT Kathleen	Member	15/02/2023	The European Alliance of Companies for Energy Efficiency in Buildings	
VAN BREMPT Kathleen	Member	14/02/2023	KBC Group NV	
DANTI Nicola	Member	31/01/2023	Associazione Nazionale Costruttori Edili	
CHAHIM Mohammed	Member	23/01/2023	Aedes vereniging van woningcorporaties	
DE LANGE Esther	Member	11/01/2023	Aedes vereniging van woningcorporaties	
HOJSÍK Martin	Member	11/01/2023	Positive Money Europe	
ARIMONT Pascal	Member	15/12/2022	MHZ	
MIHAYLOVA Iskra	Member	11/11/2022	Liquid Gas Europe	