

RENOVATE2RECOVER: HOW TRANSFORMATIONAL ARE THE NATIONAL RECOVERY PLANS FOR BUILDINGS RENOVATION?

NATIONAL PARTNER:



COUNTRY:



CROATIA

OVERVIEW:



Croatia's Country Profile is based on information provided by Renovate Europe's Croatian National Partner: [HUPFAS](#) and ROCKWOOL Adriatic (a leading participant in HUPFAS). This Country Profile focuses on the buildings elements of the Croatian National Recovery and Resilience Plan (NRRP) endorsed by the Commission in July 2021.

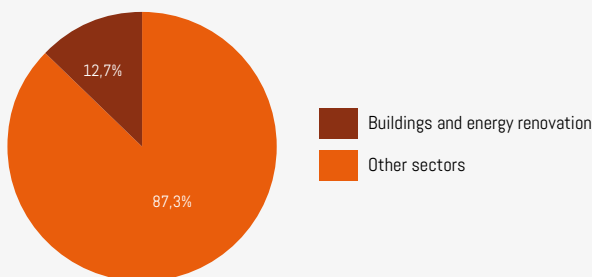


BUILDINGS IN THE CONTEXT OF THE PLAN

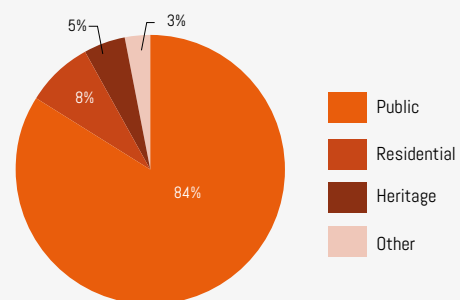


Croatia's NRRP comprises measures worth €6.3bn and allocates €798.4m (12.7%) to the renovation of buildings. €600m is programmed for the reconstruction of buildings damaged in earthquakes including their energy renovation (€23m for residential and €577m for public buildings), €134m are allocated for the wider energy renovation of buildings not affected by earthquakes (€40m for multi-unit buildings and €94m for public buildings), and €40m are set aside for the energy renovation of heritage buildings. A further €5.3m are assigned to skills development in the context of green jobs needed for post-earthquake reconstruction and energy renovation; €4m for increasing administrative efficiency and digitalisation of the renovation process; €2.7m for the introduction of a model green urban renewal strategies, green infrastructure pilots and circular economy projects; €1.6m for the establishment and implementation of systematic energy management and the development of new financing models; and €10.9m are allocated to the development of a seismological data network, including modernisation and integration of seismic data while €0.6 m are for modernization and integration of seismic data for the process of reconstruction and planning of future construction and monitoring of public infrastructure.

Share of NRRP funding for buildings energy renovation (%)



Energy renovation by sub-sector (%)



National Challenges

A [Study for the EC](#)¹ based on 2012-2016 data estimates that only 1.5% of residential sector renovations were medium depth and 0.1% deep renovations, based on floor area. Energy renovations in non-residential buildings was estimated to comprise only 1.1% medium, and 0.2% deep energy savings. These shares will have changed since, as renovation programmes across the 2016-2020 period targeted at least 50% energy savings for most projects, with the exception of single measures improvements in single family houses. National partners highlighted the following major challenges: seismic renovations of buildings are time-consuming and slow due to very complex procedures; one third of the existing buildings are not seismically resistant in line with current European standards; rising construction material and service costs driving renovation costs per m² up considerably; a shortage of suitably qualified labour and prolonged delivery times for construction materials; and the need for significant further financial resources; the ESCO renovation model of public buildings which mobilised private capital and which was very successful between 2016-2020 is no longer applicable and needs some legal modifications and this process is very slow and uncertain.

¹ [Comprehensive study of building energy renovation activities and the uptake of nearly zero-energy buildings in the EU - Publications Office of the EU \(europa.eu\)](#)

Renovation plan details

CLARITY AND DEPTH OF AMBITION



Against the backdrop of Croatia's NECP goals – for additional emissions reduction from buildings of 320 ktCO₂e by 2030 and an increase in the renovation rate from the current 0.7% to 3% by 2030 – the NRRP sets out energy efficiency improvements for multi-family, public, and heritage buildings. The NRRP states that the Energy Efficiency First Principle is to be applied, and that projects are expected to support holistic renovations. Multi-family homes and public buildings that will be renovated using the Plan's funds are expected to achieve a heat demand and projected heating energy consumption reduction of at least 50%. For buildings with heritage status, the requirement is for a reduction of projected energy consumption to be at a minimum of 20%, and minimum 30% at portfolio level. Larger savings will be encouraged where possible with grants of up to 80% for deep renovation projects, while regular renovation projects will be grant-supported up to 60%.

FINANCIAL PERSPECTIVE AND LANDSCAPE



Besides global price increases of construction materials, complex seismic renovations have driven up renovation costs, creating a financing need that is approximately ten times greater than the available renovation funds. Croatia's [Long-Term Renovation Strategy](#) (LTRS) estimates the necessary investments in energy and comprehensive renewal of its building stock at €32.3bn to 2050. Nearly 40% of this is foreseen for the construction of new energy efficient buildings over the same period, and around 15% for the generation of electricity using renewable energy sources. Croatia's NRRP includes specific measures to encourage loans and other financial instruments, for example by providing access to 'green' financial instruments or those from European funds in the form of loans and guarantees. All currently available sources of public finance will be taken into account (RRF, ERDF, EU Solidarity Fund, World Bank Loan, MFF), and the most appropriate source of finance for individual activities will be coordinated in order to avoid double funding. The plan foresees further development of the ESCO market.

MULTIPLE BENEFITS AND INTEGRATION



The Croatian Government intends to define renovation programmes for 2021-2030 dedicated to family houses, multi-apartment buildings, public buildings, cultural heritage and energy poverty, all promoting deep and comprehensive building renovation. There is a designated 'Fighting Energy Poverty' programme which also includes the promotion of renewable energy sources in buildings. Under the programme, energy renovations will be fully funded in 'areas of special state concern'. The NRRP allocates funds for more efficient administration, efficiency, and digitalisation of the renovation process. Whole-building renovation is foreseen which includes packages of measures to improve the energy performance of the building, alongside fire safety, measures to ensure a healthy indoor climate, and measures to improve structural resilience, especially to reduce risks associated with earthquakes. The piloting of new green urban renewal strategies, and the implementation of pilot projects for the development of green infrastructure and circular management of spaces and buildings are also set out in the Plan.

SUPPLY CHAIN AND PROJECT SUPPORT



Croatia's Plan includes a framework for ensuring adequate skills for: green jobs needed for post-earthquake reconstruction, and the modernisation and integration of seismic data to enable reconstruction, planning of future construction, and the monitoring of public infrastructure. Funding is programmed for the establishment of one-stop shop services for energy and seismic renovation. One-stop-shops will also be funded at regional level (e.g. via regional energy agencies) to provide technical support such as workshops, providing information on energy auditor registers and certified designers, assistance in reviewing documentation and applications for funding.

IMPLEMENTATION FRAMEWORK

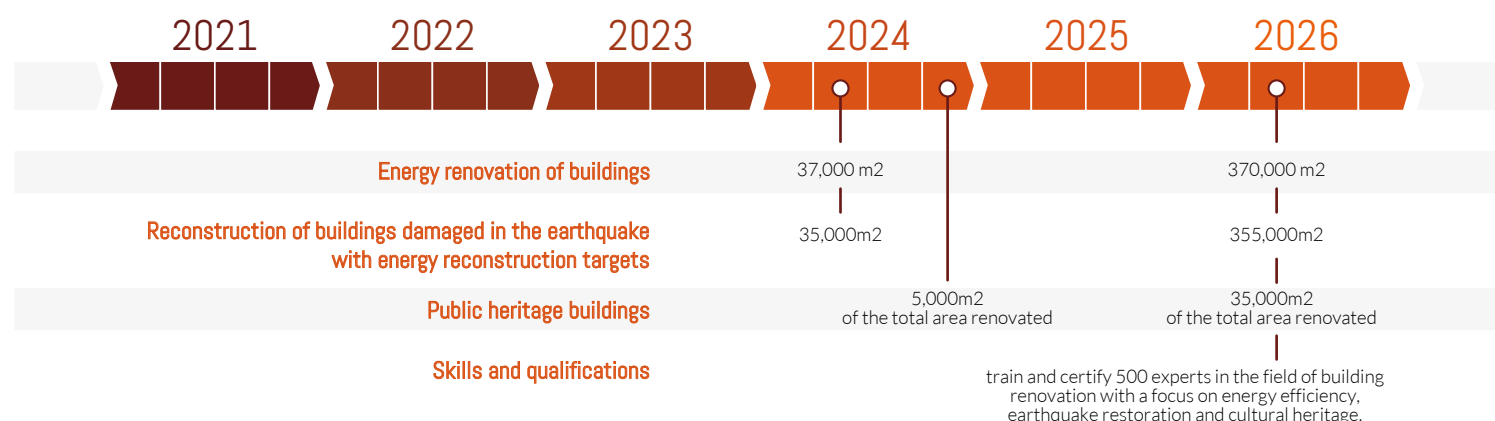


The Energy Efficiency First principle, with a 50% energy savings indicator, will be applied. Savings will be calculated and presented for renovation projects in accordance with EPBD calculation methodologies and verified through the digital SMIV tool (System for Monitoring, Measurement and Verification of Energy Savings). Clear milestones have been set on the way to meeting the Plan's targets. Several Ministries will be responsible for monitoring the implementation of measures. The Ministry of Construction will be the coordinator for the renovation flagship initiative, while the Ministries of Culture and Education, local governments, and more will be launching public calls for projects. Croatia's Plan also provides for a review of the NRRP management system.



TRACKING/ TIMELINE TO 2026

Alongside a series of qualitative targets, the Croatian NRRP sets the following quantitative renovation targets:



RECOMMENDATIONS FOR IMPROVEMENT DURING IMPLEMENTATION

Croatia's NRRP sets out a substantial investment in renovation and renewal that can tackle multiple priorities, alongside a comprehensive framework that addresses many major elements needed for successful delivery of the Plan. However, the energy renovation target only corresponds to approximately [0.25% of Croatia's residential floor area](#), meaning there is still a long way to go to achieve a renovation rate of 3% by 2030. Nevertheless, the Plan is close to transformational in quality for tackling deep and complex renovations – if not in scale – and enhances the enabling conditions for scaling up the rate of deep renovations to 2030. To build on this and to go further, steps could be taken to:

- ▶ Set out how to build on the reforms, programmes, capacity building and skills being put in place to attract additional investment, including from private sources, at the scale needed
- ▶ Monitor whether existing technical support resources are sufficient to support take-up at scale and prepare to scale up / roll out capacity as needed.
- ▶ Plan for how the renovations planned could be harnessed to accelerate the decarbonisation of the building stock.

NOTE

The survey was complemented with a targeted desk-based review of Croatia's Long-term Renovation Strategy (LTRS) to contextualise its NRRP.

Relevant extracts from the Commission Staff Working Document and the Council Implementing Decision for the Croatian NRRP

This Annex is to be read as a supporting document to the Country Profile. While the Country Profile centres more specifically on the renovation-related investments, the Annex is more broad and covers the climate-related reforms and investments of interest to buildings.

Measure/Sub-Measure Name	Estimated Costs (EUR m), excluding VAT	Deadline	Instalment	Milestone/ target
COMPONENT 1.2: ENERGY TRANSITION FOR A SUSTAINABLE ECONOMY				
C1.2. R1-I2	60.9	Q4 2021		50 contracts awarded to the beneficiary companies, following a public tender to support renewable energy sources and energy efficiency measures in small, medium-sized and large enterprises. In particular, implementation of energy efficiency and/or renewable energy measures shall lead to a minimum reduction of 20% in the energy consumption in production facilities. For energy renovation of buildings accompanying the production facility, which are exclusively linked to industrial or production processes, the implementation of measures shall lead to a minimum reduction of 40% of energy consumption.
COMPONENT 1.5: IMPROVING THE USE OF NATURAL RESOURCES AND STRENGTHENING THE FOOD SUPPLY CHAIN				
C1.5. R1-I1.b Construction and equipping of logistic distribution centres for fruit and vegetables - Construction of the energy efficient logistics distribution centres	37.3	1 by Q4 2023 3 by Q1 2026	5/10	The 4 built Logistic Distribution Centres (LDC) shall include a refurbishment part intended for the reception of the product, cleaning, washing, sorting and packaging, as well as a storage part of suitable reception and storage capacity under chilling and long-term storage and a certain level of processing of the product. The measure concerns the construction of a new building, with a Primary Energy Demand (PED) that is at least 20% lower than the nearly zero energy building (NZEB).
COMPONENT 1.6: DEVELOPING SUSTAINABLE, INNOVATIVE AND RESILIENT TOURISM				
C1.6. R1-I1.b Regional diversification and specialisation of Croatian tourism through investments in the development of high added value tourism products - energy efficiency	74.1	Q4 2025	6	Allocation by tender of 100% of the allocated budget for the construction and adaptation of public tourism infrastructure in accordance with the eligibility/selection criteria for the green and digital transition of existing public tourism infrastructure and the development of public tourism infrastructure outside the main tourist and coastal areas
		Q3 2022	8	Publication of tender documentation for the green and digital transition of existing public tourism infrastructure and the development of public tourism infrastructure beyond the main tourist and coastal areas by Q3 2022.
COMPONENT 2.5: MODERN JUSTICE FIT FOR FUTURE CHALLENGES				
C2.5. R1-I4 Project and implementation of the Zagreb Justice Square project to improve access to justice and efficiency of commercial procedures and administrative disputes	67.9	Q2 2026	10	Conceptual, principal and implementation projects and resulting permits for the construction of the Justice Square in Zagreb shall be obtained, on the basis of which public tenders will be issued for the execution of the works of a building, professional supervision and project manager. Upon construction completion an Utilisation Permit has been obtained for one newly built building in the Justice Square. The investment concerns the construction of a new building, with a Primary Energy Demand (PED) that is at least 20% lower than the nearly zero energy building (NZEB).
C2.5. R1-I5 Implementation of energy efficiency measures to renovate obsolete judicial authorities	10.5	Q2 2024	6	Renovation of 20 judicial buildings shall be completed. The newly renovated buildings shall meet standards on rational energy use and thermal protection. The investment concerns, on average, at least a medium-depth level renovation as defined in Commission Recommendation on Building Renovation (EU) 2019/786, resulting in achieving at least a 30% reduction of primary energy demand; or, shall achieve, on average, at least a 30% reduction of direct and indirect GHG emissions compared to the ex-ante emissions. In addition, access to buildings shall be adapted to persons with disabilities and this adaptation shall be accompanied by compliance with fire and technical protection standards and the functional design of interiors. In this investment cycle, priority shall be given to the locations of judicial authorities in economically less developed parts of Croatia.

Measure/Sub-Measure Name	Estimated Costs (EUR m), excluding VAT	Deadline	Instalment	Milestone/ target
COMPONENT 2.6: PREVENTING AND COMBATING CORRUPTION				
C2.6. R1-I4 Supporting efficiency in the fight against corruption and organised crime – renovation of buildings	2.7	Q2 2025	8	The regional PN USKOK in Zagreb, Split, Rijeka and Osijek centres shall be renovated, fully digitalised and equipped with smart technology and up-to-date functional equipment thereby ensuring functional conditions for the work and accommodation of officials. Renovation also includes energy renovation of buildings, but the requirement to achieve a minimum of 30% of energy savings is not mandatory.
COMPONENT 4.3: IMPROVING THE SOCIAL WELFARE SYSTEM				
C4.3. R3-I4.b Construction and equipping of centres for the elderly (accommodation and services) – energy renovation	9.8	Q2 2026	10	The construction and entry into operation of centres for the elderly shall create conditions for providing integrated care. On the basis of the data obtained from the analysis, provision is made for accommodation construction of eight centres for 800 beneficiaries exclusively for people who functionally entirely depend on institutional care and whose needs cannot be provided at home or community level. The locations of the elderly care centres shall be determined through a public call to allow cities and counties to participate in the building and equipping of centres for the older people, while the selection criteria shall be guided by the ability to ensure the sustainability of the investments, regional dimension to achieve even territorial capacity coverage, based on the mapping analysis. All new constructions must be nearly zero-energy buildings under the Energy performance of buildings directive (EPBD), while the renovation of existing buildings should achieve on average, at least medium depth renovation, as defined in the Commission Recommendation on building renovation, or achieve on average at least a 30% reduction in direct and indirect greenhouse gas emissions compared to ex-ante emissions. For all buildings, particular attention should be paid to ensuring healthy indoor climate conditions, fire safety and risks associated with increased seismic activity.
INITIATIVE 6.1: RENOVATION OF BUILDINGS				
This initiative in the Croatian recovery and resilience plan concerns investments and reforms aiming to encourage comprehensive renovation of buildings, including energy renovation, structural reinforcement and post-earthquake renovation. Renovation shall cover multidwelling and public buildings, including health and educational facilities, as well as buildings with the status of a cultural good. The initiative includes reforms that shall support the process of renovation and decarbonisation of buildings, while addressing barriers in the construction market and social issues: i) a reform aimed at decarbonisation of buildings, ii) a reform aiming at increasing the number of workers and experts in energy efficiency and post-earthquake reconstruction iii) a reform aiming at reducing the administrative burden for the applicants in the renovation process, iv) a reform aiming at increasing knowledge of seismic activities, v) a reform aiming at promotion and development of green infrastructure and circular management of buildings and spaces and, vi) a reform aiming at developing systematic energy management and testing a new energy-efficiency financing model.				
REFORM C6.1.R1 – DECARBONISATION OF BUILDINGS				
The reform shall contribute to the renovation wave initiative of the existing buildings and to the transformation of the existing building stock into a highly energy efficient and decarbonised building stock by 2050. The reform shall include the adoption of energy efficiency renovation programmes for the period 2021-2030 for multi-dwelling buildings, public buildings and a special category of buildings with a status of the cultural good, as well as the adoption of the energy poverty reduction programme in areas of special state concern for 2021-2025.				
Adoption of national energy renovation programmes for (i) multi-dwelling buildings,(ii) for buildings that have the status of a cultural good (both for the period 2021-30), and for (iii) energy poverty reduction in areas of special state concern (for the period 2021-25).		Q4 2021	1	-Publication on the official website of the Ministry of Physical Planning, Construction and State Assets. -Publication of the programmes to encourage in-depth renovation of buildings, high-efficiency alternative systems and which shall pay particular attention to ensuring healthy indoor climate conditions, fire safety and risks related to increased seismic activity. A specific category of energy renovation of buildings with the status of a cultural asset that has not yet been included in energy renovation programmes for EU co-financing in Croatia shall be introduced. -Publication of the energy poverty reduction programme in areas of special state concern, for the period 2021-2025, covering comprehensive renovation of buildings in assisted and special government care areas, capacity building to alleviate energy poverty, reduce end-use energy consumption and consequently reduce CO2 emissions from energy poor or vulnerable households.

Measure/Sub-Measure Name	Estimated Costs (EUR m), excluding VAT	Deadline	Instalment	Milestone/ target
Publication on the official website of the Ministry of Physical Planning, Construction and State Assets		Q2 2022	2	Adoption of the programme for the energy renovation of public sector buildings for the period 2021-2030, which includes a comprehensive renovation of public sector buildings including energy and resource efficiency measures while reducing the thermal needs and energy consumption of public buildings and increasing the use of RES and the consequent reduction of CO2 emissions.
Contracts signed for the energy renovation of public and multi-dwelling buildings		Q4 2022	3	Contracts signed providing EUR 66 361 404 for energy renovation of buildings. All contracts to state the relevant energy efficiency requirement of a minimum reduction of energy consumption for heating by at least 50% compared to the annual energy consumption for heating prior to the renovation for each building (except for building with a status of a cultural good), which shall deliver an increase of 30% primary energy savings compared to pre-renovation state
INVESTMENT C6.1.R1-I1 - ENERGY RENOVATION OF BUILDINGS				
C6.1 R1-I1.a Energy renovation of buildings - public buildings	94	Q2 2026	10	Energy renovation of at least 288 000 m2 of public buildings in line with the co-financing contracts, achieving a minimum requirement of reducing energy consumption for heating by at least 50% compared to the annual energy consumption for heating prior to the renovation for each building, which shall deliver an increase of 30% primary energy savings compared to the pre-renovation state
C6.1 R1-I1.c. Energy renovation of buildings - multi-dwelling buildings	121.7	Q2 2026	10	Energy renovation of at least 180 000 m2 of multi-dwelling buildings in line with the co-financing contracts, achieving a minimum requirement of reducing energy consumption for heating by at least 50% compared to the annual energy consumption for heating prior to the renovation for each building, which shall deliver an increase of 30% primary energy savings compared to the pre-renovation state
INVESTMENT C6.1.R1-I2 - RENOVATION OF BUILDINGS DAMAGED IN EARTHQUAKES WITH ENERGY RENOVATION				
C6.1 R1-I2.a Renovation of buildings damaged in earthquakes with energy renovation - public buildings	354.8	Q2 2026	10	Energy and post-earthquake renovation of at least 274 000 m2 of public buildings damaged by the earthquakes (in the areas of the City of Zagreb, Krapina-Zagorje County, Zagreb County, Sisak-Moslavina County and Karlovac County) completed in line with the co-financing contracts, achieving a minimum requirement of reducing energy consumption for heating by at least 50% compared to the annual energy consumption for heating prior to the renovation for each building (except for buildings with a status of a cultural good), which shall deliver an increase of 30% primary energy savings compared to the pre-renovation state
C6.1 R1-I2.b Renovation of buildings damaged in earthquakes with energy renovation - multi-dwelling buildings	245.2	Q2 2026	10	Energy and post-earthquake renovation of at least 45 000 m2 of multi-dwelling buildings damaged by the earthquakes (in the areas of the City of Zagreb, Krapina-Zagorje County, Zagreb County, Sisak-Moslavina County and Karlovac County) completed in line with the co-financing contracts, achieving a minimum requirement of reducing energy consumption for heating by at least 50% compared to the annual energy consumption for heating prior to the renovation for each building (except for buildings with a status of a cultural good), which shall deliver an increase of 30% primary energy savings compared to the pre-renovation state
INVESTMENT C6.1.R1-I3 - ENERGY RENOVATION OF BUILDINGS WITH THE STATUS OF A CULTURAL GOOD				
C6.1 R1-I3 Energy renovation of buildings with a status of a cultural good	40		10	Energy renovation of at least 31 000 m2 of buildings with the status of cultural goods, achieving on average an increase of 30% primary energy savings, with a minimum requirement of 20% for each building, compared to the pre-renovation state The investment involves the preparation and implementation of open calls for proposals for drafting documentation and carrying out energy renovation works for buildings with the status of a cultural good for public and cultural purposes. The programme covers two categories of buildings: individually protected cultural goods (individual buildings and building assemblies) and buildings located within a protected cultural and historical unit.

Measure/Sub-Measure Name	Estimated Costs (EUR m), excluding VAT	Deadline	Instalment	Milestone/ target
REFORM C6.1 R2 – DEVELOPING A FRAMEWORK FOR ENSURING ADEQUATE SKILLS IN THE CONTEXT OF GREEN JOBS NEEDED FOR POST-EARTHQUAKE RECONSTRUCTION				
Publication of the National Skills Development Plan in the context of green jobs related to energy efficiency and post-earthquake reconstruction	5.3	Q4 2022	3	The publication of the National Skills Development Plan that shall improve the skills of green jobs in the context of energy renovation, post-earthquake renovation, green infrastructure, application of nature-based solutions and circular management of space and building, based on a review of existing programmes and preparation and adaptation of educational programmes defined by the reform.
Completed training and adult education programme for post-earthquake reconstruction and energy renovation		Q2 2026	10	500 persons shall complete adult education programmes for post-earthquake renovation and energy renovation certified by Public Open University Zagreb/Croatia Employment Service/other relevant bodies.
Completed expert studies and education programmes in the field of sustainable urban development and renovation of cultural heritage		Q2 2026	10	50 persons shall complete expert studies and education programmes in the field of sustainable urban development and renovation of cultural heritage, certified by the Faculty of Architecture/Faculty of Forestry/ other relevant bodies.
REFORM C6.1 R3 – EFFICIENCY GAINS, REDUCTION OF ADMINISTRATIVE BURDEN AND DIGITALISATION OF THE RENOVATION PROCESS				
A physical one-stop-shop office for energy renovation and seismic reinforcement set up and operational	4	Q4 2021	1	The physical one-stop-shop office shall be developed and made operational in the earthquake-affected area to reduce the administrative burden for citizens. The investment shall include the adaptation and modernisation of the physical infrastructure at a location where one-stop shop shall be established, investments in online system development and maintenance services, investments in the functionality of the online system, training of staff, training of public authorities involved and promotion activities.
On-line one-stop-shop for energy renovation and seismic reinforcement set up and operational		Q4 2022	3	Putting into operation of an on-line one-stop-shop system bringing together all the necessary information for energy renovation and post-earthquake reconstruction. The one-stop-shop shall be implemented in two phases: (i) emergency services necessary for the urgent structural renovation and necessary restoration of damage in order to ensure a level of safety for citizens and facilities; (ii) integrating all other services and information needed for comprehensive and energy renovation with the services and information included for the 'build back better' concept.
Completed training for public employees for providing one-stop-shop services for energy efficiency and post-earthquake reconstruction		Q2 2026	10	At least 80 public employees trained to provide high-quality services combining energy efficiency and post-earthquake reconstruction. Of that, at least 40 employees of the one-stop-shop to get training on various aspects of reconstruction, especially on the removal of administrative barriers in the implementation of reconstruction activities, and the use of the on-line platform. Another at least 40 employees of implementing public institutions to get training on the administrative and technical aspects of the reconstruction and working on the on-line platform.
REFORM C6.1.R4 – MODERNISATION AND INTEGRATION OF SEISMIC DATA FOR THE RENOVATION PROCESS AND PLANNING OF FUTURE CONSTRUCTION AND MONITORING OF PUBLIC INFRASTRUCTURE				
C6.1 R4 Modernisation and integration of seismic data for the renovation process and planning of future construction and monitoring of public infrastructure	0.7	Q2 2025	8	Complete integration of seismic data (fault maps, seismic area maps, landslide susceptibility maps in appropriate resolutions etc.) into the spatial planning system and application to 10 expert pilot bases for local government units' spatial plans. The results of the analysis of the seismic data may be used in the preparation of amendments to spatial plans or the creation of new spatial plans following the implementation of the reform.

Measure/Sub-Measure Name	Estimated Costs (EUR m), excluding VAT	Deadline	Instalment	Milestone/ target
C6.1. R4-I1 Seismic equipment units procured	10.9	Q4 2022	3	The investment shall strengthen the organisational and infrastructure capacity of the Seismological Survey of the Republic of Croatia through the purchase of at least 300 equipment units in order to increase the quality of the collection, processing and application of the seismic data needed for the renovation process of buildings, planning for the development of new facilities and monitoring of public infrastructure, as well as strengthening Croatia's resilience to earthquakes and associated risks.
C6.1. R4-I1 Hiring and training of Seismological Survey experts		Q2 2026	10	Hiring of 9 additional experts in the Seismological Survey of the Republic of Croatia, whose wages will be financed by the state budget after the expiry of the RRF, and completed training for collecting, processing and analysing of seismic data on the territory of Croatia.
REFORM - C6.1.R6 PILOT PROJECT FOR THE ESTABLISHMENT AND IMPLEMENTATION OF SYSTEMATIC MANAGEMENT ENERGY AND THE DEVELOPMENT OF A NEW FINANCING MODEL				
C6.1 R6 Successfully completed systematic energy management pilot project with the aim to test a new energy efficiency renovation financing model	1.6	Q4 2023	5	Following a public call, the Ministry of Physical Planning, Construction and State Assets in cooperation with Croatian Government Real Estate Agency shall implement a pilot project covering all energy and water consumption sectors in the pilot local government unit by setting up automatic data collection on energy and water consumption in multi-dwelling buildings in the selected pilot area. The objective of the pilot project is to achieve energy and water savings by setting up and implementing systematic energy management and allow for the testing the implementation possibilities of the new financing model for energy renovation of multi-dwelling buildings, including a cost-benefit analysis for its application at the national level. On the basis of the pilot project guidelines on the application of the energy consumption management for multi-dwelling buildings model at national level shall be developed.
Adoption of the guidelines for the application of a model for monitoring energy consumption in multi-dwelling buildings		Q4 2025	9	The Ministry of Physical Planning, Construction and State Assets shall adopt the guidelines for the application of a model for monitoring energy consumption in multi-dwelling buildings, based on the voluntary interest of owners of multi-dwelling buildings.

EXPLANATORY DOCUMENT TO ACCOMPANY COUNTRY PROFILES

READ THE FULL STUDY ON WWW.RENOVATE-EUROPE.EU

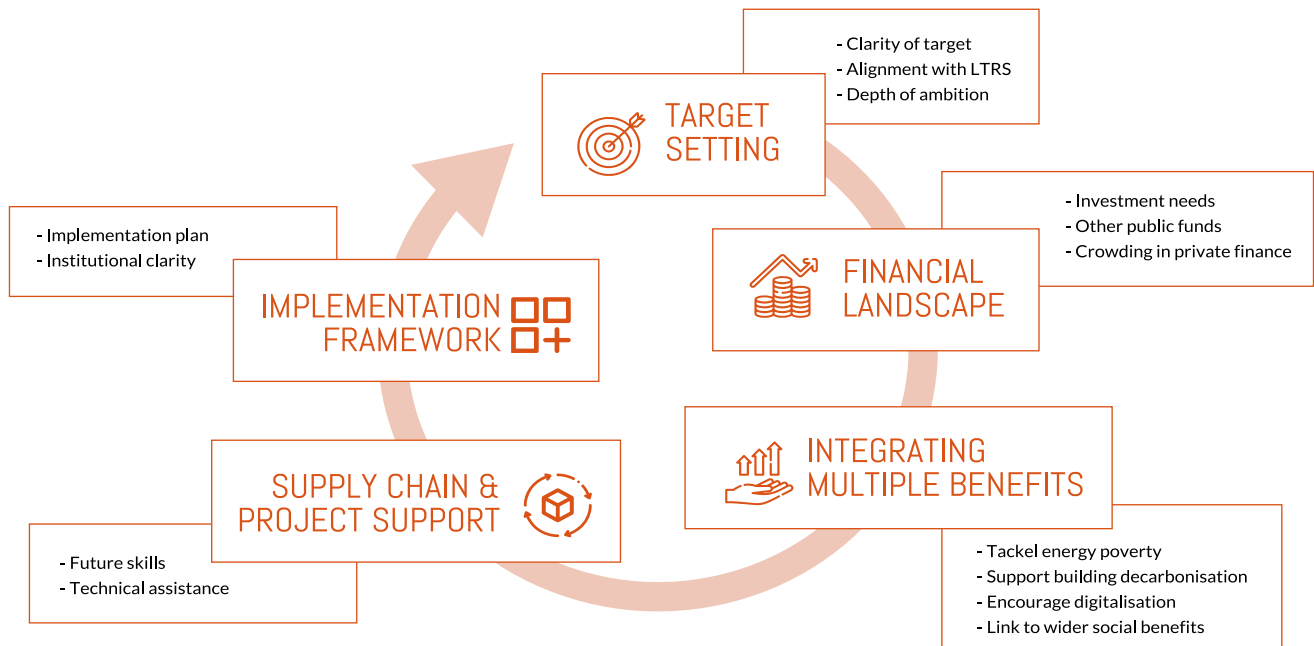
ABOUT THIS STUDY

This Study assesses the buildings-related elements of the National Recovery and Resilience Plans (NRRPs) in 18 Member States¹: Austria, Belgium, Bulgaria, Croatia, Czechia, Denmark, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Poland, Romania, Slovakia, Slovenia and Spain². The aim is to understand whether NRRPs position countries to achieve longer-term targets for more and deeper renovation, and whether NRRPs have the potential to be **'transformational'** on the path to achieving national goals set out in Long Term Renovation Strategies and EU goals set out in the Renovation Wave strategy.

The Country Profiles in this Study centre on the **investment measures** for energy renovation in the NRRPs. The aim is to identify where investments will flow, what types of energy renovation will be supported, and to offer guidance to support and improve the quality of investments to maximise their impact and scalability. The Study does not assess the reform measures included in NRRPs due to their uniqueness for individual countries.

ASSESSMENT METHODOLOGY AND SCOREBOARD

The Study was developed by E3G, bringing its experience of working on the Green Recovery Tracker, and was delivered in close cooperation with Renovate Europe's National Partners and Campaign Office. In each Country Profile, the Plans are assessed against five overarching criteria, each comprising several sub-criteria (summarised below). The assessment is **qualitative**. Each Country Profile is accompanied by an annex that sets out, in more detail, the various programmes and reforms that each Member State includes in its NRRP with extracts drawn from the European Commission's assessment of the NRRPs and the European Council's Implementing Decision for each NRRP.



1 Note: summary data here excludes Greece as the study is not complete yet

2 Renovate Europe has National Partners in 17 of these Member States, and cooperated on a separate basis with Mur Manteau and Renovons initiative in France. Renovate Europe's 18th National Partner (in the Netherlands) was unable to participate in this Study as the Dutch NRRP has not yet been published.

SCORING METHODOLOGY

For each of the five criteria, the NRRPs are provided with an aggregate score. The aggregate score is based on the sum of points of individual sub-criteria. The points were allocated as follows: 1 point - not addressed; 2 points – needs improvement; 3 points – strong; 4 points - transformational. The aggregated score is reflected in the ‘play button’ infographic for each of the criteria at the top of the country profiles. Those are summarised below.

Normalised* points range	Score	“Play button” Infographic
2.5 – 4.0	“Not addressed”	
4.1 – 6.3	“Needs improvement”	
6.4 – 8.5	“Strong”	
8.6 – 10	“Transformational”	

* The five criteria have a different set of sub-criteria, and as a result have different minimum and maximum points. The scores have been normalised to a base of 10 points. This still leaves some variation within the ranges, so comparison between criteria and countries should be treated with caution.

A UNIQUE OPPORTUNITY TO GET RENOVATION ON TRACK

National Recovery and Resilience Plans (NRRPs) present a unique opportunity to accelerate the delivery of deep renovation across the EU. The analysis of the NRRPs in this Study demonstrates that significant renovation activity is planned and will be made possible through the successive disbursements of the Recovery Funding. But these renovations must be done properly, and the money must be spent well. This unprecedented additional injection of public funds must set the EU building stock firmly on the path to achieving its Renovation Wave goals to 2030 and meeting the 2050 climate targets.

For NRRPs to be transformational towards achieving these goals, two key aspects need to be strengthened:

- 1. Ensure funding delivers a step change towards realising deep (or staged deep) renovations, going well beyond the 30% minimum energy saving recommendation set by the European Commission.**
- 2. Invest in the right enabling framework, including leverage of private finance, to create sustainable renovation markets that will grow beyond 2026**

UNDERPINNING A STRONG FIT-FOR-55 PACKAGE FOR BUILDINGS

This Study demonstrates significant interest in investing in building renovation, which can contribute to a strong outcome for the **Fit-for-55 legislative proposals**, all of which would enter into force while NRRP funding is being invested. The strength of the overall package is critical for delivering on renovation, with individual elements playing pivotal roles. For example, the introduction of mandatory **Minimum Energy Performance Standards (MEPS)** under the EPBD would send a strong signal to the whole renovation value chain, from institutional investors to building users.

Done right, NRRP investment can ease agreement on, and the implementation of, a more ambitious legislative package for buildings – a virtuous cycle between ambition and deliverability that can drive the creation, investment in, and sustained growth of renovation markets across the EU. To unlock this, it will be critical to establish a positive feedback loop between EU institutions (in supporting effective deployment of NRRP funds) and Member States (in backing a strong legislative outcome from Fit-for-55 negotiations) that delivers a significantly improved building stock for citizens. Informed by the assessment below, Renovate Europe and its National Partners will work to support this outcome.

RENOVATE² RECOVER

NINE RECOMMENDATIONS TO MEMBER STATES TO MAKE THEIR RECOVERY PLANS TRANSFORMATIVE

AMBITION

1. Prioritise deep renovations and scalability in the design and implementation of schemes
2. Accompany each funded building project with a Renovation Roadmap to 2050

3. Improve scheme longevity and impact by crowding in private finance

FINANCING

MULTIPLE BENEFITS

4. Integrate renovation with heat decarbonisation and apply Energy Efficiency First Principle consistently
5. Embed renovation alongside wider political and socio-economic priorities

6. Strengthen Technical Assistance at regional and local levels
7. Fund further One-Stop-Shops and information centres to support customers, exchange best practice
8. Upskill the workforce through reliable accreditation systems

SUPPORT

IMPLEMENTATION

9. Engage in better monitoring and aggregation of data to measure impact