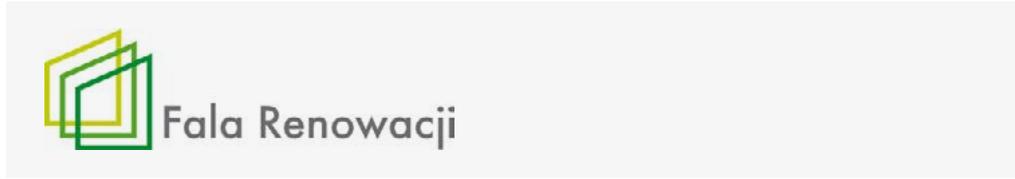


RENOVATE2RECOVER: HOW TRANSFORMATIONAL ARE THE NATIONAL RECOVERY PLANS FOR BUILDINGS RENOVATION?

NATIONAL PARTNER:



COUNTRY:



OVERVIEW:



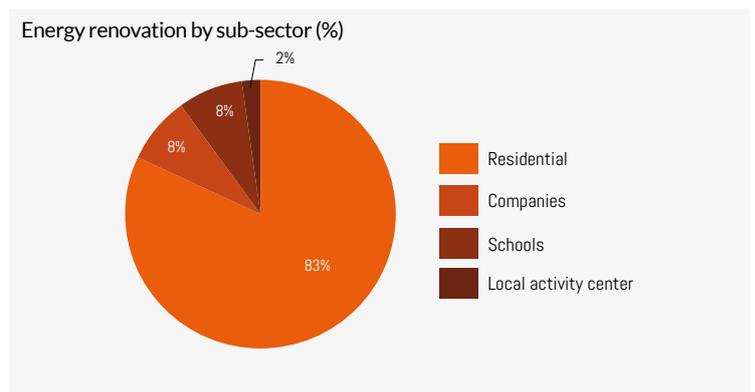
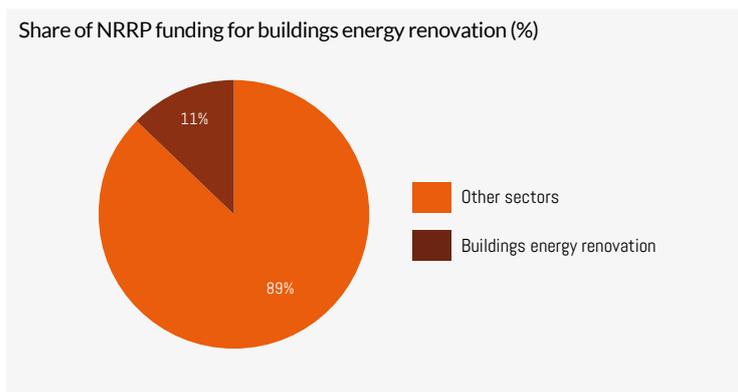
Poland's Country Profile is based on information provided by Renovate Europe's Poland National Partner: [Fala Renowacji](#). It focuses on the buildings elements of Poland's National Recovery and Resilience Plan (NRRP), submitted to the European Commission on 3rd May 2021. The Plan includes energy renovation as part of a significant investment in heat and energy efficiency. It can be strengthened by ensuring that energy efficiency improvements are actively encouraged as part of the extensive programme for exchanging old and inefficient heat sources in single-family homes, increasing technical assistance for end users and establishing clearer targets, milestones and monitoring procedures.



BUILDINGS IN THE CONTEXT OF THE PLAN



The final version of the NRRP includes measures for €36bn in total, comprising a request for €23.9bn in grants, and €12.1bn in loans. Around €7bn (19.7%) is allocated to building-related activities, at individual building level and through cities. More than half of the buildings funding (€3.9bn, 10.7% of total funding) is earmarked for renovation. This includes allocating €3.2bn to single- and multi-family residential buildings for energy efficiency improvements and heat replacements, and €300m for energy efficiency improvements in large enterprises, including building and process modernisation and renewable energy installations. €290m are allocated to schools, and €67m to local activity centres. An additional €2.8bn is foreseen as loans for new 'green' buildings in cities and €388m is dedicated to replacing old and inefficient district heat networks.



National Challenges

A [Study for the EC](#)¹ estimates that only 1.5% of renovations in the residential sector were medium depth and 0% deep renovations, based on floor area. In the non-residential sector those shares were 2.3% medium, and 0.3% deep. According to the NRRP, an estimated 70% of single-family buildings do not meet energy efficiency standards and 3.5m houses use coal for heating. Lack of consistency between different support schemes, separate treatment of heat and energy efficiency measures and difficulties in leveraging private funding are among the key challenges for accelerated rate and depth of renovation.

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



The NRRP's buildings part focuses on switching fuel for heat and modernising some public buildings. The targets include replacing inefficient heating in 860,000 single family buildings and modernising 1,300,000m² of usable floor space across 320 schools. The programmes are expected to support the implementation of 'comprehensive' renovations, but there is a lack of technical detail or measurable objectives such as energy savings, energy performance or emission reduction targets. The 'comprehensive approach' in multi-family buildings should achieve primary energy consumption at the level of technical requirements for new builds, but without further detail. Individual grant levels may be linked to energy performance. The Energy Efficiency First Principle is referred to, but without details on implementation.



FINANCIAL LANDSCAPE AND PERSPECTIVE



Poland's NECP estimates the overall investment need for modernisation of energy-production and use at €195 billion annually for 2021-2030. Since Poland has not submitted its LTRS, the investment needs for renovation and energy efficiency improvements are still to be defined. NRRP measures are planned for implementation under existing programmes: 'Clean Air', focusing on heat fuel switching in single family homes, and the Subsidy Fund and Thermo-modernisation and Renovation Fund, focusing on energy efficiency in municipal flats (at risk of fuel poverty) and multi-family housing. 'Clean Air' programme grants cover up to 60% of the costs of heat source replacements. The NRRP acknowledges links to other public finance mechanisms (e.g. Cohesion Fund) without providing details on how funding streams will complement each other and attract private capital.



MULTIPLE BENEFITS AND INTEGRATION



Some links between the renovation of buildings and other objectives are visible in Poland's NRRP, for example higher support for renovating municipal buildings to tackle energy poverty. The Plan includes measures to switch inefficient heat sources in 860,000 single-family buildings, however without requiring assessment of energy performance, potentially introducing energy poverty risks if measures are deployed in unsuitable properties. The Plan does not foresee concrete steps to encourage digitalisation in the buildings sector (e.g. smart buildings, automation and control systems). It places a strong emphasis on renovation to improving air quality and links the process to other objectives like climate change adaptation and decreasing environmental degradation in cities.



SUPPLY CHAIN AND PROJECT SUPPORT



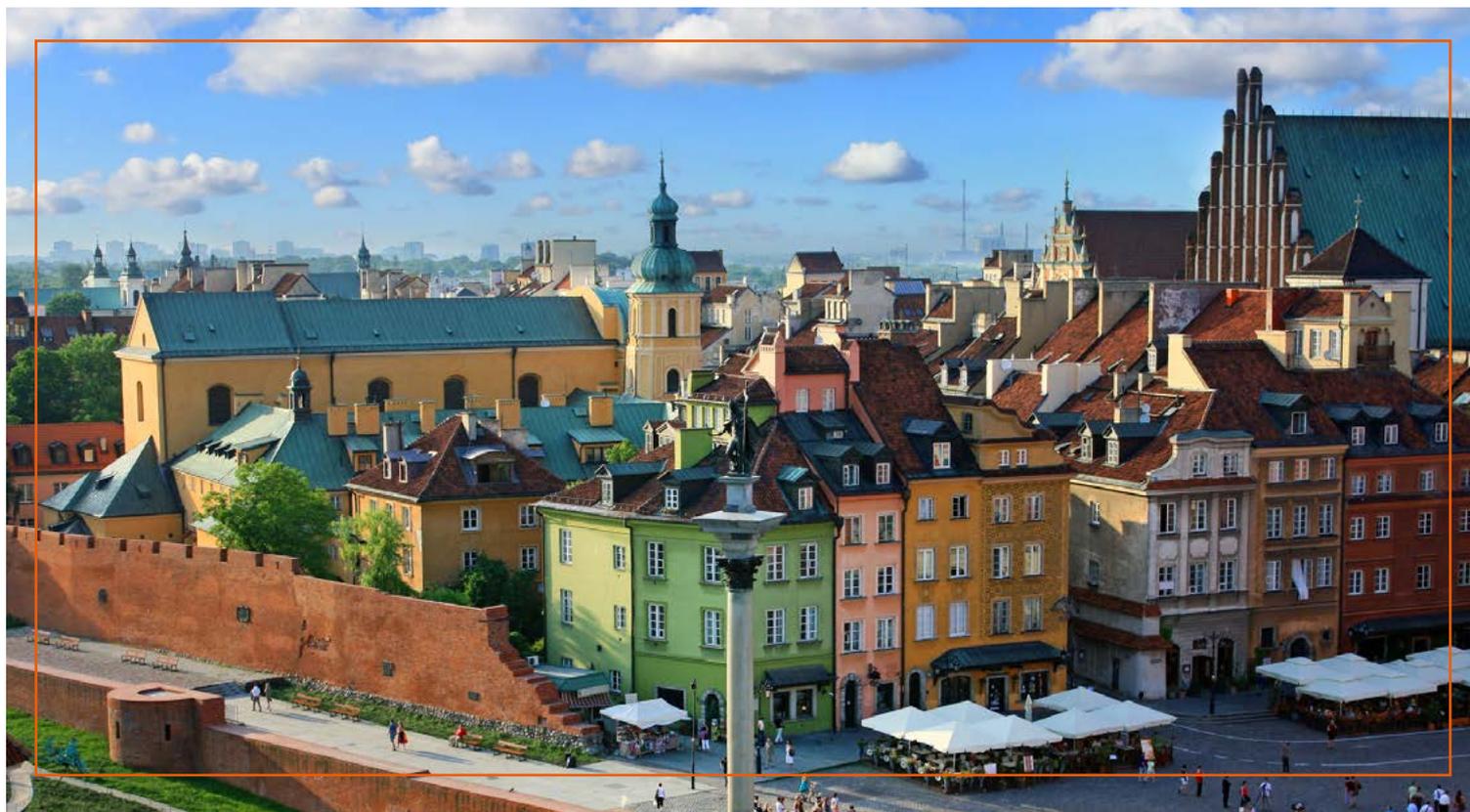
The NRRP refers to a set of existing measures for project take-up and support, including the creation of a 'green list' for construction materials and products, and an energy calculator for beneficiaries. The provision of technical assistance for energy communities is a new measure for which the NRRP may provide additional funding. Programmes for upskilling, training or accreditation in the renovation and new heat technologies supply chains are not mentioned.



IMPLEMENTATION FRAMEWORK



Poland's NRRP mentions intermediate legislative milestones such as the amendment of the Energy Efficiency Law in Q3 2021 and an update of the National Programme for Air Protection in Q4 2021 – but it does not contain practical milestones. The NRRP indicates the intention to create an implementation Monitoring Committee consisting of representatives of the Polish government, NGOs, employers' associations, and regional administrations. While applications for the 'Clean Air' programme can be filed online, additional supporting measures, such as the creation for of a digital 'Central Register for Final Energy Savings' are foreseen.



TRACKING/ TIMELINE TO 2026

Legislative milestones are already set, but there are no clear Plan-specific renovation milestones and targets for interim delivery across different programmes.

RECOMMENDATIONS FOR IMPROVEMENT DURING IMPLEMENTATION

Poland's NRRP sets out substantial investment in heating fuel switching, building on existing programmes, although the impacts and milestones could be more clearly articulated. The Plan can enhance the enabling conditions for scaling up the rate of deep renovations to 2030. To do this, further steps should be taken to:

- ▶ Set a clear timetable for programme delivery and create a robust governance framework to foster monitoring and accountability.
- ▶ Align the NRRP with a set of quantifiable targets for renovation rate and depth, energy savings and emissions savings, better integrating heating with efficiency measures.
- ▶ Ensure that the comprehensive renovation is present and efficiently implemented in the planned support schemes, with a stronger incentive to deep renovation in both residential and non-residential sectors.

NOTE

[Green Recovery Tracker](#) analysed the Polish NRRP draft that was published in February 2021 and is currently being updated. The Study was complemented with a targeted desk-based review of building elements of the Polish National Energy and Climate Plan (NECP). Poland has not yet submitted its Long-Term Renovation Strategy.

EXPLANATORY DOCUMENT TO ACCOMPANY COUNTRY PROFILES

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

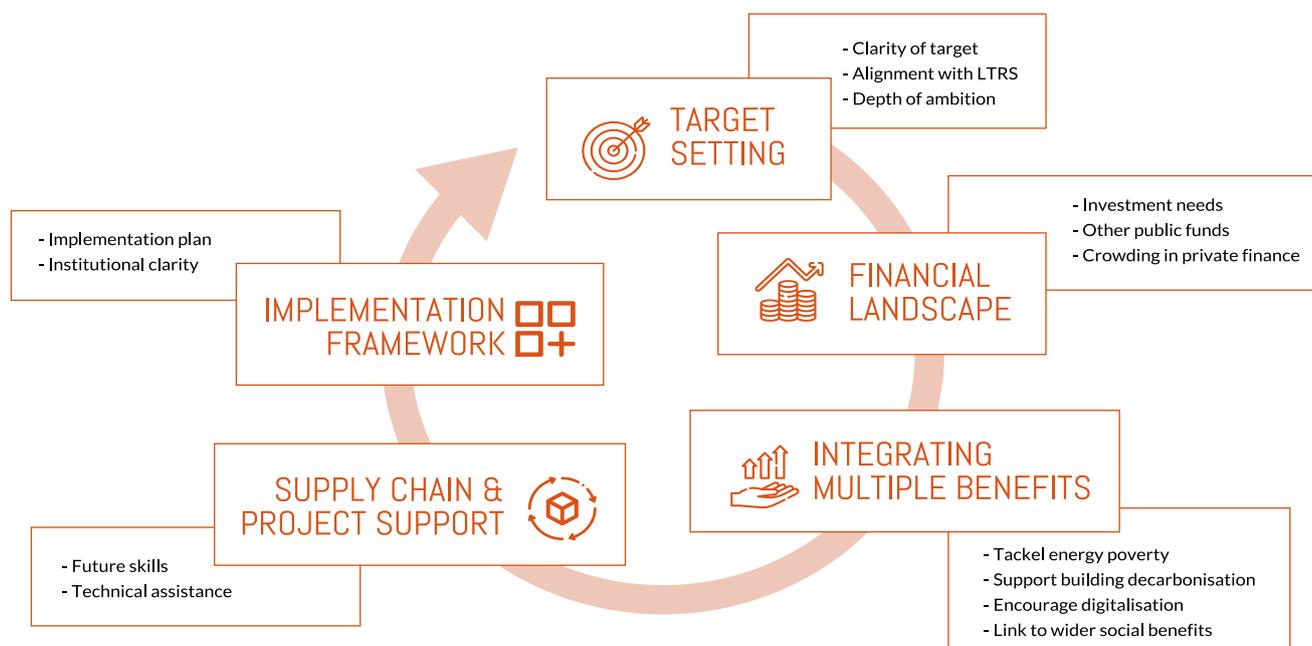
ABOUT THIS STUDY

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