CONCERTED ACTION
ENERGY EFFICIENCY
DIRECTIVE

8th CA EED Plenary Meeting Public Proceedings

May 2026

Contents

1 Opening Plenary Session

In the course of the eighth Plenary Meeting of the CA EED3 over 145 experts, policy makers and implementers gathered together in Dublin to discuss issues related to the implementation of the EED in Member States. The Plenary Meeting was designed to give Member States and Norway the opportunity to exchange experiences and learn from each other.

1.1 Presentations by Coordinator, keynote speakers, and CINEA

Opening speech, by Brian Carroll, *Assistant Secretary General at the Department of Climate, Energy and the Environment*

Coordinator Opening presentation 8th PM, *RVO*

News from CINEA 8th PM, *CINEA*

2 Working Group Parallel Sessions

The Working Group Parallel Sessions of the 8th Plenary Meeting covered the following topics: energy audits (WG8.1), energy poverty and SCP frameworks (WG8.3), retrofitting public buildings (WG8.3), and Energy Efficiency First (WG8.4).

2.1 Working Group 8.1 – Energy audits – from thresholds to enforceable practices (Art. 11 & 28)

The Working Group 8.1 sessions in Dublin addressed the transition of energy audits under Article 11 (and their interaction with Article 28) from formal compliance requirements to enforceable, data-driven, high-quality implementation practices. The discussions were structured around two complementary sessions: (1) identification, data systems and administrative readiness, and (2) audit quality, implementation impact and professional oversight.

Session 1 – Identification, Data Systems and Administrative Readiness

The first session highlighted that accurately identifying obligated companies remains a foundational challenge for effective implementation. Evidence from the LEAPto11 (**The Concept of Quality in Energy Audits: Perspectives from Policy, Implementation, and Market Actors (LIFE CET Project LEAPto11- Linking Energy Audit and EnMS Policies towards new EED Article 11**) observatories shows that Member States face data fragmentation across tax, corporate, and energy registries, complicating the application of thresholds and the consistent definition of target populations. This challenge is further amplified by complex corporate group structures and cross-border activities.

The Norwegian case (**Data collection under Article 11 and practical use of data in Norway**) demonstrated a robust digital reporting architecture in which data is collected through a centralised

platform that integrates detailed information on energy use, carriers, and efficiency measures. This approach enables regulatory compliance, analytical capacity, and policy design, including applications such as surplus heat mapping and infrastructure planning.

Across presentations, a strong consensus emerged that digitalisation, interoperable databases, and reliable identifiers are essential infrastructure for implementing Article 11. At the same time, administrative burden must be carefully managed through streamlined reporting and alignment with parallel frameworks such as ESG and CSRD reporting.

Session 2 – Audit Quality, Implementation Impact and Professional Oversight

The second session focused on the technical robustness and real-world effectiveness of energy audits. Findings from LEAPto11 indicate that audit quality is uneven across Member States, with persistent issues related to incomplete data, weak quantification of savings, and limited post-audit monitoring. Strengthening the use of appropriate databases, fostering continuous dialogue with enterprises and intermediaries, and implementing robust quality-check and follow-up mechanisms would help ensure that audits become reliable tools for decision-making, supporting both investments and energy savings. The transposition process represents a valuable opportunity to address these challenges.

The Dutch system presented, illustrated the importance of integrated administrative and enforcement frameworks, combining front-end reporting portals with backend case management systems and linking audit obligations with broader energy-saving policies. This example highlighted that clear minimum requirements, structured quality assurance, and institutional coordination are critical for enforceability, including the role of accreditation systems, certification bodies, and supervision mechanisms.

A key message is that audit quality directly determines implementation impact: high-quality audits lead to more reliable savings estimates, stronger investment decisions, and higher implementation rates. Conversely, audits risk becoming purely descriptive if not supported by rigorous methodologies, benchmarking, and verification mechanisms.

The table discussions emphasised the need for:

- Standardised methodologies and minimum requirements for savings calculation and monitoring,
- Stronger alignment with ISO 50001-based energy management systems,
- Clear frameworks for measurement, reporting and verification (MRV),
- Enhanced professional capacity, training, and oversight systems.

The Mentimeter survey (10 questions), conducted during the sessions, provided participants with immediate feedback and confirmed the main findings of the WG8.1 report. In particular, respondents' views aligned with the identified challenges related to data fragmentation, variability in audit quality, and the need for stronger digital systems and quality assurance frameworks. The survey results thus reinforced the overall diagnosis and supported the emerging convergence towards practical, data-driven and quality-oriented implementation approaches.

Cross-cutting Insights and Convergence

Across both sessions, discussions converged on several key points:

- Article 11 is operational but unevenly implemented, with significant differences in quality and administrative maturity across Member States.
- Data has become central to the entire audit ecosystem, requiring harmonised structures, validation mechanisms, and digital platforms.
- Quality assurance and MRV systems are increasingly critical for ensuring credibility and investment relevance.
- Administrative simplification and digitalisation are essential to reduce the burden while maintaining legal certainty.

- Capacity building and institutional competence are structural elements of the system, not ancillary issues.

At the same time, several issues remain open, including boundary definitions (legal entity vs site), treatment of self-consumption, and the level of harmonisation in oversight and MRV approaches across Member States.

Overall Outcome

The WG8.1 sessions achieved a pragmatic convergence on direction rather than full harmonisation. The main outcome is a shared commitment to move towards:

- Practical, non-binding guidance supported by real national examples,
- Development of common templates, data models, and methodological references,
- Strengthened digital and governance infrastructures,
- A structured follow-up agenda based on peer exchange and incremental alignment.

The Dublin discussions confirmed that the next phase of Article 11 implementation requires not additional obligations but improved system design, data governance, and quality assurance frameworks, ensuring that energy audits function as effective instruments for energy-efficiency investments and policy delivery.

2.2 Working Group 8.2 – Quantifying energy poverty measures in EED Art. 8 and SCP frameworks

WG 8.2, chaired by Lea Gynther (FI), was well attended. Over 30 participants were present, representing various ministries, energy agencies, energy authorities, as well as the European Commission.

The requirement in EED Article 8(3) is that a share of the cumulative end-use energy savings shall be achieved among people affected by energy poverty, vulnerable customers, people in low-income households, and, where applicable, people living in social housing. This share must be at least equal to the proportion of households in energy poverty, as assessed in the Member State's national energy and climate plan (NECP). Measures financed under the Social Climate Plans (SCP), may contribute to achieving national energy-saving targets, particularly the sub-target required by Article 8(3). The focus of the working group was to identify the set of measures in place for Article 8(3) implementation, their monitoring methods and how the MS address the links between Art. 8(3) and SCPs.

The topic was organised into two sessions:

- Session 1: Status of implementation in the MS and group work on challenges
- Session 2: Possible solutions and group work on them

Session 1

First, highlights from the Working Group document, based on a survey conducted in January, were presented. The report describes the target groups, measures, their monitoring methods, and the interaction between Article 8(3) and SCP. In the final section, the document focussed on links between the two frameworks or why links may be absent. Monitoring energy savings among target households presents broader administrative and data-related challenges and is not merely a technical exercise.

Second, the Commission shared its views on the linkages and differences between Article 8(3) and the SCPs in addressing energy poverty. The following answer was received to a question passed in advance to the Commission on the possibility to change the energy poverty indicator(s) used in calculations:

INFORMATION POINT (following a request from MS) on the change to the energy poverty indicator as notified in the updated NECPs (2024):

- In principle, changes to the NECP are to be sent to ENER.A.1 via the FMB[1] as it was the case for the plans
- As it concerns in particular the energy poverty indicator, we do not see why MS should not be able to change it if they so want
- If any MS have changed their energy poverty indicator compared to what they included in their final updated NECP, they are free to notify the Commission accordingly.

Third, the Netherlands outlined how the country addresses energy poverty. Their presentation covered definitions, measures used, and monitoring.

Finally, participants worked in groups to identify the main challenges. They mentioned most commonly identifying and reaching target groups (including data privacy issues) and monitoring (including availability of data, accuracy, handling comfort taking in calculations). In addition, they mentioned the size of the target, improved definitions, having sufficient policies and enough time to implement, social acceptance of measures, administrative burden and targeting micro enterprises.

Session 2

The session began with an overview by Italy of their energy poverty measures, including achieved energy savings, financing, and links with their SCP.

Next, the EU-funded StreamSAVE+ project coordinator introduced methods for calculating energy savings from energy poverty measures.

The session also included a mini hackathon on possible solutions to the identified challenges. It progressed as follows:

- A Mentimeter poll was launched for prioritising challenges. The list was formulated by combining those identified in session 1 group work and those in the Working Group report. The first Mentimeter question scanned the main challenges and the second the most solvable ones. For results, see Figure 1.
- Each table was asked to choose a challenge – or a part of a challenge – among the most solvable ones and to work on a solution.
- The groups recorded their proposed solutions on templates. For results, see Table 1 for five completed templates on two main challenges: identifying eligible households and data issues.
- Lastly, the following question was posed with Mentimeter:" Coming back to the challenges after the hackathon, on what issues are you hoping other countries can share good practices?" For results, see Figure 2.

[1] Functional Mailbox

Figure 1 – Two Mentimeter results on challenges

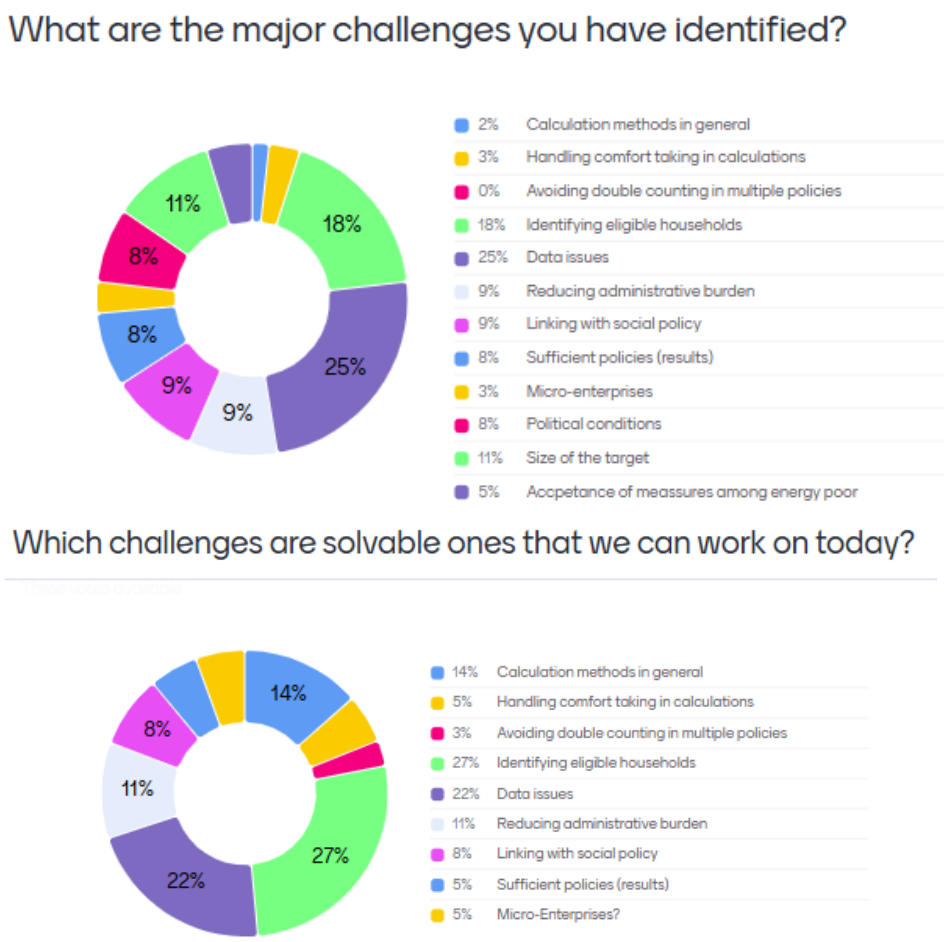


Table 1 – Hackathon results on solvable challenges

Challenge	**Identifying eligible households**	**Identifying eligible households**	**Identifying eligible households**	**Data**	**Data**
Why it matters	Identify and measure the right target groups for a policy measure.	Targeting policy measures and financial support.	Without identification it is impossible to calculate energy savings and reach the target.	To identify eligible households and to calculate the target and energy savings.	Identifying the target and measuring savings.
Practical solution	Solve privacy issues. Common definition. Parameters and right indicators. Trusted middlemen.	Widely shared information about existing support. Database plus dedicated	Different definitions and methodologies from MS.	Administrative survey on annual basis. Registry to provide data. Activate municipalities (more of a bottom-up	Data sharing between relevant bodies.

Challenge	Identifying eligible households	Identifying eligible households	Identifying eligible households	Data	Data
	Insight in (results of) measures.	managing body.		approach) to collect data and monitoring.	
Who needs to act (MS, Commission, CA EED network, …)	Every level (from EU to local) of government needs to act. Energy companies, welfare institutions, social workers. OSS → reach out.	MS	MS	MS – create registry & use the data sources on national level. Common action from all municipalities – data sources on local level. EC/ Eurostat – decide MS mandatory households survey on annual basis for the data.	MS, Commission
Example to showcase in next WG meetings	Invite someone who was in energy poverty (experience workers). Solutions to privacy issue; possible workarounds.	Financial programme grant → call for applications → energy poor apply + evidence for being part of the definition	Best practice from LV	In EL they run household budget surveys annually to collect data on income, expenses and information on the buildings – [*unclear word*] to define energy poverty according to the revised EED	IE: Energy Agency + Dept Social Protection data sharing platform (drawing from Data Sharing and the Governance Act of 2019)
Key takeaway for other MS not in the table	Lego approach → building blocks → stack part solutions to one all-encompassing solution. Keep it simple, straight forward → trust.	Limited time for identification and application of measures. Will the savings be enough for Art. 8(3)?	Similar and different issues in MS.	For EL the next step is to gather data on local level. Requires new collection of data. Have to comply with GDPR. Start thinking in new and more advanced ways to collect or model data, e.g. smart meters. It's not a static process – continuous work to improve data quality and methodology.	Data sensitivity key with energy poverty. Practicalities must be taken into account. Macro issue beyond Art. 8.

Figure 2 – Coming back to the challenges after the hackathon, on what issues are you hoping other countries can share good practices?

Working Group takeaways

Participants likely came away with a clearer understanding that implementing Article 8(3) is not a technical exercise but hinges on effectively identifying target groups, addressing data availability and quality, and coordinating across policy frameworks such as SCPs. The sessions highlighted that while Member States face similar challenges, there is no single solution; instead, a combination of approaches—such as

improved data sharing, use of registries, and local-level engagement—can be applied. The exchange of national practices and the hackathon format also provided practical ideas and reinforced the need for iterative development, while helping participants better articulate their own remaining knowledge gaps, particularly regarding indicators, data, and savings calculations.

Future steps

In the final poll the participants listed their needs for future work and information dissemination in quantifying energy poverty measures. Grouped results were:

- Data in general, data verification, quality of data collected for the analyses.
- Indicators to measure energy poverty on aggregated level vs. indicators/data used to identify target households.
- The identification of and reaching out to vulnerable customers: designing specific alternative measures, involving them in support programmes, involving them in quantification
- Saving calculations: Who calculates savings? Calculation of residential energy savings with consideration of rebound/prebound effects.
- Addressing energy poverty in industry and transport.
- EEOS/AM interaction and apportionment of savings across policies towards Article 8.
- Results in the first half of the period (2021-2025).

2.3 Working Group 8.3 – Retrofitting (public) buildings and tracking progress (Art. 6)

There were three sessions dedicated to WG8.3. A survey was issued to all registered WG8.3 participants a couple of weeks before the plenary. The survey extracted the current questions and concerns MS had in relation to Art. 5 baseline and Art. 6 inventory and baseline. The results helped inform the speakers and preparation for the clinic with DG ENER in session one.

Session 1

The session commenced with an exercise to determine where MS were in relation to completing their Art. 5 and 6 baselines and inventory. This was compared to a similar exercise done at the Warsaw plenary. Most MS had moved into the sections where they were working or near completing this work, and some more MS moved into the fully completed section.

Demark presented the findings from the WG8.3 questionnaire. He overviewed the main findings and positions in relation to Art. 5 baselines and Art. 6 inventory and baselines, integration with EPBD and other systems etc. Only 8% of MS had completed Art. 5 baseline, but 68% were in progress and near complete. Most MS were excluding public transport and armed forces. There was little progress by MS on tracking the Art. 5 target. For Art. 6, 24% of MS had a completed inventory, but many had gaps especially leased buildings, EPC and energy data for all buildings. Many MS have yet to decide on social housing in the context of Art. 6. The Commission advised for MS to determine the basis for exclusion or inclusion and move on. DG ENER will accept any robust analysis on this as its bespoke to each MS conditions.

This was followed by a ’clinic’ by DG ENER. They had analysed and considered the WG8.3 report and questions and comments submitted by participants in the survey. This clinic was to be followed by a panel discussion and ppt by IE on their system. But there was so much interest and questions for DG ENER that it was decided to continue the ‘clinic’. IE had presented before on their systems and there was a study visit in 2024.

DG ENER shared that very few MS have transposed the directive six months after the deadline, but that MS were very active with their governments and in the process of getting it signed off. The focus then moved to Art. 5 baselines. They reiterated that MS can use estimates till the date for when final data is required. They congratulated MS who decided to include public transport and armed forces in the baseline. Either way savings in these can be factored into Art. 5 savings. For example, electrifying public transport

could fulfil a lot of Art. 5 saving requirements. The question arose as to whether outsourced companies' energy usage, who fulfil functions for a public body, is in the baseline. DG ENER advocated for MS to choose an approach and basis for inclusion or exclusion and apply consistently. He emphasised for a reporting perspective that only the public bodies as a whole will be tracked. MS do not have to report sub sector usage. Also, for Art. 6 he advocated that MS push for metered consumption data overtime, as opposed to use engineered estimations. If consumption is big, then metered data should be specifically used.

For Art. 6 inventory and baselines, DG ENER explained why the EPBD recast will move to ZEB from 2030, but for the EED Art. 6 target MS can achieve ZEB or NZEB to comply. ZEB didn't exist legally at the time of the EED recast to refer to it solely in Art. 6. But the EPBD target of ZEB for all buildings is not until 2050. So, MS have time to bring their public sector building stock to NZEB for Art. 6 compliance and to ZEB eventually by 2050. DG ENER went also went over the upcoming reporting requirements under Art. 5 and 6. In general there was a lively and continuous stream of questions and engagement for the 'clinic' with DG ENER which went straight to the end of the session.

Session 2

Session 2 commenced with a presentation from NL. They have a clear scope of who's in and out of the public sector definition. They have two databases, one for addresses and one for EPCs. They have collected total m2 but need to adjust to remove buildings already NZEB/ZEB to get the final Art. 6 baseline. They estimate that the Alt 6 retrofit target will be 770,472m2 per year. They have different standards for NZEB for different building types and are working on the ZEB standards.

Defining the baseline

How much floor area (in m2) is owned by public bodies on 01-01-2024?

- Adjusted for >250m2 and the exceptions as mentioned
- Data collected from multiple sources, namely the Key Register of Addresses and Buildings and the database of energy performance certificates

Interesting finds:

- 68% of the total m2 is owned by municipalities

Entity	Sector	Amount of buildings	% of total	Floor area in m2	% of total
Central Government	Ministries (excl. defence)	253	2%	291.597	1%
	Defence	1.188	7%	2.360.419	9%
	Agencies	406	2%	3.481.429	13%
Regional governments	Provinces	186	1%	442.606	2%
Local governments	Municipalities	13.833	83%	18.209.888	68%
	- big (> 50.000 people)	8.430	51%	12.136.313	45%
	- medium (5.000-50.000 people)	5.362	32%	6.044.238	22%
	- small (< 5.000 people)	41	0%	29.337	0%
	Water boards	116	1%	317.470	1%
Entities connected to national authorities	Police	335	2%	1.260.303	5%
Entities connected to regional and local governments	Regional cooperation bodies	349	2%	576.665	2%
	Umbrella organisations	3	0%	14.457	0%
	TOTAL	16.669	100%	26.954.834	100%

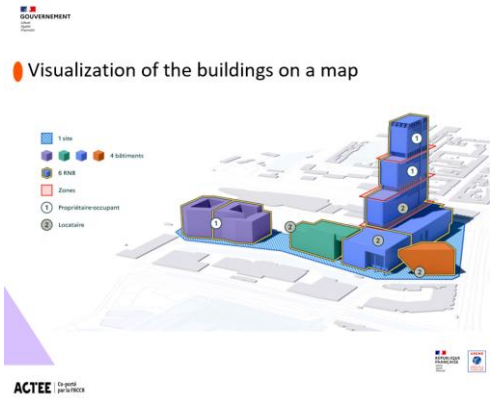
Published database is found here → Gebouwenoverzicht Overheidsinstanties

NL also explained some of the programmes they have in place for achieving this renovation target and also how the interaction with the EPBD MEPs requirement will be used to drive savings for Art. 5.

Austria presented on Art. 5 and 6 in their MS. They have calculated a 19.6GWh annual target for Art. 5. There is a central website, which gathers the buildings from the federal government and local and state government to develop an inventory for Art. 6. For the Art. 6 equivalent savings target AT originally estimated this as 103.8 GWh but have since got more accurate data and now revised it to 38.47GWh. The applied the exemptions allowed under Art. 6.

The FR status was presented. They have nearly 140,000 public bodies under Art. 5 and 6 so collecting data is a challenge. There are a lot of smaller municipalities. They have developed a national platform over the last number for years for PBs to enter their consumption on a database, called IPPER. It will

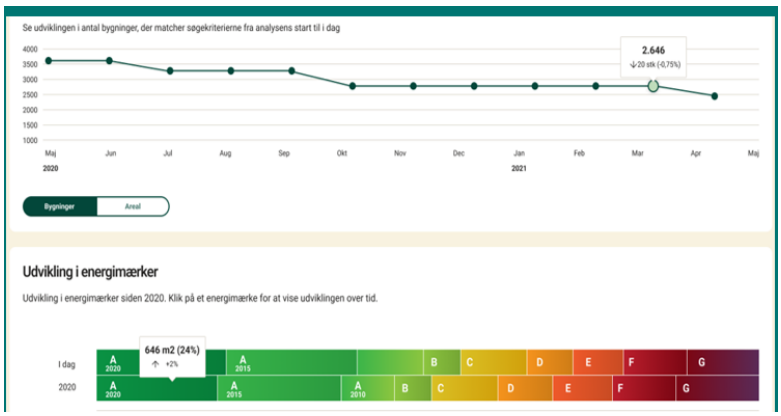
enable public bodies to report against Art. 6 as well. There are a number of carrot measures to encourage PBs to voluntarily comply and are considering stick measures also.



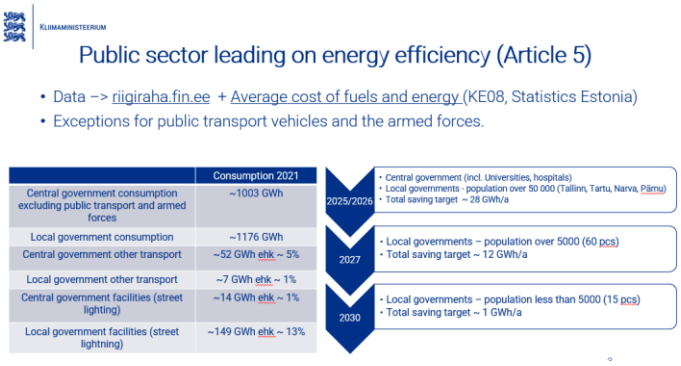
This was followed by an interactive table discussion on sharing good practices on Art. 6 collection systems and data analysis. The Art. 6 exemptions allowed was presented and further table discussions were had on how MS had or where planning to apply exemptions.

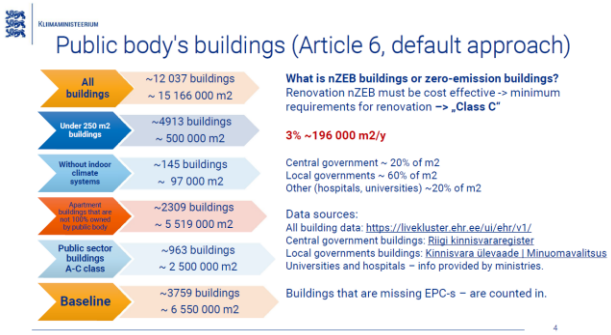
Session 3

Session 3 started with a ppt on the Danish progress to date on Art. 5 and 6. DK have adopted the alternative approach. There is already a lot of data and information in hand for this as DK has 80% of its buildings with EPCs. They have developed a governance approach to assign roles and responsibilities across key Danish institutions. The presenters then introduced the Danish system for tracking the Art. 6 retrofit target and calculating equivalent savings. And explained how PBs record their buildings every year that equals a 3% retrofit rate. The system then calculates the equivalent savings for that year. The system links with the EPC system and it can track achievement of NZEB or ZEB requirements to be achieved by 2040.



EE [presented] on their MS which has adopted a default approach. They have undertaken a comprehensive approach to analysing Art. 5 and 6 targets. They have applied some exemptions to the Art. 6 target baseline. They still have some challenges to complete this work, to complete some data gaps for historical buildings. They are working on an approach to getting an EPC for historical buildings and determining what is the standard for retrofit for these buildings. They are exploring the cost of Art. 6 compliance V EPBD MEPS compliance and what is the most cost-effective pathway to achieve both.





IE presented on the linkages to the EPBD work in the CA EPBD. The presenter is a member for the management team of the CA EPBD. They highlighted the progress of MS against several EPBD requirements which will impact MS delivering Art. 6 EED requirements. Specifically progress on setting NZEB/ZEB standards for new and existing buildings. MS work on existing building NZEB/ZEB standards was of most interest as this is the target in Art. 6. They then discussed MEPs, passport systems, suitable solar and other areas of EPBD of relevance.

This was followed by an interactive table discussion. They were divided into two groups – one group for MS undertaking the alternative approach and one for those undertaking the default approach. There was lively discussions and findings in relation to good practices on collection systems and reporting, barriers and solutions.

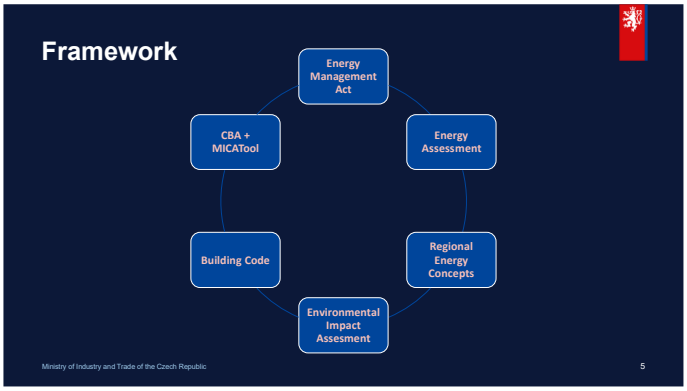
2.4 Working Group 8.4 – Energy Efficiency First guidance on CBA methodologies and practical experience (Art. 3)

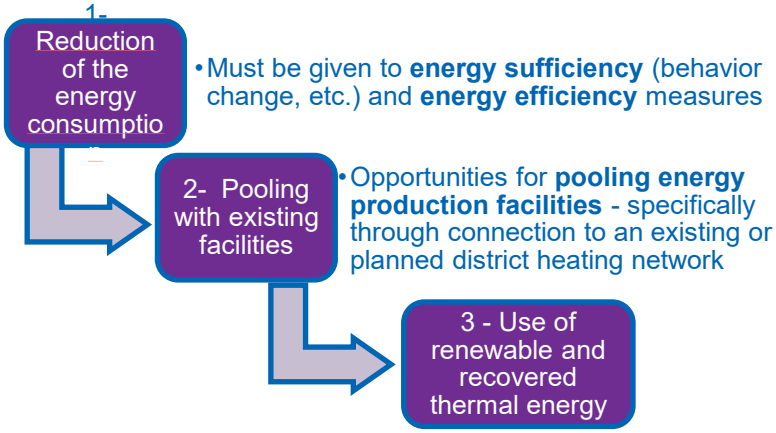
Two sessions were dedicated to Article 3, with a focus on the principle of energy efficiency.

In the opening session, the results of the questionnaire on the status of the transposition of Article 3 were presented. Denmark, Finland, France and Latvia reported the full transposition of Article 3, whereas Austria and Hungary reported a partial transposition. Other Member States reported that transposition was in progress, with many referring to pending (at that time) guidance from the Commission. When asked about wider benefits that could be included in a cost-benefit analysis, four Member States reported on their implementation. Austria mentioned that each sector has its own requirements. Denmark highlighted their recommendation to include social and economic effects. Finland referred to different guidance for carrying out a CBA and for including several aspects, such as economic, social and environmental impacts, life cycle and long-term perspectives, security of supply, sustainability and circular economy principles. Hungary considers several wider benefits in their CBA, e.g. greenhouse gas emissions/climate impacts, energy import dependency and energy security, economic impacts, and energy expenditure for households and businesses.

The first session of Working Group 8.4 began with a presentation by the Commission, who introduced Recommendation (C(2026) 1486), which sets out guidelines for the design of a CBA for EEFP. The focus was on the wider benefits of energy efficiency, possible methods of quantification and monetisation and key considerations. The seven steps of a CBA were also highlighted, describing the process from a baseline scenario to the monetisation of costs and benefits and the subsequent comparison of alternatives. It was mentioned that sector-specific guidance on EE1st is still pending. Finally, attention was drawn to the open consultation on the post-2030 energy efficiency framework.

The session continued with two presentations from Member States on their transposition of Article 3 and the EE1st. The Czech Republic highlighted the integration of these principles into established decision-making and planning processes, as well as their legal framework, as outlined in the figure. However, there is no practical experience yet, as the legislation has only recently come into force.





France focused on both energy sufficiency and energy efficiency, with the objective of integrating them into the environmental evaluation scheme, establishing a 'default' procedure for projects not covered by the EE scheme, and integrating them into the model for impact assessment of laws/regulations. Project owners of district heating or cooling networks supported by the Heat Fund are encouraged to follow the comprehensive energy strategy outlined in the figure. There is currently no practical experience in France, as this legislation has only recently come into force.

The second session focused on the EneFirst+ project, which presented the results of implementing EE1st in four countries, using four pilot cases. Croatia presented the CBA results for the electricity transmission grid, showing that changing conductors would deliver a marginally positive CBA result, albeit only after more than 20 years. Participants indicated that the most effective entry point for EEFP for grids is strengthening regulatory obligations for TSOs. Greece focused on assessing heating and cooling. CBA is a powerful tool in this sector for maximising social welfare and should replace conventional planning based on the least-cost solution. The audience identified the quantification of externalities as the most important challenge. Italy highlighted CBAs in sustainable energy and climate action plans in local planning. The outcome is that energy efficiency is already a priority, but simple tools are needed. Most people in the meeting room see the EEFP as useful for local planning, but practical tools and clear guidelines are necessary. Finally, Poland focused on empowering energy consumers and presented a bill explainer and a European smart tariff map to raise awareness and demonstrate the high demand for straightforward incentives. While the audience acknowledged the usefulness of non-energy benefits for marketing purposes, they emphasised that direct financial rewards remain the primary driver. The participants were interested in the presentations and asked many questions, particularly regarding the practical application of EEFP.

3 Information Parallel Sessions

Information sessions were organised to brief participants about developments on specific topics: One-stop shops (INFO8.5) and financing (INFO8.6).

3.1 INFO session 8.5 - Defining the focus and framework for One-Stop Shops for energy efficiency (Art. 22)

In Article 22 of the EED, One-Stop Shops for energy efficiency are highlighted as a key component for Member States to achieve a more efficient use of energy by supporting targeted groups in becoming more energy efficient and by raising demand through simplifying the process.

In the session the Commission contributed to setting the scene by presenting both the Clean Energy Investment Strategy that was recently launched by the Commission and the Energy Efficiency Financing Support Package, a package aimed at mobilising large amounts of private capital, supported by the EIB. The Commissions Guidance on One-Stop Shops (OSS) is included in this package.

During the session two real life examples of One-Stop shops from Ireland were presented. The South East Energy Agency has an OSS model that offers a three-step homeowner journey:

a) Home assessment and energy report

b) Procurement and grant application

c) Works, project management, and completion

The other example, called the LEAP Project, is focused on more peripheral regions in Ireland. It is an EU LIFE-funded initiative to create local energy agencies delivering home renovation services. During the project three local energy agencies have been established and they have developed a mixed funding model for area-based retrofits.

The main part of the session was then set up in collaboration with CINEA and its expert on One-Stop Shops. The aim for this part of the session was to explore how OSS´s can be effectively designed and implemented to accelerate energy-efficiency improvements across sectors. This part was structured around three key challenge areas:

- Skills and Competence Requirements – Determining who is best suited to operate an OSS, considering the need for high-level financial, legal, social, and technical expertise.

- Funding and Business Models – How to identify sustainable OSS financing structures that fit different budget constraints, from public models to fully private and public-private partnership (PPP) solutions.

- Legal and Regulatory Considerations – Understanding the legal framework, including competition rules, procurement issues, and governance models when multiple actors are involved.

According to CINEA, the directive does not define OSS. The purpose of the guideline is not merely to comply with the directive; the main objective of OSS is to simplify building renovation. It should be made easy for homeowners, and it is important to consider the people living in the houses. During this part of the session, it was also underlined that it is essential to understand local conditions, as cultural differences vary, and it is important to know how to best reach out to homeowners. OSS can be developed in a way that adapts to people's different circumstances—for example, providing higher levels of support to those with limited financial means, and less or none to those who are better off. According to Christophe Milin, all known OSS initiatives struggle to reach maturity without public support. Scalability must be considered early, as successful OSS models can become costly when demand increases. When an OSS becomes popular, it can become very costly. The directive does not prescribe any legal status, meaning there are many possible legal arrangements. Key issues include competition rules, procurement, governance, and consumer protection.

3.2 Info session 8.6 – CINEA/Life projects: Financing of energy efficiency measures – governance arrangements and successful national initiatives (Art. 30)

This session focused on governance arrangements to mobilise, increase and activate private finance for energy efficiency measures supporting a fast implementation of the EED recast. In this context, the work of the Energy Efficiency Finance coalition was presented. In addition, two LIFE-CET funded projects with different approaches to the topic presented their solutions providing useful feedback for policy making.

DG ENER presented the **European Energy Efficiency Financing Coalition**, a high-level initiative to strengthen cooperation between the Commission, Member States, financial institutions and industry to scale up energy efficiency investments. The Coalition seeks to mobilise private finance by improving the market and regulatory environment, increasing the availability of financial products and demand, improving access to finance for enterprises and citizens, and supporting standardisation/aggregation to de-risk projects and reduce the cost of capital. It also promotes innovative energy service business models and blended public–private approaches. The Coalition covers all 27 Member States and gathers to date 67 financial institutions and 41 industry organisations. Governance comprises a General Assembly, an EU Expert Platform with Working Groups, and National Hubs to incubate national solutions.

The next project presented the **SMARTER Finance for EU** project, funded under the LIFE Clean Energy Transition Programme and building on earlier SMARTER work supported by Horizon 2020. The presentation introduced the concepts of Green Homes and Green Mortgages, highlighting a "total monthly cost of ownership" approach that combines mortgage payments with energy, health, and repair costs. Using an illustrative comparison between a Green Homes-certified apartment and an EPC "B" apartment, the speakers demonstrated that, considering a higher sales price and despite slightly higher monthly mortgage payment, the certified home's lower energy costs can reduce the overall monthly ownership cost. The presentation highlighted the programme's achievements to date, including the launch of 15 Green Homes and Green Mortgage programmes, a total investment value of EUR 597.5 million within these programmes (including EUR 12 million in sustainable energy), and the training of 830 people. These results have been supported by research, tools, and a European Advisory Board involving multiple Green Building Councils (GBCs), with the initiative now expanding beyond Europe. Key challenges discussed included siloed expertise, greenwashing, difficulties in scaling certification for small projects and single-family homes, and the need to make better use of limited renovation funding. Proposed solutions included adopting a holistic approach, establishing trusted verification partnerships, maintaining high standards while ensuring achievable pathways, blending green finance with support from public entities and municipalities, and providing grant support through One Stop Shops. Looking ahead, the speakers outlined plans for a SMARTER4ER European Centre of Excellence. Also mentioned were a help desk, shared communication tools, support for alignment with the EU Taxonomy, capacity building for banks and institutional investors, and practical tools such as legal agreements, research outputs, and best-practice catalogues, with activities referenced in Bulgaria, Spain, Ukraine, Bosnia and Herzegovina, Ireland, and Poland.

CODEMA presented the **LIFE-CET-DeliveREE** project, an initiative designed to accelerate decarbonisation in public buildings by addressing common delivery bottlenecks. DeliveREE established a dedicated Project Implementation Unit (PIU) to provide participating local authorities with technical, legal, commercial, and financial expertise. The project developed a replicable delivery model and led to the signing of nine Energy Performance Contracts (EPCs). The approach tested several key innovations, including portfolio aggregation, standardised procedures, contractor-led performance contracts, and outcome-based project definitions. By concentrating specialist expertise within the PIU, the model supports local authority staff while streamlining project development and procurement processes. A gap-to-target assessment is used to prioritise buildings and determine the most suitable delivery model. Larger buildings are generally well suited to EPCs, typically involving contracts of 8–10 years and values between EUR 5 million and EUR 10 million. Smaller buildings are better suited to design-build-commissioning contracts with a two-year energy guarantee. Reported outcomes include EUR 21 million in awarded contracts, rising to EUR 46 million when the current project pipeline is included, alongside projected energy savings of 15.5 GWh per year. The presentation concluded with a number of case studies demonstrating the relevance of the approach.

4 Other Parallel sessions

4.1 Site Visit to Tallaght District Heating Scheme

A comprehensive and efficient regulatory and financial framework, which ensures financial support for both the preparation and implementation of projects, was crucial for initiating the development of district heating in Ireland, emphasised the Programme Manager of SEAI's District Heating Centre of Excellence, in their presentation. Their website provides extensive professional materials, including prepared templates and recommendations for all stages of project preparation and implementation, as well as a heat map. This offers effective support to investors in preparing district heating (DH) projects, particularly by utilising waste heat from waste incineration plants and data centres, as well as other renewable energy sources. The availability of domestic and European financial resources—where the European Investment Bank (EIB) also plays an important role—is significant for both public and private investors in new DH systems.

Dublin's energy agency (CODEMA) presented the key steps in preparing a district heating system project, where good local planning and potential assessment are especially important. These must be confirmed by a feasibility study based on clear economic criteria. Around 80% of the electricity consumed by data centres is converted into heat, which requires constant cooling, while also representing an excellent opportunity for utilisation in DH systems. The use of this heat brings benefits both to the data centre, through reduced cooling costs and cooling redundancy, and to the local community, representing a model of effective coexistence and excellent best practice of the "Energy efficiency first" implementation.

The business model for utilising waste heat from Amazon's large data centre in the Tallaght District Heating Scheme is simple - the DH system can use waste heat when needed, while the data centre provides it free of charge when available. A cascade of two heat pumps raises the temperature of the waste heat from 25°C to around 80°C, producing 4 GWh district heat annually to supply the DH system (DH return heat at 50°C is connected to the second heat pump). A backup is provided by an electric boiler, which has so far practically not been in operation. With the construction of a thermal storage unit, the system will be further upgraded this year, improving the system operation and efficiency of the heat pumps. The system still has significant potential for expansion and connection of new consumers year (DH energy centre has room for another heat pump if necessary), with ongoing discussions already taking place with a large hospital, which will substantially increase the supply scope.

We visited the newly established remotely operated energy centre of the DH system, as well as the heat substation of its largest consumer, TUD Tallaght, gaining direct insight into how the system operates.

Presentations:

An Overview of the District Heating market development in Ireland, *SEAI*

DH Feasibility Study Guide, *CODEMA*

4.2 Joint Working Group - Uniting frameworks and practice: Energy Communities across directives and vectors

The Joint Working Group focused on energy communities, which are referenced in all three directives and will contribute to the energy transition. The session began with a presentation by the Commission, who outlined the links between renewable energy communities in the three directives: RED, EED and EPBD. The focus was on the legal framework, the number of energy communities and good practices to support the development of energy communities in heating and renovation projects. The second part of the session involved a presentation of the ElectriCITY project. This citizens' initiative aims to reduce the climate footprint in a district in Stockholm (Sweden), by focusing on the circular economy, digitalisation, energy and transport in order to achieve climate neutrality by 2030. The final part of the session involved an exchange between participants and table discussions on the role of energy communities in promoting energy efficiency and savings (EED Art. 8). Participants concluded that it is difficult to quantify the impact and that there is interest in energy communities beyond electricity. The Joint Working Group will continue at the next online CA RES plenary meeting, to which everyone is welcome to join via https://www.ca-res.eu. Additionally, the joint working group will produce a working group document summarising their work, which they intend to present at CA meetings after the summer break.

5 Bonus session

5.1 Bonus session - 'New impetus for energy efficiency'

The bonus session focused on the topic of "affordable energy", a topic that became particularly relevant as the direct aftermath of the war in Iran. The Commission introduced the topic by citing some key figures from the latest IEA report on household energy affordability"[2]. The Commission aimed in presenting some of the actions that have been performed during the one year since the publication of

[2] https://www.iea.org/reports/household-energy-affordability

the affordable energy action plan (AEAP)[3]. Also, to recall that there are many opportunities and low-hanging fruits for action towards energy efficiency, phase out of fossil fuels, an subsequently, reduction of energy imports and energy dependency. Apart from the AEAP, the Commission talked about the Citizens' Energy Package[4], the Clean Energy Investment Strategy[5], the European Affordable Housing Plan[6], and the new impetus for energy efficiency[7], as strategies that can both inspire and deliver practical results.

6 Closing Plenary Session

The Closing Plenary Session provided participants with an overview of the discussions and results of the Working Group sessions and included a presentation from the CA EED Coordinator as well as an invitation to the next Plenary Meeting.

Conclusions presentation 8.1 - Energy Audits - From thresholds to enforceable practice Tadeusz Skoczkowski, *The Warsaw University of Technology*

Conclusions presentation 8.2 - Quantifying Energy Poverty Measures in EED Art. 8 and SCP Frameworks, Lea Gynther, *Motiva*

Conclusions presentation 8.3 - Retrofitting public sector buildings and tracking progress, Alan Ryan, *SEAI*

Conclusions presentation 8.4 - EE1st guidance on CBA methodologies, Stefan Katzmann, *E-Control*

Site Visit presentation - Tallaght, Stane Merse, *Jožef Stefan Institute*

Coordinator closing presentation - 8th PM, Charlie Panhuyzen, *RVO*

7 Presentations

A number of presentations provided participants with valuable insights into Member States' EED implementations as well as examples from EU projects and information from the European Commission. All presentations are available on the CA EED website.

Working Group 8.1 - Energy Audits – from thresholds to enforceable practice

Working Group presentation 8.1 – Energy Audits session information, Tadeusz Skoczkowski, *The Warsaw University of Technology*

Working Group presentation 8.1 – Energy Audits - From thresholds to enforceable practice, Tadeusz Skoczkowski, *The Warsaw*

[3] https://energy.ec.europa.eu/strategy/affordable-energy_en
[4] https://energy.ec.europa.eu/news/commission-boost-access-affordable-and-clean-energy-all-europeans-2026-03-10_en
[5] https://energy.ec.europa.eu/topics/funding-and-financing/clean-energy-investment_en
[6] https://housing.ec.europa.eu/european-affordable-housing-plan_en
[7] https://energy.ec.europa.eu/topics/energy-efficiency/new-impetus-energy-efficiency_en

Lessons learned in Energy Audit data collection and management & Quality frameworks in Leapto11 observations - Italy, *ENEA*

Data collection under Article 11 and practical use of data in Norway - Norway, *NVE*

Working Group 8.2 - Quantifying energy poverty measures in EED Art. 8 and SCP frameworks

Working group presentation 8.2 – Highlights of the survey, Lea Gynther, *Motiva*

Quantifying Energy Poverty Measures in EED Art. 8 - European Commission, *DG Energy*

Energy poverty in the Netherlands, *RVO*

Policy and measures for energy poverty in Italy - Crossroads between the EED-3 (art.8) and the SCP, *ENEA*

Calculation methods for energy poverty measures - streamSAVE+, *SEVEn*

Working Group 8.3 - Retrofitting (public) buildings and tracking progress

IPPER Platform - France, *DGEG*

WG8.3 Article 5 and 6 EED III - Austria, *bmwet*

EPBD Requirements & Connections to EED - CA EPBD, *SEAI*

Public body's Energy Efficiency in Estonia - Estonia, *Ministry of Climate Estonia*

Alternative Approach Danish status - Art. 6 EED - Denmark, *Danish Energy Agency*

Implementation of Art. 6 in the Netherlands, *RVO*

Working Group 8.4 - EE1st guidance on CBA methodologies and practical experience (Art. 3)

Working group 8.4 - Mentimeter results, Stefan Katzmann, *E-Control*

Enefirst Plus updates - Croatia, *Energy Institute Hrvoje Pozar*

Croatian pilot case - applying EE1st to a CBA for the electricity transmission grid - Croatia, *Energy Institute Hrvoje Pozar*

Implementation of Article 3 of EED in France - France, *DGEG*

Integrating EE1st in comprehensive assessments on heating and cooling - Greece, *CRES*

The EE1st principle embedded in SECAPs - the Italian Pilot Case (2nd Phase) - Italy, *ENEA*

Empowering the energy consumer - Poland, *KAPE*

Utilizing Existing Framework to Progress Energy Efficiency - Czechia, *Ministry of Industry and Trade of the Czech Republic*

Energy Efficiency First Principle - European Commission, *DG Energy – European Commission*

INFO session 8.5 - Defining the focus and framework for One-Stop Shops for energy efficiency (Art. 22)

Challenges & Lessons learned - LEAP, *Atlantic Technological University*

Clean Energy Investment Strategy & Support Package on Energy Efficiency Financing - European Commission, *DG Energy, European Commission*

Ireland's OSS Community - EU Peers, South East Energy Agency, *South East Energy Agency*

One-Stop Shops from plans to practice - European Commission, *CINEA – European Commission*

INFO session 8.6 – CINEA/LIFE projects: Financing of energy efficiency measures – governance arrangements and successful national initiatives (Art. 30)

Introduction to the Coalition, European EE Financing Coalition - *DG Energy, European Commission*

Speeding Up Building Decarbonisation: Lessons from DeliveREE,- *Dublin's Energy Agency, Codema*

Introducing Smarter Finance for EU - SMART4EU, *Smarter Finance for EU*

Joint Working Group - Uniting frameworks and practice: Energy Communities across directives and vectors

Mentimeter results of the JWG, Stefan Katzmann, *E-Control*

Energy communities in the EU - CA RES, *CRES*

A citizens' initiative - ElectriCITY, *ElectriCITY Innovation*

Renewable energy communities linkages between RED, EED, EPBD - European Commission, *European Commission*

Site visit to Tallaght district heating scheme

DH Feasibility Study - Ireland, *Dublin's Energy Agency, Codema*

An Overview of District Heating Market Development in Ireland - Ireland, *SEAI*

Bonus Session

Fit for 55 - Affordable energy - European Commission, *DG Energy – European Commission*

Legal Disclaimer

The Concerted Action for the Energy Efficiency Directive (CA EED) was launched in 2013 to provide a structured framework for the exchange of information between the 28 Member States and Norway during their implementation of the Energy Efficiency Directive (EED).
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For further information please visit **www.ca-eed.eu** or contact the CA EED Communicator at **caeed@ca-eed.eu**.

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