

Energy Performance of Buildings Directive (EPBD) recast



“Zero-emission buildings by 2050”: Flemish vision and approach

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EU building stock



24 billion m²

of occupied floor area.

75 % of buildings with poor energy performance



11%/yr

Approx. 11 % / yr of existing buildings under some kind of renovation



85 %

of existing dwellings were built before 2000

More than 85 % of current stock will still be in place in 2050



1 in 4

Europeans live in buildings where indoor air quality falls below national standards



EU building stock



45%

The EU building sector is responsible for about 45% of energy use in Europe



1/3

Over one third of energy-related GHG emissions are due to the EU building sector



**32.2 Billion
EUR**

Spent in 2025 on importing fossil fuels to the EU every month



Impacts and benefits of the EPBD recast

**Climate, energy efficiency
and renewable targets**

**Energy Security &
Independence**

Lower energy bills

**Affordable and
sustainable housing**

**Local jobs and
competitiveness**

**Healthier living and
working conditions**

**Reduced grid
investment needs**



Chronology of the EPBD recast process

15 Dec. 2021
EPBD proposal
adopted by COM

8 May 2024
[Publication in Official
Journal](#) - entry into
force: **28 May 2024**

29 May 2026
Transposition date
(24 months after
EPBD entry into force)

30 June 2025
EPBD implementation
support package

18 May 2022
REPower EU plan:
Targeted amendments
to the EPBD proposal
aimed to maximise
solar energy use in
buildings

1 January 2025
Transposition
deadline for Article
17(15) on phasing out
financial incentives for
the installation of
boilers powered by
fossil fuels

31 Dec. 2025
EU countries submit
their draft national
building renovation
plans

31 Dec. 2026
EU countries
submit their final
national building
renovation plans



Renovation measures (Article 9)

Minimum energy performance standards for non-residential buildings – timelines & ambition

December 2025

First draft of **thresholds** to be calculated and established every five years in **national building renovation plans**

2033

Worst **26%** of non-residential buildings to be renovated by **2033**

Beyond 2033

Specific timelines for lower maximum energy performance thresholds by 2040 and 2050 to be established in **national building renovation plans**

2030

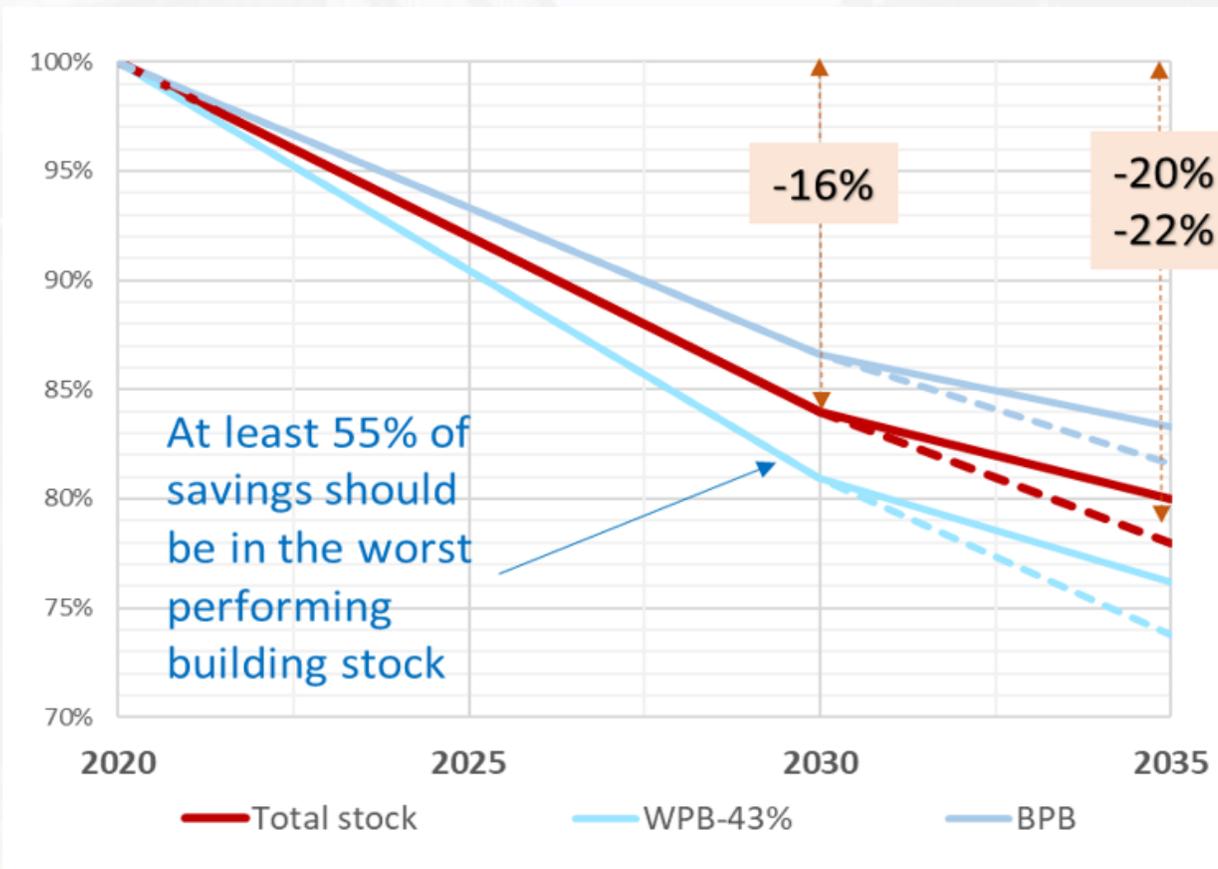
Worst **16%** of non-residential buildings to be renovated by **2030**



Trajectories for progressive renovation of the residential building stock

Timeline and ambition

National trajectory for the average primary energy use in kWh/(m².y)



Zero-emission buildings (Articles 7, 11, Annex III)



All new buildings to be zero-emission buildings (ZEBs):

- From 2028 public buildings owned by public bodies
- From 2030 all new buildings

ZEB will require:

- Zero on-site emissions from fossil fuels
- **Very low amount of energy** with a view to cost-optimal levels (at least NZEB-10%), supplied by:
 - renewables from onsite, nearby, renewable energy communities
 - energy efficient DH&C
 - energy from carbon-free sources

Life cycle GWP calculation (from 2028 for new buildings >1000 m² useful floor area, from 2030 for all new buildings) and disclosure through EPC



Focus areas of the EPBD recast

RENOVATION

- Minimum Energy Performance Standards
- National trajectories for the progressive renovation of the residential building stock
- National Building Renovation Plans

ENABLING FRAMEWORK

- Strengthened **Energy Performance Certificates**
- **Renovation passports**
- Sustainable finance & energy poverty
- One-stop-shops
- Deep renovation standard
- National energy performance databases



DECARBONISATION

- Introduction of **zero-emission buildings** as standard for new buildings
- **Solar deployment** in buildings
- Calculation of **whole life cycle carbon**
- Phasing out **incentives for fossil fuels** and new legal basis for national bans

MODERNISATION & SYSTEM INTEGRATION

- Infrastructure for **sustainable mobility**
- **Smart Readiness Indicator**
- **Indoor air quality**: ventilation and other technical building systems
- Digitisation, data access and exchange





National Building Renovation Plans (NBRPs)

Article 3, Annex II

- Blueprint towards a **decarbonised building stock** by 2050
- Key elements:
 - an overview of the national building stock
 - a roadmap with targets and progress indicators
 - policies and measures
 - investment needs for implementation
- Ensure better **coordination and planning** of actions at national and local level → a strong signal to drive **investments**, create **jobs** and boost **competitiveness**
- **Simplified** reporting:
 - Use of a common template (Annex II)
 - Synergies and alignment with NECP content & cycle



Content of the plan (Annex II, EPBD)

Structure	Narrative part	Data part	Comment
(a) Overview of the building stock	Description of the status quo, characteristic of the building stock in general, overview of barriers, market failures, capacities	Number of buildings, floor area, Renovation rates, PEC, FEC, GHG	<ul style="list-style-type: none"> For 1st plan rely on NECP R 2025 Status quo and baseline
(b) Roadmap	The ambition to reach climate neutrality by 2050, modelling, scenarios, path and trajectories	Renovation rates, PEC, FEC, RES, GHG	<ul style="list-style-type: none"> Forward looking towards 2030, 2040 and 2050
(c) Policies and Measures	Describe the policies and measures existing and to be taken, quantity their impact to reach the roadmap target, list barriers	List	The PAMs should be sufficient to achieve the roadmap
(d) Outline of investment needs	According to the above and modelling, describe the investment needs and the available public and private investment and how to mobilise them	Needs and investments	They should be sufficient to implement the PAMs and achieve the roadmap



Policies and measures

To promote deep renovation, MEPS implementation and targeting worst performing buildings	Prevention of construction waste, circularity	Smart technologies and infrastructure for sustainable mobility
Vulnerable customers/alleviation of energy poverty	Renewable energy including solar deployment, incl RED Art 15a	Addressing market barriers
Housing affordability	Reduction of whole life cycle GHG emissions and carbon removals	Addressing skills gaps
One stop shops	Promotion of district & neighbourhood approaches	Awareness raising campaigns
Decarbonisation of heating and cooling	Improvement of buildings owned by public bodies as per EED	Modular and industrialised solutions



Public Consultation

Member States should ensure early and inclusive public participation in line with the Aarhus Convention.

- **Prior to submitting** draft in order to support NBRP development (Article 3(4), EPBD)
- Involve **broad range of stakeholders** (in particular **local and regional authorities** and other socioeconomic partners, including civil society and bodies working with **vulnerable households**)
- Summary to be **annexed** to draft NBRP submission
- Commission will assess whether **sufficiently inclusive**
- **Appendix** to Annotated Template referring also to useful **existing guidance**



NBRP – submission and assessment

- **2-stage submission:**
 - **Draft plan** due by **31 December 2025**
 - Assessment & recommendations from the Commission
 - Due account must be taken of recommendations in the final version
 - **Final version** of the plan due by **31 December 2026**
- **Timely submission will ensure:**
 - An **updated roadmap** of actions for the building sector following submission of the Long Term Renovation Strategies (LTRS) in 2020
 - Effective and comprehensive **assessment** by the Commission
 - Sufficient buffer to **refine and review** final version of NBRPs



NBRP assessment by the Commission

- EC will **assess** the following aspects of the draft plans (as per Article 3(5), EPBD):
 - Level of ambition
 - Sufficiency of policies and measures
 - Sufficiency of budgetary and administrative resources
 - Reduction of Energy poverty
 - Priority renovation of worst-performing buildings
 - Inclusivity of the public consultation

NBRPs supporting tools

- **The EC supports and simplifies Member States tasks with 2 documents**
 - **Annotated template** for the narrative part of the plan
 - **Spreadsheet template** for data collection
 - **These templates :**
 - **Clarify** indicators, unit, baseline years
 - Factor in **guidance** on other EPBD provisions
 - **Suggest** what can be reported under all mandatory indicators
- **Streamline** and **standardise** reporting + allow for **comparison** and **aggregation**

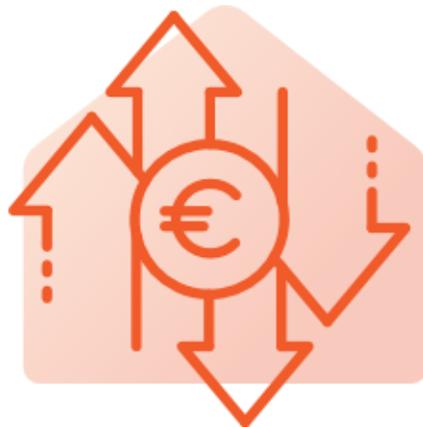
They are available on the [NBRP webpage](#).



The 4 pillars of the European Affordable Housing Plan



**Boosting
housing supply**



**Mobilising
investment**



**Enabling immediate
support while
driving reforms**



**Protecting the
most affected**



Boosting housing supply



**Strengthening
the productivity
and innovation in
construction**

**Cutting red tape
to accelerate
housing supply**

**Combining
affordability,
sustainability,
and quality in
housing**



**Housing
Simplification
Package
(2027)**

**Partnerships
for Better
Homes
(2026)**



European Affordable Housing



Thank you!