EU PEERS

Community for Integrated Home Renovation Services

Strengthening One-Stop Shops for Residential Building Renovation

National Policy Recommendations for the Baltic countries, France, Hungary, Ireland, Italy and Spain

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Content

This report has been produced as part of the EU Peers project.
EU Peers is the European Community of Practice supporting the development and impact of One-Stop Shops for residential energy renovation. Through European and national Community Platforms, it enables peer learning, collaboration and knowledge exchange among practitioners and stakeholders.
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1. Introduction

One-Stop Shops (OSS) have become a central element of the European Union's strategy **to accelerate the decarbonisation of the building stock and overcome the persistent barriers** that prevent households and building owners from undertaking deep energy renovations. By providing integrated support throughout the renovation journey, from information and technical advice to coordination of services, financing solutions and follow-up, OSS have the potential to simplify complex renovation processes, build trust among consumers and create stronger links between public authorities, market actors and citizens.

Their **role has been explicitly recognised and strengthened** in the EU's building renovation framework, notably through the revised Energy Efficiency Directive (EED) and the Energy Performance of Buildings Directive (EPBD). These directives establish a stronger policy basis for the development of OSS and place greater emphasis on accessible, reliable and integrated renovation support services. The ongoing transposition and implementation of these revised directives across all Member States therefore **represent a critical window of opportunity**: a moment to move from individual pilot initiatives towards more mature, sustainable and widely accessible OSS models capable of delivering the scale of renovation required to meet Europe's climate and energy objectives.

The present national policy recommendations have been developed within the **framework of the EU-funded EU Peers project**. They are the result of an iterative process involving stakeholders from across Europe and reflect the state of development and knowledge as of summer 2026. **The document brings together country-specific recommendations for the Baltic countries, France, Hungary, Ireland, Italy and Spain,** identifying concrete policy actions and institutional changes needed to strengthen OSS ecosystems and enable them to reach their full potential.

Building on the EU's guidance on OSS (Commission Recommendation 2026/536) and the European policy recommendations developed by EU Peers, addressing all Member States, (available at www.eu-peers.eu), these national recommendations translate common challenges and strategic priorities into targeted proposals adapted to each national context. They **provide national decision-makers and relevant stakeholders with a structured overview** of possible policy actions to further strengthen OSS frameworks, taking into account national specificities and existing market conditions.

Together with EU Peers' European recommendations, this document aims to support ongoing discussions and policy development in EU Member States by highlighting key areas where further action, coordination and enabling conditions can contribute to the effective implementation and long-term development of One-Stop Shops. The European recommendations are available here.

2. Summary of the national recommendations

The national policy recommendations have been developed within the framework of the EU Peers project to support the effective deployment and long-term development of OSS for residential building renovation. Building on dialogue with policymakers, practitioners and other stakeholders in the Baltic countries, France, Hungary, Ireland, Italy and Spain, they identify country-specific actions to strengthen OSS ecosystems and support the implementation of the revised EPDB and EED. The following summary highlights the similarities and differences between the national recommendations.

The national policy activities demonstrate that while the implementation of OSS takes place within very different national contexts, there is broad consensus on the strategic role of OSS in accelerating residential building renovation. The recommendations in countries with relatively mature renovation ecosystems, such as France and Ireland, focus on **improving the effectiveness, transparency and long-term sustainability of existing support structures**. By contrast, the recommendations for Italy, Hungary and the Baltic countries are primarily concerned with **establishing coherent governance frameworks and scaling up emerging OSS ecosystems**, while Spain **seeks to consolidate a highly fragmented landscape** of national, regional and local initiatives. These different priorities reflect varying levels of institutional maturity, governance arrangements and market development, but all recommendations recognise that OSS are essential for achieving the objectives of the revised EPBD.

Despite these differences, several policy recommendations converge across the national dialogues. **Nearly all countries call for stronger coordination between national, regional and local levels, combined with clear governance structures and long-term public commitment**. Italy and Hungary emphasise the need for nationally coordinated OSS frameworks with sufficient flexibility for local adaptation, while the Baltic countries advocate for institutionalising project-based OSS initiatives into permanent, fully integrated services. Ireland similarly highlights the importance of stronger governance and collaboration between public authorities, energy agencies and community organisations to overcome fragmentation, whereas Spain underlines the need for a clearer legal framework for OSS and renovation intermediaries. **Sustainable financing also emerges as a common priority**. Hungary, Ireland and the Baltic countries recommend moving beyond short-term grant schemes towards stable, blended financing models involving public and private capital, while France focuses on innovative financial instruments, including pre-financing and guarantee mechanisms, to ensure continuity of renovation investments. Across all countries, stakeholders also stress the importance of **strengthening market capacity through quality assurance, workforce development and trusted advisory services** that increase consumer confidence and facilitate access to renovation.

At the same time, **national recommendations reflect specific structural challenges and policy priorities. France**, where an extensive renovation support system is already in place, concentrates on adapting its model to fiscal constraints, integrating climate resilience and housing adaptation into renovation services, and addressing labour shortages. **Ireland** places particular emphasis on separating advisory and delivery functions to ensure independent consumer advice, while embedding energy poverty across all renovation policies rather than treating it as a separate policy area. **Spain** focuses on stimulating renovation demand through communication, regulatory certainty and incentives beyond grants, recognising that long-term market transformation requires greater citizen engagement and a more resilient business environment. In the **Baltic countries**, recommendations respond to the prevalence of Soviet-era multi-apartment buildings by promoting standardised renovation solutions, digital tools and stronger links between OSS and financial institutions, while **Hungary** highlights the need for predictable renovation programmes, comprehensive quality assurance systems and a new multi-level governance structure capable of delivering services nationwide. Together, these recommendations illustrate that although Member States require different implementation pathways depending on their institutional, financial and market conditions, they share a common vision of OSS as permanent, citizen-centred infrastructures that combine technical advice, financing, quality assurance and stakeholder coordination to accelerate Europe's building renovation agenda.

3. Hungary

3.1 National Context

In Hungary, building renovation and energy efficiency have historically faced several structural barriers. Until 2026, regulated household energy prices, maintained through extensive subsidies for electricity and gas, reduced the financial attractiveness of renovation investments by extending payback periods. Renovation support programmes have also lacked continuity and predictability. While 2024 marked the first year in which energy performance requirements were integrated into a national renovation programme, apartment buildings had not benefited from dedicated state support for around a decade.

Previous initiatives to provide free renovation advice, including services supported through the Hungarian Chamber of Engineers, demonstrated the relevance of advisory support but remained limited in scope. The absence of awareness-raising activities, customer-oriented approaches and long-term follow-up prevented these services from becoming comprehensive renovation support mechanisms.

Following the change of government in 2026, building renovation has gained greater prominence in national policy priorities, with plans to mobilise European Union funding for large-scale renovation programmes. The National Building Renovation Plan has been prepared, while public consultation and the definition of future implementation mechanisms are ongoing. The development of One-Stop Shops for home renovation remains a key open question, particularly regarding the institutional structure responsible for delivering these services. Hungary currently lacks dedicated energy agencies or regional structures with such responsibilities, requiring careful consideration of the most appropriate governance model.

3.2 National policy dialogue on One-Stop Shops in Hungary

Energiaklub organised several policy dialogues to advance the implementation of OSS for residential building renovation.

The **flagship event** was a conference co-organised with the Hungarian Energy Efficiency Institute (MEHI) on 12 February 2026, bringing together nearly 100 representatives from the construction sector, financial institutions, academia, public administration, local authorities, and civil society. The event presented MEHI's **Guide to the Transposition of the EPBD in Hungary**, which includes dedicated recommendations on OSS as integrated renovation services. The chapter on OSS was written by Ilona Illésné Szécsi, EU Peers Community manager in Hungary. The Ministry of Energy presented the ongoing preparation of the National Building Renovation Plan, while participants broadly agreed that successful implementation requires **simple, large-scale and predictable renovation programmes supported by integrated OSS services**.

A policy roundtable, organised with the Equilibrium Institute on 6 January 2026, convened around 25 representatives from the construction sector alongside senior officials from the Ministry of Energy and the Ministry of Construction and Transport. **The discussion reinforced the importance of embedding OSS into Hungary's building renovation framework**.

At the local level, Energiaklub's municipal conference on 27 February 2026 gathered around 80 participants and introduced local decision-makers to the OSS concept, its benefits and implementation pathways. In addition, Energiaklub actively contributes to the Hungarian OSS Working Group of the Energy Efficiency Financing Coalition, using this platform to develop policy recommendations and promote their uptake by national decision-makers. Read more in the article dedicated to the conference here on our EU Peers website.

3.3 Key Policy Recommendations

A three-level OSS network should be established, combining national coordination with regional and local delivery. A central public institution should oversee the overall framework, including financing mechanisms, performance monitoring, data collection, awareness-raising activities and the development of quality assurance systems. At regional level, county-level structures or dedicated energy agencies should coordinate local OSS activities, support capacity building and ensure coverage for different target groups, including single-family homes, apartment buildings and vulnerable households.

Local OSS should be able to operate through different organisational models, including market-based approaches, while being integrated into a coordinated national OSS framework. Public support should be provided, particularly for the establishment of new OSS, advisory services and activities targeting energy-poor households. **A sustainable financing model should combine national, regional and local public resources with market-based revenues,** such as paid services and Energy Efficiency Obligation Scheme revenues.

Quality assurance and contractor reliability should be strengthened through a transparent qualification and monitoring system. A central organisation could establish technical and financial criteria, including liability insurance and references, while ensuring continuous monitoring of service quality. Alternative models, including peer-based certification systems inspired by approaches such as the Austrian Qualitätsplattform, could also be explored.

Additional enabling measures include reforming the current **household energy price subsidy system**, introducing stable and predictable renovation programmes, and improving **access to relevant data,** including energy performance certificates, audits and consumption information.

4. Ireland

4.1 National Context

Ireland has placed residential building renovation at the centre of its climate and energy policies, with ambitious targets to improve energy efficiency, reduce emissions, and tackle energy poverty. The EPBD recast presents an opportunity to strengthen existing retrofit programmes and accelerate delivery nationwide.

A key element of Ireland's retrofit ecosystem is the SEAI One-Stop Shop (OSS) model, which provides homeowners with support throughout the retrofit process, from planning through to delivery. While OSS providers have helped simplify the retrofit journey, many combine advisory and delivery functions, raising questions around independent advice, transparency, and consumer choice.

Ireland also faces several challenges relevant to EPBD implementation, including energy poverty, skills shortages, and fragmentation across the retrofit sector. Achieving national objectives will require stronger collaboration between Local Authorities, energy agencies, community organisations, and OSS providers.

4.2 Policy debate on strengthening integrated renovation services in Ireland

A policy meeting was organised on 14 May 2026 in Dublin in the context of the "**From Recast to Real Impact" conference** to discuss the implementation of the revised EPBD in Ireland. Particular emphasis was placed on OSS models, integrated home renovation services and energy poverty. The event brought together policymakers, national agencies, local energy actors, community representatives and European experts to exchange perspectives on how to create a more effective and inclusive renovation system.

The debate included contributions from representatives of the South East Energy Agency (SEEA), the Sustainable Energy Authority of Ireland (SEAI), the Irish Green Building Council (IGBC), community energy organisations, the European Commission (CINEA) and EU Peers representatives. The **participation of Mary Robinson via a pre-recorded interview**, former President of Ireland and international climate justice advocate, highlighted the importance of linking climate action with social equity and ensuring that the transition benefits all households.

A central topic of discussion was the **need to overcome fragmentation in the current retrofit landscape**. While existing OSS models provide an important entry point for homeowners, participants highlighted the **need for stronger independent advice, clearer separation between advisory and delivery functions, and greater transparency** to build consumer trust and support informed decision-making. The complexity of the renovation journey, combined with financing, skills and engagement barriers, was identified as a major challenge to scaling up deep renovation.

Energy poverty was a key focus of the discussion, with broad agreement that vulnerable households should be at the centre of EPBD implementation rather than addressed through separate measures. Participants emphasised the importance of trusted intermediaries, including Local

Authorities and community-based organisations, to reach households, provide tailored support and connect citizens with renovation solutions.

A particularly valuable outcome of the debate was the shared recognition that Ireland's next phase of renovation policy should **move towards a more coordinated, transparent and consumer-focused system.** Strengthening advisory services, developing long-term delivery models, investing in skills and **improving collaboration between public authorities, energy agencies and local actors** were identified as essential conditions for achieving effective and inclusive building renovation.

As an outcome of the policy meeting, SEEA submitted key recommendations to the Irish Department of Climate, Energy and the Environment on 19 May 2026 to support the effective implementation of the recast Energy Performance of Buildings Directive (EPBD) in Ireland.

4.3 Key Policy Recommendations

The workshop discussions focused on identifying practical measures that can support the effective implementation of the Energy Performance of Buildings Directive (EPBD) in Ireland. Drawing on stakeholder experience from Local Authorities, energy agencies, and retrofit practitioners, four key policy recommendations were brought into the discussion.

1. Establish Independent Advisory Services alongside One-Stop Shops
Participants highlighted the need to separate advisory and delivery functions within the retrofit market. While existing One-Stop Shops play a valuable role in coordinating retrofit works, there was strong support for independent, impartial advice being available before homeowners commit to investment decisions. This recommendation was discussed in the context of improving consumer confidence, increasing transparency, and ensuring better value for money across the retrofit journey.

2. Place Energy Poverty at the Centre of EPBD Implementation
Stakeholders emphasised that energy poverty should be embedded across all EPBD measures rather than addressed through standalone programmes. Discussions focused on the barriers faced by vulnerable households, including affordability constraints, limited awareness of supports, and eligibility gaps. The recommendation aims to ensure that retrofit programmes contribute to both climate objectives and social equity outcomes, with targeted outreach and support mechanisms for those most at risk.

3. Strengthen Collaboration and Governance Structures
Participants identified fragmentation across the retrofit ecosystem as a significant challenge. The discussion explored the potential for stronger partnerships between Local Authorities, energy agencies, community organisations, and national bodies. Formal governance and cooperation models were proposed to better align housing, climate, and energy objectives, improve coordination of services, and support more efficient delivery of retrofit programmes at scale.

4. Develop Sustainable Financing and Delivery Models
The workshop examined the limitations of relying primarily on grant funding to drive retrofit uptake. Participants discussed the need for more sustainable financing mechanisms, including blended finance approaches combining public funding, low-cost loans, and private investment. This recommendation was considered particularly important for supporting long-term market development and enabling a wider range of households to access retrofit measures while maintaining affordability.

These recommendations formed the basis of the policy discussion and reflect a shared view that successful EPBD implementation will require a more coordinated, transparent, and citizen-focused retrofit system.

5. Spain

5.1 National Context

The Spanish Government has been proactive in the delivery of the EPBD directive. However, a recent research estimated the implementation level of the EPBD only at 60% (GBCE, 2026). Implementation varies a lot depending on the topic, being advanced on technical issues (Building Code) and the National Building Renovation Plan, but lagging behind in other topics such as the OSS. The NBRP do include three measures regarding OSS and support to the renovation process.

Currently, the OSS landscape in Spain is very fragmented, with many initiatives that have not been coordinated yet. For example:

- Private OSS, referred to as "Agente Rehabilitador". Highly dependent on public subsidies to renovation. They lack legal definition and although some regions have established a register with minimal requirements.
- Oficinas de Transformación Comunitaria (OTC). Established through a program of the national energy agency (IDAE) and focused mainly on energy communities.
- Red-Actúa. It will be established through a program of the national energy agency (IDAE) and focused mainly on energy poverty and renovation.
- Regional OSS network, such as Opengela (Basque Country), Xarxa Xaloc (Valencian Community), Nasuvinsa & ORVE (Navarre), Oficina Local (Catalonia).
- Local and county OSS, such as EMVS Getafe, Valencia Sostenible, Oficina Verde de Madrid, GiDomus.

Recently, new subsidy programmes have been announced, such as the National Housing Plan (2.100 M€ between 2026-2030) and the Social Climate Plan (2.421 M€ for vulnerable households between 2027-2032). Funds will go for district renovation, building renovation and apartments within condominiums.

5.2 Policy debate on accelerating building renovation: lessons from Spain and France

A Franco-Spanish policy meeting took place on the 5th of November 2025 in Barcelona (Spain), with the support of the Diputació de Barcelona. Spanish and French policymakers of their respective governments had the opportunity to contrast their initiatives, together with experts of academia and the third sector. The transnational policy debate created a valuable dialogue between policy perspectives and practical implementation challenges.

Speakers included Javier Martín, General Director of Housing and Land at the Spanish Ministry of Housing and Urban Agenda (MIVAU), Vincent Feuillete, Secretary for Strategy at the French National Agency for Housing and Renovation (ANAH), and Dr. Carmen Sánchez-Guevara from the Polytechnic

University of Madrid (UPM), who shared research insights on summer energy poverty and vulnerable households. The meeting was co-organised and moderated by Green Building Council España (GBCE) and FilaoLabs, managers of the Spanish and French EU Peers Communities.

The discussion addressed key topics for accelerating renovation, including the role of One-Stop Shops and market actors, financing instruments, subsidy schemes, vulnerable households, condominium renovation and quality assurance. **A key added value of the debate was the comparison between the Spanish and French approaches**, showing how different governance models can address common challenges. France's experience with a strong national renovation agency and structured support schemes was contrasted with Spain's evolving framework of new renovation support actors within a decentralised governance system.

The debate highlighted the need to make renovation support simpler and more accessible for citizens, develop people-centred financing solutions and strengthen local support structures. A particularly relevant discussion **focused on summer energy poverty,** highlighting that renovation policies must increasingly address overheating risks and health impacts linked to rising temperatures, in addition to traditional concerns around winter energy consumption. The exchange between policymakers, practitioners and researchers provided valuable insights into how renovation ecosystems can better respond to citizens' needs and emerging climate challenges.

Report about the Franco-Spanish policy meeting available in the EU Peers Knowledge Hub here.

5.3 Key Policy Recommendations

The national recommendations were issued in two different documents. The first one, "Four key topics for the future of the renovation sector in Spain", includes broader recommendations:

1. **Incentives beyond grants**. Most incentives were based on subsidies thus, making the private sector highly dependent on public funds. Focusing on tax incentives, monetising co-benefits through 'white certificates' and easing the administrative burden for vulnerable households is needed.
2. **Citizens calling for change**. Demand for renovation will only come if citizens have done a cultural shift. For this, the NBRP should include a communication plan and identify the different target groups for the renovation offers.
3. **Skilled and capable workers**. The building sector is lacking workers. Promoting staff training, together with improved labour conditions through digitalisation and industrialisation, are the correct strategies. Moreover, regulated immigration schemes could help fill the gap of workers.
4. **A robust and professional renovation sector**. To consolidate the renovation sector, 'Agentes rehabilitadores' and OSS need a legal framework, which should develop in parallel to the consolidation of the business models.

The Policy brief "Four key topics for the future of the renovation sector in Spain" is available in the EU Peers Knowledge Hub here.
The second document - Response to the Public Consultation of the National Housing Plan - builds upon the previous one but includes specific recommendations to the National Housing Plan, such as:

- Bridging the renovation projects from the previous grant period (Next-Generation Funds)
- Prioritizing vulnerable households in access to subsidies
- Securing part of the budget of the Plan for renovation
- Exemption of the taxation for renovation subsidies

6. France

6.1 National Context

France has one of Europe's largest residential renovation challenges: around 3.9 million primary residences (12.7% of the housing stock) were still classified as low-performing "energy sieves" (DPE labels F and G) at the beginning of 2025, making energy renovation a central pillar of the country's climate and housing policy. The country has made residential building renovation a key policy priority, combining financial incentives, regulatory measures and advisory services to improve the energy performance of its housing stock. Despite this comprehensive policy framework, frequent changes to renovation support schemes have created uncertainty for homeowners and the renovation market.

France has recently chosen a path to electrify all energy consumption (priority to heat pumps), subsidies for renovation are now reserved for deep renovations. Subsidies are targeted on condominiums and poor households. The presidential elections in May 2027 were a threat to the state support in the case of an extreme right win but the heat wave has modified the posture of the political parties. Nevertheless, the financial situation of France imposed a new approach to this market, including a total stop of public financing. The FIDEO Renovation Bank supported by the state and Europe is conceived to allow the renovation/adaptation wave to flourish even in that extreme case.

France has established a structured approach to OSS deployment that is **closely aligned with the requirements of the EPBD**. The national framework is organised into three complementary levels, ensuring that building owners can access support tailored to the complexity of their renovation projects.

At the first level, **Espaces Conseil France Rénov' (ECFR)** act as local information centres, providing independent guidance and serving as the primary entry point for homeowners in each municipality or territory. The second level consists of **Mon Accompagnateur Rénov' (MAR)**, accredited renovation advisors who provide personalised support throughout the renovation process for individual projects, from technical advice to administrative assistance. For more complex renovations involving multi-owner buildings, particularly where vulnerable or low-income households are concerned, a third level is provided through structured integrated home renovation services, such as the **Third-Party Financing organisations** within the SERAFIN network. These entities coordinate comprehensive renovation support, including project management and financing solutions, for collective renovation projects.

6.2 Policy Debate

A **Franco-Spanish policy meeting took** place on the 5th of November 2025 in Barcelona (Spain), with the support of the Diputació de Barcelona. Spanish and French policymakers of their respective governments had the opportunity to contrast their initiatives, together with experts of academia and the third sector. The transnational policy debate created a valuable dialogue between policy perspectives and practical implementation challenges. More information in chapter 5.2. Report about the Franco-Spanish policy meeting available in the EU Peers Knowledge Hub here.

In France, a number of additional policy debates were organised, led by the SERAFIN/ EU Peers network and its partner La Communauté des MAR (Mon Accompagnateur Rénov'). EU Peers was also invited to contribute to three "white books" for the candidates to the presidential elections in 2027 and is part of major debates which will take place at the end of September 2026, organised by Paris Builder Show.

6.3 Key Policy Recommendations

The main interrogations for the next years are focused on:

How to pre-finance the support of the French agencies (ANAH, DGEC) to allow the works to begin?
Recommendation: Support of pre-financing funds as foreseen for example in the French FIDEO-BRE project, implemented by the French EU Peers Community manager Filaolab. Pre-financing funds address one of the main financial barriers to energy renovation by covering the period between the payment of renovation costs and the disbursement of public grants or subsidies. By advancing the expected public support, they provide households with the necessary liquidity to start and complete renovation works without having to pre-finance the full investment themselves. Developed as part of a French funded project, FIDEO-BRE enables the provision of loans that comply with the taxonomy, guaranteeing the 'green' nature of the loans it originates and thereby helping to fuel the green bond market.

- *How to build a tool to ensure the banks and financiers are safe?*
  Recommendation: Develop guarantee funds at national level. Guarantee funds are an important financial instrument for reducing the risks associated with energy renovation investments. By covering part of the potential losses in case of borrower default, they increase the confidence of banks and other financial institutions, encouraging them to offer more accessible and affordable financing for renovation projects that might otherwise be considered too risky.
- *How to increase the workforce in the renovation sector so that the cost of renovation could be lowered?* (The lack of professionals is the main reason of the inflation of the costs)
  Recommendations:
  - Negotiation between the state and the buildings and materials companies to limit their margins (in the case of subsidised works).
  - Support of the offer through education programs dedicated to the reconversion of professionals
- *How to integrate the adaptation (heat, elder) and the protection (heat, floods, potable water, etc…) aspects to the renovation approach and to the set of practices of the OSS/IHRS?*
  Recommendations:
  - Establish a national plan to ease the adaptation of housing to the impacts of climate disorders: speak about "habitability".
  - Integrate the adaptation approach to the services offered by the OSS/IHRS.

7. Italy

7.1 National Context

OSS are starting to be recognised in Italy as a key instrument to accelerate residential building energy renovation by providing integrated technical, financial, and administrative support to citizens. Although the concept is gaining visibility through European projects and regional initiatives, Italy still lacks a comprehensive national framework for OSS implementation. The revised EPBD requires Member States to establish accessible OSS services, making its transposition an important opportunity to define governance models, responsibilities, and minimum service standards at national level. Transposition is ongoing, no further indications are officially available but all indications by EPBD seem to be transposed into the Italian context.

Within the EU Peers project, advocacy activities in Italy focused on promoting dialogue between national and regional policymakers, practitioners, and other stakeholders on the role of One-Stop Shops (OSS) in accelerating building energy renovation. Particular attention was given to the opportunities arising from the transposition of the revised EPBD and EED, as well as to the need for a coherent national framework capable of supporting the development of an effective OSS ecosystem. This objective was pursued through a national policy meeting, which provided a platform for exchanging experiences, discussing governance options, and identifying priorities for future policy development.

7.2 Policy debate on developing a national One-Stop Shop ecosystem in Italy

A policy meeting was organised on 1 December 2025 to discuss the current state and future perspectives of OSS for building energy renovation in Italy, particularly in view of the transposition of the revised EED and EPBD. The online event gathered 56 participants, bringing together national policymakers, regional authorities, local practitioners, and members of the Italian EU Peers Community of Practice.

The meeting was organised by EU Peers partners Regione Piemonte and ENEA, and included contributions from Patrizia Pistochini (ENEA), who presented the European framework for OSS, and Stefania Crotta (Ministry of Environment and Energy Security – MASE), who presented the RENOSS initiative, Italy's main ongoing effort to develop local OSS structures. The discussion was enriched by contributions from members of the Italian OSS Community of Practice, representing 61 organisations including local energy agencies, public bodies, research centres, SMEs and financial institutions.

A central focus of the debate was **how Italy can develop an effective OSS ecosystem by building on existing territorial structures**. Participants discussed key challenges including sustainable financing models, national guidelines, coordination between governance levels, proximity to citizens, and support for vulnerable households. A strong consensus emerged around the **need to combine national coordination and common standards with sufficient flexibility to adapt OSS services to local contexts.**

A particularly valuable outcome of the meeting was the **dialogue between national institutions and practitioners already active on the ground**. The discussion highlighted that OSS should not be created as isolated or purely administrative structures, but rather as agile local support mechanisms able to connect citizens with technical advice, financing solutions and renovation services. The strong engagement of the Italian EU Peers Community of Practice demonstrated the existence of a committed network ready to contribute to the development of a sustainable OSS model aligned with European objectives.

Article about the Italian policy meeting available here on the EU Peers website.

7.3 Key Policy Recommendations

The policy meeting confirmed a broad consensus among national institutions, regional authorities and practitioners on the key conditions needed to establish an effective network of One-Stop Shops (OSS) for building energy renovation in Italy. The recommendations emerging from the discussion are intended to support the ongoing national implementation of the revised EPBD and EED, while also contributing to the evolution of the RENOSS initiative into a comprehensive OSS ecosystem for energy renovation. They have been shared with the Ministry of Environment and Energy Security (MASE), ENEA and the Italian Community of Practice to feed into the national policy debate and the preparation of future guidance for OSS development.

The main recommendations are:

- **Ensure alignment across all governance levels**. The success of OSS requires strong coordination between national, regional and local authorities. Responsibilities for regulation, financing and service delivery should be clearly distributed, avoiding overlaps while ensuring that each governance level contributes according to its role. National coordination should be complemented by regional implementation and local delivery to citizens.
- **Develop national guidelines while preserving flexibility**. Italy should establish common national guidelines defining the minimum functions, quality standards and core services that every OSS should provide. During the policy debate, ENEA was identified as the most suitable organisation to coordinate the preparation of these guidelines, ensuring consistency with European legislation and national energy renovation policies. Common guidance would increase the visibility and credibility of OSS while facilitating a more homogeneous implementation across the country.
- **Allow local adaptation of the OSS model**. While national standards are important, participants stressed that the OSS model must remain sufficiently flexible to respond to local circumstances. Italian regions and municipalities differ significantly in terms of administrative structures, market maturity, building stock and citizens' needs. Territorial organisations should therefore be able to tailor services, governance arrangements and communication strategies to their specific context, ensuring proximity to citizens and greater effectiveness.
- **Build on existing organisations rather than creating new structures.** A consistent message throughout the meeting was that Italy already has a valuable network of local energy agencies, regional organisations and third-sector actors with established experience and trust at a local level. Rather than creating entirely new institutions, national policy should strengthen and connect these existing organisations, capitalising on the mapping exercise carried out within the RENOSS project. This approach would accelerate implementation, reduce costs and make use of existing expertise and relationships with local communities.

The policy meeting demonstrated that there is **already a strong convergence between national institutions and territorial stakeholders on these priorities**. The continued dialogue initiated through the EU Peers project is expected to support the definition of Italy's future OSS framework, contributing to the implementation of the revised EPBD and EED and to the development of a stable national ecosystem capable of supporting the country's long-term building renovation objectives.

8. The Baltic countries

8.1 National Context

The three Baltic countries share many of the structural conditions that make OSS an attractive instrument for accelerating residential energy renovation. Estonia, Latvia and Lithuania all have a large stock of Soviet-era multi-apartment buildings with poor energy performance, relatively low renovation rates, and fragmented ownership structures that make renovation decisions complex.

EU-funded initiatives, particularly through LIFE and Interreg programmes, have played a significant role in introducing and testing OSS concepts, while national governments increasingly recognise OSS as an important mechanism for reducing administrative barriers, improving access to finance and supporting homeowners throughout the renovation process. Nevertheless, the overall OSS landscape remains uneven. While numerous pilots and advisory services have emerged, **many initiatives are still project-based and dependent on temporary public or European funding**, raising questions about their long-term institutionalisation and financial sustainability.

Important differences exist in the maturity and organisation of OSS across the three countries. **Lithuania** has developed the most institutionalised landscape, building on a long-standing national apartment renovation programme and a strong role for municipalities, some of which provide integrated support from homeowner engagement to project implementation. **Estonia** has benefited from a favourable digital governance environment and has established several promising regional OSS initiatives, but service provision remains relatively fragmented and has yet to reach a comparable scale. **Latvia** has focused primarily on regional and municipal pilot approaches, often led by planning regions or local authorities, but national coverage remains limited.

Across all three countries, however, common challenges continue to constrain the transformative potential of OSS. Beyond providing information and technical assistance, they have only limited influence over deeper structural barriers such as collective decision-making in homeowner associations, shortages of qualified contractors, rising construction costs, and uneven municipal capacities. As a result, although OSS have improved the renovation process for many individual projects, evidence that they have substantially increased renovation rates at market scale remains limited, suggesting that their long-term **effectiveness will depend not only on further institutionalisation but also on broader reforms of financing, governance and renovation market capacity**.

8.2 Policy Debate

The Baltic Platform organised its policy work as a series of co-creation and prioritisation sessions with the Baltic Community of Practice between November 2024 and February 2026, **culminating in the meeting *"Co-creating and Prioritising Policy Recommendations"* in December 2025**. Rather than addressing Estonia, Latvia and Lithuania separately, the Platform developed a joint Baltic perspective, recognising the countries' shared challenges regarding building stock, financing and governance.

The dialogue brought together practitioners, local authorities, national representatives and regional energy agencies, enabling discussions that combined practical implementation experience with policy perspectives. Participants identified four interlinked priorities for scaling residential renovation: stimulating demand, improving access to finance, strengthening supply capacity and enhancing governance.

Discussions highlighted persistent barriers, including limited access to financing in regions with low property values, fragmented ownership structures in multi-apartment buildings, and shortages in skilled renovation professionals. Participants emphasised that effective governance, quality assurance and long-term institutional support are as important as financial incentives.

Through a structured prioritisation exercise, the group agreed on a common advocacy position, calling for stronger mobilisation of private finance supported by clear legal frameworks. Two key priorities emerged: establishing One-Stop Shops as permanent, full-service organisations working closely with financial institutions, and embedding their role in the implementation of Article 22 of the Energy Efficiency Directive and Article 18 of the Energy Performance of Buildings Directive.

8.3 Key Policy Recommendations

The Baltic members agreed to a collective advocacy position: "In the face of defence priorities and limited public budgets, private finance must be incentivised—backed by clear legal frameworks—to secure safe, energy-efficient housing for all."

To ensure that One-Stop-Shops (OSS) in the Baltics thrive, stakeholders must implement a holistic framework that simultaneously addresses the four critical dimensions of demand, financing, supply capacity, and governance. Drawing on consensus regarding low-impact and feasible solutions; this requires transitioning OSSs from temporary pilots to institutionalised, full-service entities working closely with financial institutions to ensure funding stability and streamline the customer journey. Furthermore, to overcome specific regional hurdles, governance structures must support the standardisation of renovation packages for Soviet-era serial housing and the adoption of digital transparency tools, ensuring that the OSS has the legislative backing and skilled workforce necessary to drive deep renovations on a large scale.

The following two principal recommendations are derived directly from the "High Impact / High Feasibility" category of the Prioritisation Matrix.

1. Institutionalise One-Stop-Shops (OSS)

- Transition OSS into institutionalised, full-service entities integrated with financial institutions.
- Link recommendations to the goals of the European Affordable Housing Plan and clearly highlight the role of the Social Climate Fund(s) in supporting OSS development.

2. Implement Long-Term Accountability and Address Legislative Gaps

- Advocate for a long-term contract requirement (minimum 20 years) for builders/retrofit companies, mandating performance guarantees, installation maintenance, and the return of the building 'in good order'. Address legislative gaps and advocate for necessary regulatory changes, particularly in the transposition of the Energy Efficiency Directive (EED, Art. 22) and the Energy Performance of Buildings Directive (EPBD, Art. 18).

Prioritization Matrix: Impact vs. Feasibility

High Impact / High Feasibility: These are the "Must-Dos"—solutions that address critical bottlenecks and are politically/technically ready for implementation.

- Support small housing associations: Provide technical support and financing for the creation of housing associations. Coaches support the assessment and potential holistic solutions for their buildings.

High Impact / Low Feasibility (Strategic Long-Term Goals): These are "Transformational Challenges", solutions with massive potential but requiring significant legislative change or capital.

- Ensure Funding Stability: Move from short-term project cycles to a long-term financing strategy to provide the construction sector the confidence to invest in capacity.
- Integrate OSS with Financial Institutions: Formalise partnerships between one-stop shops and banks to link technical advice directly with loan products and state guarantees.
- Standardise Renovation Packages for Serial Housing: Develop pre-approved designs and technical solutions for Soviet-era building series to drastically reduce permitting time and design costs.
- State-Backed Revolving Funds for Market Failure Regions: Creating guarantee mechanisms for rural areas where renovation costs exceed property values (high financial risk/complexity).
- Industrialisation of Renovation (Prefabrication): shifting the sector to off-site manufacturing (requires massive supply chain overhauls and capex).
- Mandatory Technical Condition Disclosure: Legally requiring deep technical surveys in all real estate appraisals to force action on ageing stock (likely to face strong public/political pushback).