

# URBAN AGENDA FOR THE EU



# Building Decarbonisation

## DRAFT ACTION PLAN SUMMARY

Version from March 2026

### A. EXECUTIVE SUMMARY

The Urban Agenda is an EU initiative in which cities and municipalities directly collaborate with the European Commission to tackle urban challenges and align EU level policy objectives with local implementation. It provides an important space to commonly identify regulatory barriers, share practical experiences and co-create solutions to accelerate the decarbonisation of EU's building stock. As stated in the [Orientation Paper](#) and the [Ex-Ante Assessment](#), the **Urban Agenda for the EU Building Decarbonisation Partnership** addresses decarbonisation of buildings through a strategic integrated approach, going beyond individual buildings by encouraging the district/neighbourhood approach and making full use of the provisions in the revised directives – **Energy Performance of Buildings Directive (EPBD) and Energy Efficiency Directive (EED)**. The Partnership will test and demonstrate multilevel governance approaches that integrate district and neighbourhood strategies with local heating and cooling plans, driving the decarbonisation of Europe's building stock in line with the European directives. Therefore, the Draft Action Plan of the Building Decarbonisation Partnership will address the following objectives:

- To support municipal strategic planning by mapping existing legislation and planning requirements and assessing how they interact across levels of government;
- To develop and promote strategies to fund city-wide building decarbonisation;
- To develop ways of improving municipal capacities for running integrated district approaches, aligns investments with urban regeneration and local energy strategies, explores the potentials of alternative financing methods (e.g. on-bill, carbon credits, land value capture), and



strengthens municipal fiscal capacity (taking into consideration tools like green bonds and public-private partnerships).

- To explore how cities can lead building decarbonisation by working as part of dynamic local ecosystems, focusing on stakeholder engagement, data-driven decision-making, and multi-level cooperation.



Further information about the Partnership, its objectives and activities can be found on the [Building Decarbonisation Partnership webpage](#) of the Urban Agenda for the EU.

## B. SUMMARY OF ACTIONS

### Action 1 - Mapping the Regulatory Interplay Between the EED and EPBD: A Municipal Perspective on EU Building Policy

#### Brief Description

This Action aims at mapping the regulatory interplay between Local Heating and Cooling Plans and National Building Renovation Plans from a municipal perspective, identifying gaps and synergies (supported by case studies) to provide concrete recommendations as a policy brief. This Action contributes to the Better Regulation pillar.

#### Outputs

- Output 1: Synthesis report on policy mapping (by October 2026)



- Output 2: Policy brief (by December 2026)

### Implementation Strategy

The following sub-activities will be conducted as **preliminary work**, foreseen to be completed by March 2026:

- **Desk research.** Identifying potential case studies at national level, providing a first indication on both the status of the national LHCP strategy and the NBRPs.
- **Selection of 10 cases**, based both on countries represented in the Partnership and countries showing a higher developed maturity level in the transposition of both EED and EPBD in national legislation, strong integration of both plans and a strong municipal implementation.
- **Interviews.** Conducting interviews with the selected case studies to further develop the insights from the desk research.

**Phase 1:** Synthesis Report (by October 2026).

- **Activity 1.1:** Consolidate the main findings, including state of the art in the integration between LHCPs and renovation plans across different levels of governance for the selected Case Studies.

**Phase 2:** Policy Brief (by December 2026)

- **Activity 2.1:** Based on the main findings of the synthesis report and further refined and strengthened by input from other relevant initiatives. Findings from Action 2 and 3 will also be integrated where relevant.

**Phase 3 (cross-cutting):** Advocacy (by December 2026)

- **Activity 3.1:** Engagement with DG ENER in the revision process of the NBRPs (before June 2026).
- **Activity 3.2:** Recommendations for DG ENER for future guidance for EPBD implementation (before October 2026).
- **Activity 3.3:** Presentation of the Synthesis report to Member States at the Concerted Actions EPBD and EED (2nd semester of 2026). Input will be processed and included in the policy brief.

*Completion Date: December 2026*

## Action 2 - (Developing a common/minimum) Set of Indicators for Building Renovation and Cooling & Heating Plan (BREACH Plans) at the local level

### Brief Description

This Action is intended to help local authorities to developing a common/minimum Set of Indicators for energy strategic planning at local level (H&C plans and BR plans), taking into account data availability and European policy frameworks (EED & EPBD Directives). This Action contributes to both, Better Regulation and Better Knowledge pillar. This Action contributes to the Better Regulation pillar.



## Outputs

- Output 1: Set of Common Indicators report (by February 2027)
- Output 2: Methodological Appendix (by February 2027)

## Implementation Strategy

The following sub-activities will be conducted as **preliminary work**, foreseen to be completed by June 2026:

- **Desk research.** State of the Art/Good Practices
- **Engagement of cities for the Testing Phase.**
- Elaboration of the **First Draft** "Set of Indicators for BREACH Plans at the local level".
- **Engagement with EC** in the revision process of the National Building Renovation Plans (before June 2026).

### Phase 1: Testing Phase and Production of Final Version of the Indicator System (by February 2027)

- **Activity 1.1:** Testing Phase with selected cities. Including:
  - Testing by 5-10 cities on their own (June-September 2026)
  - Interviews with selected cities (September 2026)
  - Final Workshop (October 2026)
- **Activity 1.2:** Collection of inputs and processing them to be integrated in the Final Version of the "Set of Indicators for BREACH Plans at the local level" (November 2026)
- **Activity 1.3:** Advocacy activities.
  - Engagement with MS before the deadline (October 2026) for the submission of the National Building Renovation Plans Final Version. Presentation to Member States at the Concerted Action 2nd semester meeting.
- **Activity 1.4:** Development of a Methodological Appendix (helping the data collection/determination of indicators and providing guidance on how to obtain/improve data related to energy and buildings, identifying actions required at the EU/national/municipal level to address the data gaps, and implementing them). (November 2026 -January 2027).
- **Activity 1.5:** Final Edition of the "Set of Indicators" + Methodological Appendix. (by February 2027)

### Phase 2: Dissemination of the "Set of Indicators for BREACH Plans at the local level" (March-December 2027)

- **Activity 2.1:** Production of Multimedia materials: PowerPoint, flyer, video, etc. (by March 2027)
- **Activity 2.2:** Webinars at EU level (Eurocities, CEMR). (April-December 2027)
- **Activity 2.3:** Webinars at the national level (for interested MS and EUKN). (April-December 2027)

**Phase 3.** Implementation of actions to address data gaps at the EU, national, regional, and local levels. Actions will be built upon the results of previous phases. (March-December 2027).

*Completion Date: December 2027*



## Action 3 - Roadmap for the elaboration of Building Renovation and Cooling & Heating Plan (BREACH Plans) at the local level

### Brief Description

This Action aims at developing a Roadmap to assist local authorities in the elaboration of an integrated Local Building Renovation, Heating and Cooling Plan (LBR&HCP) at the local level, embedded within the spatial development visions. It contributed particularly to the Better Regulation pillar.

### Outputs

- Output 1: Roadmap for municipalities to implement the BREACH Plan (by December 2026)
- Output 2: Pilot project(s) on implementing the BREACH Plan (tbc, initial deadline by November 2027)

### Implementation Strategy

**Phase 1:** Testing Workshops and Production of the Final Version of the Roadmap. (by December 2026).

- **Activity 2.1:** Two testing Workshops with selected cities. (June 2026)
- **Activity 2.2:** Collection of inputs and processing them to be integrated in the Final Version of the Roadmap. (November 2026)
- **Activity 2.3:** Advocacy activities.
  - Engagement with MS before the deadline (December 2026) for the submission of the National Building Renovation Plans Final Version. Presentation to Member States at the Concerted Action 2nd semester meeting.

**Phase 2:** Dissemination of the Roadmap for the BREACH Plan implementation. (March-December 2027)

- Production of Multimedia materials: PowerPoint, flyer, video, etc. (January-March 2027)
- Webinars at EU level (Eurocities, CEMR). (March-December 2027)
- Webinars at the national level (for interested MS and EUKN). (March-December 2027)

**Phase 3.** Implementation of the BREACH Plan Roadmap in pilot cities. (March-December 2027) (coordination with EU/national calls or with municipal funding)

*Completion Date: December 2027*

## Action 4 - Funding and financing Operational Guidance for district portfolio investment

### Brief Description

This Action aims to elaborate a comprehensive operational guidance on funding/financing options for municipalities for district decarbonisation projects, including different types of funding: public grant/subsidised loan, bank financing, alternative financing like blended finance. It contributes to the Better Funding and Better Knowledge pillars.



## Outputs

- Output 1: Operational Guidance on funding and financing for local authorities (by March 2027)
- Output 2: Capacity building trainings (by November 2027)

## Implementation Strategy

**Preliminary work: Mapping (by March 2026).** An expert will collect and assess relevant funding and financing instruments available. This will be done by desk top research using also existing results of mapping activities by EU bodies, other EU projects, networks and platforms, e.g. EU 27 Country Mapping of financing, Built4People, re-Modluees, Prospect+. Moreover the expert will involve the information and knowledge of partners experiences with funding and financing via a survey as well as a workshops - preferably also including other financing experts responsible for some relevant European funding and financing instruments.

**Phase 1.** Operational Guidance on using financing Instruments for district investment portfolios by municipalities (by December 2026).

- **Activity 1.1:** Based on the mapping (1), the members will focus on drafting an Operational Guidance with practice oriented recommendations on how to use the different dedicated to municipalities to use and integrate the different funding / financing options into their district decarbonisation approaches - having means for municipal coordination and governance as well as for investments in building renovation and transformation of the energy provision infrastructure. This should include examples of different types of funding / financing, also alternative financing like blended finance.
- **Activity 1.2:** A structure for the guideline will be developed to be discussed with Action members in an online workshop (09/2026).
- **Activity 1.3:** Based on this, a draft guideline paper is elaborated for the next in-person meeting in autumn (11/2026) to be discussed in a dedicated workshop and finalised by the end of 2026.

**Phase 2.** Training and dialogue workshops (by March 2027).

- Based on the Operational Guide, a series of training and dialogue workshops can be organised by the partnership – not only involving the partners, but also a broader public from European municipalities - using especially the capacities of the European umbrella organisations. This can be done from the beginning of 2027.

*Completion Date: December 2027*

## Action 5 - BD Partnership Position on funding and financing for municipalities in the next MFF.

### Brief Description

The Action aims to develop a Building Decarbonization Partnership Position on how to create funding & financing schemes that support both the capacities of municipalities and the implementation of integrated district decarbonization approaches in the next EU Multi-annual Financial Framework (MFF) for the period 2028-2034. More specifically, this action will focus on the role of cities and the EU Cities

Agenda in the future MFF. Such recommendations will build on tangible examples and experiences from municipalities and will be validated by other UAEU Thematic Partnerships. It contributes to the Better Regulation and Better Funding pillars of the UAEU.

## Outputs

- Output 1: BD Partnership Position on funding and financing municipalities in the next MFF (by June 2026)

## Implementation Strategy

**Phase 1:** BD Partnership Position on the role of cities and comprehensive district decarbonisation initiatives in the next MFF (April-June 2026)

- **Activity 1.1:** Drafting structure of BD Partnership Position.
- **Activity 1.2:** Collaborative session in Vaasa to outline key points and messages (19-20/03/2026).
- **Activity 1.3:** Consolidating main content of Partnership position with WG2.
- **Activity 1.4:** Validation and integration of feedback from rest of the partnership.

**Phase 2:** BD Partnership Position validation with other Urban Agenda for the EU partnerships and EU cities associations (by June 2026)

- **Activity 2.1:** Sharing Position with other Urban Agenda for the EU Partnerships for feedback and endorsement through the EUI.
- **Activity 2.2:** Conducting Bilateral meetings with the Coordinators of the relevant Urban Agenda for the EU Partnerships.
- **Activity 2.3:** Integrating feedback and perspectives from members consulted bilaterally.
- **Activity 2.4:** Publishing Position publicly.

**Phase 3:** BD Partnership Position dissemination to key EU co-legislators (EU Parliament and Council) (by October 2026)

- **Activity 3.1:** Mapping key relevant actors.
- **Activity 3.2:** Sharing Position with EU Parliament representatives that are actively involved in the MFF negotiations and cover district decarbonisation topics and the role of cities.
- **Activity 3.3:** Sharing Position with EU Council representatives that are actively involved in the MFF negotiations and cover district decarbonisation topics and the role of cities.
- **Activity 3.4:** Each BD partner to share the Position with Member States/Ministries representatives from BD partners' geographies (each BD partner reaches out to their national contact points).
- **Activity 3.5:** Conducting Bilateral meetings with key relevant actors

**Phase 4** (*only if there are available resources from the Urban Agenda for the EU*): Wider dissemination and outreach of the BD Partnership Position through communication materials, press releases, and presentations at key policy events, with the support of the Urban Agenda for the EU (by June 2027)

*Completion Date: June 2027*



## Action 6 - Governance Model for Local Ecosystem to Implement Building Decarbonisation

### Brief Description

The Action aims to develop a comprehensive guide on governance model options for Building Decarbonization at local level, seeking involvement of stakeholders, based on the identification of good practices and considering the diversity of realities in municipalities. The Action contributes to the Better Knowledge pillar of the UAEU.

### Outputs

- Output 1: EU-wide survey on governance models barriers and challenges (by October 2026)
- Output 2: Good practice guide on governance models (by April 2027)

### Implementation Strategy

The following sub-activities will be conducted as **preliminary work**, foreseen to be completed by March 2026:

- **Mapping successful cases.** Benchmark successful governance models. A sector research will be done by external expertise, looking for good practices in countries/cities that have a governance model in place linked to building decarbonisation. A final report will be done, compiling findings and recommendations.

**Phase 1a:** Analysis of the findings and possible ToC for the Good Practice guide (by October 2026). Brief document with the initial findings. This document will be the base for defining the initial ToC of the Good Practice Guide.

**Phase 1b:** Designing and launching an EU-wide survey (by October 2026)

- **Activity 1.1.** Survey on the main challenges that cities are facing when setting governance models for building decarbonisation
  - Design the survey using input from the Benchmarking exercise done in the preliminary work
  - Test the survey with the cities that are involved in the BD Partnership
  - Data collection
  - Data analysis and final report

**Phase 2:** Review of the results considering the answers from the survey campaign (by December 2026)

- **Activity 2.1.** The results from the survey will be collected and compared with the initial findings coming from TASK1.
  - A shortlist of cities will be made, followed by more focused questions for a second round of desk research.
  - The brief document and the in Phase 1a will be reviewed.

**Phase 3a:** Second desk-research (April 2027). Second desk research will be conducted to match the results from the survey with the initial desk research and narrow down the best practices and tools.



This second desk research will be conducted, focussing on strategically selected target cities and with more specific questions.

**Phase 3b:** Developing the Good Practice Guide tailored for different local contexts (April 2027). As a result, a Good Practice Guide will be created identifying governance models per different city type, challenges, solutions and best cases.

**Phase 4:** Communication and Dissemination (November 2027)

- **Activity 4.1.** Disseminate the proposed Good Practice Guide with multiplier organisations and EC institutions.
  - White paper to the EC with the proposed governance models for different city type.
  - Webinars and capacity training with local stakeholders.
  - Round table discussion/workshop with multiplier organisations/EC initiatives on how to make use of the Good Practice Guide with their cities' network.
  - Use an existing platform ("EU Agenda for Cities) to bring together good practices.

*Completion Date: November 2027*



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**Disclaimer:**

*\*\*\* The Pact of Amsterdam states that the Action Plan 'can be regarded as non-binding'. Therefore, the Actions presented in this Action Plan are not compulsory. \*\*\** (chapter 4 clause 19.)

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