

# LC Districts

Interreg Europe



European Union  
European Regional  
Development Fund

## NAVARRA [REGIONAL ACTION PLAN

NOVEMBER 2021 ]



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## o Introduction

The increase in the world's population, together with social and economic development, is affecting the biorhythm of our planet. Governments have seen the need to undertake profound changes in our habits and ways of exploiting resources to avoid irreversible consequences. Sustainability and the transition to a low-carbon economy is an objective that must be tackled from all angles and sectors.

Buildings, and more specifically housing, are a sector that consumes a lot of energy and emits CO<sub>2</sub> into the atmosphere and, nevertheless, there are solutions that allow us to mitigate the negative impact without giving up the quality of life we have achieved. The residential sector consumes energy to maintain an adequate temperature (heating and cooling), to provide domestic hot water, for electrical appliances and, in some cases, other sources of energy for cooking. The unit consumption per dwelling is low, but the aggregate data make this sector one of the main ones in overall energy consumption. Likewise, the origin of this energy is, in a high percentage, non-clean energy.

Cities are definitely potential drivers<sup>1</sup> of the transition to a circular economy both in terms of the volume of energy consumption they generate and in terms of waste production and greenhouse gas emissions. In fact, they play an important role because they are circular cradles (origin and solution of problems) and circular catalysts (leaders in the circular transition). The transition to a circular economy<sup>2</sup> at the same time fosters innovation and thus increases competitiveness and creates new jobs. Urban development should be based on economic, social and environmental sustainability, the circular cities model is key to this.

The Autonomous Community of Navarre is firmly determined to be part of the transition towards a sustainable economy, promoted by the European Union. The housing department of the Government of Navarre and the public company Nasuvinsa have drawn up this action plan in order to improve the policies aimed at achieving this transition by facilitating actions that result in greater energy efficiency and, therefore, reduce its demand.

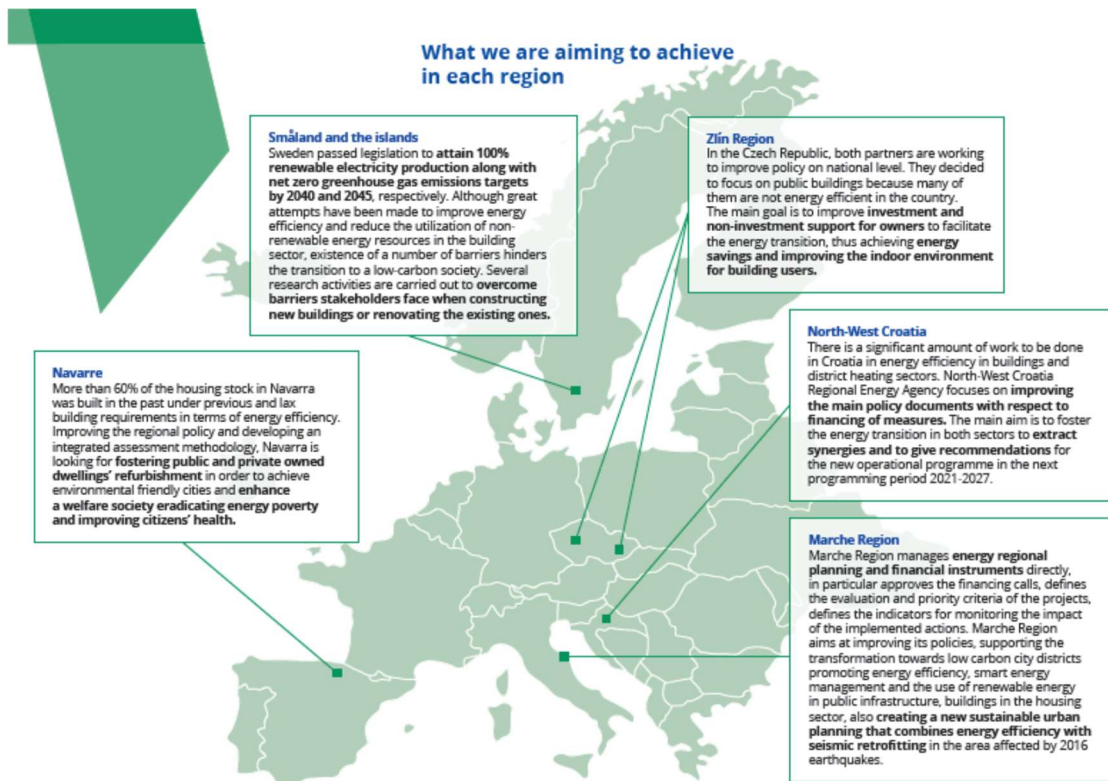
The plan has been developed in the framework of the *LC Districts: towards low carbon districts* project. It is an Interreg Europe project whose aim is the exchange of experiences and reflections that make possible the inspiration of solutions to the difficulties encountered by the Administrations when promoting the change towards a low carbon economy. The dynamics is based on the analysis of good practices within the partnership and the involvement of regional stakeholders.

The consortium comprises 5 European regions with a total of 7 partners from different fields of work: universities, energy agencies and government agencies:

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<sup>1</sup> Source: Circular City Guide.

<sup>2</sup> Source: The 15 circular steps for cities. European Investment Bank.



This plan has been developed at a time of global crisis resulting from the pandemic caused by COVID-19. This makes the urgency of change even greater for two reasons: economic recovery and the need to resume actions to achieve a greener Europe. For this reason, the EU has launched a series of funds aimed at accelerating this process.

This document gathers some simple actions, but with an important determination to establish strategies with the purpose of contributing to the Community of Navarre to achieve the objectives for the transition to a low carbon economy, promoting private investment in housing rehabilitation, with the support of the administrations.

# 1 Part I - Context

## 1.1 General information

Table 1- 1General Information

Name of the project	<i>Towards low carbon city districts through the improvement of regional policies</i>	
Acronym	<b>LC DISTRICTS</b>	
Organizations involved	Government of Navarre NASUVINSA	
Country	Spain	
Region NUTS2	Autonomous Community of Navarre	
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## 1.2 Policy framework

### 1.2.1 Political instrument

The Regional Action Plan will impact on an:

- Investment for Growth and Jobs Programme
- European Territorial Cooperation Programme
- Another regional policy instrument

Name of the political instruments:

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*RRF in the framework of the National Plan of Recovery and Resilience*

*and*

*DECRETO FORAL 322/2000*

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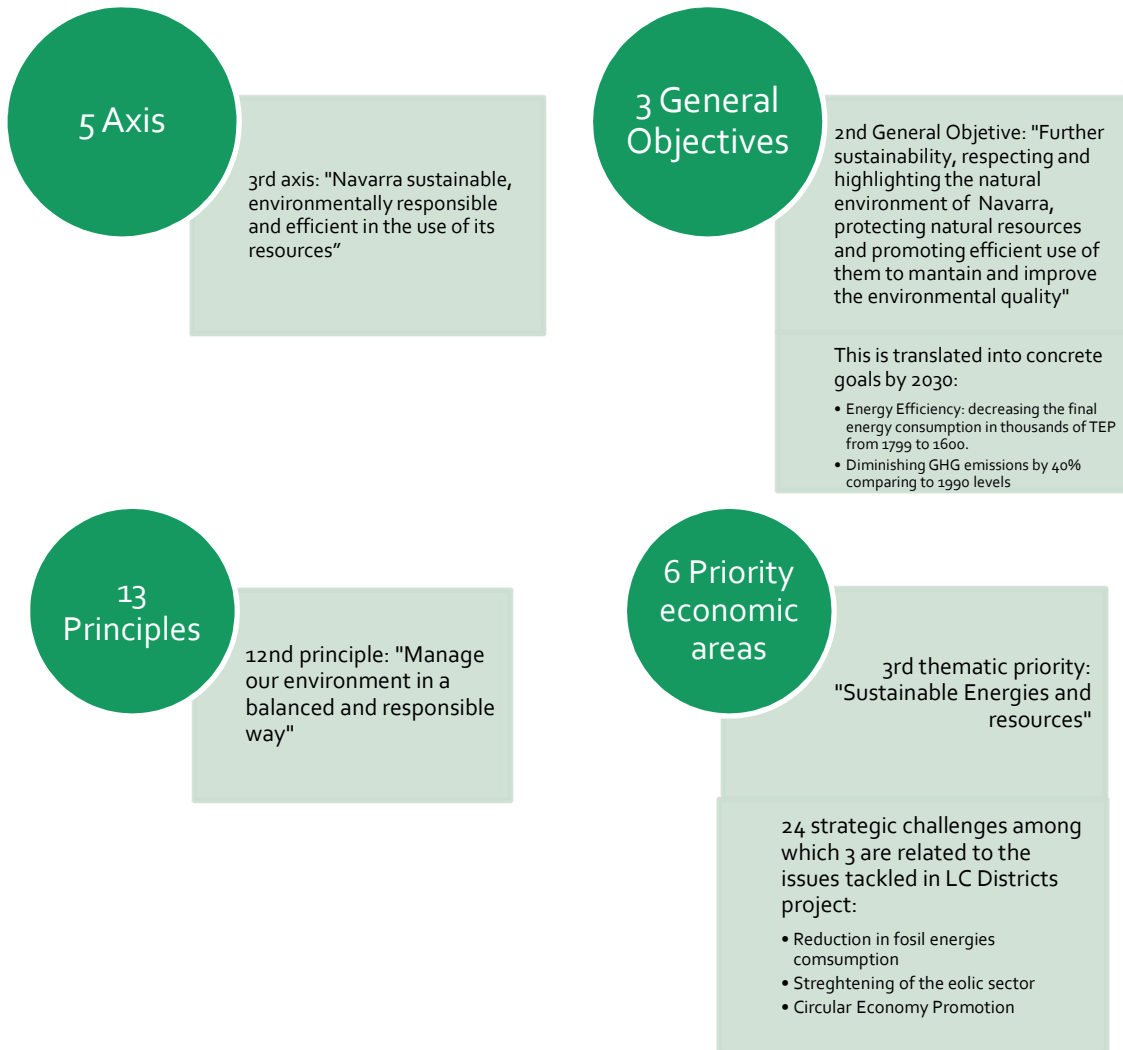


The policy instrument referred to in this regional action plan is the Recovery and Resilience Facility under **NextGenerationEU**. At the time of writing the proposal for the Interreg Europe LC Districts project, it was the ERDF OP 2014-2020 Navarra the policy instrument indicated to be addressed. However, at the date of drafting this document the ERDF OP 2014-2020 programme had been completed. This new program, NextGenerationEU, represents a unique opportunity to design and transform our cities and the envisaged actions within this plan and their goals are in line with it.

In addition, a regional policy instrument, a Decree, will be modified to enhance and improve its aim: "**DECRETO FORAL 322/2000**, DE 2 DE OCTUBRE, DEL GOBIERNO DE NAVARRA, POR EL QUE SE REGULA EL LIBRO DEL EDIFICIO". The decree, that regulates and makes mandatory for new buildings the delivery of various technical documentation to the end users of the building, called "The Book of Building", will be extended to existing ones. This is an opportunity to introduce the necessary changes to get the most of this instrument.

### 1.2.2 Link with the Regional Smart Specialisation Strategy

This Regional Action Plan is closely related to the Smart Specialisation Strategy (S3) of the Autonomous Community of Navarre<sup>3</sup>. In accordance with the strategy, this plan focuses on the following points:



Main regional stakeholders have been involved in order to promote innovation and experimentation. In addition, as the strategy states, it will try to tackle the major European social and environmental challenges (including energy and climate change), as well as modernizing the role of the public sector in the framework of economic development, and working on the new challenge of global governance.

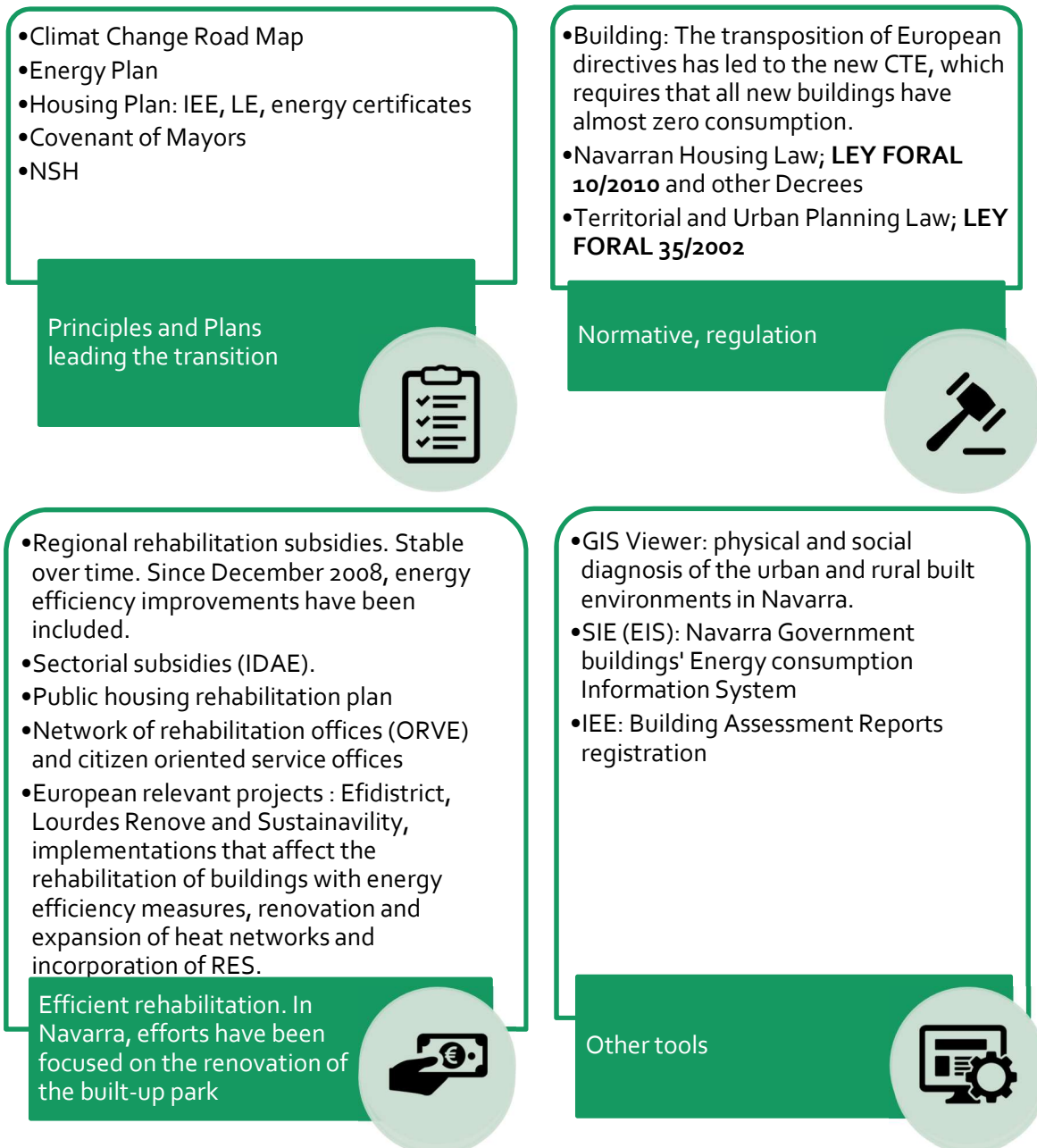
## 1.3 Main conclusions of the Regional Diagnosis

### 1.3.1 Relevant data in our region:



### 1.3.2 Regional framework

The programmes, initiatives, structures and tools currently available in the Autonomous Community of Navarre in order to achieve a neutral housing stock in CO<sub>2</sub> emissions range from strategic plans to mandatory regulations.



### 1.3.3 Development of the diagnosis and conclusions

In Navarre, the impact of the building stock on CO<sub>2</sub> emissions is significantly lower than the European average, mainly due to our climate. There is also a culture of housing refurbishment among citizens, thanks to the years of work carried out by the network of refurbishment offices (ORVE) and a stable framework of regional aid. This process has been improving with the inclusion of figures such as the Global Intervention Projects (PIG).

However, given the seriousness of the climate impact, the housing stock must accelerate its transformation in order to reduce these emissions to zero in the next 30 years. In the analysis and assessment of the initial situation, the following conclusions were drawn regarding the difficulties or challenges that Navarre faces in promoting the transition to a low or zero carbon housing stock:

#### Social Framework: Information and advisory services and methodologies

- Lack of awareness of the benefits by part of the population
- Lack of technical knowledge/ difficulties in accessing to technical teams
- Ignorance of the characteristics of the building
- Financing

#### Supply Framework: Information and management structures at municipal and neighbourhood level

- Need to boost rehabilitation activity at all levels
- Lack of coordinating entity
- Definition of Global Intervention Projects (PIG)
- Lack of skilled teams
- Need: evaluation of the projects carried out in terms of energy efficiency/sustainability
- Need for verification of the efficiency achieved with the interventions practiced

#### Strategy and Policy framework: Governance and policy and programme management

- Lack of transversal and integrated vision
- Absence of a departure diagnosis
- Lack of clarity in the mandatory regulations on EE and incorporation of renewables
- Planning a medium/long-term strategy
- Coordinated aid framework among the administrations involved
- Definition of new financing models
- Safe, sustainable and accessible energy supply (economically)
- Planning to identify interventions that have the greatest positive environmental, social and economic impact

Our community needs to act with a series of measures that we could classify into 3 types, aimed at overcoming the current barriers to such a transition:

#### *Education, training, information and awareness-raising*

- The lack of social awareness stands out as a weakness in all areas, thus, is a challenge that must be faced in the short, medium and long term.

#### *Organization, coordination and services offered*

- It is clear that, despite the fact that the Administration has carried out isolated actions in an attempt to achieve a sectoral decarbonization, there is a need to define a common strategic line, where a centralizing body would facilitate communication and advice between all the agents involved.

#### *Development and adaptation of the regulatory framework*

- The need for a proactive role in decarbonization by the Administration has been detected. For this, it would be necessary to regulate energy actions to a greater extent, either by imposing mandatory in the minimum required, facilitating the financing and creation of energy communities and / or encouraging citizens to undertake sustainable energy projects by linking requested aid to the energy objectives that are achieved.

## 2 Part II - Methodology

The development of the action plan for the Autonomous Community of Navarra has been based on international cooperation through the partners of the LC Districts project and the participation of stakeholders that, directly or indirectly, intervene or help in the decarbonisation of our region.

### 2.1 Interregional approach and conclusions

The Interreg Europe programme consists in exchanging of experiences between regions in different European countries, as it is based on the principle that all regions have similar challenges and, in this way, good ideas and feasible solutions are shared.

This exchange between the partners of the Interreg Europe LC Districts project was designed through study visits to the 5 regions. The partners from each region have identified and showcased between 2 and 4 good practices (projects, strategies, tools...) in the field of energy efficient new construction or renovation. As a consequence of the health crisis by COVID-19, only the visit to Navarra could be done in person (September 2019). The visits to the remaining regions were held virtually: Marche-Italy (October 2020), Småland-Sweden (December 2020), Zlín-Czech Republic (January 2021) and Croatia (March 2021).

The virtual visits consisted in sharing of documentation and information related to these good practices in a virtual repository which, subsequently and by means of an online conference, the hosting partner explained the GP with the help of experts who had participated in this good practice.

Both for the on-site and virtual visits, stakeholders from each region have been involved, who have had first-hand knowledge of these practices and have also participated in the peer review that the consortium, following a script, has made of them.

Although 15 BBPP have been more deeply analysed, the partners have also shared other good practices reaching the 25 listed in the good practices guide of the LC Districts project.


It is considered that in all regions there are solutions that consist of short or long term strategies, tools that help to measure/evaluate the actions to be carried out or implementation projects that serve as an example for other actions.

Table 2- 1 Good practices studied

Region	Projects	Strategies	Tools
<b>NAVARRA</b> (Spain)	<b>LOURDES Renove</b> and <b>EFIDISTRIC</b> : energy renovations at neighbourhood scale, including central heating and district o-s-s for accompanying private promoters throughout the process.	<b>NSH</b> : Construction of social housing with the highest standards of energy efficiency.	
<b>MARCHE</b> (Italy)		<b>Joint SECAP</b> : Realization of joint action plans of municipalities with similar characteristics.	<b>ITACA</b> : sustainability assessment tool for the certification of <b>buildings</b> and <b>urban areas</b> : homogenization of measuring parameters
<b>SMÅLAND</b> (Sweden)	<b>READY</b> : overall renovation through innovative solutions and training and platform to raise awareness among users, improving the use of housing.  <b>New Växjö City Hall and Växjö Station</b> : a landmark building with a strong focus on sustainability	<b>Vickleby</b> : Construction of high energy standard homes with local building materials and traditional appearance.	Computer <b>tool</b> that contemplates, in the design of the building, multiple constructive variables and facilitate <b>multi-criteria</b> decision making according to the interests of the parties involved (users, property, designer...).
<b>ZLIN</b> (Czech Republic)	Renovation of the buildings and facilities of <b>the Uherské Hradiště hospital complex</b> : 8 integrated implementations reducing the energy consumption of a high-demand complex. Construction of a <b>fire station in Holešov</b> in Passivhaus standard	<b>Energy action plan and its financing</b> : advice and support in the design and search for financing of implementations for the energy improvement of buildings.	
<b>Northwest CROATIA</b>	Reconstruction of <b>district heating in Zapresic</b> : large-scale renovation, together with specific training and feasibility studies and incorporation of renewable energies.	Inclusion of sustainable criteria in <b>urban planning in Karlovak</b> . Use of ITI funds for large projects such as the renovation of the <b>district heating of Zagrev</b> .	



Lessons and ideas have been drawn from the analyses that should be taken into account when designing policies:




*Construction and rehabilitation projects*

- use of sustainable materials (wood, local materials) and life cycle analysis
- reuse of water
- inclusion of EERR on site
- scale that transcends a building
- inclusion of user reviews
- analysis of improvements and establishment of indicators and monitoring of the behavior of the buildings
- education and training for a modernization of the sector and use of new technologies



*District Heatings*

- implementation in high population density areas
- use for heating, cooling and DHW
- service to both public buildings and homes
- power generation with RES
- development of feasibility studies for the implementation and calculation of return on investment.
- specific training



*Policy objectives and strategies*

- reduction of energy dependence
- pursuit of objectives beyond that of energy efficiency
- enhance collaboration among administrations and foster public-private cooperation
- means to influence user behaviour
- inclusion of sustainability criteria in urban planning
- consider rehabilitations as a regenerating sector of the economy and employment, especially relevant in times of crisis, such as the current one

## 2.2 Regional approach. Stakeholders

Interregional exchange is not possible unless regions manage to involve their stakeholders.

The focus of the project in our region relies on the housing stock. In Navarre, 51% of the building stock is built before 1980, when there were no regulations regarding the insulation of buildings.

Therefore, when identifying our stakeholders, the actors involved in housing were taken into account. In order not to leave any stakeholder out of the group, we proceeded through the quadruple helix model for the 4 issues involved in the decarbonization of the building stock:

Table 2- 2Regional stakeholders

	Public sector	Private sector	Education	Society and Civil Associations
Construction and renovation	<ul style="list-style-type: none"> <li>- Housing Service of the Government of Navarre</li> <li>- NASUVINSA</li> <li>- Rehabilitation Offices Network (ORVE)</li> </ul>	<ul style="list-style-type: none"> <li>- COAVN</li> <li>- COAATIE</li> <li>- Monente Architects</li> <li>- Domeño Constructions</li> <li>- Urrutia Architects</li> </ul>	<ul style="list-style-type: none"> <li>- Construction Labour Foundation</li> <li>- University of Navarra. School of Architecture</li> </ul>	<ul style="list-style-type: none"> <li>- Association of Property Administrators</li> </ul>
Energy sector	<ul style="list-style-type: none"> <li>- Energy Transition Service of the Government of Navarre</li> <li>- Local Action Group of the Middle Zone of Navarre</li> <li>- Municipal energy agency of Pamplona</li> </ul>	<ul style="list-style-type: none"> <li>- ACN</li> <li>- CENER</li> </ul>		
Urban planning	<ul style="list-style-type: none"> <li>- Pamplona City Council</li> <li>- Navarre Federation of Municipalities and Councils</li> </ul>	<ul style="list-style-type: none"> <li>- COAVN</li> <li>- Monente Architects</li> <li>- Urrutia Architects</li> </ul>	<ul style="list-style-type: none"> <li>- University of Navarra. School of Architecture</li> </ul>	
Financing	<ul style="list-style-type: none"> <li>- European Funds Service</li> </ul>	<ul style="list-style-type: none"> <li>- Santander Bank</li> <li>- Caixabank</li> <li>- Caja Rural de Navarra</li> </ul>		<ul style="list-style-type: none"> <li>- Association of Property Administrators</li> </ul>

Likewise, a categorization of the agents into 3 types has been established, according to the degree of influence they have on DEMAND, SUPPLY and ADMINISTRATION:

### Social framework - Demand Group:

- Information and advisory services and methodologies; group composed of the promoters and beneficiaries of the active and passive actions for the improvement in efficiency and energy supply.

### Technical framework- Supply Group:

- Information and management structures at the municipal and neighbourhood level; group composed of the agents that offer the technical services, such as architects, engineers, etc., mainly from the private sector, but also from the public sector.

### Strategic and regulatory framework – Administration Group:

- Governance and management of policy makers and programmes; the challenges are analyzed from the point of view of the Administration. Group composed of different public sector services.

The work carried out with the agents consisted of:

#### 1. Contributions to the drafting of a regional diagnosis:

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Through a working day in February 2020, stakeholders provided a more analytical vision in relation to the difficulties and possible solutions to achieve a dynamic and improved transition to a carbon neutral building stock.

The work carried out by the 3 groups indicated above consisted of the assessment of: i) the challenges or difficulties that inhibit demand, ii) those that obstruct the development of supply and iii) those that hinder the dynamization, by public administrations, of this market. As a result we got the prioritization of these challenges, indicating causes and possible solutions. Later and telematically, stakeholders prioritized the solutions that emerged during this working session.

From this process, the main conclusions found for the drafting of the diagnosis (which have been summarised in point 1.3) were concluded.

#### 2. Analysis and assessment of the good practices presented by the partners of the LC Districts project.

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The "virtual visits" consisted in the explanation in detail of the good practices through online meetings attended by selected stakeholders according to the topic of these good practices: see table 2-1 in the "interregional approach" section.

Previous face-to-face meetings were held with these agents for the preparation of the partnership meetings. In these meetings, the information provided by the host partner

was studied, questions addressed to host partner were raised and the interest and possibility of transferring (with or without modifications) the good practice to our region was assessed.

### 2.3 Regional strategic thinking process

The strategic thinking process has been carried out through a matrix containing the challenges found in our region, on one axis, and the solutions found, on the other. When the challenges and solutions fit together, an interconnection is produced that will serve as a basis for the drafting of the actions to be developed in this regional action plan.

#### Source for the challenges

- Regional Diagnosis
- Peer Review of the GGPP presented by our region
- LC Districts Partners's regional diagnosis briefs
- Other challenges remarked by regional stakeholders

#### Source for the solutions

- GGPP virtual study visits
- Other projects' GGPP (regional, PLP...)
- Other solutions remarked by regional stakeholders

**Challenges** in the meaning of difficulties that have been encountered in order to achieve the expected results, needs for change, possible improvements, etc. These challenges have been classified from the 3 points of view mentioned in 2.2: social framework, supply framework and strategic and regulatory framework.

**Solutions** in the meaning of new measures, new actions, improvements in governance, new ways of achieving the desired objectives, etc. The good practices have been broken down following their analysis with the stakeholders, in order to individualise and establish the aspects that help to solve the challenges of our region.

In order to obtain a ranking of solutions to the identified challenges, a numerical value was assigned based on the contribution of each solution to each of the challenges.

The result is shown in the next matrix, where the interconnection between the challenges and their possible solutions are identified and scaled from 1 to 5, according to the degree of their contribution.

Source of the identified challenge		Thematic area	Challenge	MARCHE			SMALAND						ZLIN			CROATIA			OTHER SOLUTIONS							
				Implementing sustainability criteria in urban planning and assessment of results (ITACA URBAN)	Standardization of parameters involving sustainability (ITACA)	Involving small villages in the LC transition process through joint SEAPs.	"Interface of Life" platform to engage tenants in the efficient use of the dwellings. Monitoring and giving feedback	Citizen oriented training and information workshops	Administration assuming leader role in real-life demonstration of promising technologies	Retrofitting unused public buildings for social housing purposes	Singular and representative building as example and reference in construction. Sustainability image branding.	Use of local materials and traditional architectural designs in high energy efficient new houses. Respectful environments.	Include stakeholders* (owners/tenants/designers) priorities in decision making solutions (methodology)	Use of ICT technologies for constructive solutions	Energy agency as a coordinating and cross-cutting planning body	Monitoring of the retrofitted buildings. Wide range of parameters	Choosing high energy demand buildings to implement energy efficiency activities	New public buildings in NZEB standards	technical, economic and communicational training for involved stakeholders	Financing large projects connected to urban regeneration through ERDF	Integration of RES in DH systems and innovative contract model	Integrate climate and energy plan in urban planning	Count on environment related causes engage citizen to finance projects	GIS Tool: buildings classification by economical and energetic vulnerability	Energy Service Companies, through energy savings performance contracts	
Regional Diagnosis	(i)	Social	lack of citizen awareness			3	3	5	2					2	2	3								1		
	(i)	Social	lack of technical knowledge / limited access for technical teams					2	1					2												0
	(i)	Social	Ignorance of their own buildings' characteristics (energy performance)		1		5	1					2		3										1	5
	(i)	Social	Finance					2						1												
	(ii)	Services	Need of definition of the governance model	2		4								3											2	
	(ii)	Services	Need to boost energy efficient retrofiting from all administrative levels: regional and local	2		3		2	3	3	2	1		3												
	(ii)	Services	Lack of a coordination entity											5												
	(ii)	Services	Definition of the GIP best scale	4																						
	(ii)	Services	Lack of well trained technician teams		1				4	1	2			2		1	2	5								
	(iii)	Strategy	Lack of an comprehensive and cross-cutting vision	2		4			1					5												2
	(iii)	Strategy	Lack of a starting point diagnosis		3	3									2											5
	(iii)	Strategy	Falta de claridad en la Normativa de obligado cumplimiento en materia de EE e incorporación de renovables											2										4		
	(iii)	Strategy	Planificación de una estrategia a medio/largo plazo	3		3								3	2									5	3	
	(iii)	Strategy	Marco de ayudas coordinado entre las administraciones implicadas											3										1		
(iii)	Strategy	Definición de nuevos modelos de financiación						2					2						3	5			4			
Partners diagnosis reports	(iii)	Strategy	Suministro de energía segura, sostenible y accesible (económicamente)																3	3			5	5	2	
	(iii)	Strategy	Planificación para identificar las intervenciones que obtengan mayor impacto positivo medioambiental, social y económicamente									2		3											3	
	(iii)	Strategy	Colaboración público privada					3											5	5			4			
GGPP peer review	(ii)	Services	Evaluación de los proyectos realizados en términos de eficiencia energética/sostenibilidad									2														
	(ii)	Services	Necesidad de verificación de la eficiencia lograda con las intervenciones practicadas									2		5												
	(iii)	Strategy	Necesidad de conocimiento de la rentabilidad de los proyectos realizados: coste-eficacia									2														
	(iii)	Strategy	Establecer criterios para seleccionar las zonas para intervenciones globales																							
(ii)	Services	Inclusión de agua caliente para uso doméstico en las DH																								
Sum up Challenge/solution				13	5	20	8	12	16	4	6	2	2	13	33	17	4	2	5	11	13	12	15	13	7	

The solutions with the highest scores are (1) the creation of a coordinating and transversal body, followed by (2) the elaboration of SECAPS and (3) the monitoring of the actions carried out.

The identified solutions in order to reduce the existing social gap resulting from energy poverty, involve education, training, information and awareness of citizens in order to make efficient use of their homes, the use of renewable energies and the construction of positive buildings. Among the possible solutions stand out the training and information workshops and the implementation of a platform for the efficient use of housing, modifying behaviours based on the analysis of the monitoring carried out.

It is also essential to promote sustainable building through the use of circular economy criteria and the use of low energy impact materials in the promotion, construction and rehabilitation of buildings. There is a need of supporting the generation of a new sector and adaptation of a traditional sector to the new requirements for which possible solutions would be: the promotion of singular buildings by the Administration, the use of local resources, the renovation of district networks, as well as the inclusion of renewable energies and the energy rehabilitation of high consumption buildings.

Finally, this analysis leads us to conclude that converting the public building model into a social commitment by making energy saving and the highest building quality a citizen's right. If so, among the main solutions with which this need could be addressed would be integrated plans, the standardization of parameters, implementation of new management and monitoring tools, as well as the supervision of a coordinating body with a strategic vision.

## 2.4 List of main needs and solutions detected

Table 2- 3 Main needs and solutions identified

Need → GOALS	Solutions
Increased public awareness and confidence	<ul style="list-style-type: none"> <li>• SECAPS</li> <li>• Platforms to monitor habits and energy consumption</li> <li>• Informative workshops</li> <li>• Coordinating body</li> </ul>
Boosting rehabilitation activity	<ul style="list-style-type: none"> <li>• SECAPS</li> <li>• Coordinating and planning body</li> <li>• Use of integrated public admin-led projects</li> <li>• Reuse of obsolete public buildings</li> </ul>
Team training and skilling	<ul style="list-style-type: none"> <li>• Inclusion of technical, economic and communication training aspects in large energy refurbishment projects.</li> <li>• Use of projects led by the administration as a laboratory for new solutions, innovative projects, etc.</li> <li>• Use of ICT in construction design</li> </ul>
Improved planning on the basis of detailed diagnostics	<ul style="list-style-type: none"> <li>• Coordinating body</li> <li>• SECAPS</li> <li>• Inclusion of sustainability criteria in urban planning (urban ITACA and Green Plan).</li> <li>• Diagnostic tools (GIS)</li> </ul>
Defining governance and funding frameworks	<ul style="list-style-type: none"> <li>• Coordinating body</li> <li>• SECAPS</li> <li>• Financing of large projects through ERDF funds (ITI)</li> <li>• Innovative energy contract models and energy communities</li> </ul>
Linking energy savings-economic savings. Evaluation of the developed projects.	<ul style="list-style-type: none"> <li>• Building monitoring</li> <li>• Use of ICT technologies</li> <li>• Homogenisation of parameters by means of certificates/sustainability assessment tools</li> </ul>

As mentioned in the previous section, some of the solutions put forward by the partners stand out as facilitating the challenges we face in the transition to a carbon neutral building stock.

In particular, the existence of a coordinating and transversal body and the definition and implementation of joint SECAPS are repeated as solutions to our challenges:

### 1. *Coordinating and transversal body*

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Already during the analysis carried out with stakeholders group of the challenges faced by our region, the need to have a single reference was detected in order to have a transversal vision, which allows planning and the union of efforts of the different administrations.

The presentation of the energy plan and its financing by the region of Zlín, reinforces this idea by demonstrating that a body such as the energy agency in its case, not only improves governance, but also has an impact on information and advice services for citizens and becomes a reference for professionals. It is a one-stop shop to which the three groups of stakeholders (promoters, supply and administration) can go to channel their doubts, suggestions and obtain all the relevant information.

### 2. *Joint SECAPS*

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The joint action plans of the Covenant of Mayors are also very effective in achieving a cross-cutting and integrating vision. They are based on a diagnosis of the situation and it is the municipalities that drive the rehabilitation activity. Apart from the interventions they plan for public buildings and infrastructures, they can also act as motors and lead the changes in the private sector, as they are well aware of the needs of their cities.

We also want to emphasize a need that has emerged during the development of the project, both from the interregional exchange and from the analysis of good practices by the *stakeholders*, and that seeks the linking of the implementations made to the energy and economic savings obtained:

### 3. *Monitoring of improvement implementations*

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During the exchange of interregional experiences all partners have identified the need for monitoring of the implementations carried out as the results are the basis for measuring the effectiveness of those implementations. This allows to define and improve policies, as well as to increase the knowledge and talent of the providers. Positive results also help to stimulate demand by improving the information provided to citizens.



#### 2.4.1 Policy design based on the conclusions of strategic thinking

- ✓ The creation of a regional energy agency is a need that was identified some time ago and in fact, the Autonomous Community of Navarre is the only Autonomous Community in Spain that lacks an Energy Agency or similar body at regional level. However, the creation of a new public entity is a complex process, which has been in the works for two years and which will be carried out in the near future, because its creation is already foreseen in the Regional Law on Climate Change and Energy Transition, currently being processed. Therefore, it is not an action that corresponds to this plan, but it is important to take it into account and to value the benefits a body like would bring such as a stable framework of coordination and the unification of strategies.



- ✓ The greatest interest that we extract from the development of joint SECAPS, is the commitment of local entities and the fact of being the ones to drive the transformation process in their cities: their proximity to citizens, knowledge of their neighbourhoods and the agility in the procedures, compared to regional institutions. Likewise, local entities regulate and approve building licences and have a close relationship with the ORVEs and the information and advice offices.

→ It is proposed to encourage local entities to be the promoters of Global Intervention Projects, in order to achieve the greatest effectiveness of the funds that the EU will allocate for the energy rehabilitation of buildings.



- ✓ Implementations for the improvement of the energy performance of buildings should not only yield beneficial results at the initial stage, since the passage of time, without subsequent maintenance, will contribute to its deterioration. Likewise, the possibility of obtaining real data from the buildings allows obtaining valuable information on the efficiency and cost/savings ratio of the actions, which allows regulating and fostering those implementations in which value is greater.

- It is proposed to boost the deployment of the Existing Building Book (LEE in spanish) <sup>4</sup>in Navarre, in order to obtain detailed information and aggregate data on the residential stock. As a tool to promote a planned refurbishment that takes into account all the available possibilities for improvement.

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<sup>4</sup> As of September 2021 it is a draft law by the Ministry of Transport, Mobility and Urban Agenda.

### 3 Part III- Actions

Table 3- 1Actions to be developed

Action	Target
Grants to local authorities for the design of Global Intervention Projects (PIG)	Channeling energy improvement rehabilitations (private investment) through local authorities and rehabilitation offices.
Existing Building Book (EBC): regulation and fostering	<p>Obtain data on buildings performance and its potential for improvement:</p> <ul style="list-style-type: none"> <li>To allow the user to reduce their energy consumption.</li> <li>Enable the administration to improve policies and make them more efficient.</li> </ul> <p>Encourage compliance with the obligation to have the EBB in those buildings required to do so by law, and encourage the drafting of the LEE for the rest of the buildings.</p>

### 3.1 Action 1: Line of Aid to local authorities for the design of PIGs

The figure of Global Intervention Project has been highly valued since it was incorporated into our regional policy in 2016. The GIP could be defined as “the project that contains the actions planned for the energy regeneration of residential complexes (larger scale than the building) and includes the general lines of action in that environment, including the design to be followed by each of the buildings that comprises it, as well as the area covered by it”. Its inclusion seeks to achieve economies of scale in the works for the rehabilitation of the building stock, a homogeneous and balanced appearance, as well as the possibility of including an urban regeneration that revitalizes the area.

Its regulation is very open, so that many different types of GIP can be accepted, including those that implies more than one municipality.

#### 3.1.1 Relevance to the project

**3.1.1.1 Contributions of stakeholders:** during the analysis with stakeholders for the drafting of the regional diagnosis, some difficulties and challenges were detected:

- The need to boost demand for energy refurbishment
- Lack of definition of the most appropriate size of the GIPs
- Cost of GIP design: initial cost before real works and works not guaranteed

**3.1.1.2 Interregional learning:** Navarra presented 3 good practices to project partners, two of which included comprehensive neighbourhood scale intervention and urban regeneration projects. The GGPP raised big interest among the partners, including the suitability of larger building scale implementations.

Likewise, during the assessment of the good practice of the Joint SECAPS, presented by our partner from Marche, and generalized in all the regions of the consortium, the role of local authorities in decarbonization and their potential as drivers of the green transition was highlighted. Also, the possibility of implementing joint actions.

#### 3.1.2 Nature of the action

The objective of the development of a line of aid for the drafting of GIP, aimed at local authorities is fostering the rehabilitation promotions of residential complexes seeking an organized and balanced transformation of these areas and cities. Specifically, it seeks to promote technically and economically efficient works, with improvement in urban design.

Joint action in several residential buildings is beneficial, but its promotion is complicated, as it requires the coordination of many owners, with different sensitivities. The existence of a GIP to which they can join would encourage the demand for private investment, avoiding shifting the responsibility of the green transition to the citizen.

Currently, this figure implies a higher percentage in the regional subsidies program, but the GIP is a non-refundable cost.

### 3.1.2.1 Improving the policy instrument

The European Union (EU) has deployed a battery of important funds to achieve recovery and resilience to the crisis caused by the health pandemic. One of the lines of support to achieve the recovery objectives is through the rehabilitation of housing, with the dual objective of boosting the growth of employment and the economy, as well as moving towards the objectives of decarbonization of cities. The line of aid for the design of the GIPs involves boosting and promoting large-scale renovations that otherwise would not see the light of day.

The municipalities have tools such as the Building Assessment Report (IEE in Spanish), GIS viewer, which allow an overview of the current situation of the housing stock in relation to its energy and social vulnerability, as well as detailed information on each building. They will also have the information and advice offices that the public company NASUVINSA is developing in the framework of the PRIMAVERA project of the ELENA <sup>5</sup>programme of the European Investment Bank (EIB).

### 3.1.2.2 Activities



### 3.1.3 Agents involved

The drafting of the line of aid will be the responsibility of the General Directorate for Housing, as well as its processing. However, it will be contacted and studied in advance to anticipate possible deficiencies with:

- City Councils
- ORVE
- NASUVINSA and PRIMAVERA project information and advice offices.
- Architects

<sup>5</sup> ELENA: European Local ENergy Assistance

- Professional Associations

### 3.1.4 Schedule

The launch of a new call for proposals requires a processing time of at least half a year.



### 3.1.5 Costs

The cost of the elaboration of the Global Intervention Projects varies depending on the scale of the project, its content and configuration, but an average cost of approximately 15,000 € per project could be calculated. The cost for these GIP are comprised by the fees of the architect who designs it, plus administrative management.

It is intended to subsidize this cost by 90%, so the amount to be subsidized per project would amount to € 13,500.

Call drafting and its management will be accomplished by Navarra Government internal staff (around 10,000 €) and under in-house resources.

### 3.1.6 Financing

The line of aid will be part of the EU recovery programmes (RRF program).

### 3.1.7 Indicators of success

The following indicators are proposed:

Table 3- 2Indicators Action 1

	Indicator	Target
Process	Calendar	Diversion < 1 month
	Participation	5 agents
Call for applications	Number of beneficiaries	5
	Number of GIP	10
	Number of dwellings	100

## 3.2 Action 2: Regulation of the Decree concerning the “Existing Building Book”

Until now and since 2000 (art. 7 of Law 38/1999 on Building Regulations), the Building Book was only required for newly constructed buildings or major refurbishments. In the Autonomous Community of Navarre, this requirement is regulated by DF 322/2000, and the document models are approved in OF 1217/2000, of 30 October. This document, BB, gathers all the information related to the constructive characteristics of the building, as well as its maintenance and installations.

The Existing Building Book (“Libro del Edificio Existente”, in Spanish) is currently in the process of regulation at national level. The Ministry of Transport, Mobility and Urban Agenda has entrusted to the autonomous communities that wish to do so, the drafting of the regional regulations that will have to comprise a minimum structure and content. This book will replace the Building Evaluation Report (IEE in Spanish) that currently exists according to the regional Decree 108/2014, since it includes more sections, among which stands out an improvement plan and its deployment.

This regulatory development has become an opportunity to channel some of the challenges that we face through the use of this tool, since the book requires that in addition to the information on the characteristics of the building, an improvement plan is included, which will allow the implementations to be undertaken in an orderly and planned manner.

### 3.2.1 Relevance to the project

#### 3.2.1.1 Contributions from stakeholders:

In the regional analysis of the challenges, stakeholders provided possible solutions, among which we want to point out the following:

- Both to improve social awareness of the need to save energy and reduce emissions, and to improve users' knowledge of the physical, social and environmental conditions of the building. Some of the measures proposed were: providing information to users through user manuals, the BAR (IEE), energy certificate or the Building Book.
- In terms of financing and aid framework, the need was formulated to link subsidies or tax deductions to the result obtained in CO<sub>2</sub> emissions savings, once the implementations were deployed.

#### 3.2.1.2 Interregional learning:

In the peer review made by the project partners of the good practices presented by our region, all comments were positive. However, some missed concrete measurement in terms of energy efficiency and return on investment of the improvements made in the rehabilitations. That is, they highlighted the importance of monitoring the buildings to know real data on profitability and efficiency. The Energy Agency of the region of Zlín (Czech Republic), in its

presentation of the Energy Plan and its financing, showed a great involvement in this aspect, listing multiple indicators that they gather for the monitoring of the actions.

Also, the "Interface of Life" platform, presented as part of READY good practice explanation by the Swedish partner, highlighted the importance of the tenants' behaviour in energy consumption.

### 3.2.2 Nature of the action

Navarre will describe the content and will establish the criteria to define the buildings in which this EBB will be mandatory.

The drafting of the EBB by an authorised professional technician will entail a cost for the owners. In order to encourage an acceleration of the process over and above the regulations and to alleviate this detriment for citizens, an initial line of aid will be developed for this purpose.

Likewise, it will be compulsory for the technical staff drafting the EBB to hold information sessions for the owners of the buildings, where the issues included in the EBB are explained: characteristics of the building, as well as the explanation of the possible improvements that can be achieved through rehabilitation and other means. In this way, an informative and incentive campaign of the benefits of energy rehabilitation is carried out.

On the other hand, in the "Improvement Potential" section that forms part of the EBB report, a diagnostic report that includes digitalization and monitoring options will be required.

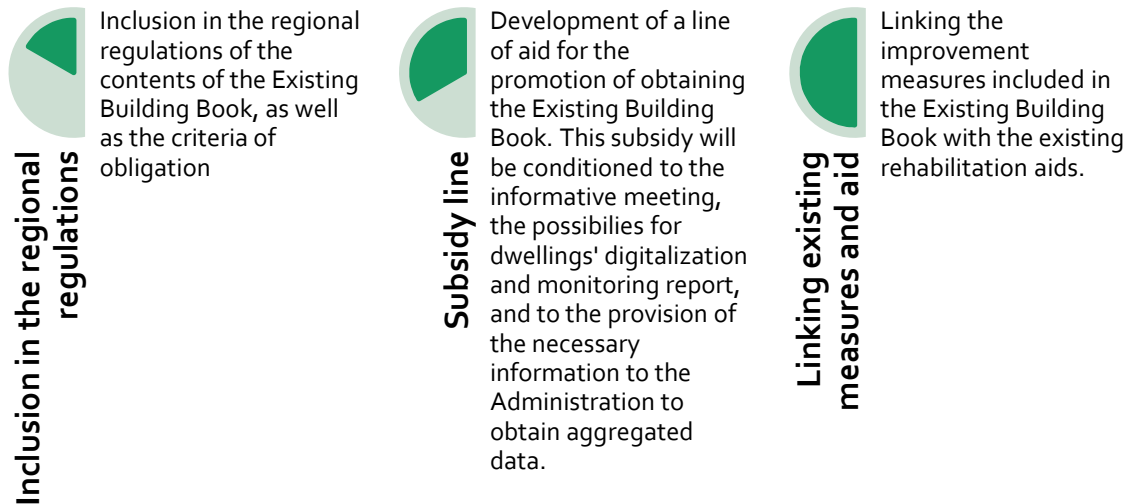
Finally, the Administration will require, for access to rehabilitation subsidies, both the possession of the EBB and the contribution of a battery of basic data related to the energy consumption of the buildings. The data must refer to both the initial situation and the subsequent one to those actions that improve their energy performance.

#### 3.2.2.1 Improving the policy instrument

The policy instrument to be improved through the implementation of this action will be the regional regulation which will include the requirements for the EBB in the Comunidad Foral.



### 3.2.2.2 Activities



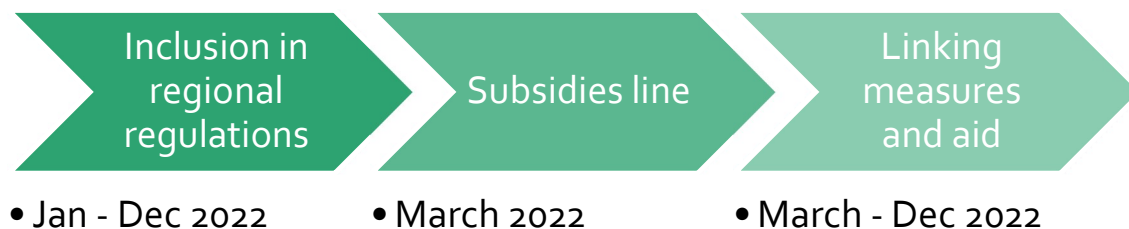
### 3.2.3 Agents involved

For the normative development of the existing building book we will count on the technical knowledge and experience of:

- Government of Navarre
- ORVE
- Professional Associations
- Technicians
- Property Administrators
- Citizenship

The technicians of the Building Section of the Housing Service of the Government of Navarre and NASUVINSA will hold meetings with experts on the subject.

### 3.2.4 Schedule



### 3.2.5 Costs

The activities that refer to the regulation of the Decree have the following costs: The estimated staff cost amounts to 15,000 € and the IT architecture required changes, even if estimates are difficult, we can consider 25,000 €.

The line of aid for the drafting of the LEE will include a budget allocation enough so as to meet the applications. Up to 50% of the cost of the drafting will be financed.

### 3.2.6 Financing

Internal staff time and changes in the IT platform will be financed from own resources.

The line of aid will be launched in the financial year 2022 and will be financed by the Recovery and Resilience Facility (RRF).

### 3.2.7 Indicators of success

The following indicators are proposed:

Table 3-3 Indicators Action 2

	Indicator	Target
Process	Calendar	Diversion < 1 month
	Participation	5 agents
Drafting and registration of LEE	Number	75 buildings
Aids	Financial endowment granted	500,000 €
Monitoring	Number of monitoring	150 dwellings

### 3.3 Outline of Actions

Table 3- 4 Outline of actions

Title of the action	Agents involved	Schedule	Costs and financing	Indicators of success	
<b>Action 1: Line of Aid to local authorities for the design of PIGs</b>	<ul style="list-style-type: none"> <li>· City Councils</li> <li>· ORVE</li> <li>· NASUVINSA and PRIMAVERA project information and advice offices.</li> <li>· Architects</li> <li>· Professional Associations</li> </ul>	Year 2022	<b>In-house resources:</b> Staff: 10,000 €  <b>RRF Funds:</b> Aid scheme: 135,000 €	Process	Calendar
					Participation
				Call for applications	# of beneficiaries
					# of dwellings
<b>Action 2: Regulation of the regional regulations concerning the existing building book</b>	<ul style="list-style-type: none"> <li>· Government of Navarre</li> <li>· ORVE</li> <li>· Professional Associations</li> <li>· Technicians</li> <li>· Property Administrators</li> <li>· Citizenship</li> </ul>	Year 2022	<b>In-house resources:</b> Staff: 15,000 € IT program: 25,000 €  <b>RRF Funds:</b> Aid scheme: 500,000 €	Process	Calendar
					Participation
				Registration of LEE	Number
				Aids	Endowment
				Monitoring	# of dwellings

## 4 Part IV - Endorsement of the Regional Action Plan

This action plan will be implemented and monitored by the Housing Service of Navarra Government.

Date:

Place:

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Eneko Larrarte Huguet

Housing Department Managing Director