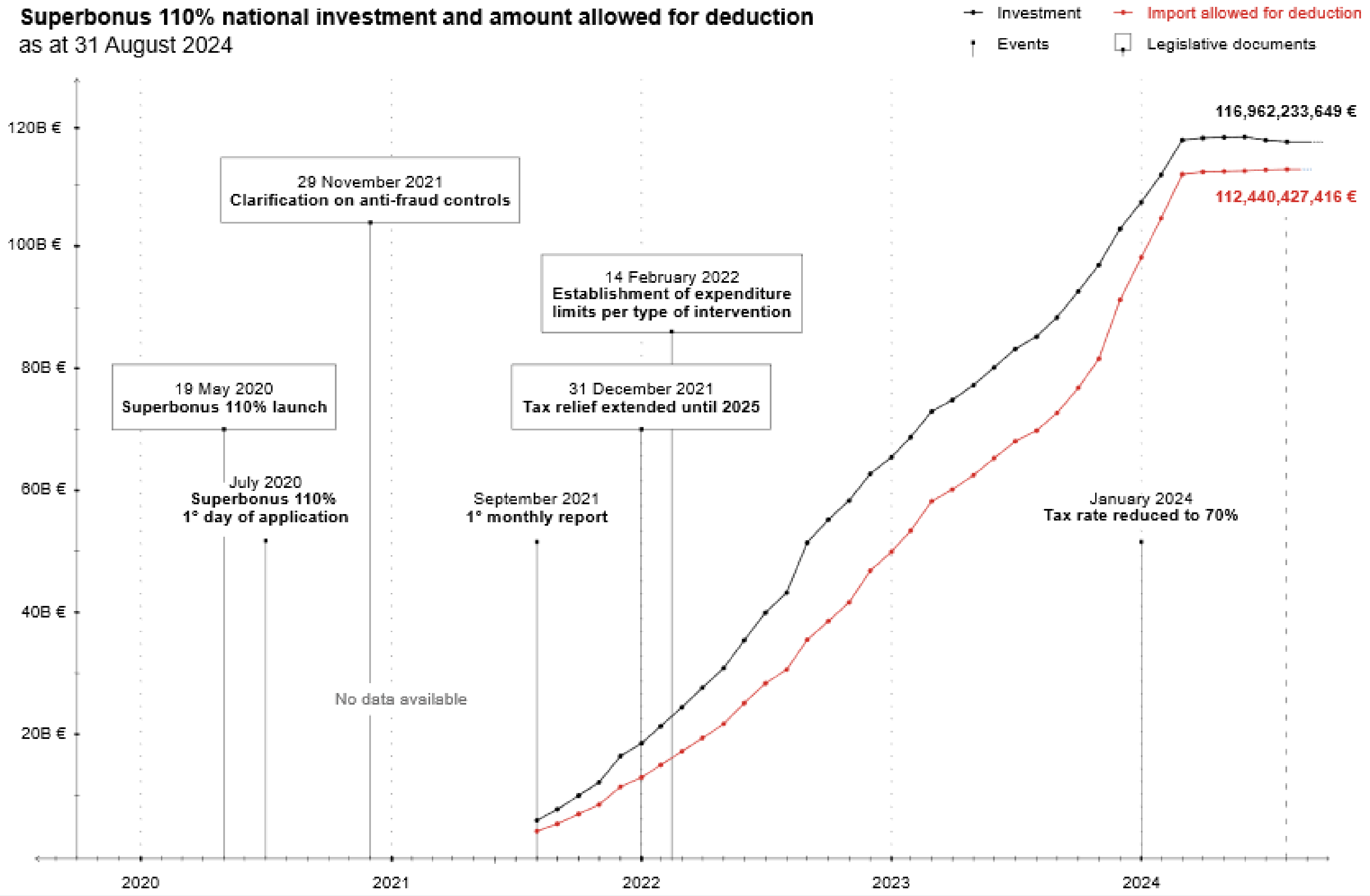
UNIVERSITÀ DEGLI STUDI DI NAPOLI FEDERICO II

1. FORUM ZA CELOVITO PRENOVO STAVB

Establishing a systemic framework for comprehensive energy and seismic renovation of buildings in Slovenia

UNINA | October, 2025

Superbonus: the Italian model for financing integrated energy & seismic renovations



- **Framework for private housing**: Superbonus as a temporary accelerator enabling energy and seismic upgrades in a single construction cycle.

- **Upfront liquidity** from converted tax deductions broadened access (including low tax-capacity households) and unlocked integrated projects.

- **Proof of scale**: about 495,000 projects and €117 billion in investments admitted (as of 30/04/2024).

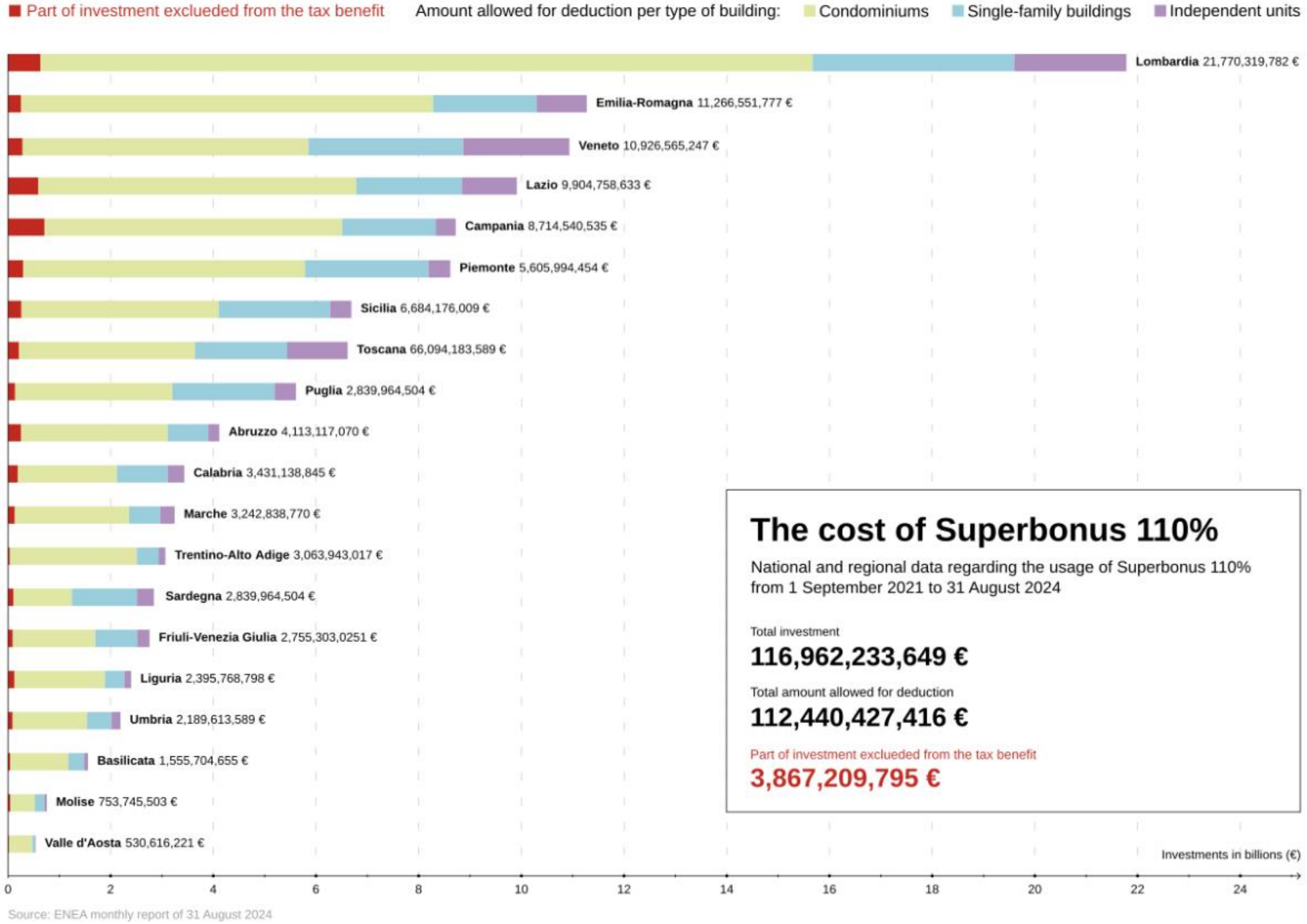
- **Policy evolution**: from rapid take-off to a more sustainable pace, with accrued rights preserved.

Superbonus: the Italian model for financing integrated energy & seismic renovations

Year	ECOBONUS (energy efficiency)	SISMABONUS (seismic risk reduction)	SUPERBONUS (enhanced, combined works)
2017	In force; typical 50–65%.	In force; typical 50–85% by seismic-class improvement.	Not applicable.
2018–2019	In force; similar scope/rates; technical rules refined.	In force; similar scope/rates; based on risk classification and NTC rules.	Not applicable.
2020	Active as ordinary scheme (for works not eligible for 110%).	Active as ordinary scheme.	Introduced at 110%; credit transfer/invoice discount enabled.
2021	Active (ordinary).	Active (ordinary).	110%; wide scope; transfer/discount allowed.
2022	Active (ordinary).	Active (ordinary).	Mostly 110%; tighter timelines/controls; transfer/discount restricted.
2023	Active (ordinary).	Active (ordinary).	90% for limited cases; new transfer/discount ended from 17 Feb.
2024	Active (ordinary); deductions over 10 years for new expenses.	Active (ordinary); deductions over 10 years for new expenses.	70%; narrowed scope; deductions over 10 years for new expenses; transfer/discount generally not available.
2025	Active (ordinary ranges).	Active (ordinary ranges).	65%; highly restricted to pre-qualified cases; deductions over 10 years.

A post-COVID measure and PNRR flagship to restart residential construction and speed up deep energy and seismic upgrades.

Superbonus: the Italian model for financing integrated energy & seismic renovations



- **Concentrated uptake** in regions **with** dense condominium stock and **strong urban markets**.
- **Building-type mix mirrors geography**: condos lead in cities; single-family/independent units weigh more elsewhere.
- **Very high share of spending deemed eligible for deduction** → projects broadly "financeable."

How Italy Governs Energy–Seismic Retrofit Incentives

•**Government & Parliament**: set rules and tax policy; **MEF** ensures fiscal oversight.

•**Agenzia delle Entrate (Revenue Agency)**: guidance, compliance checks, “visto di conformità”; managed credit transfer/invoice discount when allowed.

•**MASE** → decrees for energy; **ENEA** → portal, technical validations, sample audits.

•**MIT & Consiglio Superiore dei Lavori Pubblici** → structural standards; **Protezione Civile/PNCS** → seismic risk classification and tracking.

•**Municipal one-stop shops** → CILA/CILAS, SCIA, permits;
•**Heritage Superintendencies** where cultural/landscape constraints apply.

•**RGS - Guardia di Finanza - Corte dei conti**: cross-cutting audits, anti-fraud, fiscal-impact checks (with Revenue Agency/ENEA).

Legislative references for retrofit incentives

- **DM 58/2017** — Seismic risk classification guidelines (Sismabonus).
- **NTC 2018 + 2019 Circular** — National structural code and explanatory guidance.
- **DL 34/2020 (Decreto Rilancio), arts. 119–121** — Creates Superbonus; sets credit transfer/invoice discount.
- **DM 6 Aug 2020 – Technical Requirements** — Energy thresholds, eligible measures, cost caps, APE.
- **DM 6 Aug 2020 – Asseverations** — Technical attestations, cost reasonableness, ENEA checks.
- **DL 157/2021 (Antifrodi)** — Stronger controls, "visto di conformità," price references.

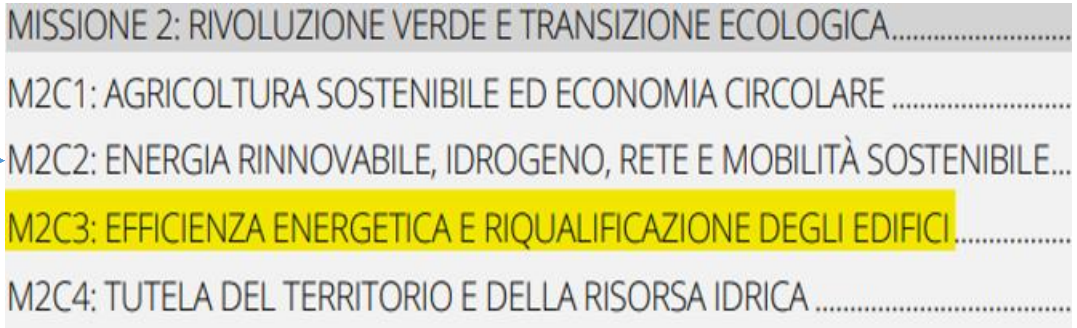
DL 4/2022 + DL 13/2022 — Credit-transfer limits, traceability, liability.

- **DL 11/2023** — General stop to new credit transfers/invoice discounts (narrow exceptions).
- **DL 39/2024** — New expenses deducted over 10 years ("spalma-detrazioni").
- **Revenue Agency circulars/provvedimenti (2020–2024)** — Operational guidance, FAQs, e-filing for credits/SAL.
- **ENEA portal guidance (2020–2024)** — Data submission, technical FAQs, sampling checks.
- **PNCS/Civil Protection guidance (2020–2024)** — Seismic classification uploads and tracking.

Superbonus & PNRR: included in policy, financed by the state budget

The **Superbonus** is included in Italy’s **PNRR** as a policy lever—with milestones and targets—and was explicitly highlighted under the **Green Revolution/Ecological Transition chapter**. But its **costs are not paid by EU** RRF **funds**: they are tax expenditures borne by Italy’s state budget.

In contrast, **PNRR resources mainly finance public-sector investments via grants.**


MISSIONE 2: RIVOLUZIONE VERDE E TRANSIZIONE ECOLOGICA
M2C1: AGRICOLTURA SOSTENIBILE ED ECONOMIA CIRCOLARE
M2C2: ENERGIA RINNOVABILE, IDROGENO, RETE E MOBILITÀ SOSTENIBILE
M2C3: EFFICIENZA ENERGETICA E RIQUALIFICAZIONE DEGLI EDIFICI
M2C4: TUTELA DEL TERRITORIO E DELLA RISORSA IDRICA

In the **public sector** (including parts of public social housing), **Italy finances energy upgrades**—and, on dedicated lines, seismic improvement—**also through** the **PNRR** (Mission 2, Component 3) with non-repayable grants tied to EU milestones/targets. Disbursements follow work-progress states through 2026.

Implementation challenges and critical issues of Superbonus

•**Public finances**: very high fiscal costs → subsequent rate cuts and end of broad credit transfers.

•**Fraud**: ~€360m irregular within Superbonus perimeter (well under 1%); larger issues in other schemes.

•**Inflation**: near-full reimbursement weakened price discipline, driving up construction costs.

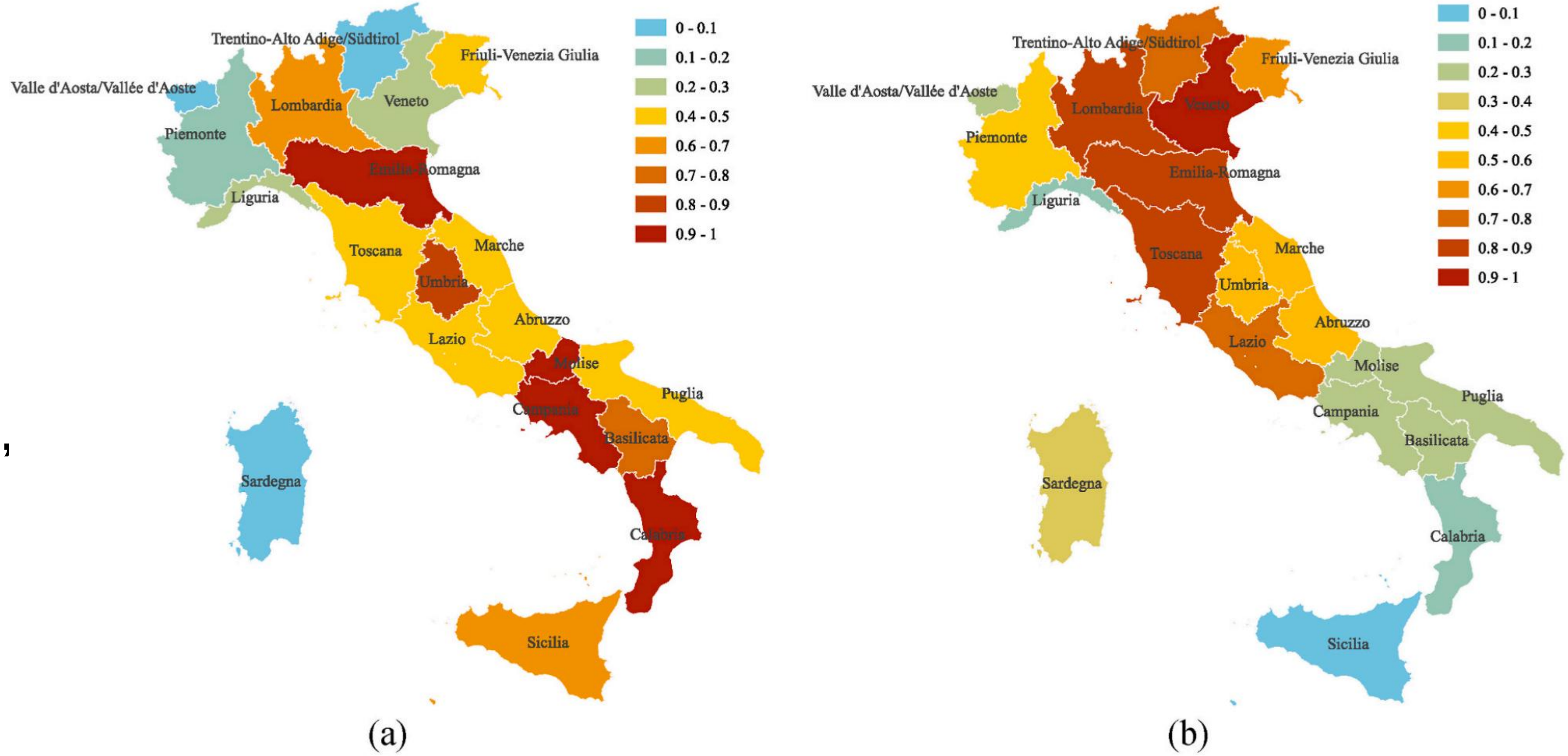
•**Stalled works**: rule changes and halted transfers caused liquidity crunches and unfinished sites.

•**Limited coverage**: interventions reached ~4% of residential buildings—impactful but not systemic.

•**Equity**: access skewed to better-off/connected households; eligibility extended to second/empty homes.

Incentives for interventions: Rethinking the approach

Target need, fund smarter (grants for vulnerable households), fast-track integrated projects, and anchor everything in stable, results-based rules.



Comparison between (a) the integrated multisector indicator (II, S–E–G) and (b) the regional use of financial incentives.

Grazie per l’attenzione!

(Thanks for your attention)