

Catalogue of community energy reforms for National and Regional Partnership Plans

Briefing

Introduction

The present, non-exhaustive, catalogue aims to propose concrete reforms that Member States can include in their National and Regional Partnership Plans (NRPPs) to support energy communities.

The catalogue complements the existing 23 country factsheets linking NRPPs to energy communities.¹ Energy communities align with the goals of Cohesion and Common Agricultural Policies since they:

- **Tackle the cost of living crisis:** The Commission estimates that an average EU household can save up to 1100 euros/year through participating in an energy community.²
- **Support rural areas and farmers:** They diversify farmers' incomes, and reduce their operational expenses (e.g., through agri-voltaics or through the selling of residual biomass for energy).
- **Contribute to regional development and cohesion:** Energy communities can deliver 2 to 8 times more economic benefits for local economies (compared to private projects), thereby reducing energy poverty, building energy security, and boosting competitiveness for SMEs. For every 1 euro invested in a community energy project, [50 euros are generated for the territory](#).

Direct financial support to energy communities can be crucial to help them unleash their full social impact (e.g., through the inclusion of vulnerable households). Funding should target all stages of project development including:

- (pre)development: grants are most suitable to help a community organise, and create a robust business plan
- Construction: loans and guarantees can help with the implementation of (larger) projects

To fully unlock the potential of energy communities in the 2028-2034 period, Member States should provide funding and regulatory support. The 'cash for reforms' model of the NRPPs should be fully leveraged to put in place enabling regulatory and legislative measures at national level.

¹ REScoop.eu (2026). [Stronger Communities. Thriving Regions.](#)

² European Commission (2025). [Action Plan for Affordable Energy.](#)

Catalogue of proposed reforms

On the 30th of April 2026 the European Commission published extensive guidance to Member States³ on how to create a national enabling framework for energy communities, with over 50 specific recommendations.⁴ **These recommendations should form the backbone of the reforms to be included in the NRPPs.**

The following catalogue provides a -non exhaustive- overview of potential reforms, partly drawing from past best practices (e.g., the Recovery and Resilience Plans), as well as providing a rationale for each proposed reform.

Proposed Reform	Justification	Previous Experience
Creating a Regulatory Framework for Energy Communities	Several Member States still lack bylaws/secondary legislation for the functioning of energy communities (e.g., MT, SE, FI, EE, SK, BG, FR). Common gaps include: a choice of legal form, a clear registration procedure with an authority mandated to verify and monitor the existence of energy communities and their activities, and defining the geographical scope of operation.	The Cypriot REPowerEU chapter established the regulatory framework for energy communities through elaboration of existing laws through secondary legislation. Portugal's REPowerEU chapter introduced procedures to simplify and accelerate the registration procedures for energy communities.
Assessment of barriers and potential for energy communities	Article 22 of the Renewable Energy Directive mandates that Member States conduct a comprehensive assessment of the barriers, and potential, of energy communities. This assessment can inform a holistic set of policy responses, forming the backbone of a national enabling strategy. Existing energy communities and their representative organisations, such as federations, should be properly consulted here among other stakeholders. REScoop.eu was	Poland's REPowerEU chapter included a specific reform vis a vis identifying regulatory and administrative bottlenecks for the development of energy communities.

³ European Commission (2026). [Citizens Energy Package: helping households in the energy transition](#).

⁴ European Commission (2026). [Commission Staff Working Document accompanying the Citizen Energy Package implementation](#).

	involved in developing a Model Assessment Tool that can assist in this work.	
Set a national target for energy communities	An overarching national objective for energy communities can be a benchmark for the overall political direction, which in turn can influence other policies and strategies (e.g., social procurement by municipalities). The target may contribute to the 90GW community energy objective set by the Commission through the Citizens Energy Package (CEP). In line with the CEP recommendations, Member States should develop a national strategy for energy communities.	The Lithuanian REPowerEU chapter set a clear goal: By 2030, renewable energy communities that work against energy poverty are expected to contribute 0.473 per cent of total energy production.
Putting in place a functioning energy sharing / collective self consumption scheme	Many energy communities want to self-consume energy, often locally, to shield their members from the energy market. But a lack of a clear, financially solid business plan hinders them. Such a scheme should incentivise maximising self-consumption, e.g., through the reduction of network charges for energy shared locally and in real time. It should also ensure participation opportunities for energy-poor and vulnerable households.	Through its REPowerEU chapter in the Recovery and Resilience Plan, Czechia put in place a data software system to enable energy sharing in energy communities. Similarly, Latvia's REPowerEU chapter introduced the conditions for energy sharing, including in multi-apartment buildings.
Setting up national/regional One Stop Shops with specific information for energy communities	Citizens often face bureaucratic hurdles, a lack of standardised templates, and fragmentation in available information regarding energy communities. Concentrating all available information (including available funding opportunities) can greatly streamline the process. Member States are already obliged to set up regional OSS under the revised Energy Efficiency Directive	Under the Spanish Recovery and Resilience Plan, 'Community Transformation Offices' were set up across the country. Results showed that these have greatly increased the take up of community energy projects. Half of the 837 active energy communities in Spain have been formed in the past two years - overlapping with the

	and the Energy Performance of Buildings Directive, so synergies can be pursued.	implementation of the One Stop Shops initiative.
Simplified permitting for energy communities	Energy communities often struggle with lengthy and untransparent permitting procedures, and grid access remains a common barrier to their development. The Commission's guidance on efficient grid connections ⁵ allows Member States to move beyond the 'first come first served' approach, and develop grid connection queues according to certain priorities including social benefits, such as territorial development and the inclusion of vulnerable households.	Spain's REPowerEU chapter included broad reforms to accelerate permitting, coupled with financial incentives to promote storage, demand response, and energy demand reduction by energy communities.
Creating a national taskforce for energy communities	A key gap that energy communities face is the inability to communicate market gaps/failures to policy makers. A permanent, structured dialogue bringing together diverse stakeholders (including local authorities, consumers associations, representatives of energy-poor or vulnerable households, permitting authorities etc.), can ensure a dynamic response to new challenges and opportunities.	The regions of Flanders and Wallonia (Belgium) each have structured, multi-year partnerships with the respective regional federations of energy communities, including by providing them with structural funding . Specifically, VEKA, the Flemish Energy and Climate Agency, is in continuous dialogue with REScoop Flanders to ensure smooth implementation of new rules around energy communities (e.g., around energy sharing).
Facilitating the activities of energy communities beyond electricity production and sharing	In most Member States energy communities still largely focus on electricity - but there remains large untapped potential to expand their services into -inter alia- citizen led renovations, community led heating and cooling, flexibility, and shared mobility.	Spain's REPowerEU chapter included enabling reforms for energy communities to expand into flexibility/storage services.

⁵ European Commission (2026). [Guidance on efficient and timely grid connections](#).

Based on Article 22 of the NRPP Regulation, Member States should address the country specific recommendations (CSRs) of the European Semester in their NRPPs. Analysis of the 2026 Spring Package shows that community/citizen energy is mentioned in 7 CSRs and 23 country reports. A full breakdown can be found in Annex I.

Factoring in the 2023, 2024, and 2025 CSRs, 13 Member States have received dedicated recommendations on energy communities at least in one semester cycle. This underscores the importance of integrating dedicated reforms and investments for energy communities in the NRPPs.

Examples of national reforms

The above table summarises a set of reforms that are relevant for all Member States. Below, we outline some country specific reforms that could unlock the full potential of energy communities.

Latvia

In Latvia, the development of energy communities remains limited, because the current regulatory and economic framework provides insufficient incentives for citizens, municipalities, and businesses to establish and participate in energy communities. A more supportive framework is needed to make energy communities economically attractive and easier to implement

- **Reform 1:** Currently, energy communities receive limited economic benefits from sharing locally generated renewable electricity. We propose reduced distribution system tariffs for energy exchanged within the same low-voltage network or under the same distribution transformer. This would reflect the lower burden placed on the wider electricity grid and improve the business case for local energy communities
- **Reform 2:** The current net settlement approach is based largely on the monetary value of exported and imported electricity, reducing the benefits of collective self-consumption. Latvia should introduce a mechanism allowing energy communities to share and account for electricity in physical energy units (kWh), ensuring that surplus renewable electricity generated by one member can be directly allocated to other community members

Greece

In Greece permitting remains a major barrier for the development of energy communities, with >50% of project applications being cancelled⁶ due to a failure to connect to the grid.

- **Reform 1:** reserving 2GW of electricity space in the national grid specifically for energy communities implementing self consumption projects, with a priority for those operating in just transition, outermost, and rural regions. Moreover, **the grid connection code should be tweaked** and energy communities should be moved to Category A (upgraded from the current C/D), to accelerate permitting.

At the same time the transition to virtual net billing (from virtual net metering) has effectively 'frozen' the self-consumption sector, as it significantly worsens the financial viability of projects.

- **Reform 2:** tweaking the virtual net billing model to sell any surplus electricity at a fixed rate (at a level that still incentivises timely self-consumption, over selling). Moreover, **ringfenced tenders should be created specifically for storage projects by energy communities**, as the nascent storage market is currently being dominated exclusively by very large market actors.

Slovakia

In Slovakia energy communities are still predominantly led by municipalities. Thus, it is important to set up a regulatory framework that would support the development of energy communities, especially for those led by citizens. Key elements of this new framework may include the adjustment of tariff rules, in line with the recommendations of the Action Plan for Energy Communities, the removal of administrative barriers for citizens, and the integration of subsidy support.

- **Reform 1: create a separate funding package solely for the purpose of citizen-lead energy communities:** Currently, energy communities can source the funding from the funding programme "Green for companies", which puts citizen-lead energy communities at a disadvantage and creates obstacles to

⁶ The Green Tank (2025). [Community Energy & Self Production Observatory | Energy Communities](#).

receive the funding. We propose a specifically allocated funding just for citizen-lead energy communities.

- **Reform 2: reduce tariff fees for energy communities**, especially on the short-distance transmission (e.g., at local substation level).
- **Reform 3: legal introduction of "community-owned source"**: Currently, energy communities can share energy produced from renewable sources, which are tied to one off-take point. A new legislative category of community resource and community storage should be introduced, so that people can build larger common RES resources for entire apartment buildings, municipalities or businesses.
- **Reform 4: no distribution fees in apartment buildings**: If the community does not use the public network, but its own distribution, it has no reason to pay the full distribution fees as it is today. If the wiring needs to be repaired, the people from the apartment building also pay for it (and not the distribution company). With the above in mind, energy sharing at apartment building level should be exempted from distribution fees.

Netherlands

In the Netherlands ensuring grid access remains a major barrier for the development of energy communities, with many projects being cancelled or heavily delayed due to a failure to connect to the grid.

- **Reform 1: reserving 2GW of electricity space in the national grid specifically for energy communities implementing self consumption projects**, with a priority for those operating in just transition, outermost, and rural regions.
- **Reform 2: A capacity building program to help energy communities professionalise**: implementing an enabling framework for energy communities with a dedicated budget. In the Netherlands the legal framework has been transposed, but energy communities struggle to get equal chances. Dedicated capacity to train energy communities and their collaboration partners, and to take away implementation barriers is needed.
- **Reform 3: Recognizing the role of energy communities in energy saving activities and allocating dedicated funding to this role**. In the Netherlands

research has shown that energy efficiency activities are more effective when done by an energy cooperative, twice over ([TNO research](#), [Bureau zeventien research](#)). Policy needs to change to include these research results and set targets and support for energy communities doing energy saving activities (e.g., setting quantitative targets for the number of buildings renovated by communities, or the number of community-led district heating projects).

Romania

To accelerate the development of energy communities, the legislative framework should:

- **Reform 1:** include explicit provisions for energy sharing among members, allowing locally generated renewable electricity to be shared and consumed within the community under simplified rules.
- **Reform 2:** Creating a national fund for energy communities, covering investment costs but also operational and administrative expenses, including staff salaries, management, technical assistance, digital platforms, legal services, and community engagement activities. Additional incentives such as tax reductions, network tariff reductions, or other financial benefits should be introduced to improve the economic viability of these initiatives.
- **Reform 3:** Energy communities should not be regulated or treated as conventional electricity suppliers, as their primary objective is to provide environmental, social, and economic benefits to their members rather than to operate as commercial energy retailers.
- **Reform 4:** Distribution System Operators (DSOs) should have clear and enforceable obligations to support the establishment and operation of energy communities. These obligations should include prioritizing the installation of smart meters for all members of recognized energy communities and ensuring timely access to the data required for energy sharing schemes. The flexibility potential of energy communities should be taken into account when developing network plans. In addition, DSOs should not impose excessive connection costs on energy communities. As a general principle, energy communities should not be required to finance the connection of their installations to the national electricity system (e.g., network reinforcements, grid upgrades, or the installation of new transformers). Where connection costs cannot be fully waived, dedicated

government funding mechanisms should be established to cover such expenditures (see Reform 2).

- **Reform 5:** The National Energy Regulatory Authority (ANRE) should also be subject to clear implementation obligations and deadlines. In particular, the establishment and operation of the official Energy Communities Register should be completed without further delay. Although the register was expected to be operational by 31 December, its absence continues to create legal uncertainty and administrative barriers for new initiatives. The legislation should therefore include accountability mechanisms and binding deadlines for the adoption of secondary legislation, digital platforms, and administrative procedures necessary for the effective functioning of energy communities.

France

In France, the definition resulting from the transposition of European directives is not operational and excludes many citizens and municipalities as energy players.

Furthermore, the support framework necessary for the deployment of energy communities is non-existent, which endangers the entire ecosystem built so far.

- **Reform 1 :** allow energy communities to hold subsidiaries in which they have a stake of more than 25%. Actually, French regulation has adopted a very restrictive definition of the autonomy criterion. Changing the definition would enable energy communities to cooperate between themselves or with local operators to co-develop bigger RES projects.
- **Reform 2 :** offer dedicated support for energy communities within the existing support mechanisms. By now, energy communities do not benefit from any specific support measure (except one decree on small hydro). This dedicated support could take the form of tariff discounts (in feed-in tariffs or national call for tenders) or simplified measures (exemption of permitting procedure for electricity supply, extension of the exemption scheme for the geographical scope of collective self-consumption, currently available to public and quasi-public bodies, to energy communities, etc.)
- **Reform 3 :** Assessment of barriers and potential for energy communities. This is a compulsory measure required by Article 22 of the Renewable Energy Directive, as said above, but still not applied in France.

- **Reform 4:** Set a national target for energy communities. Although the national energy planning document (multi-year energy programming) mentions citizen energy and its multiple benefits in the service of territories and energy sovereignty, it does not set a target objective. A shared objective would provide visibility on the necessary action plan and bring together all stakeholders in energy communities.
- **Reform 5:** Fund energy community support networks to continue to equip field stakeholders and help them professionalize and expand.

Slovenia

In Slovenia, energy communities are gaining momentum but remain significantly underfunded and undersupported. Citizen-led initiatives and civil society organisations, who are the main drivers of such initiatives, lack access to dedicated funding instruments, forcing them to compete through general mechanisms not designed for community structures. Without structural financial support for project development and for the organisations that enable it, Slovenia risks failing to unlock the full potential of its energy community sector.

Reform 1: Establish a dedicated national funding instrument/body for energy communities. Currently, energy communities must compete for funding through general instruments (e.g., Eko sklad, cohesion funds, Borzen) that are not designed for community structures and systematically disadvantage smaller, citizen-led initiatives. A specifically designed funding line, that would cover pre-development costs, technical assistance, and investment, should be created specifically for energy communities, with simplified application procedures and eligibility criteria appropriate to non-commercial entities. The fund should include support for operational and administrative expenses, including staff salaries, management, technical assistance, digital platforms, legal services, and community engagement activities.

Reform 2: Fund energy community support networks to continue to equip field stakeholders and help them professionalize and expand. Slovenia has a nascent but growing ecosystem of civil society organisations, NGOs, and technical support bodies that provide crucial on-the-ground assistance to citizens and municipalities seeking to establish energy communities. However, these organisations lack structural, multi-year funding, forcing them to operate project-by-project and limiting their capacity to provide consistent, nationwide support. Drawing on the example of Flanders and

Wallonia, where regional governments have established structured, multi-year partnerships with energy community federations, Slovenia should establish a dedicated funding line for civil society organisations and support networks active in the energy community space. This funding should cover core operational costs — including staff, technical expertise, legal support, and community engagement — rather than being restricted to project-specific activities. In return, funded organisations should be required to meet clear outreach and capacity-building targets, with a particular focus on reaching rural areas, energy-poor households, and municipalities with limited internal capacity.

Annex I: Community Energy in the 2026 Spring Package of the European Semester

The green colour indicates that energy communities (or other terms alluding to community energy such as 'prosumers', 'distributed energy' and 'energy sharing') are mentioned. The red colour indicates that none of these terms are not mentioned.

Country	Country Specific Recommendations	Country Specific Report
Austria		
Belgium		
Bulgaria		
Croatia		
Cyprus		
Czechia		
Denmark		
Estonia		
Finland		
France		
Germany		
Greece		
Hungary		
Ireland		
Italy		
Latvia		
Lithuania		
Luxembourg		
Malta		
Netherlands		

Poland		
Portugal		
Romania		
Slovakia		
Slovenia		
Spain		
Sweden		