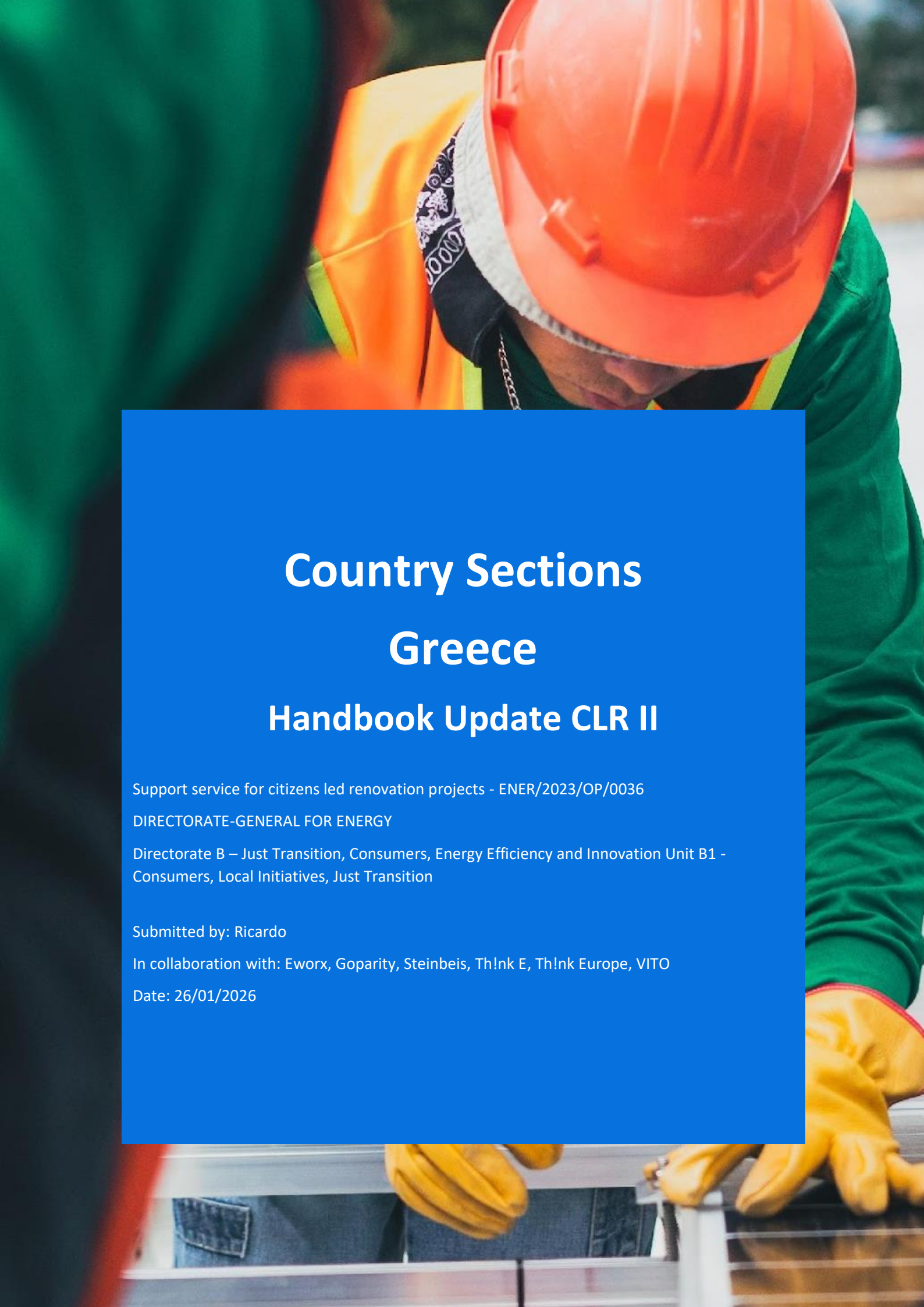


Country Sections

Greece

Handbook Update CLR II

Support service for citizens led renovation projects - ENER/2023/OP/0036

DIRECTORATE-GENERAL FOR ENERGY

Directorate B – Just Transition, Consumers, Energy Efficiency and Innovation Unit B1 - Consumers, Local Initiatives, Just Transition

Submitted by: Ricardo

In collaboration with: Eworx, Goparity, Steinbeis, Th!nk E, Th!nk Europe, VITO

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Introduction

This country section provides an overview of the Greek context for citizen-led renovation (CLR) initiatives and for sharing locally produced renewable electricity among multiple users in buildings and neighbourhoods. It is designed as a practical reference for citizen groups, condominium owners, municipalities and one-stop-shop (OSS) actors who support renovation decision-making, project preparation and implementation.



1 Aerial view of Southern Athens urban area

Overview of the Greek building stock

Greece's residential building stock is relatively old, with a large share of buildings constructed before modern energy efficiency standards were introduced. A significant proportion of dwellings were built before the first thermal insulation regulation in 1980, meaning many buildings have poor insulation and high energy consumption. Multi-apartment buildings dominate urban areas, while detached houses are more common in rural regions. This creates significant potential for energy renovation measures such as façade insulation, window replacement and heating system upgrades.

Greece is strengthening the policy and regulatory foundations for improving the energy performance of buildings and enabling more active consumer participation in the electricity system (including renewable self-consumption and community energy). On the buildings side, Greece implements the EU Energy Performance of Buildings Directive framework through national measures on building energy codes and Energy Performance Certificates (EPCs). An official EPC registry is in place (hosted by the national energy agency CRES) to log all issued certificates and EPC data and ratings are routinely used in practice – for example, an up-to-date EPC is required when selling or renting property and

must be submitted to access renovation subsidy programmes. On the energy participation side, Greece has developed a cooperative-style "energy community" framework, first established in 2018 as a new type of civil energy cooperative (Law 4513/2018). More recently, Greece aligned its legislation with the EU Clean Energy Package by introducing Renewable Energy Communities (RECs) and Citizen Energy Communities (CECs) as distinct legal concepts (via Law 5037/2023), complementing the earlier framework and clarifying eligibility and governance in line with EU definitions.

For CLR initiatives, Greece offers real opportunities to combine "renovation and local renewables" – for example, pairing building insulation or heat pump installations with shared rooftop PV generation and collective electricity use. National programmes like "Exoikonomo" explicitly encourage such combinations by subsidising energy-saving measures together with renewable energy systems. However, projects must also navigate several practical challenges in the current context, including:

- Evolving self-consumption rules: Greece is transitioning away from traditional net metering toward a net billing model for prosumers. Law 5037/2023 introduced net-billing and virtual net-billing mechanisms enabling collective self-consumption, while Law 5106/2024 and subsequent ministerial decisions adopted in 2024 further phased out most net-metering arrangements and established the operational framework for the new scheme.
- Grid connection constraints: In parts of the distribution network (especially on certain islands or saturated feeder lines), limited grid capacity can delay or restrict new renewable connections. This means some community PV projects face hurdles in securing timely grid access.
- Multi-owner decision-making: The complexity of reaching agreement among multiple apartment owners can impede renovations in multi-family buildings. Consensus-based management of jointly owned properties often slows down or limits the implementation of energy upgrades in condominiums.

The remainder of this country section details the main models used in Greece, the institutions and administrative steps involved, the key legislation governing renovation and energy participation, the primary funding bodies and schemes (including dedicated support for vulnerable households) and a set of useful tools to aid early-stage planning and implementation.

Energy Communities in Greece



2 Hyperion Energy Community PV park in Corinth area

Greece enables the shared use of renewable electricity through two closely related, but practically distinct, approaches: (i) scheme-based collective or individual self-consumption (implemented through net billing and "virtual" sharing arrangements under electricity billing rules) and (ii) formal energy communities recognised under national law, including Renewable Energy Communities (RECs), Citizen Energy Communities (CECs) and earlier "energy community" structures established under previous legislation.

Collective or shared self-consumption in practice

For many households, apartment buildings and municipalities, the most tangible entry point is a scheme-based pathway: installing rooftop PV (and optionally storage) and participating in a self-consumption framework where the produced electricity is credited against consumption through billing arrangements. Citizens interested in accessing self-consumption schemes can obtain guidance from organisations and platforms supporting community energy initiatives, such as REScoop.eu, the European federation of energy cooperatives, and practical guides available through the Energy Communities Repository of the European Commission.

Greece has recently moved away from traditional net metering as the default model and is transitioning toward net billing, following regulatory reforms introduced through Law 5037/2023 and subsequent legislation, which established net-billing and virtual net-billing mechanisms for self-consumption schemes. Virtual net billing allows electricity production and consumption to occur at different locations or metres. This is particularly relevant for multi-meter buildings, municipal portfolios and collective self-consumption initiatives such as energy communities and other citizen-led renewable energy projects. These changes are reflected in legislative amendments to the self-consumption framework introduced through Law 5037/2023 and subsequent implementing measures

adopted between 2023 and 2024 and are communicated via the DSO (HEDNO/DEDDIE), regulatory authority (RAAEY) and sectoral updates.

These mechanisms are highly relevant for CLR initiatives because they can:

- Define how locally produced electricity is allocated and shared among participants (e.g. between apartments in a building) and
- Improve the bankability of projects that combine renovation measures (like insulation or heat pumps) with PV generation, by reducing long-term energy costs.

However, feasibility is frequently affected by local grid conditions. Grid capacity limitations in parts of the low- and medium-voltage distribution network continue to affect new connection requests, particularly in areas with high demand for PV installations. For example, grid saturation issues have been reported in regions such as Crete and parts of the Peloponnese, where limited available capacity and long connection queues have led to delays or restrictions on new renewable energy connections. In some regions, long connection queues and limited available capacity have led to delays or restrictions, especially where infrastructure upgrades have not kept pace with deployment interest.

Renewable Energy Communities and Citizen Energy Communities

Alongside scheme-based self-consumption, Greece recognises energy communities as legal entities designed to facilitate citizen participation in energy activities such as producing, consuming, sharing, storing and potentially selling energy. In practice, establishing an energy community requires creating a cooperative legal entity and registering it in the national business registry (GEMI) in accordance with the provisions of Greek energy legislation. The legal framework was initially introduced by Law 4513/2018 and subsequently updated through Law 5037/2023 (article 49-REC, article 90-CEC), which aligned the national framework with EU provisions on Renewable Energy Communities (RECs) and Citizen Energy Communities (CECs). These entities are governed by rules that emphasise local value creation, open and voluntary participation and democratic control rather than profit maximisation.

In practice, scheme-based pathways often serve as a first step for households and single-building projects, while formal energy community entities become particularly important when:

- Multi-building coordination is needed,
- Long-term governance and investment are involved,
- The inclusion of vulnerable or energy-poor households is a goal, or
- A municipality or collective wants to create a legal structure to own and manage energy assets transparently and equitably.

In recent years, interest in energy communities has increased in Greece as part of the broader energy transition. However, projects still face challenges related to grid connection capacity, administrative complexity and financing. In many cases, individual or small-scale self-consumption projects remain more common, but energy communities are increasingly viewed as a mechanism to scale up citizen participation, particularly where municipalities or local cooperatives play a coordinating role. Scheme-based self-consumption pathways can therefore act as an entry point that enables citizens to gain experience with renewable generation before establishing more structured community energy initiatives.

Country specific information on energy communities

In Greece, implementation is shaped by (i) the self-consumption and billing rules managed by network operators and (ii) the legal and procedural steps required to establish and operate an energy community entity (where applicable). Key institutions typically involved include:

- Ministry of Environment and Energy (YPEN): defines national energy and renovation policy and launches major support programmes for energy efficiency, electrification and residential upgrades.
- RAAEY (Regulatory Authority for Waste, Energy and Water): the national energy regulator, responsible for market supervision, licensing and the implementation of energy policy frameworks.
- HEDNO/DEDDIE (Distribution System Operator): the main interface for grid connection requests at distribution level and the implementation of net billing, virtual sharing schemes and relevant metering infrastructure.
- IPTO/ADMIE (Transmission System Operator): relevant for high-voltage connections and grid development planning, particularly for larger projects.
- DAPEEP: responsible for managing Greece's renewable energy support schemes (including feed-in tariffs and market-based remuneration) and for administering guarantees of origin, auctions and other market roles — especially where projects move beyond pure self-consumption.

A Greece-specific operational point for CLR initiatives is that the "best" project pathway depends heavily on configuration:

- Single building / single meter or simple on-site consumption: These typically follow a self-consumption pathway using net billing, assuming sufficient grid capacity and installation feasibility. Virtual arrangements are not required in this case.
- Multi-apartment buildings, multiple meters, or distributed beneficiary groups (e.g. municipality with assets across sites): Virtual net billing becomes essential, allowing electricity generated at one site to be contractually allocated to multiple users elsewhere on the low-voltage grid.
- Neighbourhood-scale or multi-site governance and benefit sharing: Formal energy communities — whether legacy Energy Communities (Law 4513/2018) or newer RECs/CECs (Law 5037/2023) — offer a governance framework for democratic participation, shared ownership and distribution of benefits. However, electricity sharing must still comply with applicable grid codes, billing arrangements and market rules.

Energy Community Case Studies

The Greek energy community landscape includes both smaller citizen-led initiatives and more structured non-profit cooperatives. The following examples illustrate how communities can organise around collective self-consumption, local energy access and broader social goals.

Besarion Energy Community (Trikala)

The Besarion Energy Community, is a non-profit energy community in Sofades, Greece, active since 2022. According to the Energy Community Platform, it promotes sustainable development in rural areas through renewable energy, connectivity and a microgrid model that decouples PV generation from consumption across dispersed users. Its stated goal includes improving access to electricity and connectivity for less-privileged groups, making it a useful example of a socially oriented community initiative.

Hyperion Energy Community

Hyperion is a non-profit energy community founded in 2020 and based in Athens. Its purpose is to provide members with clean and affordable energy and contribute to a fair energy transition. The community brings together households, organisations and local businesses, and is developing a 499.5 kW photovoltaic project for collective self-consumption through virtual energy netting, illustrating a more structured and operational model of citizen participation in renewable energy.

Challenges and Opportunities for Energy Communities in Greece

Energy communities in Greece operate within a regulatory framework that increasingly supports citizen participation in renewable energy, but several practical challenges remain for project development and implementation.

A critical operational challenge in Greece is grid access. The volume of project applications, particularly for solar PV installations, has placed pressure on available connection capacity in parts of the low- and medium-voltage distribution network. Sectoral analyses and reporting from the distribution system operator (HEDNO/DEDDIE) indicate that connection queues and limited capacity can delay new renewable energy projects. As a result, early-stage feasibility assessments and early engagement with the DSO are essential for realistic project design and timelines.

At the same time, the regulatory framework established through Law 4513/2018 and subsequently updated by Law 5037/2023 provides a formal structure for citizen participation in renewable energy activities. Increasing interest in collective self-consumption models and local renewable energy projects creates opportunities for municipalities, cooperatives and citizen groups to participate more actively in the energy transition.

Addressing remaining challenges including grid capacity constraints, administrative complexity and access to financing will be important for enabling energy communities to scale up their activities. Continued regulatory clarity, network investment and targeted support measures could further strengthen the role of citizen-led initiatives in Greece's renewable energy transition.

Relevant legislation

Building renovation and citizen-led renovation initiatives in Greece are supported by a combination of EU-derived legislation, national regulatory frameworks and public support programmes. These instruments establish requirements for building energy performance, define administrative procedures for renovation works and provide financial incentives for energy efficiency improvements. The table below summarises the key legislation and programmes relevant to citizen-led renovation initiatives in Greece.

Policy / Law / Programme	Purpose & Core Measures	Relevance to Citizen-Led Renovations
Energy Performance of Buildings Law (Law 4122/2013)	Transposes the EU Energy Performance of Buildings Directive (EPBD) into Greek law. Establishes minimum energy performance requirements for buildings and introduces the Energy Performance Certificate (EPC) system.	Provides the regulatory framework for assessing building energy performance and is a key prerequisite for renovation projects and energy efficiency upgrades.
BuildingCert – National EPC Registry	National digital platform managing Energy Performance Certificates and the registry of certified energy inspectors under the supervision of the Ministry of Environment and Energy.	EPCs are mandatory for property transactions and for participation in renovation subsidy programmes, including Exoikonomo.
e-Άδειες Building Permit System	Electronic building permitting system operated by the Technical Chamber of Greece (TEE) that manages applications for building permits and renovation approvals.	Determines the administrative procedure required for renovation works such as façade insulation, system upgrades or rooftop PV installations.
Exoikonomo Programme	National programme providing grants and financial incentives for residential energy efficiency upgrades such as insulation, heating system replacement and renewable energy installations.	One of the main funding mechanisms supporting building renovation projects and energy efficiency improvements for households.
Greece Recovery and Resilience Plan (RRP)	National investment plan financed by the EU Recovery and Resilience Facility supporting energy efficiency, renewable energy and building renovation programmes.	Provides financial support for large-scale renovation programmes and energy transition initiatives that can support community-based renovation projects.

Greek Civil Code – Horizontal Property Provisions	Defines co-ownership rules and decision-making procedures for apartment buildings and shared property.	Determines how renovation decisions are taken in multi-owner buildings, which is critical for implementing collective renovation measures in condominiums.

Funding bodies and schemes

Public funding for renovation and clean energy participation in Greece is primarily delivered through national programmes coordinated by the Ministry of Environment and Energy, alongside EU-supported investment frameworks and targeted social support instruments. These initiatives provide grants, subsidies or financial incentives for energy efficiency improvements, renewable energy deployment and support for vulnerable households. The table below summarises the main funding bodies and schemes currently relevant for citizen-led renovation initiatives in Greece and provides direct links to the relevant programmes and information sources.

Institution / Body	Role and Funding Relevance
Ministry of Environment and Energy (YPEN)	Central policy authority responsible for national energy and renovation programmes in Greece. Oversees major funding schemes such as Exoikonomo and coordinates national policies supporting energy efficiency, renewable energy deployment and citizen participation in the energy transition.
Recovery and Resilience Plan (RRP) – Greece 2.0	Greece's national Recovery and Resilience Plan financed through the EU Recovery and Resilience Facility (RRF). Includes major investments in building renovation, energy efficiency upgrades and renewable energy deployment, including programmes supporting residential buildings, public infrastructure and clean energy projects.
Exoikonomo Programme	Greece's flagship residential renovation programme providing grants and subsidised loans for energy efficiency upgrades such as insulation, window replacement, heating system upgrades and renewable energy installations.
Renovate–Rent (Anakainizo–Misthono)	National scheme encouraging renovation of vacant or underused residential properties. Provides financial incentives for renovation works in exchange for renting the property for a defined period, helping expand the affordable rental housing stock.
ELECTRA Programme	National programme launched in 2022 supporting deep renovation of public buildings such as schools, hospitals and administrative buildings through energy performance contracts and public funding.
Apollon Initiative	Initiative launched by the Ministry of Environment and Energy to support renewable electricity supply to vulnerable households through virtual net-billing schemes involving municipalities or energy communities.
Social Residential Tariff (KOT)	Social electricity tariff providing reduced electricity prices to vulnerable households meeting specific income or social criteria. Managed through the national welfare platform IDIKA.
Heating Allowance Scheme	Government subsidy programme supporting heating expenses for eligible households during winter months, covering fuels such as heating oil, natural gas, biomass or electricity.

Useful tools

A range of practical tools support citizen-led renovation and shared renewable electricity initiatives in Greece, from early feasibility checks to compliance and programme navigation.

PV feasibility screening

For PV feasibility screening, the PVGIS tool developed by the European Commission's Joint Research Centre (JRC) remains a reliable and widely used option. It offers location-based solar irradiation data and PV yield estimates, which are suitable for preliminary assessments before engaging installers or initiating connection requests with the distribution system operator.

Renovation planning and compliance

For renovation planning and compliance, Greece's official Energy Performance Certificate (EPC) system is a central resource. The national BuildingCert platform allows property owners, engineers and auditors to access the EPC registry, track certified energy inspectors and retrieve documentation needed for planning renovations or applying for subsidy programmes. An EPC is required both for subsidy eligibility (e.g. under Exoikonomo) and for many real estate transactions.

Permitting and implementation

For permitting and implementation, the e-Άδειες electronic permitting platform, operated by the Technical Chamber of Greece (TEE), provides digital submission and tracking of building permits. The platform distinguishes between minor works (subject to simplified notification) and major interventions (requiring full permitting), which is especially relevant for CLR actions in shared or common building areas.

Self-consumption and grid connection

For self-consumption and grid connection, the official website of HEDNO/DEDDIE (the distribution system operator) is the main reference point. It includes application forms, technical guides and current procedures for net billing, virtual net billing and renewable self-consumption schemes. As billing and connection rules evolve, HEDNO/DEDDIE's site remains the most up-to-date source of procedural information.

Accessing renovation support and household energy assistance

For accessing renovation support and household energy assistance, the most dependable entry points are the official programme portals:

- Exoikonomo (Energy Saving at Home): via the national digital portal (https://exoikonomo2023.gov.gr or its current iteration) with guidance on eligibility, energy audits and submission steps.
- Renovate–Rent (Anakainizo–Misthono): official calls are published via YPEN and gov.gr, with occasional application rounds targeting vacant housing renovation.

- KOT (Social Residential Tariff) and Heating Allowance: applications are managed through the IDIKA social benefits platform, with seasonal announcements and automated eligibility checks based on income and household criteria.

These tools play a crucial role in helping citizens and communities move from ambition to action, by providing transparent entry points for project preparation, compliance and public support.