Country Sections

Slovenia

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

Date: 26/03/2026

Contents

Introduction 3

Energy Communities in Slovenia 5

Country specific information on energy communities 7

Relevant legislation 9

Renovation-related legislation 9

Legislation on engagement of neighbours and volunteers in the renovation 9

Funding bodies and schemes 10

Funding bodies in Slovenia 10

Funding schemes in Slovenia 10

Special grants for vulnerable households 11

Useful tools 12

Introduction

Slovenia's building stock presents strong potential for citizen-led renovation, especially in older multi-apartment buildings and single-family homes where heat losses, outdated heating systems, and insufficient ventilation solutions contribute to high energy consumption and comfort issues. Renovation has become increasingly relevant not only for climate targets but also for energy affordability and resilience against price volatility, particularly in buildings with collective heating systems or shared building elements where coordinated decision-making is necessary.[1]

The national framework for energy efficiency and renovation is anchored in binding building-energy requirements and energy efficiency policy instruments. Slovenia's Energy Efficiency Act (ZURE) provides a national framework for promoting energy efficiency measures and sets the broader policy backbone for energy savings governance.[2] In parallel, PURES-3 (the Rules on the Efficient Use of Energy in Buildings) defines technical requirements and calculation approaches relevant for meeting energy efficiency targets in buildings, which is crucial for renovation design and compliance. Together, these instruments influence how renovation packages are specified, how performance is calculated, and how outcomes are verified.[3]

Renovation delivery in Slovenia is significantly shaped by public financial instruments, most prominently those implemented through Eko sklad (Eco Fund, Slovenian Environmental Public Fund), which provides subsidies and favourable loans for energy renovations, heating system modernisation, and other low-carbon building measures. Eko sklad has also developed dedicated instruments for multi-apartment building renovation and for overcoming barriers associated with collective decision-making and finance in older apartment blocks. For citizen groups, this means project feasibility often depends on aligning technical scope (depth of renovation) with the eligibility conditions and timing of public calls.[4]

In parallel, Slovenia has established a comparatively advanced policy environment for collective self-consumption and energy communities, creating the opportunity to connect renovation (reduced demand) with local renewable generation and shared benefits. The legal foundation is provided through the Energy Act (EZ-2)[5] and the Act on the Promotion of the Use of Renewable Energy Sources (ZSROVE)[6], complemented by implementing regulation on self-supply and collective self-consumption. These developments enable building-level or community-level projects to integrate rooftop PV into renovation concepts and to allocate benefits among participating residents or members under defined conditions.[7]

For citizen-led renovation projects, this creates a "renovation-plus" pathway: deep renovation reduces consumption and improves comfort, while collective self-consumption can increase self-use of PV generation and strengthen local acceptance through visible shared benefits. At the same time, citizen groups must plan for governance, metering/data arrangements, procurement sequencing, and

[1] Energy Poverty Slovenia – Link
[2] Solar School Energy Community – Link
[3] Energy Poverty Slovenia – Link
[4] Subvencije in ugodni krediti za okolju prijazne naložbe – Link
[5] Energetski zakon – Link
[6] Zakon o spodbujanju rabe obnovljivih virov energije – Link
[7] Uredba o samooskrbi z električno energijo iz obnovljivih virov energije – Link

legal form decisions, because the technical and administrative requirements for collective self-consumption affect design choices and project timelines.[8]

[8] Slovenia - REScoop – Link

Energy Communities in Slovenia

Slovenia formally recognises both renewable energy communities and citizens' energy communities in national law, aligning with the EU Clean Energy Package concepts. The ZSROVE[9] provides a key legal basis for renewable energy community-type participation, while the EZ-2[10] sets broader energy-sector governance principles and institutional responsibilities. Together, these laws create the legal space for citizens, municipalities, SMEs and local organisations to engage in producing, consuming, sharing or selling energy, subject to defined conditions and market roles.

A defining operational feature in Slovenia is the availability of collective self-consumption (often referred to in practice as "community self-supply" / *skupnostna samooskrba*)[11]. Implementing rules specifying how collective self-consumption can be organised within renewable energy communities were defined in March 2022, providing a clearer pathway for communities to allocate locally generated electricity among participants. This is particularly relevant for renovation projects in multi-apartment buildings: once the envelope and systems are upgraded, shared rooftop PV can be integrated into the renovation project to improve affordability and increase local renewable penetration.[12]

The Decree on self-supply of electricity from renewable sources establishes detailed conditions for self-supply systems and, in practice, forms a key compliance reference for project developers and citizen groups. For renovation-linked projects, the choice between individual self-supply and collective self-consumption influences the electrical design, metering approach, internal allocation rules, and contracts with suppliers and system operators. Therefore, the energy community/self-consumption model should be chosen early, ideally at the concept stage, so the renovation design does not unintentionally prevent future community operation.[13]

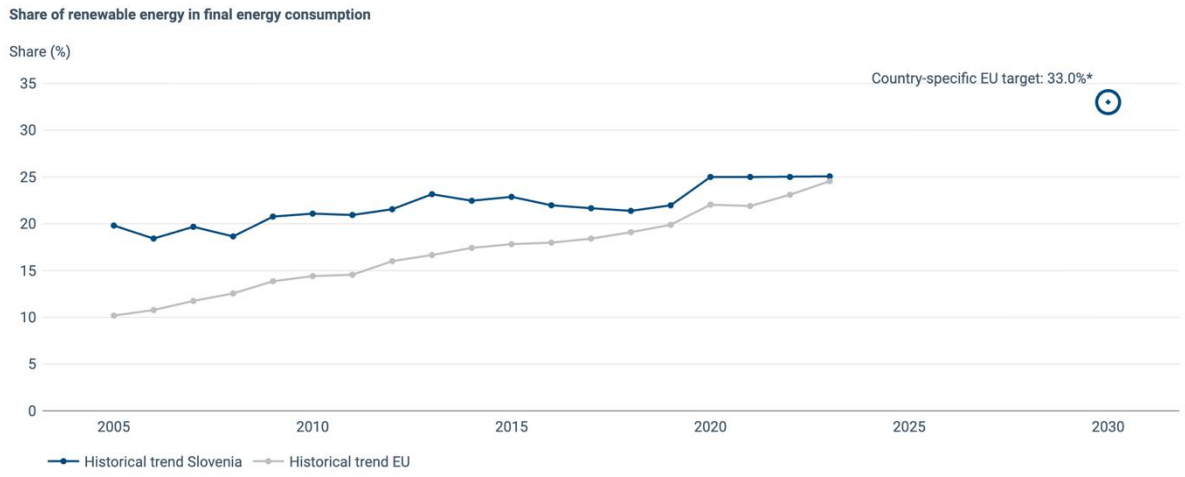

Fig. 1 Slovenia's share of renewable energy in final energy consumption. Target/objective will not be reached following the historical trend[14]

[9] Zakon o spodbujanju rabe obnovljivih virov energije – Link
[10] Energetski zakon – Link
[11] Samooskrbne skupnosti - GEN-I – Link
[12] Slovenia - REScoop – Link
[13] Uredba o samooskrbi z električno energijo iz obnovljivih virov energije – Link
[14] Share of renewable energy in final energy consumption | Slovenia | Europe's environment 2025 (EEA) – Link

In practice, Slovenia already has identifiable early examples of community-energy projects, including cooperative-developed initiatives such as the “Solar School Energy Community” model. These examples demonstrate how public buildings and households can participate together under a collective self-consumption logic, creating shared benefits and strengthening community solidarity. Such cases can be useful reference points for citizen-led renovation groups considering PV integration and benefit-sharing structures.[15]

While the legal and implementing framework is comparatively advanced, uptake still depends on facilitation capacity, standardised templates, and clarity for citizens on governance, allocation rules, and administrative steps. Policy tracking also notes that further elaboration of support measures and criteria is often needed to fully unlock community uptake, especially for citizen energy communities engaging in broader market activities. For handbook purposes, the key message is that Slovenia offers a functioning legal path, but citizen groups still benefit from targeted support, technical guidance and administrative simplification to scale projects.[16]

[15] Pravilnik o učinkoviti rabi energije v stavbah (PISRS) – Link

[16] Slovenia - REScoop – Link

Country specific information on energy communities

Typical actors and organisational forms**.** In Slovenia, energy-community-type initiatives are commonly developed through municipal initiatives, cooperatives, associations, and project-driven partnerships, often supported by national institutions or facilitation programmes. For renovation-linked citizen initiatives, the most practical organisational vehicle is frequently an existing building governance structure (e.g., condominium management/owners' association arrangements), because it already coordinates collective decisions, contracts and long-term maintenance obligations. Where an energy community is established as a separate legal person (e.g., a cooperative or association), governance must clearly define membership, voting, benefit allocation and compliance roles.[17]

A typical Slovenia sequence for a multi-apartment building aiming to combine renovation with community PV[18] is:

1. establish a project team (building manager + owners + technical advisor);
2. perform an energy audit / baseline assessment aligned with PURES-3 requirements;
3. define renovation scope (envelope + heating/ventilation + controls);
4. assess PV feasibility and select a self-consumption model (individual vs collective);
5. adopt internal rules: allocation key for shared generation, governance procedures, cost-sharing;
6. apply for Eko sklad support (subsidy and/or favourable loan) and secure co-financing;
7. procure works and implement renovation + PV;
8. commission and operationalise the self-consumption arrangement (metering/ registration/ contracting);
9. monitor savings and comfort outcomes.[19]

This sequencing reflects that the energy model must be decided before detailed electrical design and procurement to avoid rework and ensure compliance.[20]

The main barriers for citizen groups include: (i) collective decision-making (achieving agreement among multiple owners); (ii) project preparation complexity (audit, design, procurement); (iii) coordinating works in occupied buildings; and (iv) administrative effort for collective self-consumption implementation (allocation design, metering readiness, contracting). These are especially relevant in older buildings with limited reserves or mixed income profiles. Strong facilitation and standardised documents/templates can reduce transaction costs and improve replicability.[21]

Energy-community elements add the most value when renovation is sufficiently deep to reduce demand meaningfully and when shared PV benefits are visible and fairly distributed. In energy poverty contexts, community-linked renovations can also support social goals if combined with targeted grants and cost-allocation strategies that protect low-income residents.[22] Slovenia has developed dedicated

[17] Uredba o samooskrbi z električno energijo iz obnovljivih virov energije (PISRS) – Link
[18] Pravilnik o učinkoviti rabi energije v stavbah (PISRS) – Link
[19] Ibid
[20] Subvencije in ugodni krediti za okolju prijazne naložbe – Link
[21] Zakon o učinkoviti rabi energije (ZURE) (PISRS) – Link
[22] Subvencija za socialno šibke občane – Link

Eco Fund instruments targeting energy poverty, which can support inclusion and improve acceptance in vulnerable buildings.[23]

[23] Javni poziv ZER 2024 Nepovratne finančne spodbude za zmanjševanje energetske revščine – Link

Relevant legislation

Renovation-related legislation

- Energy Efficiency Act – ZURE. This law sets a national framework for promoting energy efficiency and establishes the basis for energy efficiency measures and governance. It underpins the policy logic for building efficiency upgrades and influences programme design and monitoring.[24]
- Rules on the Efficient Use of Energy in Buildings – PURES-3 (Pravilnik o učinkoviti rabi energije v stavbah).[25] PURES-3 defines technical requirements and the performance calculation approach relevant for meeting building energy efficiency requirements. It is a key technical compliance reference for renovation works where building systems and envelope performance are upgraded.
- Construction Act – GZ-1 (Gradbeni zakon)[26]. GZ-1 governs construction processes, roles and responsibilities, and the permitting environment. For citizen-led renovation, it is central for understanding which works require permits, what documentation is needed, and which professional qualifications and supervision requirements apply.

Legislation on engagement of neighbours and volunteers in the renovation

Slovenia does not rely on a single "neighbour engagement law" for renovation; engagement and decision-making in multi-apartment buildings are driven by building governance rules, contract/procurement practice and funding body requirements. In practical terms, citizen-led renovation projects should ensure that building decisions are properly documented, cost-sharing rules are transparent, and mandates remain valid throughout the project lifecycle (often several years).[27]

Volunteer involvement is feasible primarily for non-technical tasks (communication, coordination, meetings, feedback collection, monitoring and dissemination). Construction execution, electrical works and regulated installations must be carried out by qualified professionals under the Construction Act framework and relevant technical rules. A safe practice is to separate volunteer engagement (social mobilisation) from licensed professional delivery (technical execution), and to communicate clearly about liability and safety boundaries.[28]

[24] Zakon o učinkoviti rabi energije – Link
[25] Pravilnik o učinkoviti rabi energije v stavbah – Link
[26] Gradbeni zakon – Link
[27] Subvencije in ugodni krediti za okolju prijazne naložbe – Link
[28] Gradbeni zakon – Link

Funding bodies and schemes

Funding bodies in Slovenia

- Eko sklad (Eco Fund, Slovenian Environmental Public Fund).[29] Eko sklad is a central implementing institution providing subsidies and favourable loans for building renovation, heating upgrades and related measures. Its calls are a primary entry point for citizen-led renovation finance, including multi-apartment building instruments and energy poverty-focused schemes.[30]
- Borzen, national support and advisory role for renewables.[31] Borzen supports implementation and provides practical information for renewable deployment and self-consumption/community self-consumption, including guidance materials and examples. For citizen groups, Borzen resources help clarify how the legal and technical self-consumption framework is applied in practice.[32]
- Energy Agency of the Republic of Slovenia (Agencija za energijo).[33] The Energy Agency publishes reporting on the national energy sector (electricity and gas markets, consumer protection, heat supply and efficiency context). This is a reliable reference for sector trends shaping citizen projects (market rules, consumer context, policy direction).[34]

Funding schemes in Slovenia

- Eko sklad support for multi-apartment building renovation (general instruments). Eko sklad provides calls supporting renovation measures in multi-apartment buildings, including support for comprehensive renovation and for collective heating system upgrades. These schemes are particularly relevant for citizen-led renovation because they reduce financing barriers and can be combined with building-level governance models.[35]
- Pilot schemes for comprehensive renovation via energy services / ESCO models. Eko sklad has launched calls aimed at developing financial instruments and piloting comprehensive energy renovations of older multi-apartment buildings co-financed through energy service companies (ESCOs). Such schemes can reduce upfront burden for owners and professionalise implementation, which can be valuable in buildings with limited project management capacity.[36]
- Self-consumption/collective self-consumption enabling framework (non-financial). While not a direct grant, the regulated self-supply framework creates a “structural” enabling condition for renovation-plus-PV projects. In practice, citizen groups often combine Eko sklad renovation finance with the self-consumption framework to improve overall project economics and acceptance.[37]

[29] Subvencije in ugodni krediti za okolju prijazne naložbe – Link
[30] Subvencija za socialno šibke občane – Link
[31] Borzen – Link
[32] Rajko Leban PP_Borzen_skupnostna samooskrba – Link
[33] Domov - Agencija za energijo – Link
[34] Report on the energy situation in Slovenia for 2022 - News - Agencija za energijo – Link
[35] Subvencije in ugodni krediti za okolju prijazne naložbe | Eko sklad – Link
[36] Eko sklad – Link
[37] Uredba o samooskrbi z električno energijo iz obnovljivih virov energije – Link

Special grants for vulnerable households

Slovenia has developed targeted measures to address energy poverty through renovation and heating system upgrades. The ZER 2024 public call (Eko sklad) provides 100% grants for eligible energy-poor households for defined renovation measures (e.g., insulation, windows, replacement of old heating devices), with conditions related to vulnerability criteria and property/occupancy requirements.[38] The official call text specifies the grant ceiling and detailed eligibility rules, making it a key instrument for ensuring that renovation support reaches households most affected by high energy costs.[39]

In addition to household-level measures, policy reporting indicates that energy-poor households may receive 100% grants for renovation of apartment buildings or collective central heating systems under certain conditions, highlighting Slovenia's intent to address energy poverty not only at the individual dwelling level but also through building-level and shared-system interventions. This is especially relevant for citizen-led renovation in older multi-apartment buildings where vulnerable households may otherwise be unable to participate in collective investment decisions.[40]

Practical implementation often requires facilitation: energy-poor households may need support with administrative steps, contractor coordination and sequencing measures. Slovenia's approach of paying grants through structured schemes reduces some upfront cost barriers, but citizen-led initiatives can further improve inclusion by providing clear communication, transparent cost allocation and coordination with social services where needed.[41]

Finally, Slovenia's experience documented in European social policy case studies underscores the value of combining targeted energy poverty renovation measures with broader anti-poverty support systems. For handbook purposes, this strengthens the argument for integrated renovation models that deliver long-term bill reductions and improved health outcomes, rather than relying solely on short-term bill relief.[42]

[38] Javni poziv ZER 2024 Nepovratne finančne spodbude za zmanjševanje energetske revščine – Link
[39] Vsebina Uradnega lista | Uradni list – Link
[40] Energy Poverty Slovenia – Link
[41] Javni poziv ZER 2024 Nepovratne finančne spodbude za zmanjševanje energetske revščine – Link
[42] Energy Poverty Slovenia – Link

Useful tools

- PISRS – Official legal portal (laws and regulations). Slovenia's core laws and implementing acts relevant to citizen-led renovation and energy communities include: EZ-2, ZSROVE, ZURE, GZ-1, PURES-3, and the Decree on self-supply.
- Eko sklad portals (subsidies and loans). Eko sklad publishes official calls and guidance[43] for: multi-apartment renovation instruments, comprehensive renovation support, ESCO pilot calls, and energy poverty schemes such as ZER 2024.[44]
- Borzen guidance on community self-consumption (examples and practical presentations). Borzen materials provide a practical overview of community self-consumption and legal references used in implementation, helpful for citizen groups designing allocation rules and governance approaches.[45]
- Slovenian Energy Agency reporting. Annual reporting provides trusted energy-sector context (market trends, consumer protection, system changes), which can support project assumptions and public communication.[46]
- EU-level energy community overview. The European Commission energy communities page provides EU framing and definitions for citizen energy communities and renewable energy communities, useful for aligning handbook terminology across countries.[47]

[43] Javni razpis Nepovratne finančne spodbude za pilotne projekte skupnih naložb celovite energijske prenove starejših večstanovanjskih stavb, sofinanciranih s strani podjetij za energetske storitve – Link

[44] Subvencija za socialno šibke občane – Link

[45] Rajko Leban PP Borzen_skupnostna samooskrba – Link

[46] REPORT ON THE ENERGY SITUATION IN SLOVENIA FOR 2024 – Link

[47] Energy communities – Link