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Authors:	Michael Krug, Rosaria Di Nucci, Dörte Themann			

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## Abstract

The overall objective of the project WinWind is to enhance the (socially inclusive) deployment of wind energy by increasing social acceptance of, and support for onshore wind energy in ‘wind energy scarce regions’ (WESR). The target regions are: Saxony and Thuringia in Germany, Latium and Abruzzo in Italy, Latvia as a whole, Mid-Norway, the Warmian-Masurian Voivodeship in Poland and the Balearic Islands in Spain. The WinWind project aims to provide policy recommendations with the ultimate goal of enhancing social acceptance and support in the target regions and beyond. In particular, the project seeks to draw policy lessons from cross-case analyses, stakeholder consultations and transfer activities for community participation and engagement in wind energy developments with validity across Europe. The present document summarizes key policy lessons of the WinWind project, derives cross-country and country-specific policy recommendations and formulates guidance for national, regional and local policy makers on how to support socially inclusive wind energy market deployment. It builds upon all activities carried out in the WinWind project. The main thematic fields include:

- Framework conditions (planning, permitting, support schemes)
- Procedural fairness
- Distributional fairness
- Community Ownership
- Impacts on health, well-being and quality of life
- Impacts on landscape, nature and wildlife.

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## 1 Executive summary

This document lays out the policy lessons and policy recommendations of the WinWind project. These are based on the analysis and results of the work carried out in the project including the country stakeholder desk activities and consultations with stakeholders, the analysis of Good and Best practices, the experience gained from the Best practice transfer activities and the policy related work including the Guiding Principles and Criteria for Fair Wind Energy. The document derives policy recommendations for the European Commission, national governments as well as regional and local governments, particularly in the WinWind target regions, on how to support socially inclusive wind energy market deployment. The Executive Summary presents key recommendations for European policy actors as well as recommendations that have cross-country validity, addressing primarily national governments.

### Key lessons of the WinWind project

The local acceptance of wind energy projects always depends on the **local context**. Influencing factors vary from country to country, region to region and community to community. There is **no panacea** guaranteeing social community acceptance, however, there are a **number of drivers** which can help to enhance it. The WinWind project has shown that community acceptance can be promoted by a **transparent, open and fair planning processes** and by **sharing the benefits** of the projects **with local communities and citizens** in a fair and transparent manner.

**Positive impacts** for the **local economy** and creation of **local added value** by help of **tax revenues, local contracting** and **local jobs**, or **community funds** are particularly important to promote local acceptance. It can be very helpful if certain part of the revenues from a wind energy project is channelled into projects in the community serving the **Common Good**. **Integrated approaches** which combine measures promoting **procedural** and **distributional fairness** are particularly promising. It is likewise important to show that effective measures are taken locally to protect nature and wildlife and to compensate for intrusions of landscape and nature.

**Community ownership** of wind farms can be a particularly effective driver for local acceptance. Such evidence has also been provided in a number of Good/Best practices which have been elaborated in the WinWind project. According to the European Green Deal, Europe shall become the first climate neutral continent by 2050. The revised Renewable Energy Directive (EU 2018/2001) includes novel provisions for **renewable energy communities (RECs)** empowering them to participate in the energy market. It requires Member States to establish enabling

frameworks for RECs, to assess their potentials and barriers, and to consider their specificities in national support schemes. Hence, the directive can spur the development of community wind farms across Europe, but to be effective it needs further commitment by the European institutions and the Member States.

Inspired by the Thuringian Guidelines and Label for Fair Wind Energy, and taking into account the findings of various research activities undertaken in WinWind, the project consortium developed a set of **principles and criteria for fair and socially inclusive wind energy** (see Annex 2). These serve primarily as a guidance and address mainly commercial developers/operators of wind energy plants. The wind industry is encouraged to take these up and to integrate them in the frame of voluntary self-commitments and codes of conduct. The WinWind principles and criteria can be used on a **“pick & choose”** basis and may, at least partially, also serve as **guidance to policy-makers**. Not only may they serve as an orientation for the development of respective labelling schemes for fair wind energy. The WinWind principles and criteria which promote social fairness and inclusiveness might also be integrated into the **design of RES support schemes**, e.g. as **pre-qualification** or **award criteria** in the frame of auctions. Furthermore, the provision of financial support for wind and other renewable energy projects, particularly the InvestEU Programme, the Cohesion and Structural Funds or programmes financed by revenues from emission allowance auctioning schemes might be made conditional on the compliance with specific criteria promoting socially inclusive projects (“social conditionality”). The WinWind consortium considers it a promising step that under the InvestEU Programme, financing and investment operations above a certain size shall be subject to **climate, environmental and social sustainability proofing**.

### Recommendations for European policy makers

	Recommendations	Key responsibility
<b>Improving Framework conditions</b>	<ul style="list-style-type: none"> <li>• Enter into a dialogue with the European wind industry to discuss the perspectives of <b>voluntary self-commitments</b> of the wind industry and of setting up an “Alliance of fair wind energy developers”, e.g. under the leadership of leading wind energy associations such as WindEurope and supported by European institutions. The WinWind principles and criteria might serve as guidance for such an initiative.</li> </ul>	European Commission
<b>Procedural fairness</b>	<ul style="list-style-type: none"> <li>• Strengthen the <b>human/social dimension</b> within the Environmental Impact Assessment Directives and ensure that</li> </ul>	European Commission

	<p>also social fairness and inclusion criteria are adequately considered. The WinWind Principles and Criteria for Fair Wind Energy might be taken into account. Provide guidance to Member States how to practically assess social impacts.</p> <ul style="list-style-type: none"> <li>• Promote the establishment of <b>national/regional advisory organisations</b> providing neutral information to local communities, municipalities and citizens. Where appropriate, these should be effectively linked to the <b>contact points</b> Member States shall set up, pursuant to Article 6 of the revised Renewable Energy Directive.</li> </ul>	
<p><b>Distributional fairness</b></p>	<ul style="list-style-type: none"> <li>• Make sure that under the <b>InvestEU Programme</b>, all financing and investment operations are subject to <b>climate, environmental and social sustainability proofing</b>. This proofing should also consider social fairness and social inclusion criteria. The WinWind principles and criteria might serve as a guidance (see Annex 2).</li> <li>• Make sure that all spending streams under the EU budget including the European Regional Development Fund and Cohesion Fund, <b>consider closely sustainability (environmental, social and economic aspects)</b>. This should apply also for extra-budgetary funds like the Modernisation Fund, which is financed by a part of the revenues from the auctioning of carbon allowances under the EU Emissions Trading System.</li> <li>• Link <b>financial support</b> for RES projects provided via the European Regional Development Fund and Cohesion Fund to the <b>compliance with specific social fairness and inclusion criteria</b>. Here, the WinWind Principles and Criteria for Fair Wind Energy might serve as a guidance. Such criteria could include, for instance, obligations to inform the public at an early stage, to submit stakeholder engagement plans, financial participation of local citizens or the provision of diverse community benefits.</li> <li>• Strengthen <b>bottom-up approaches</b> like the <b>Community-led Local Development (CLLD)/LEADER initiatives</b> and promote the creation of renewable energy communities and informal participation/dialogue formats in the context of renewable energy developments.</li> </ul>	<p>European Commission</p>

<p><b>Community ownership</b></p>	<ul style="list-style-type: none"> <li>• Monitor the development of legal and enabling frameworks for <b>renewable energy communities</b> (RECs) and ensure that REC definitions and provisions are not misused.</li> <li>• Ensure that Member States transpose and effectively implement the Directive's provisions for RECs including electricity sharing.</li> <li>• Help to identify and <b>disseminate best practices</b> of effective enabling frameworks for RECs. the participation of local governments, and encourage European <b>best practice transfers</b>. The transfer guide developed in the frame of WinWind (Hinsch et al., 2020) can serve as a guidance.</li> <li>• Effectively link the revised Renewable Energy Directive and its provisions for RECs with the European Green Deal Investment Plan and the European funding programmes.</li> <li>• <b>Encourage the development of RECs</b> via the InvestEU programme, the European Regional Development Fund and the Cohesion Fund. Furthermore, help disseminate Best Practice policies and measures in the field of community ownership and RECs.</li> <li>• Ensure that the European Investment Bank effectively supports the development of RECs as announced in its new Energy Lending Policy.</li> <li>• Provide <b>non-investment support</b>, including for awareness raising, capacity building, and networking for RECs.</li> <li>• Ensure that the research and innovation agenda works across different sectors and disciplines involving local communities.</li> <li>• Promote an <b>exchange of experience</b> with <b>third countries</b> concerning the benefits of socially inclusive wind energy for local communities and the concept of RECs.</li> </ul>	<p>European Commission</p>
<p><b>Impacts on health, well-being and quality of life</b></p>	<ul style="list-style-type: none"> <li>• Promote <b>further research</b> on the health effects of wind turbines (e.g. from infrasound) and help disseminate the research findings.</li> </ul>	<p>European Commission</p>
<p><b>Impacts on landscape, nature and wildlife</b></p>	<ul style="list-style-type: none"> <li>• Promote further research on the environmental impact of wind turbines.</li> </ul>	<p>European Commission</p>

## Cross country policy recommendations

	Recommendations	Key responsibility
<p><b>Improving Framework Conditions</b></p>	<ul style="list-style-type: none"> <li>• Support a <b>regionally balanced development</b> of wind energy. Try to fill the gap between wind energy scarce regions and other regions, e.g. by launching ad hoc auctions in these regions.</li> <li>• Develop national criteria for fair and socially inclusive energy; examine the possibilities to develop <b>national labels for fair wind energy</b> based on these criteria taking into account already existing examples from other countries (Thuringia, Schleswig-Holstein in Germany).</li> <li>• Consider to link the <b>leasing of public/state owned land</b> to certain requirements concerning procedural or financial participation of local communities/citizens. Governments may, for instance, adopt pre-qualification criteria that bidders have to fulfil (e.g. requesting that all bidders present a community engagement and benefit sharing plan).</li> <li>• Disseminate <b>good/best practice examples and showcases</b> of socially inclusive wind energy to regional and municipal authorities.</li> <li>• Break down national RES targets into consistent regional targets, synchronize national energy plans and targets with regional energy plans and targets.</li> <li>• Enable the <b>local use of electricity</b> produced from wind turbines by the host communities and remove legal and other barriers for electricity sharing.</li> </ul>	<p>National governments</p> <p>National governments</p> <p>National/regional/local governments</p> <p>National/regional/local governments</p> <p>National governments</p> <p>National/regional/local governments</p>
<p><b>Procedural Fairness</b></p>	<ul style="list-style-type: none"> <li>• Require wind farm developers and owners to undertake <b>community information and engagement throughout all stages</b> (planning, pre-application, application, permitting, construction, operation and decommissioning/repowering). These obligations shall be continued in case of change of the project developer or wind farm ownership. National and regional regulatory frameworks should define the procedures</li> </ul>	<p>National/regional/local governments</p>

	<p>and operational principles regarding investors' co-operation with local communities.</p> <ul style="list-style-type: none"> <li>• Ensure <b>early and transparent provision and dissemination of information</b> from the very beginning of the project. This should be made a condition for obtaining permits.</li> <li>• Ensure effective <b>formal and informal participation</b> of citizens in planning, siting and permitting procedures.</li> <li>• Strengthen the <b>human/social dimension</b> within the <b>environmental impact assessments</b> and further integrate social fairness and inclusion criteria. The WinWind Principles and Criteria for Fair Wind Energy might be taken into account.</li> <li>• Help to <b>set up intermediaries and neutral advisory bodies providing guidance, technical assistance and comprehensive consulting services</b> for municipalities, citizens, landowners and developers. Check if these bodies might be linked to the <b>contact points</b> Member States shall set up, pursuant to Article 6 of the revised Renewable Energy Directive.</li> </ul>	<p>National/regional/local governments</p> <p>National/regional/local governments</p> <p>National/regional governments</p> <p>National/regional governments</p>
<p><b>Distributional Fairness</b></p>	<ul style="list-style-type: none"> <li>• Require or encourage <b>active financial participation</b> of host communities and citizens in wind energy projects</li> <li>• Ensure that a share of the <b>economic benefits</b> generated is kept <b>locally</b>, e.g. via taxation or contractual arrangements.</li> <li>• Require developers to enable <b>passive financial participation</b> of host communities and to develop benefit sharing mechanisms in cooperation with the local communities, like donations, in kind benefits, non-profit associations or foundations helping to enhance social welfare.</li> <li>• Define procedures and operational principles ensuring that <b>economic benefit sharing</b> is implemented on a long-term and continued in case of changing wind farm ownership.</li> </ul>	<p>National/regional governments</p> <p>National/regional/local governments</p> <p>Preferably national governments</p> <p>National governments</p>

	<ul style="list-style-type: none"> <li>• Make sure that communities hosting wind farms can use the electricity from the wind farms and/or benefit from <b>special electricity prices</b> or <b>price discounts</b>.</li> </ul>	National/regional governments
Community Ownership	<ul style="list-style-type: none"> <li>• Develop effective <b>enabling frameworks for renewable energy communities (RECs)</b> in accordance with the revised Renewable Energy Directive. In particular, take the following recommendations into account: <ul style="list-style-type: none"> <li>• Formulate political targets for the development of RECs.</li> <li>• Promote community ownership of wind farms and other renewable energy facilities through the <b>provision of targeted information, technical and financial assistance, advise, training, networking and further capacity development</b> measures.</li> <li>• Provide <b>financial incentives</b> for RECs and take their specificities into account when developing support schemes (see also page 11).</li> <li>• Support RECs by providing risk capital, loan guarantees, low interest loans, investment grants, tax incentives, e.g. through promotional banks, public financing institutions.</li> <li>• Consider to <b>exempt RECs from auctions</b> and enable remuneration via direct support. As an alternative, create tailored bidding windows for RECs.</li> <li>• <b>Design auctions</b> in a way to favor a diversity of actors and community-driven renewable energy projects through corresponding auction design options. Community engagement and benefit sharing might be established as part of <b>pre-qualification criteria</b>. Alternatively, the evaluation and selection of bids might be based on a <b>multi-criteria assessments</b>, which in contrast to price only systems take also <b>social and environmental benefits</b> of community wind power into consideration.</li> <li>• Enable local governments to <b>proactively stimulate and engage in RECs</b> and invest some of their own</li> </ul> </li> </ul>	National/regional governments  National/regional governments National/regional/local governments  National/regional governments, promotional banks National/regional governments, promotional banks  National governments  National governments  National/regional governments

	<p>resources into renewable energy. Ensure that local governments are enabled also from a legal perspective to become an active part of RECs.</p> <ul style="list-style-type: none"> <li>• Encourage the development of community energy and other socially inclusive forms of wind energy, particularly in wind energy scarce regions.</li> </ul>	
<p><b>Impacts on health, well-being and quality of life</b></p>	<ul style="list-style-type: none"> <li>• Promote <b>further research</b> on the <b>health effects</b> of wind turbines (e.g. from infrasound) and help to disseminate the results.</li> <li>• Promote <b>further research</b> on the role of <b>setback distances</b> as an acceptance factor.</li> </ul>	<p>National/regional governments</p>
<p><b>Impacts on landscape, nature and wildlife</b></p>	<ul style="list-style-type: none"> <li>• In planning and permitting procedures, take minority rights and opposing positions based on landscape/nature conservation and place attachment seriously into consideration.</li> <li>• Develop and use <b>assessment instruments</b> to <b>map local risks</b> of wind turbines and wind farms for nature and wildlife.</li> <li>• <b>Exclude areas with high biodiversity value</b> from the development of wind farms (e.g. nature reserves, national parks, protected biotopes, preferably Natura 2000 sites). Where Natura 2000 sites are not excluded, a careful case-by-case assessment should be performed.</li> <li>• <b>Minimize visual impacts</b> of wind farms (e.g. by sensitive siting, number/size of turbines).</li> <li>• <b>Encourage repowering</b> of wind farms in combination with the use of modern technologies with the aim to significantly reduce the number of turbines and the intrusion of the landscape.</li> <li>• Develop dedicated nature and species protection programmes.</li> </ul>	<p>National/regional/local governments</p> <p>National/regional/local governments</p> <p>National/regional/local governments</p>

## 2 Background, purpose and structure of this report

The overall objective of the project WinWind is to enhance the (socially inclusive) deployment of wind energy by increasing social acceptance of, and support for, onshore wind energy in ‘wind energy scarce regions’ (WESR). The target regions are: Saxony and Thuringia in Germany, Latium and Abruzzo in Italy, Latvia as a whole, Mid-Norway, the Warmian-Masurian Voivodeship in Poland and the Balearic Islands in Spain.

Work Package (WP) 6 of the WinWind project seeks to draw policy lessons from cross-case analyses, stakeholder consultations and best practice transfer activities for community participation and engagement in wind energy developments with validity across Europe.

The present report has a focus on onshore wind energy and summarizes key policy lessons of the WinWind project. It derives cross-country and country-specific policy recommendations and formulates guidance for national, regional and local policy makers on how to support socially inclusive wind energy market deployment.

In particular, the lessons and recommendations for policy refer to the following issues:

- Framework conditions (planning, permitting, support schemes)
- Procedural fairness
- Distributional fairness
- Community Ownership
- Trust in Actors, Institutions & Procedures
- Impacts on health, well-being and quality of life
- Impacts on landscape, nature and wildlife

The report is structured as follows:

Section 3 describes the key target groups to whom these recommendations are addressed followed by Section 4 which includes a brief summary of the methodology applied. Section 5 provides a number of key definitions. Section 6 derives key policy lessons of the WinWind project followed by Section 7 which highlights the WinWind principles and criteria for fair wind energy, Finally, Sections 8 to 10 include policy recommendations for European policy makers, national policy makers as well as regional and local policy makers in the WinWind target regions.

We gratefully acknowledge the individual engagement of all project partners and the members of the country desks of the participating countries. Additionally, we would like to thank all the seven members of the Advisory Board for their active participation in the activities of the project, for the constructive discussion with the consortium and for their valuable suggestions.

### **3 To whom these recommendations are addressed**

This report addresses primarily decision makers at different levels of government, but also political parties, elected politicians, and policy advisory organisations. Furthermore the report seeks to inform market actors across Europe including project developers and wind energy associations, as well as the broader public.

### **4 Methodology**

The report is based on an evaluation of key outcomes of the WinWind project including the deliverables D 2.1 “Literature review” (Linnerud et al., 2018), D 2.3 “Taxonomy of Social Acceptance Drivers and Barriers” (Aakre et al., 2018), D 3.5 “Consultation Series of the 6 Regional Desks in each Target Region” (Di Nucci et al., 2019a), D 3.6 “Catalogue of Potential Solutions to Overcome Acceptance Barriers for each Country” (Di Nucci et al., 2019b), D 4.3 “Synthesis & Comparative Analysis of Best Practice Case Studies for Promoting the Social Acceptance of Wind Energy” (Maleki-Dizaji et al., 2019), D 6.1 “Screening of Technical and Non-Technical Regulations, Guidelines and Recommendations” (Giuffrida et al., 2019), D 6.3 “Principles and Criteria for Socially Inclusive Wind Energy” (Kudrenickis et al., 2020) and the findings of the European Policy Roundtable organised by the WinWind consortium in Brussels in June 2019 (Rambelli et al., 2019; Krug, 2019).

The focus of the recommendations is on the European and national policy level. Detailed recommendations for the WinWind target regions have been prepared in WinWind Deliverable 3.6 “Catalogue of Potential Solutions to Overcome Acceptance Barriers for each Country” (Di Nucci et al., 2019). That deliverable comprises a comprehensive catalogue of tailor-made strategies and solutions for each WinWind target region on how to address social acceptance barriers as a result of the indications proposed by the country desks and a dedicated online stakeholder survey. For this reason, the report at hand will only briefly outline policy recommendations addressing the target regions.

A draft version of this report has been discussed with the Advisory Board (AB) of the WinWind project. The suggestions of the AB members have been considered when preparing the final version of this report.

## 5 Key definitions

**Social acceptance** means a favourable or positive response (including attitude, intention, behaviour and — where appropriate — use) relating to a proposed or in situ technology or socio-technical system by members of a given social unit (country or region, community or town and household, organization)” (Upham et al. 2015, p. 103).

**Community acceptance** refers to the local acceptance of siting decisions and/or concrete (wind energy) energy projects by local stakeholders, residents, policy makers and administrations. It has to be discerned from **socio-political acceptance** and **market acceptance** (Wüstenhagen et al., 2007).

**Community energy** shall be defined as is the economic and operational participation and/or ownership by citizens or members of a defined community in a renewable energy project (IRENA Coalition for Action, 2018).

Pursuant to the revised Renewable Energy Directive (EU) 2018/2001, **a renewable energy community** is a legal entity: (a) which (...) is based on open and voluntary participation, is autonomous, and is effectively controlled by shareholders or members that are located in the proximity of the renewable energy projects that are owned and developed by that legal entity; (b) the shareholders or members of which are natural persons, SMEs or local authorities, including municipalities; (c) the primary purpose of which is to provide environmental, economic or social community benefits for its shareholders or members or for the local areas where it operates, rather than financial profits.

## 6 Key policy lessons from the WinWind project

### 6.1 General lessons

The WinWind project focuses mostly on community acceptance of specific wind energy projects, and narrows down the overarching concept of “social acceptance.” Community acceptance primarily refers to the acceptance of siting decisions and wind energy projects by local stakeholders, in particular residents and local authorities. The WinWind project has shown that the acceptance of wind energy projects depends on the local context and that the influencing factors vary from country to country, region to region and community to community.

Acceptance can be promoted by a transparent, open and fair planning process and by sharing the benefits of the projects with local communities and citizens.

Too often, wind power plants are perceived more as a threat rather than as an opportunity for local value creation. Wind energy projects that feature more intensive participation of the local community in the planning and authorisation phase have a higher chance of succeeding and are

less prone to being perceived as “external” projects. Opposition to wind farms often generates conflicts and results in suspicion from citizens if inclusive planning is not considered from the very beginning. Stakeholder engagement and consultation are the most important elements needed to ground a successful strategy.

The country desk activities including the dedicated online surveys have granted WinWind a detailed appraisal of the stakeholders’ perceptions and viewpoints about factors affecting social acceptance in the respective countries and regions. In spite of national, country specific or even instrument-specific differences which originated some noteworthy discrepancies in viewpoints, on the whole, it can be stated that there is a high level of consistency among the stakeholder groups on the major issues across countries and stakeholder groups (see WinWind Deliverables 2.3<sup>1</sup>, 3.5<sup>2</sup> and 3.6<sup>3</sup>). Even though some more or less scattered distribution of viewpoints has occurred, the outcome of the WinWind activities do provide a sound starting point for summarising lessons for policy and deriving policy recommendations.

A general lesson learned is that local impacts, whether real, possible or only perceived, influence local acceptance. Therefore, to understand acceptance, the local context and local impacts must be carefully taken into consideration. This is because both opposition and support for specific wind power projects is firmly rooted in the local community. How local impacts are perceived and what influence they have on acceptance depends on the procedures surrounding the planning of wind energy projects. As far as economic factors are concerned, community benefits show a strong correlation with acceptance. The way in which profits are distributed is important and there can be positive impacts on the local economy, for example through trade tax revenues, contracts for local companies and local jobs, just to mention a few factors. Project developers should therefore clearly show the benefits of any project to the local community. It is attractive for local people if certain part of the revenues from a wind energy project is channelled into projects in the community serving the Common Good. It is also important to show that measures are taken to protect nature and local biodiversity. In general, measures that seek to minimize the impact of wind turbines on the landscape have a greater positive impact than compensatory measures.

Our lessons focus on the following categories:

- Framework conditions (spatial planning/wind energy zoning, permitting, support schemes)
- Procedural fairness
- Distributional fairness (ownership, fair distribution of cost and benefits)

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<sup>1</sup> Aakre et al., 2018

<sup>2</sup> Di Nucci et al., 2019a

<sup>3</sup> Di Nucci et al., 2019b

- Community Ownership
- Trust in actors, institutions, procedures
- Impacts on health, well-being and quality of life (including shadow flicker, acoustic emissions etc.)
- Impacts on landscape and environment (flora, fauna)

## 6.2 Lessons learned concerning framework conditions

### Spatial planning and wind energy zoning

Spatial planning - at national or regional level – can help to identify areas which are suitable for wind energy and can help to map local opportunities and risks and identify no go, sensitive or low risk areas. From the six countries analysed in depth, zoning of wind energy, i.e. the designation of suitable areas for wind energy in spatial plans is performed in Germany, Italy, Poland and Norway. Spatial planning can help to increase transparency and hence acceptance. Wind energy zoning should be done in a transparent and participatory way involving local communities and stakeholders and combining top-down with bottom-up processes.

### Permitting, Environmental Impact Assessments

Authorization/permitting procedures for wind energy projects usually envisage assessments of environmental impacts. For wind farms, comprehensive Environmental Impact Assessments (EIAs) pursuant to Directive 2011/92/EU and Directive 2014/52/EU are only mandatory if certain thresholds in terms of size are achieved or if an environmental pre-assessment comes to the conclusion that a comprehensive EIA is necessary. Member States have discretion in determining the thresholds (e.g. number of turbines, capacity) above which EIA is compulsory and further details of the EIA procedure. Hence, the thresholds and partly details of EIAs vary from country to country<sup>4</sup>. Procedural participation of the public usually depends on whether an EIA has to be carried out or not.

According to the EIA Directives, the Environmental Impact Report - to some extent – has also to address **social impacts**. Article 3(1) of Directive 2011/92/EU in combination with Directive 2014/52/EU states that the EIA shall identify, describe and assess in an appropriate manner, in the light of each individual case, the direct and indirect significant effects of a project on various

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<sup>4</sup> The EIA directives apply for a wide range of public and private projects, which are defined in Annexes I and II of Directive 2011/92/EU. Projects listed in Annex I are considered as having significant effects on the environment and require an EIA (e.g. long-distance railway lines, motorways). For projects in Annex II (which also includes wind farms), Member States have discretion to decide in which cases an EIA is necessary. This is done by the "screening procedure", which determines the effects of projects on the basis of thresholds/criteria or on a case by case examination.

environmental assets, but also on **population** and **human health** as well as on **material assets**, **cultural heritage** and the **landscape**<sup>5</sup>.

A Comparative Screening Report performed in the WinWind project comparing different legal and regulatory framework conditions in the field of procedural engagement and financial participation, (Giuffrida et al., 2019) criticises that the EIA directive and national legislation do not provide sufficient guidance on how to practically assess social impacts. There are significant differences between the countries regarding the scope and intensity by which social and economic impacts are assessed in the frame of EIAs. Often, the social impact assessments are not very systematic. Whilst they concentrate on physical impacts (e.g. health effects), other equally important issues (e.g. impact on property prices, socio-economic costs/benefits for the community, well-being) are not or only superficially addressed. This leads often to frustration and opposition to projects. However, we identified also promising approaches in the WinWind countries. In the case of Latvia, a recent EIA for a wind farm project was accompanied by a public opinion survey to assess the attitudes of host communities. In Norway, EIAs in the field of wind energy are usually accompanied by societal resp. thematic conflict assessments. Such promising approaches deserve to be better communicated and supported politically.

### Support schemes

Community ownership of wind farms can be a key driver for local acceptance. Such evidence is also provided in several Good Practice portraits (Nowakowski et al., 2018) and Best Practice case-studies (Maleki-Dizaji et al., 2019) which have been elaborated in the WinWind project.

The revised Renewable Energy Directive (2018/2001/EU) (RED II) requires Member States to establish legal frameworks for renewable energy communities, to assess their potentials and barriers, to set up enabling frameworks and to take the specificities of renewable energy communities into account when they are developing support schemes.

In line with the Commission's guidance and RED II, Member States increasingly transform their support schemes for RES based electricity into auctioning systems based on competitive bidding. However, as a rule, auctions tend to favour larger investors which can better cope with the financial risks imposed by auctions, e.g. with larger project portfolios, strong finances or better access to low cost financing. Auctions that use the "pay as bid" rule penalise developers with high social and environmental standards going beyond legally defined minimum standards. There are different

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<sup>5</sup> Annex IV of Directive 2014/52/EU specifies the information contained in the Environmental Impact Assessment report. It requires a description of the factors mentioned in Article 3(1) of Directive 2011/92/EU likely to be significantly affected by the project including population, human health, material assets, cultural heritage, including architectural and archaeological aspects, and landscape.

design options available to policy makers to mitigate the deterring effect of auctions on self-developed community wind projects (REN 21, 2017):

- Community projects may be exempted from the general requirement to take part in auctions and may be eligible for other forms of support (e.g. feed-in tariffs/premiums);
- Community projects might enjoy preferential treatment within a general obligation to participate in auctions;
- Governments may employ community-based pre-qualification criteria bidders have to fulfil in order to participate in the auctions (e.g. requesting that all bidders present a community engagement and benefit sharing plan);
- Evaluation and selection of bids might be based on a multi-criteria assessment, which in contrast to “price only systems” takes into consideration not only the lowest price. Such an assessment may favor community projects or may reward social and environmental benefits of community wind power. Assessment criteria may include the extent of community control or (co-)ownership, the number of partnerships with local organisations and businesses, payments to a community benefit fund or contributions for public education and awareness-raising campaigns.
- Separate auction rounds may be organized exclusively for community wind projects (tailored bidding windows).

Further measures include financial guarantee requirements being set at a reasonable level to ensure that smaller, yet credible players can participate in the tenders or limiting the maximum size of projects. Several Member States already started to integrate provisions and privileges for renewable energy communities and community led approaches in their auction systems (e.g. Belgium, France, Germany and Ireland).

### **6.3 Lessons learned for procedural fairness**

The WinWind activities had a strong focus on procedural fairness. In the various countries a number of lessons could be learned about how a systematic procedural fairness and participation can positively affect acceptance. Early, open and transparent information and communication about a project is essential for building trust and acceptability. Procedural participation of the host communities, citizens and stakeholders throughout all phases, from wind energy zoning, to project planning, permitting, implementation, construction, operation and repowering/decommissioning can enhance trust and acceptance.

- Procedural participation includes information, consultation and engagement. Participation should be meaningful, preferably going beyond mere information provision and formal

consultation. The concerns of the residents should be seriously taken into account in the planning process. Project design should be flexible enough and local communities should be able to affect project outcomes.

- With regards to authorisation/permitting, there are considerable differences between the countries concerning point of time, scope, intensity and duration of formal public participation procedures. Formal institutional arrangements for informing and consulting the public are closely linked to the necessity of carrying out an EIA and vary from country to country. This means that formal participation might start rather late, if at all. In Norway, the public has to be informed about a project rather early, i.e. in the pre-application stage (before submitting the application documents by the project developer). In other countries, like e.g. Germany, no mandatory public information/consultation is envisaged in the pre-application stage.
- WinWind illustrated the importance of complementary informal (i.e. voluntary), dialogue-oriented participation instruments going beyond formal statutory consultation procedures and provided promising examples and good practices.

#### **6.4 Lessons learned for distributional fairness and community ownership**

- A fair distribution of the costs/risks and benefits/opportunities of a project can help to enhance local acceptance. Therefore, there are many good arguments for promoting a clear benefit for local communities from a wind energy project. WinWind showed that residents in host communities often bear a disproportionate share of negative project impacts. Retaining economic value, keeping money streams circulating within the region and strengthening regional economic cycles is one of the most enticing arguments for greater stakeholder engagement and acceptance at a local level.
- Local benefits and added value generated by a project need to be clearly communicated. Host communities need to be informed about opportunities to partake projects, whether through directly investing, or by benefiting indirectly from the revenues that a project generates. It is not always clearly communicated that citizens can profit from wind energy without becoming an investor in the plants.
- Active financial participation of citizens, communities and host municipalities can help to increase community acceptance (see below). However, in most WinWind countries community energy models are underdeveloped or non-existing and citizens are not always able or willing to invest in renewable energy projects. Therefore, there is a need for complementary benefit sharing mechanisms and “passive” financial participation

possibilities<sup>6</sup>. Such instruments can help to strengthen local acceptance, particularly where community (co-)ownership of wind farms is less developed and where commercial developers dominate the market. The good and best practice showcases analyzed in WinWind illustrate a number of promising benefit sharing measures (e.g. royalties and special levies to be paid by operators as a percentage of their annual revenues, donations, establishment of community funds/foundations/trusts/non-profit associations, in kind benefits, reductions of municipal taxes and fees to be paid by the residents, electricity price discounts, land lease pooling models).

- Tax revenues for municipalities from the operation of wind farms, as well as increased activity for local businesses through local contracting and local employment are strong drivers for social acceptance.
- Both research and the findings of the WinWind country desks show that compensation payments and the provision of community benefits do not automatically enhance community acceptance. Such measures can also be interpreted as bribery, particularly if initiated by commercial developers on a voluntary basis. Acceptability of such measures seems to be higher if these compensations are institutionalized and prescribed by policy and not left to the discretion of the developers (Walker et al., 2017, p.78).
- In many cases, a well-motivated way to quantify the compensation measures is missing. This refers both to the quantification of the impact to be compensated and to the process for allocating the compensation among the subjects that are entitled for. Actual criteria are based more on a financial sustainability criterion than on the evaluation of the impacts to be compensated.
- Community ownership of wind farms can be a key driver of community acceptance. Such evidence has been provided in several Good Practice portraits and Best Practice case-studies developed in the WinWind project (Maleki-Dizaji et al., 2019). Community wind farms usually enjoy higher levels of trust due to the proximity of the project initiators/stakeholders. Local identification with the wind power plants is another success factor. However, our research showed that community projects can also face opposition, particularly if the initiators are not trusted or if other issues such as health, landscape, nature and others are not properly taken into account.
- The revised Renewable Energy Directive which includes new provisions for renewable energy communities (RECs) has the potential to facilitate the development of community

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<sup>6</sup> See also Annex 1.

wind farms in the future. The Directive requires Member States to establish legal frameworks for renewable energy communities, to assess their potentials and barriers, to set up enabling frameworks and to consider their specificities in national support schemes. Several Member States are already undertaking visible steps in this direction, e.g. by formulating political targets for the development of renewable energy communities or by integrating provisions for renewable energy communities in their support schemes (see Kudrenickis et al., 2020).

- However, none of the five draft National Energy and Climate Plans (NECPs) analysed in the frame of WinWind did formulate any specific quantitative target for RECs or did specify any enabling policy frameworks for REC as required by the Commission’s template.
- WinWind aimed to initiate transfers of best practice measures and concepts from one region to another, both domestically and between different countries. One of the concepts to be transferred was the concept of community wind farms. Our experience showed that transferability of the concept of community wind farms depends very much on the context, legal framework, ownership of land, socio-economic, income levels, institutional settings, actors, their interests, strategies, commitment, resources, and interactions with other actors. It is essential to support the development of community ownership through awareness raising, information, dissemination of good practices, study visits, capacity building and training, but also through financial support.

### **6.5 Lessons learned concerning trust in actors, institutions and procedures**

- One of the most important drivers of community acceptance is trust: trust in the key actors, trust in institutions and decision-making procedures and processes. Trust is closely related to the credibility and competence of actors and their orientation towards the Common Good. Acceptance building strategies need to be combined with trust building strategies.
- The reasons for local mistrust towards wind energy developments can vary from region to region and community to community. These vary from project ownership by external commercial developers not rooted in the region, biased decision-making, conflicts of interest (e.g. local decision-makers as owners of land or shareholders of the plant) to non-transparent planning and decision-making, informational asymmetries between the developer and the local community, poor communication, non-transparent or aggressive land securing practices by developers, or poor possibilities of local communities to influence the outcome of the planning process.

- The WinWind showcases illustrate that advisory organisations providing neutral information to municipalities, local communities and citizens can help to build trust. Establishing and enhancing organisations that provide neutral advice and assistance can reduce conflict being an effective tool for mediating between different stakeholders at an early stage.
- Voluntary labelling schemes addressing wind farm developers and operators as those launched in Thuringia or Schleswig-Holstein (Germany) based on principles and criteria for fair wind energy can also help to build trust among municipalities, host communities, and developers providing the respective criteria are ambitious enough.

### **6.6 Lessons learned concerning impacts on health, well-being and quality of life**

- The WinWind literature review pointed out to the impacts of wind energy developments on human health and well-being, in particular of visual impacts and acoustic emissions as well as the societal dimension of the use of contested land (Linnerud et al, 2018).
- In the stakeholder consultations performed by the WinWind consortium, perceived or real impacts on health, well-being and quality of life were considered as acceptance barriers in all WinWind regions, although to a varying extent (Di Nucci et al., 2019a).
- Concerns of affected citizens living close to wind farms should not be dismissed as emotional reactions. The scientific community is still analysing the health effects of wind turbine exposure.
- In several countries, e.g. Germany, there is a controversial public debate about minimum setback distances between wind turbines and housing. Setbacks seem to play a key role in the public and political debate, although there is no clear empirical evidence for the “proximity hypothesis”, i.e. a correlation between setbacks and local acceptance (see in more detail Linnerud et al., 2018).

### **6.7 Lessons learned concerning impacts on landscape and environment**

- The literature review (Linnerud et al., 2018) conducted in the frame of the WinWind project suggests that siting of turbines close to protected and sensitive landscapes provokes the most negative responses to wind energy projects.
- In the WinWind countries different thresholds in terms of number and capacity of wind turbines apply which determine whether a comprehensive Environmental Impact Assessment for a wind farm is mandatory or not. Below these thresholds, the obligation to

perform an EIA depends on the result of an environmental pre-assessment. It should be generally considered to require an EIA not only for larger wind energy projects, but also for projects with a smaller number of turbines.

- Transparent biodiversity guidelines for the designation of wind energy zones, e.g. in spatial planning and in the permitting of wind turbines can be a useful tool.
- Intermediary organisations or sometimes environmental NGOs provide expertise, consultation and conflict mediation services, particularly where conflicts arise between nature protection concerns and the development of wind energy projects.
- Landscape refers to the relationship between people and space; there is a need to develop and introduce procedures that take into account peoples' attitudes and preferences in the evaluation of the impact on the landscape.

## 7 WinWind Principles and Criteria for Fair Wind Energy

Inspired by the Thuringian Guidelines and Label for Fair Wind Energy, and taking into account the findings of the research activities undertaken in WinWind, the project consortium developed a set of principles and criteria for fair and socially inclusive wind energy (see Annex 2). These should be primarily seen as a guidance and address mainly (but not exclusively) commercial developers/operators of wind energy plants. The wind industry is encouraged to take these up and to integrate them in the frame of voluntary self-commitments and codes of conduct. Instead of striving for a European label for fair wind energy, the WinWind consortium suggests to strive for voluntary self-commitments of the wind industry by setting up an “**Alliance of fair wind energy developers**”, e.g. under the leadership of WindEurope and supported by European institutions. The WinWind principles and criteria are to be used on a “**pick & choose**” basis and may, at least partly, also serve as guidance to policy-making. There are various options how the principles and criteria can be applied or integrated into existing frameworks. This can, for example, be done through their integration in national or regional labelling schemes for fair wind energy (see below). The macro-regional, national or regional level appear to be better suited to establish labelling schemes for fair wind energy than the European level<sup>7</sup>. The WinWind principles and criteria might serve as an orientation for the development of respective labelling schemes. However, an effective monitoring strategy and sanction mechanisms need to be in place. Different grades of the labels

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<sup>7</sup> This was also an outcome of the panel discussion “Principles and Criteria for Fair Wind Energy” held during the WinWind Final Conference in Berlin on 28 February 2020 (cf. Di Nucci et al., 2020).

might be considered<sup>8</sup>. The experience of Thuringia shows that the introduction of voluntary labels for fair wind energy should be accompanied by the development of neutral, intermediary organisations providing unbiased information, support and advisory services to municipalities, communities and citizens. In turn, the establishment of such bodies needs strong and continuous policy commitment, support and organisational efforts, qualified staff, funding, etc.

Principles and criteria promoting social fairness/inclusiveness might also be integrated into the design of RES support schemes, specifically as **pre-qualification** or **award criteria** in the frame of wind energy auctions (see above). Furthermore, the provision of financial support for wind and other renewable energy projects, particularly under the InvestEU Programme, the Cohesion and Structural Funds or programmes financed by revenues from emission allowances auctioning schemes might be made conditional on the compliance with specific fairness criteria promoting socially inclusive projects (“social conditionality”). The WinWind consortium considers it a promising step that under the InvestEU Programme, financing and investment operations above a certain size shall be subject to **climate, environmental and social sustainability proofing**.

Alternatively, wind energy projects complying with specific fairness/inclusiveness criteria might be stimulated by providing higher support rates. Financial participation of host communities and the provision of local/regional socio-economic benefits deserve particular attention. Public actors including municipalities may consider integrating these criteria when making land available for wind energy projects. Local governments (and public entities in general) may consider linking the lease of publicly owned land to certain requirements for developers concerning procedural or financial participation of local communities/citizens. The WinWind principles & criteria might serve useful here as well

Furthermore, the principles and criteria might serve also as a guidance for European financing institutions like the European Investment Bank and national promotional banks supporting renewable energy projects. Further examples and guidance are provided in the WinWind Deliverable 6.3 “Principles and Criteria for Fair Wind Energy” (Kudreņickis et al., 2020).

## 8 Recommendations for European policy makers

The Clean Energy for all Europeans package puts consumers at the heart of the Energy Union, allowing them to actively take part in the clean energy transition (European Commission, 2019a). The new framework calls for more bottom-up initiatives and energy democracy. It acknowledges

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<sup>8</sup> For instance, the introduction of a ranking system differentiating between label partners, that reach very high standards (means all criteria of the label) to a medium standard (75% of the criteria) to low-level standard (50% of criteria).

and supports active energy citizens and communities as stakeholders in the European energy market and empowers the citizens, giving them ownership of the energy transition. The Juncker Commission has also emphasised that the clean energy transition must be fair and socially acceptable to all (European Commission, 2019a).

Similarly, the new Commission under Ursula von der Leyen has pledged under the European Green Deal that “the Clean Energy Transition should involve and benefit consumers” and “ensure that nobody is left behind” (European Commission, 2019b). From a social acceptance perspective, these are very promising signals, but the European institutions in cooperation with the national governments have to make sure that these commitments do not remain rhetorical exercises, but are translated into effective policies and measures.

The revised Renewable Energy Directive EU 2018/2001 (RED II) includes novel provisions for renewable energy communities (RECs) empowering them to participate in the renewable energy market. It requires Member States to establish enabling frameworks for RECs, to assess their potentials and barriers, and to consider their specificities in national support schemes.

According to the priorities of the Green Deal, Europe shall become the first climate neutral continent by 2050. Onshore wind energy has the potential to become one of the pillars of the Green Deal. The next long-term EU budget will run from 2021 to 2027 and will invest substantially in climate- and environment-related objectives. The Commission proposed 25% of its total budget to contribute to climate action and spending on the environment across multiple programmes.

In this context, the WinWind consortium recommends the following actions:

	Recommendations	Key responsibility
<p><b>Improving Framework conditions</b></p>	<ul style="list-style-type: none"> <li>Enter into a dialogue with the European wind industry to discuss the perspectives of <b>voluntary self-commitments</b> of the wind industry and of setting up an “Alliance of fair wind energy developers”, e.g. under the leadership of leading wind energy associations such as WindEurope and supported by European institutions. The WinWind principles and criteria might serve as guidance for such an initiative.</li> </ul>	<p>European Commission</p>
<p><b>Procedural fairness</b></p>	<ul style="list-style-type: none"> <li>Strengthen the <b>human/social dimension</b> within the Environmental Impact Assessment Directives and ensure that also social fairness and inclusion criteria are adequately considered. The WinWind Principles and Criteria for Fair Wind Energy might be taken into account. Provide guidance to Member States how to practically assess social impacts.</li> </ul>	<p>European Commission</p>

	<ul style="list-style-type: none"> <li>• Promote the establishment of <b>national/regional advisory organisations</b> providing neutral information to local communities, municipalities and citizens. Where appropriate, these should be effectively linked to the <b>contact points</b> Member States shall set up, pursuant to Article 6 of the revised Renewable Energy Directive.</li> </ul>	
<p><b>Distributional fairness</b></p>	<ul style="list-style-type: none"> <li>• Make sure that under the <b>InvestEU Programme</b>, all financing and investment operations are subject to <b>climate, environmental and social sustainability proofing</b>. This proofing should also consider social fairness and social inclusion criteria. The WinWind principles and criteria might serve as a guidance (see Annex 2).</li> <li>• Make sure that all spending streams under the EU budget including the European Regional Development Fund and Cohesion Fund, <b>consider closely sustainability (environmental, social and economic aspects)</b>. This should apply also for extra-budgetary funds like the Modernisation Fund, which is financed by a part of the revenues from the auctioning of carbon allowances under the EU Emissions Trading System.</li> <li>• Link <b>financial support</b> for RES projects provided via the European Regional Development Fund and Cohesion Fund to the <b>compliance with specific social fairness and inclusion criteria</b>. Here, the WinWind Principles and Criteria for Fair Wind Energy might serve as a guidance. Such criteria could include, for instance, obligations to inform the public at an early stage, to submit stakeholder engagement plans, financial participation of local citizens or the provision of diverse community benefits.</li> <li>• Strengthen <b>bottom-up approaches</b> like the <b>Community-led Local Development (CLLD)/LEADER initiatives</b> and promote the creation of renewable energy communities and informal participation/dialogue formats in the context of renewable energy developments.</li> </ul>	<p>European Commission</p>

<p><b>Community ownership</b></p>	<ul style="list-style-type: none"> <li>• Monitor the development of legal and enabling frameworks for <b>renewable energy communities</b> (RECs) and ensure that REC definitions and provisions are not misused.</li> <li>• Ensure that Member States transpose and effectively implement the Directive's provisions for RECs including electricity sharing.</li> <li>• Help to identify and <b>disseminate best practices</b> of effective enabling frameworks for RECs, the participation of local governments, and encourage European <b>best practice transfers</b>. The transfer guide developed in the frame of WinWind (Hinsch et al., 2020) can serve as a guidance.</li> <li>• Effectively link the revised Renewable Energy Directive and its provisions for RECs with the European Green Deal Investment Plan and the European funding programmes.</li> <li>• <b>Encourage the development of RECs</b> via the InvestEU programme, the European Regional Development Fund and the Cohesion Fund. Furthermore, help disseminate Best Practice policies and measures in the field of community ownership and RECs.</li> <li>• Ensure that the <b>European Investment Bank</b> effectively supports the development of RECs as announced in its new Energy Lending Policy.</li> <li>• Provide <b>non-investment support</b>, including for awareness raising, capacity building, and networking for RECs.</li> <li>• Ensure that the research and innovation agenda works across different sectors and disciplines involving local communities.</li> <li>• Promote an <b>exchange of experience</b> with <b>third countries</b> concerning the benefits of socially inclusive wind energy for local communities and the concept of RECs.</li> </ul>	<p>European Commission</p>
<p><b>Impacts on health, well-being and quality of life</b></p>	<ul style="list-style-type: none"> <li>• Promote <b>further research</b> on the health effects of wind turbines (e.g. from infrasound) and help disseminate the research findings.</li> </ul>	<p>European Commission</p>
<p><b>Impacts on landscape, nature and wildlife</b></p>	<ul style="list-style-type: none"> <li>• Promote further research on the environmental impact of wind turbines.</li> </ul>	<p>European Commission</p>

## 9 Cross-country policy recommendations

	Recommendations	Key responsibility
Improving Framework Conditions	<ul style="list-style-type: none"> <li>Support a <b>regionally balanced development</b> of wind energy. Try to fill the gap between wind energy scarce regions and other regions, e.g. by launching ad hoc auctions in these regions.</li> </ul>	National governments
	<ul style="list-style-type: none"> <li>Develop national criteria for fair and socially inclusive energy; examine the possibilities to develop <b>national labels for fair wind energy</b> based on these criteria taking into account already existing examples from other countries (Thuringia, Schleswig-Holstein in Germany).</li> </ul>	National governments
	<ul style="list-style-type: none"> <li>Consider to link the leasing of public/state owned land to certain requirements concerning procedural or financial participation of local communities/citizens. Governments may, for instance, adopt pre-qualification criteria that bidders have to fulfil (e.g. requesting that all bidders present a community engagement and benefit sharing plan).</li> </ul>	National/regional/local governments
	<ul style="list-style-type: none"> <li>Disseminate good/best practice examples and showcases of socially inclusive wind energy to regional and municipal authorities.</li> </ul>	National/regional/local governments
	<ul style="list-style-type: none"> <li>Break down national RES targets into consistent regional targets, synchronize national energy plans and targets with regional energy plans and targets.</li> </ul>	National governments
	<ul style="list-style-type: none"> <li>Enable the local use of electricity produced from wind turbines by the host communities and remove legal and other barriers for electricity sharing.</li> </ul>	National/regional/local governments
Procedural Fairness	<ul style="list-style-type: none"> <li>Require wind farm developers and owners to undertake community information and engagement throughout all stages (planning, pre-application, application, permitting, construction, operation and decommissioning/repowering). These obligations shall be continued in case of change of the project developer or wind farm ownership. National and regional regulatory frameworks should define the procedures</li> </ul>	National/regional/local governments

	<p>and operational principles regarding investors' co-operation with local communities.</p> <ul style="list-style-type: none"> <li>• Ensure early and transparent provision and dissemination of information from the very beginning of the project. This should be made a condition for obtaining permits.</li> <li>• Ensure effective formal and informal participation of citizens in planning, siting and permitting procedures.</li> <li>• Strengthen the human/social dimension within the environmental impact assessments and further integrate social fairness and inclusion criteria. The WinWind Principles and Criteria for Fair Wind Energy might be taken into account.</li> <li>• Help to set up intermediaries and neutral advisory bodies providing guidance, technical assistance and comprehensive consulting services for municipalities, citizens, landowners and developers. Check if these bodies might be linked to the <b>contact points</b> Member States shall set up, pursuant to Article 6 of the revised Renewable Energy Directive.</li> </ul>	<p>National/regional/local governments</p> <p>National/regional/local governments</p> <p>National/regional governments</p> <p>National/regional governments</p>
<p><b>Distributional Fairness</b></p>	<ul style="list-style-type: none"> <li>• Require or encourage <b>active financial participation</b> of host communities and citizens in wind energy projects</li> <li>• Ensure that a share of the <b>economic benefits</b> generated is kept <b>locally</b>, e.g. via taxation or contractual arrangements.</li> <li>• Require developers to enable passive financial participation of host communities and to develop benefit sharing mechanisms in cooperation with the local communities, like donations, in kind benefits, non-profit associations or foundations helping to enhance social welfare.</li> <li>• Define procedures and operational principles ensuring that economic benefit sharing is implemented on a long-term and continued in case of changing wind farm ownership.</li> </ul>	<p>National/regional governments</p> <p>National/regional/local governments</p> <p>Preferably national governments</p> <p>National governments</p>

	<ul style="list-style-type: none"> <li>• Make sure that communities hosting wind farms can use the electricity from the wind farms and/or benefit from special electricity prices or price discounts.</li> </ul>	National/regional governments
Community Ownership	<ul style="list-style-type: none"> <li>• Develop effective enabling frameworks for renewable energy communities (RECs) in accordance with the revised Renewable Energy Directive. In particular, take the following recommendations into account: <ul style="list-style-type: none"> <li>• Formulate political targets for the development of RECs.</li> <li>• Promote community ownership of wind farms and other renewable energy facilities through the provision of targeted information, technical and financial assistance, advise, training, networking and further capacity development measures.</li> <li>• Provide financial incentives for RECs and take their specificities into account when developing support schemes (see also page 11).</li> <li>• Support RECs by providing risk capital, loan guarantees, low interest loans, investment grants, tax incentives, e.g. through promotional banks, public financing institutions.</li> <li>• Consider to exempt RECs from auctions and enable remuneration via direct support. As an alternative, create tailored bidding windows for RECs.</li> <li>• Design auctions in a way to favor a diversity of actors and community-driven renewable energy projects through corresponding tendering design options. Community engagement and benefit sharing might be established as part of pre-qualification criteria. Alternatively, the evaluation and selection of bids might be based on a multi-criteria assessments, which in contrast to price only systems take also social and environmental benefits of community wind power into consideration.</li> <li>• Enable local governments to proactively stimulate and engage in RECs and invest some of their own resources into renewable energy. Ensure that local</li> </ul> </li> </ul>	National/regional governments  National/regional governments National/regional/local governments  National/regional governments, promotional banks National/regional governments, promotional banks  National governments  National governments  National/regional governments

	<p>governments are enabled also from a legal perspective to become an active part of RECs.</p> <ul style="list-style-type: none"> <li>• Encourage the development of community energy and other socially inclusive forms of wind energy, particularly in wind energy scarce regions.</li> </ul>	
<p><b>Impacts on health, well-being and quality of life</b></p>	<ul style="list-style-type: none"> <li>• Promote further research on the health effects of wind turbines (e.g. from infrasound) and help to disseminate the results.</li> <li>• Promote further research on the role of setback distances as an acceptance factor.</li> </ul>	<p>National, regional governments</p>
<p><b>Impacts on landscape, nature and wildlife</b></p>	<ul style="list-style-type: none"> <li>• In planning and permitting procedures, take minority rights and opposing positions based on landscape/nature conservation and place attachment seriously into consideration.</li> <li>• Develop and use assessment instruments to map local risks of wind turbines and wind farms for nature and wildlife.</li> <li>• Exclude areas with high biodiversity value from the development of wind farms (e.g. nature reserves, national parks, protected biotopes, preferably Natura 2000 sites). Where Natura 2000 sites are not excluded, a careful case-by-case assessment should be performed.</li> <li>• Minimize visual impacts of wind farms (e.g. by sensitive siting, number/size of turbines).</li> <li>• Encourage repowering of wind farms in combination with the use of modern technologies with the aim to significantly reduce the number of turbines and the intrusion of the landscape.</li> <li>• Develop dedicated nature and species protection programmes.</li> </ul>	<p>National, regional, local governments</p> <p>National, regional, local governments</p> <p>National/regional/local governments</p>

## 10 Country-specific policy recommendations

### 10.1 Germany

#### 10.1.1 Recommendations for the federal government

	Recommendations	Key responsibility
<b>Improving Framework Conditions</b>	<ul style="list-style-type: none"> <li>Consider to develop a national label for fair wind energy.</li> <li>When selling/renting public land for wind energy developments, consider to apply award criteria including requirements concerning procedural or financial participation of citizens.</li> </ul>	<p>Federal government</p> <p>Federal government, state governments, local governments, public entities</p>
<b>Procedural Fairness</b>	<ul style="list-style-type: none"> <li>Ensure that formal participation of citizens starts much earlier, e.g. by establishing an obligation for developers to inform and engage municipalities, citizens and local stakeholders earlier in the planning and pre-application process.</li> <li>Consider to reduce the minimum thresholds for mandatory EIAs in terms of the number of wind turbines and to make public participation mandatory for smaller project sizes.</li> <li>Encourage federal state governments to establish intermediary, advisory organisations like the wind energy service centre in Thuringia. Provide financial assistance for the development of such intermediary advisory bodies.</li> </ul>	<p>Preferably federal government</p> <p>Federal government</p> <p>Federal government</p>
<b>Distributional Fairness</b>	<ul style="list-style-type: none"> <li>Make sure that municipalities hosting wind farms receive a proportion of the trade tax revenues considerably exceeding the present amount of 70%.</li> <li>Introduce a federal law or regulation ensuring the financial participation of host municipalities and citizens who are affected by wind energy projects. With view on the auctioning system a federal law/regulation is considered superior to state-specific regulations.</li> <li>Consider to employ community-based pre-qualification criteria bidders have to fulfil in order to participate in the</li> </ul>	<p>Federal government</p> <p>Federal government</p> <p>Federal government</p>

	auctions (e.g. requesting that all bidders present a community engagement and benefit sharing plan).	
<b>Community Ownership</b>	<ul style="list-style-type: none"> <li>Develop an effective enabling framework for renewable energy communities (RECs) pursuant to the revised Renewable Energy Directive.</li> </ul>	Federal government
	<ul style="list-style-type: none"> <li>Provide financial incentives for RECs and take their specificities into account in the auctioning system.</li> </ul>	Federal government
	<ul style="list-style-type: none"> <li>Consider to exempt community energy projects from the auctioning system<sup>9</sup> or develop specific tenders for community energy projects.</li> </ul>	Federal government
<b>Reduction of Environmental Impacts</b>	<ul style="list-style-type: none"> <li>Provide for harmonized nature, wildlife and biodiversity guidelines for all federal states.</li> </ul>	Federal government
	<ul style="list-style-type: none"> <li>Ensure that commissioning of EIAs is done by the permitting authorities or by a joint working group rather than by the developers.</li> </ul>	Federal government

### 10.1.2 Recommendations for the WinWind target regions Saxony and Thuringia

#### Saxony

- Strengthen the Saxon Energy Agency (SAENA) and set up a dialogue and service centre providing advisory services in the field of wind energy and other RES, as envisaged in the new coalition agreement. Ensure that this centre is appropriately endowed with staff and financial resources in order to effectively increase transparency of wind energy planning, to advise municipalities and to engage in conflict resolutions.
- Ensure that the planned dialogue and service centre effectively supports municipalities and residents by providing ‘neutral’ information and advice regarding the planning of wind energy plants, including advice on informal procedural participation formats and financial participation opportunities for citizens and communities.
- Intensify the dialogue and exchange of experiences between SAENA and the energy agencies or related organisations of other federal states which have already established or plan to establish similar intermediary and advisory bodies (e.g. Thuringia, Brandenburg, Baden-Wurttemberg, Schleswig-Holstein).

<sup>9</sup> See also Article 4 and recital 26 of the revised Renewable Energy Directive.

- Develop tailor-made communication strategies addressing in particular the “silent” group of supporters, indifferent or undecided persons.
- Develop informal and voluntary public participation formats going beyond formal consultation procedures.
- Promote active financial participation of citizens as shareholders or lenders and community wind farms (e.g. by providing seed money for community wind farms, cf. the revolving fund for community/ citizen energy in Schleswig Holstein).
- Set up a community wind energy target complementing official energy policy targets.
- Encourage the use of:
  - Land lease pool models,
  - Benefit sharing mechanisms and voluntary compensation payments to the community (e.g. via non- profit associations, foundations, trusts),
  - Voluntary energy price discount schemes for local communities.
- Ensure that payments compensating for the intrusion of nature and landscape are used locally in the community hosting the wind farm.
- Introduce a consistent system of minimum setback distances for wind turbines in spatial planning and coherent biodiversity guidelines for wind energy developments.

### **Thuringia**

- Strengthen the position and role of the wind energy service centre.
- Increase the level of ambition of the label for fair wind energy and introduce further benchmarks, e.g. by differentiating between gold, silver and bronze standard.
- Develop tailor-made communication strategies addressing in particular the “silent” group of supporters, indifferent or undecided persons.
- Develop informal and voluntary public participation formats going beyond formal consultation procedures.
- Better communicate the economic benefits of wind farms.
- Support the introduction of a federal law or regulation ensuring active and/or passive financial participation of host municipalities and citizens being affected by wind energy projects.
- Promote active, financial participation of citizens as shareholders or lenders and community wind farms (e.g. by providing seed money for community wind farms, cf. the revolving fund for community/ citizen energy in Schleswig Holstein).
- Set up a community wind energy target that is complementing official energy policy targets.

- Encourage the use of:
  - Land lease pool models,
  - Benefit sharing mechanisms and voluntary compensation payments to the community (e.g. via non- profit associations, foundations, trusts),
  - Voluntary energy price discount schemes for local communities.
- Involve existing intermediary organisations providing conflict mediation services in local planning processes (e.g. Competence Centre Nature Conservation and Energy Transition).
- Ensure that payments compensating for the intrusion of nature and landscape are used locally, preferably on site, in the community hosting the wind farm.
- Better communicate good practice examples including for wind energy in forests and emphasise potential synergies of climate protection and nature conservation.

## 10.2 Italy

### 10.2.1 *Recommendations for the national government*

Recommendations	
<b>Improving Framework Conditions</b>	<ul style="list-style-type: none"> <li>• Share energy planning with local authorities, make use of transparent procedures, promote the role of facilitators/mediators, ensure the access of local authorities to third-party technical bodies.</li> <li>• Improve the level of cooperation/coordination and governance among institutions responsible for policies at different levels of government.</li> </ul>
<b>Procedural Fairness</b>	<ul style="list-style-type: none"> <li>• Improve accessibility and availability of information for the public and/or specific stakeholders on the planning processes and authorisation procedures, but also about the costs and benefits of financial support.</li> <li>• Enhance a dialogue between national and local institutions and between those institutions and citizens (e.g. through public meetings as well as the involvement in procedures of individual projects), promote informal engagement.</li> <li>• Provide local administrations with trusted data and information and reduce the informational asymmetries between developers and host municipalities.</li> </ul>
<b>Distributional Fairness</b>	<ul style="list-style-type: none"> <li>• Develop participatory methods to engage citizens and other stakeholders to invest in and realise the energy transition.</li> <li>• Enable the partial use of revenues from wind farm operations for the implementation of social projects, e.g. targeting young people, families, disabled and the elderly.</li> <li>• Make sure that the regions/municipalities hosting wind farms benefit from positive effects on social services and public works or tax cuts</li> <li>• .Provide economic incentives for households affected by wind farm developments (e.g. real estate tax cuts or other tax incentives).</li> </ul>
<b>Community Ownership</b>	<ul style="list-style-type: none"> <li>• Develop an effective enabling framework for community ownership and renewable energy communities pursuant to the revised Renewable Energy Directive.</li> </ul>
<b>Reduction of Environmental Impacts</b>	<ul style="list-style-type: none"> <li>• Help to improve knowledge about the impacts of wind farms on nature and biodiversity.</li> <li>• Concentrate siting of wind turbines on areas which are not subject to any environmental restrictions (i.e. outside natural reserves, other protected areas etc.).</li> </ul>

- Promote the use of advanced wind energy technologies (e.g. layout design, including technologies with low acoustic emissions, use of anti-reflective paints).
- Develop guidelines for wind energy developers ensuring nature and wildlife protection (also covering EIA).
- Introduce mandatory acoustic emission controls and apply pertinent limits.
- Enable and promote repowering where possible by adopting simplified authorization procedures.

### *10.2.2 Recommendations for the WinWind target regions Abruzzo and Latium*

- Develop a participatory and constructive approach in developing Regional Energy Plans (REP).
- Promote repowering of wind farms by introducing a specific regulatory framework to simplify authorization procedures.
- Promote the implementation of Environmental Impact Assessments by improving accessibility and availability of information for the public and/or specific stakeholders.
- Share Impact Assessments on nature and landscape with local communities.
- Develop a clear regulatory framework including criteria for landscape protection.
- Promote economic and social benefit sharing.
- Simplify the conditions of access to the national electricity grid.
- Ensure transparency of the decision-making process and public participation.
- Promote the development of energy cooperatives.
- Encourage the development of community owned wind farms.
- Develop regional guidelines to identify areas being suitable for wind turbine siting.
- Promote education on acceptance and sharing of information and knowledge.

## 10.3 Latvia

### 10.3.1 Recommendations for the national government

Recommendations	
<b>Improving Framework Conditions</b>	<ul style="list-style-type: none"> <li>• Effectively combine Environmental Impact Assessment with showing (local) social impact. Provide national guidelines for Local Impact Assessment (local socio economic criteria to be (voluntarily) evaluated by wind project developers).</li> <li>• Disseminate the information on best practices and fair wind energy principles &amp; criteria, which go beyond the legislative requirements and provide consultations with wind farm developers/operators, municipalities and stakeholders on their perspective implementation.</li> <li>• Establish a legal and regulatory framework which facilitates and ensures economic viability of community wind projects.</li> <li>• Establish an independent advisory system for wind energy and community wind energy in particular.</li> <li>• Establish clear framework criteria for elaboration of wind energy zoning in regional spatial plans.</li> <li>• Support municipal decision-makers and experts by providing information, consultation, capacity building as well as other types of assistance.</li> </ul>
<b>Procedural Fairness</b>	<ul style="list-style-type: none"> <li>• Ensure transparent communication and inclusive public participation in wind energy zoning and early stages of wind project development.</li> <li>• Develop national guidelines for RES projects, addressing particularly wind energy project developers on how to perform communication and cooperation with host municipalities and local stakeholders.</li> <li>• Require wind farm developers/operators and municipal administration to publish regular statements concerning wind project contributions to socio- economic development of the municipality.</li> </ul>
<b>Distributional Fairness</b>	<ul style="list-style-type: none"> <li>• Ensure that a share of the economic benefits is retained in the local host municipality. Ensure, for instance, that host municipalities benefit from tax payments accruing from wind farm operation.</li> <li>• Develop an enabling framework promoting active financial participation of local stakeholders.</li> <li>• Develop framework conditions enabling passive financial participation of local stakeholders.</li> </ul>

<b>Community Ownership</b>	<ul style="list-style-type: none"> <li>• Develop a support fund for start-up of renewable energy community projects.</li> <li>• Provide dedicated support for community wind energy pilot projects.</li> <li>• Promote community energy projects through capacity development.</li> </ul>
<b>Impacts on health, well being and quality of life</b>	<ul style="list-style-type: none"> <li>• Promote the use of state-of-art technologies.</li> <li>• Concentrate siting of wind turbines in areas with low population densities.</li> </ul>
<b>Reduction of Environmental Impacts</b>	<ul style="list-style-type: none"> <li>• Promote the use of state-of-art technologies.</li> <li>• Ensure that wind farm operators continuously monitor the effects of wind turbines on the environment (acoustic emissions, birds and bats etc.); ensure public availability of corresponding monitoring reports.</li> <li>• Concentrate siting of wind turbines in areas of low environmental value, e.g. degraded areas.</li> <li>• Develop a legal framework ensuring that developers/operators guarantee for decommissioning/dismantling works.</li> </ul>

### 10.3.2 *Recommendations for the WinWind target region (Latvia as a whole)*

#### **Planning Regions**

Latvia has no regional self-governments. However, there are five planning regions, i.e. planning authorities having the status of derived public persons: Riga, Kurzeme, Vidzeme, Zemgale and Latgale planning regions. These planning regions should be considered as important intermediaries between national and regional state authorities, local municipalities and wind project developers and have a key function to facilitate the implementation of socially-inclusive wind energy.

- Make use of pro-active spatial planning at regional scale to designate wind energy areas, e.g. by help of landscape ecological planning, see the case of Northern-Vidzeme biosphere reserve (Maleki-Dizaji et al., 2019, p.30f.).
- Coordinate elaboration of wind energy zones in municipal spatial plans.
- Provide unbiased information and advice for municipalities and citizens/local stakeholders on wind farm costs and benefits.
- Set up effective communication channels on the socio-economic impact of wind farms, regional benefits, as well as on the planned/used wind energy technologies within the

region (in cooperation with state authorities, municipalities and wind farm developers/operators).

- Promote contracting of regional companies in wind farm development/construction, operation and maintenance.

### **Municipal policy makers**

- Effectively use all formal public participation opportunities for the full lifecycle of wind farms (from siting decision to decommissioning).
- Provide early information to host municipalities/parishes and neighbouring municipalities/parishes in the vicinity of a planned wind farm.
- Conduct surveys about inhabitant`s awareness and attitude towards wind farm projects.
- Create Joint Working Groups to discuss local impacts of wind energy projects (consisting of wind farm developer, municipal administration, local stakeholders).
- Encourage the development of land lease pool models.
- Help to establish local non-profit funds accruing parts of the revenues of wind farms for purposes of the “Common Good” (community relevant projects).
- Promote contracting of local companies in wind park development and operation (in cooperation with the corresponding planning region).

## 10.4 Norway

### 10.4.1 *Recommendations for the national government*

Recommendations	
<b>Improving Framework Conditions</b>	<ul style="list-style-type: none"> <li>• Agree on and communicate a purpose of wind power development in Norway, so that it makes sense to people.</li> <li>• Provide guidelines for national wind power policy.</li> <li>• Provide information about the relationship between the Energy Act and the Planning and Building Act in updated planning guidelines and location of wind power.</li> <li>• Establish a common national information platform on wind power.</li> </ul>
<b>Procedural Fairness</b>	<ul style="list-style-type: none"> <li>• Provide more precise licenses which must be used faster than today`s licensing rules suggest.</li> <li>• Make a plan with clearer requirements for participation in the processes related to wind farm licensing.</li> <li>• Consider alternative ways of how to organize the licensing process. One possibility is to introduce regional licensing treatment of wind power plants. It may imply setting a deadline for developers` to give notice about their interest in developing wind power in one county/region, and that the regulator carries out a comprehensive processing of such information (and later applications) in close dialogue with local and regional authorities.</li> <li>• Make clearer guidelines for when to a license should be granted.</li> </ul>
<b>Distributional Fairness</b>	<ul style="list-style-type: none"> <li>• Introduce a basic interest tax on wind power (as for oil, natural gas and large hydropower plants), and earmark parts of this tax for the host municipality (as is the case for large hydropower).</li> </ul>
<b>Community Ownership</b>	<ul style="list-style-type: none"> <li>• Develop an effective enabling framework for community ownership and energy communities pursuant to the revised Renewable Energy Directive.</li> </ul>
<b>Reduction of Environmental Impacts</b>	<ul style="list-style-type: none"> <li>• Improve knowledge about impacts of wind farms on nature and biodiversity in the licensing process.</li> <li>• When one area is set aside for wind power (or for other industry or development), set aside an equally large area for untouched nature.</li> <li>• Make stricter and clearer requirements for developers on how to repair nature when the wind power plant is decommissioned (i.e. at the end of a license, which lasts for 25 years).</li> <li>• Ensure that interference into nature and landscape is minimized. Provide proper guidance for developers, based on nature expertise.</li> </ul>

#### *10.4.2 Recommendations for the WinWind target region Mid-Norway*

- Carry out comprehensive processing of information related to wind power development in close dialogue with local and regional authorities as well as minorities.
- Attend public discourses in media and social media.
- The regulator advises that the municipality and certain interest groups meet in a “common counselling forum“, which consists of representatives of the local authorities and local interest groups and go on inspection together. This could be made a requirement.
- In the agreements that municipalities make with the wind power developers, contracting of local businesses should be encouraged.
- Ensure that corporate compensatory measures have a positive impact on tourism and the quality of life.
- Ensure that revenues from wind turbine operation contribute towards social purposes or improved infrastructure (e.g. road construction).
- Consider whether siting of wind turbines can take place closer to already existing infrastructure.
- Improve knowledge about impacts on nature and biodiversity in the region.
- Encourage developers/operators to make wind farms open to the general public.

## 10.5 Poland

### 10.5.1 *Recommendations for the national government*

Recommendations	
<b>Improving Framework Conditions</b>	<ul style="list-style-type: none"> <li>• Establish regional planning offices providing information and consultation to citizens and relevant stakeholders and initiate informal dialogues. These offices should be supervised by governmental bodies ensuring their proper and independent operation.</li> <li>• Ensure that more wind projects are implemented within the framework of energy clusters.</li> <li>• Remove “fixed distance” restrictions and establish rules for minimum distances to residential and other buildings based on real impact on environment and people taking into account impact assessments, monitoring, real measurements of technical parameters e.g. level of noise</li> <li>• Amend and effectuate the legal framework for spatial planning including wind energy zoning.</li> <li>• Set up a community wind energy target complementing official energy targets.</li> </ul>
<b>Procedural Fairness</b>	<ul style="list-style-type: none"> <li>• Establish regional planning offices (see above)</li> <li>• Implement informational and educational campaigns about the local benefits of wind farms.</li> <li>• Support regular surveys about residents’ awareness and attitudes towards wind energy and wind farms.</li> <li>• Establish a Service Centre for Wind Energy (see WinWind Best Practice of Thuringia)</li> <li>• Support informational and educational campaigns carried out by trusted independent organisations</li> <li>• Support the development of centres for education, information and culture located nearby the wind turbines.</li> </ul>
<b>Distributional Fairness</b>	<ul style="list-style-type: none"> <li>• Promote the development of extended land lease agreements.</li> <li>• Enable electricity price discounts for residents living close to wind turbines.</li> <li>• Promote alternative compensatory measures</li> <li>• Promote the development of non-profit civic associations providing co-financing for community projects and initiatives.</li> </ul>
<b>Community Ownership</b>	<ul style="list-style-type: none"> <li>• Develop an effective enabling framework for community ownership and renewable energy communities pursuant to the revised Renewable Energy Directive.</li> </ul>

	<ul style="list-style-type: none"><li>• Ensure that more wind projects are implemented within the framework of energy clusters.</li><li>• Encourage public authorities/municipalities and local leaders to engage more actively in wind energy projects.</li></ul>
<b>Reduction of Environmental Impacts</b>	<ul style="list-style-type: none"><li>• Support informational and educational campaigns carried out by trusted independent organisations.</li><li>• Support the development of a centre for education, information and culture located nearby the wind turbines</li></ul>

### *10.5.2 Recommendations for the WinWind target region Warmian-Masurian Voivodeship*

- Design special areas for wind energy to be included in regional spatial planning documents. The initiative and implementation could be undertaken by the Marshal Office in Olsztyn (capitol of Warmian-Masurian Voivodeship).
- Establish a wind energy service centre in Olsztyn providing information and consultation to citizens and relevant stakeholders. The tasks of such an office could be taken over by the existing Energy Agency of the Voivodeship, supported by regional authorities.
- Undertake wide-scale promotion of wind energy development among energy clusters and energy cooperatives.
- Encourage mayors to act as a initiators of wind energy projects, particularly in the form of energy cooperatives.
- Engage the Warmian-Masurian University in Olsztyn to create a pilot energy cluster to carry out relevant research and encourage regional stakeholders in activities towards RES deployment, including wind energy as well.
- Promote the concept of “fair and inclusive wind energy” in local mass media including newspapers (e.g. Gazeta Olsztyńska).
- Encourage local authorities to compensate those land and property owners who can prove that their property’s value has considerably decreased as a consequence of wind farm developments in their direct vicinity, e.g. by reducing local taxes/fees.
- Encourage wind energy investors to establish wind energy information points which can be visited by interested individuals and stakeholders (e.g. municipal decision-makers, local authorities, citizens etc) of the region.
- Elaborate communication strategies addressing residents and organisations opposing wind farm developments.

- Promote the use of extended land lease pool models, which ensure fair distribution of the income from land lease payments, even for those land owners, who have not installed wind turbines directly on their land. These models are especially useful for agricultural regions like the Warmian-Masurian region.
- Extend the scope of activities of energy advisers acting under the Regional Fund For Environmental Protection and Water Management for educational activities providing independent and reliable information on wind energy and related risks and opportunities.
- Extend the competences of above mentioned energy experts to be facilitators and mediators between developers and local authorities/local communities.
- Make the use of benefit sharing mechanisms more popular:
  - ✓ Promote the creation of non-profit civic associations providing financing for community projects and initiatives.
  - ✓ Create a special purpose fund financed partially from the revenues from wind property tax payments. Citizens could propose ideas to be financed by the fund and could also jointly vote for them.
- Frequently conduct voluntary surveys about citizens' awareness and acceptance of wind energy (responsibility of local authorities)
- Develop informal and voluntary standards for public participation going beyond formal consultation procedures.
- Help disseminate Good practices and organize regional site visits (e.g. to Kisielice Municipality) for residents and authorities.

## 10.6 Spain

### 10.6.1 *Recommendations for the national government*

Recommendations	
<b>Improving Framework Conditions</b>	<ul style="list-style-type: none"> <li>• Inform all stakeholders about the actual costs of supplying electricity (in the islands tariffs are the same but the generation costs are three times of the mainland) and the potential savings of using renewable energies.</li> <li>• Ensure auctions oblige the involvement of local communities.</li> <li>• National policy makers must have a more open view, taking into consideration the social and economic benefits, as well as the opportunities of developing technological activities in regions concentrated on touristic sectors.</li> </ul>
<b>Procedural Fairness</b>	<ul style="list-style-type: none"> <li>• Ensure proactive information dissemination of future project developments explaining the compatibility of using land with other economic activities: agro, animal feeding.</li> <li>• Ensure that directly affected communities have an involvement in the projects, either in the ownership or enjoyment of the benefits.</li> <li>• Promote awareness-raising concerning the benefits of wind energy in the regions/national level.</li> </ul>
<b>Distributional Fairness</b>	<ul style="list-style-type: none"> <li>• Promote local employment for repowering and maintenance of new and existing installations.</li> <li>• Reinforce the technological innovation needed for guaranteeing stable supply of electricity in weak grids.</li> <li>• Use wind energy to create complementary income to compensate seasonal income cycles of municipalities.</li> </ul>
<b>Community Ownership</b>	<ul style="list-style-type: none"> <li>• Promote community ownership by offering a percentage of shares.</li> </ul>
<b>Reduction of Environmental Impacts</b>	<ul style="list-style-type: none"> <li>• Ensure that not only the environmental impacts are assessed, but also the socio-economic impacts.</li> <li>• Introduce monitoring of the actual impacts and corrective means, for instance the use of the most advanced technological devices to minimize negative impacts on avifauna.</li> </ul>

### *10.6.2 Recommendations for the WinWind target region Balearic Islands*

- Ensure proactive dissemination of information about future project developments.
- Promote awareness raising regarding local economic and social benefits of wind farms.
- Reinforce the support of the recently created regional energy agency (Institute Balear d'Energia), by involving it in specific projects.
- Ensure effective implementation of the 2018 Balearic Climate Change Law which prescribes a certain degree of community ownership and fair distribution of benefits from sustainable energy revenues.
- Inform local residents of the actual costs of generating electricity in the Balearic region (given its isolation from the mainland) and therefore the potential benefits of using wind power.
- Put forward innovative projects to guarantee the power supply in the best conditions of safety and quality, including the use of batteries and hybrid projects.
- Provide vocational/technical training courses on how to maintain and install RE projects.
- Explore the possibilities to promote repowering of existing and construction of new plants by co-operatives.
- Ensure that future wind energy developments make use of the most advanced technologies to reduce avifauna damages.
- Promote the Balearic islands as “sustainable islands” and use the label “Sustainable Tourism” to boost the tourism sector.

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## 12 Annex

### Annex 1: Forms of active and passive financial participation of local communities and citizens in wind farms

Active participation of citizens	
<b>Direct</b>	Citizens as owners/stakeholders of the plants (e.g. co-operative, limited liability company, other legal forms etc.)
<b>Indirect</b>	Citizens as creditors/lenders/financers

Passive participation of citizens	
<b>Individuals</b>	Land lease payments for land owners, bonus payments for local residents, special electricity tariffs for local residents
<b>Community level</b>	Community foundations/trusts, community associations, compensation payments for the community, in-kind benefits for the community Municipality as owner of the plant Tax revenues from the operation of wind plants

Source: based on EnergieAgentur NRW: 2014, p.6

## Annex 2: WinWind Principles and criteria for fair wind energy

Principles	Sub-Principles	Criteria
<b>Positive impact on local economy</b>	<b>Local contracting</b>	<ul style="list-style-type: none"> <li>• Include local businesses, workforce and material in wind farm planning, construction, operation/maintenance and decommissioning</li> </ul>
	<b>Local financing</b>	<ul style="list-style-type: none"> <li>• Involve local/regional banks and financing institutions (where existing)</li> </ul>
	<b>Co-operation with regional/municipal energy utility companies</b>	<ul style="list-style-type: none"> <li>• Cooperate with local/regional energy utility companies e.g. by involving them as shareholders, in order to offer host municipalities and citizens electricity price discounts and/or energy efficiency services</li> </ul>
<b>Financial participation of citizens</b>	<b>Active financial participation</b>	<ul style="list-style-type: none"> <li>• Offer citizens, host municipalities and local stakeholders the opportunity of co-ownership (equity)</li> <li>• Ensure that shares are affordable for a broad spectrum of the population in the host municipality/municipalities (low entry barriers)</li> <li>• Ensure that liability of citizens as shareholders is limited to their financial contribution, e.g. by choice of an adequate legal form</li> </ul>
	<b>Passive financial participation</b>	<ul style="list-style-type: none"> <li>• Create pool models for a fair distribution of land lease payments among all landowners who are affected by the planned wind farm</li> <li>• Where possible, ensure that host municipalities benefit from tax payments</li> <li>• Where possible, ensure that host municipalities benefit from voluntary payments of special wind energy fees/levies (e.g. as percentage of the revenues/profit paid to a non-profit community foundation/association)</li> <li>• Offer special electricity price/discounts to the host municipalities/citizens affected (see above)</li> <li>• Develop other benefit sharing mechanisms including compensations, in-kind benefits, infrastructure improvements, other measures oriented towards the Common Good, etc.</li> </ul>

<b>Procedural participation of citizens</b>	<b>Early and transparent communication</b>	<p>Where not required by national legislation,</p> <ul style="list-style-type: none"> <li>• Inform mayor/municipal council as soon as possible, preferably before land securing starts</li> <li>• Develop a Public Engagement Strategy and Action Plan to involve local communities</li> <li>• Provide regular information about the project to the host municipalities and citizens affected (including events addressing municipal council, landowners)</li> <li>• Make use of realistic simulations, visualizations and site visits to existing plants</li> <li>• Provide adequate resources for communication with the host municipalities/citizens (e.g. by establishing a Community Liaison Officer)</li> <li>• Carry out opinion surveys and Socio-Economic Impact Assessment in host community</li> </ul>
	<b>Effective informal participation</b>	<ul style="list-style-type: none"> <li>• Ensure early participation of citizens in planning/permitting processes</li> <li>• Organise community participation throughout all project stages (planning, pre-application, application/permitting, construction, operation and decommissioning)</li> <li>• Ensure that local citizens can participate (e.g. via Joint Working Groups of developer, municipality and local stakeholders, Consultative Boards etc.)</li> <li>• Ensure procedures for continuous developer/community dialogue and avoid one-directional distribution of information</li> <li>• Ensure meaningful participation and engagement going beyond formal stakeholder consultation, enabling local communities to affect project outcomes</li> </ul>
<b>Minimize the impact on landscape, wildlife and biodiversity</b>	<b>Minimize impacts on the local landscape</b>	<ul style="list-style-type: none"> <li>• Where not required by national legislation, take measures to mitigate/compensate interference into landscape preferably onsite (including financial compensations)</li> <li>• Ensure restoration of the used land</li> <li>• Reduce acoustic emissions of wind turbines and avoid additional traffic as far as possible</li> <li>• Minimise impact on the landscape by repowering of wind farms</li> <li>• Use sites already exploited for wind energy (concentration principle) and degraded areas</li> </ul>

	<p><b>Minimise impacts on wildlife and biodiversity</b></p>	<ul style="list-style-type: none"> <li>• Involve environmental NGOs as early as possible in the planning process</li> <li>• Minimize impacts on fauna and flora by sensitive wind turbine siting and design</li> <li>• Avoid siting of wind turbines in protected areas with a less restrictive protection status (e.g. buffer and transition zones of biosphere reserves, NATURA 2000 areas)</li> <li>• Respect buffer zones around protected areas</li> <li>• Reduce the density of wind farms to minimise collisions with birds and bats</li> <li>• Use technical and operational measures to reduce impact on wildlife (e.g. anti-reflexive coatings, temporary shutdowns to protect birds and bats)</li> <li>• Where not required by national legislation, take measures to mitigate/compensate interference on wildlife preferably onsite (including financial compensations)</li> </ul>
<p><b>Credibility and trustworthiness of developers</b></p>	<p><b>Orientation towards the Common Good</b></p>	<p>In addition to the measures proposed above</p> <ul style="list-style-type: none"> <li>• Take concerns and complaints from local citizens and stakeholders seriously</li> <li>• Report publicly on community benefits, shared ownership, queries and complaints received/addressed etc., for instance, in the frame of sustainability reporting</li> </ul>
	<p><b>Voluntary measures</b></p>	<ul style="list-style-type: none"> <li>• Take voluntary measures going beyond legally prescribed minimum requirements (e.g. voluntary setbacks exceeding the legally prescribed minimum setbacks, voluntary Environmental Impact Assessment, voluntary Socio-Economic Impact Assessments etc.)</li> <li>• Where available, join voluntary labeling initiatives for developers/operators of wind farms</li> </ul>

[www.winwind-project.eu](http://www.winwind-project.eu)  
[info-winwind@PolSoz.FU-Berlin.de](mailto:info-winwind@PolSoz.FU-Berlin.de)  
@winwind\_eu  WinWind project

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