



Fit for 55

**Energy Efficiency Directive recast (2023) –
energy poverty provisions**

**Energy Efficiency Academy
5 June 2024, Webinar**

**Energy Efficiency Unit, DG ENER.B2
European Commission**

Energy Efficiency Directive (EED) recast

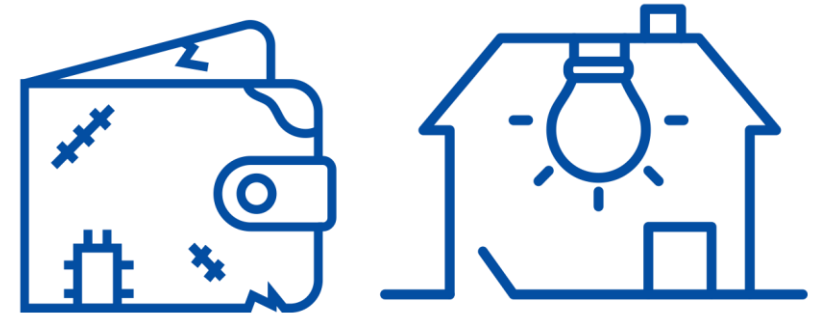
- Energy efficiency identified as the most effective solution to alleviate energy poverty and overcome some of the potential negative distributional impacts of pricing measures
- EED recast introduces:
 - First-ever EU definition of energy poverty (Article 2)
 - End-use energy savings obligation sub-target (Article 8): requirement to achieve a share of total amount of energy savings among vulnerable groups (share at least equal to the share of households in energy poverty as notified in NECP or using four indicators)
 - Prioritisation, higher protection and empowerment of vulnerable customers (Article 22 and new Article 24)

Beneficiaries: people affected by energy poverty, vulnerable customers, people in low-income households and, where applicable, people living in social housing

Energy poverty definition

A household's **lack of access to essential energy services** where such services provide basic levels and decent standards of living and health, including adequate heating, hot water, cooling, lighting, and energy to power appliances, in the relevant national context, existing social policy and other relevant national policies, caused by a **combination of factors**, including at least **non-affordability, insufficient disposable income, high energy expenditure and poor energy efficiency of homes.**

Article 2(52), EED recast



Beneficiaries – target groups

People affected by energy poverty

Relates to the definition of energy poverty set out in Article 2(52) EED recast, which refers to the relevant national context. Each Member State may thus adopt its own legal definition of energy-poor households.

Vulnerable customers (take into account final user)

The concept of "vulnerable customers" is set out in Article 28(1) of the Directive (EU) 2019/944:

The concept of vulnerable customers may include income levels, the share of energy expenditure of disposable income, the energy efficiency of homes, critical dependence on electrical equipment for health reasons, age or other criteria.

People in low-income households (no definition in EU law)

Indicator of at-risk-of-poverty rate mentioned in Article 8(3) of the EED recast refers to the threshold of 60% of the national median equivalised disposable income after social transfers.

People living in social housing (no definition in EU law)

Residential rental accommodation provided at sub-market prices targeted and allocated according to specific rules, such as identified need or waiting lists

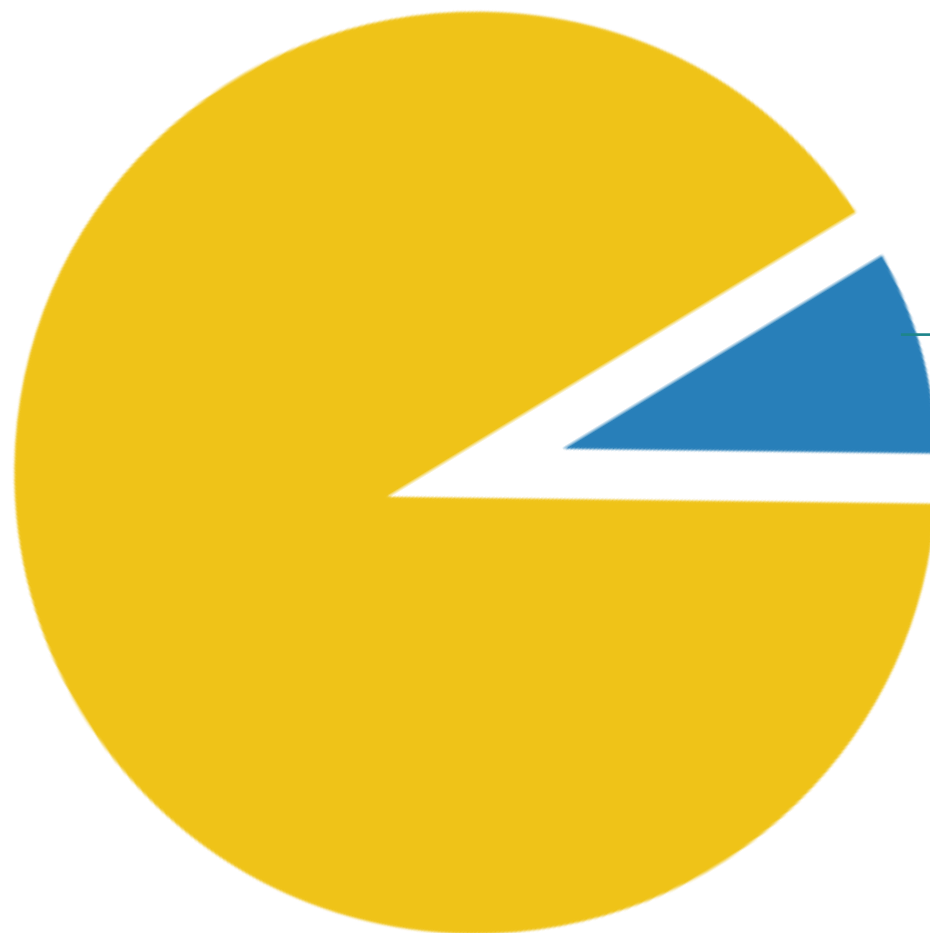
Article 8: Energy savings obligation

Stepwise increase
in annual cumulative
energy savings
obligation in end use:

1.3% as of 2024

1.5% as of 2026

1.9% as of 2028



**Just transition
sub-target:**

Achieve share of the
total amount of energy
savings among
vulnerable customers
and energy poor

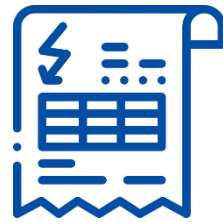
**Member
States to
define**

Savings coming from direct fossil fuel combustion progressively excluded

Article 8 – Indicators to establish share of energy poor



Inability to keep home adequately warm (Eurostat, SILC [ilc_mdcs01]);



Arrears on utility bills (Eurostat, SILC, [ilc_mdcs07]);



Total population living in a dwelling with a leaking roof, damp walls, floors or foundation, or rot in window frames or floor (Eurostat, SILC [ilc_mdho01]);



At-risk-of-poverty rate (Eurostat, SILC and ECHP surveys [ilc_li02]) (cutoff point: 60 % of median equivalised income after social transfers.

Article 24: Empower and protect vulnerable groups

Empower and protect energy poor and vulnerable customers

Both *final customers* and *final users*

SCF

Implement EE measures and related consumer protection or information measures **as a priority among vulnerable groups**

Implement EE measures to **mitigate distributional effects** of other policies

Make **best possible use of public funding** (national and EU level) and carry out early, forward-looking investments in EE



Temporary direct income support to households and transport users

Structural investments that reduce emissions in transport and buildings to reduce costs for vulnerable households

Establish a **network of experts** to develop strategies for implementing EE improvement measures to alleviate energy poverty

Article 22: Information and awareness raising

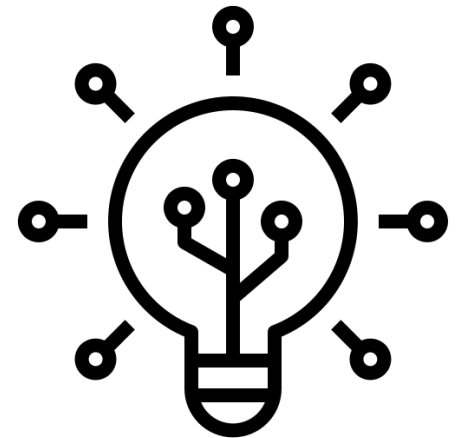
Disseminate **information** on available energy efficiency improvement measures, individual actions and financial and legal frameworks to all relevant market actors

One-stop shops



Create **one-stop shops** or similar mechanisms for the provision of technical, administrative and financial advice and assistance to final customers and final users, especially households, SMEs and microenterprises

- provide holistic support to all households, **with a particular focus on households affected by energy poverty** and on worst performing buildings





Thank you

[EUR-Lex - 32023L1791 - EN - EUR-Lex \(europa.eu\)](#)



ODYSSEE-MURE

Energy Poverty in ODYSSEE-MURE

Target Groups and Measures for Energy Poverty Alleviation

Current Approaches, Insights, Limitations and Suggestions

Webinar on energy poverty in the context of the EED: Wednesday 5th June

Samuele Livraghi and Jean-Sébastien Broc
Institute for European Energy & Climate Policy



SUSTAINABLE ENERGY DAY

Net-zero energy solutions for a competitive Europe

#EUSEW2024

Outline

- Measures reported under Energy Poverty
- Reporting for Energy Poverty under the EED
- Best practice examples: IE & LU
- Identified target groups

Measures reported under Energy Poverty

The database includes policies and measures in the countries covered as well as for the European Union as a whole, which aim at the improvement of **energy efficiency** in the end-use sectors for households, industry, transport and services.

Measures that do not deal with energy efficiency (e.g., aids for energy bills such as social tariffs or energy vouchers; measures to protect from disconnection) are usually not reported in MURE.

107 Measures reported under Energy Poverty

[more measures will be added in the coming weeks]

14 completed

84 ongoing

8 proposed advanced

1 proposed medium long-term

24 categorized as “aiming mainly or exclusively at EP”

83 categorized as “including an important component addressing EP”

Benchmark: data in NECPRs 2023

NECPR = National Energy and Climate Progress Reports ; available on [Reportnet](#)

About policy measures and energy savings reported to Article 7 EED (Member States' energy savings obligation):

- **20 Member States** mentioned that **at least one of their policy measures** or group of measures is contributing to energy poverty alleviation
with a total of 42 policy measures or group of measures
- But only 12 Member States reported an amount of **energy savings** related to energy poverty alleviation
for a total of 14 policy measures or group of measures
534 ktoe/year of new savings (95% comes from the French scheme)
(i.e. 5% of the 10384 ktoe/year from all measures)

Reminder: NECPR 2023 is about energy savings achieved in 2021

(so BEFORE the new EED = reporting on 'energy poverty' savings was voluntary)

Energy Poverty under the EED recast

Energy Poverty defined in EED:

‘energy poverty’ means a household’s lack of access to essential energy services, where such services provide basic levels and decent standards of living and health, including adequate heating, hot water, cooling, lighting, and energy to power appliances, in the relevant national context, existing national social policy and other relevant national policies, caused by a combination of factors, including at least non-affordability, insufficient disposable income, high energy expenditure and poor energy efficiency of homes. ¹

¹ Art. 2 (52) of the new Energy Efficiency Directive (EU) 2023/1791

<https://www.measures.odyssee-mure.eu/energy-efficiency-policies-database.html#/>

MUREII **MURE DATABASE**

Database Radar graph Summary Table

Search ⓘ :
Enter text to search in measures

Sector : ⓘ :
Select...

Countries :
Select...

Search

Clear All

More options

By default only ongoing measures are selected. For visualizing completed and proposed measures, click on "more options/status"

Welcome to the MURE database on energy efficiency measures in the European Union (plus Norway, Switzerland, UK and Energy Community Contracting Parties*).

The database includes policies and measures in the countries covered as well as for the European Union as a whole, which aim at the improvement of energy efficiency in the end-use sectors for households, industry, transport and services.

The left menu provides several options for searching the database. Policies are organised by sector, country and measure type. Click on "More options" to access further search parameters to refine your query. The results are shown on the right. Once selected, click on the measure title to get more detailed information on the measure or on the "more det" shown in the list.

If you have any comments or questions about the database, feel free to contact us:

* Albania, Bosnia-Herzegovina, Montenegro, North Macedonia, Kosovo, Serbia, Georgia, Moldova and Ukraine.

mure@odyssee-mure.eu

MUREII

Impacts

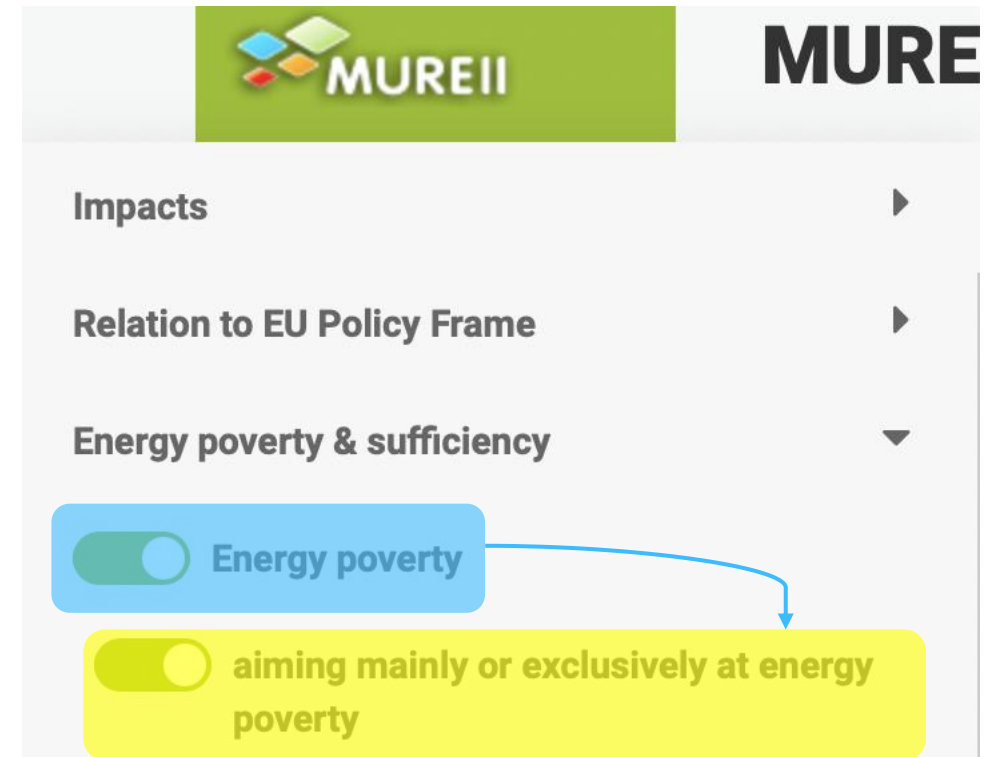
Relation to EU Policy Frame

Energy poverty & sufficiency

☒ Energy poverty

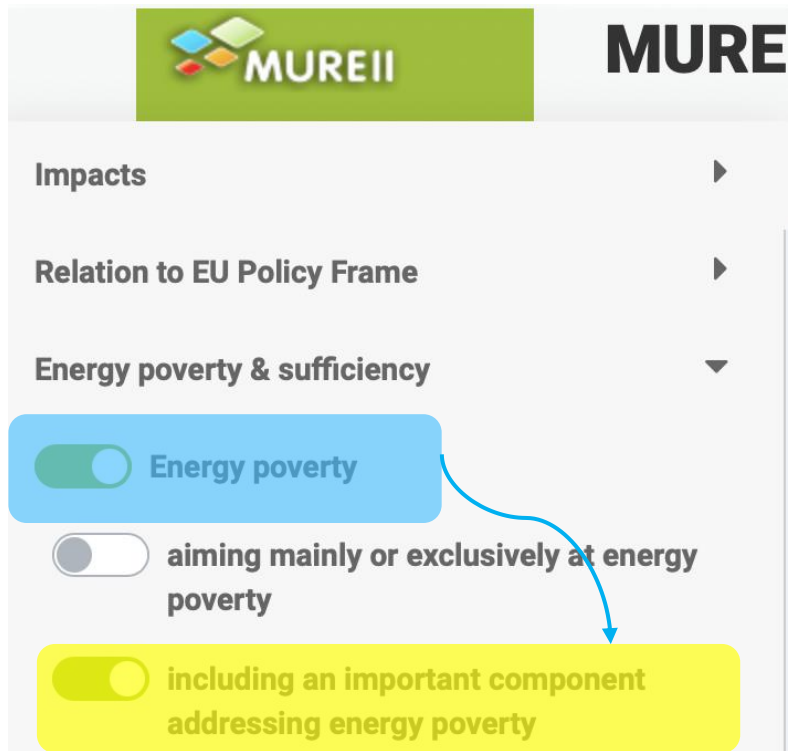
Reporting measures aiming mainly or exclusively at Energy Poverty

- designed and **targeted to directly address energy poverty** by alleviating the conditions and causes of energy poverty in affected households
- eligibility criteria focus the measure on **priority groups**. Examples may include *dedicated energy assistance programs, subsidies for energy-efficient appliances for low-income households or vulnerable groups.*



The screenshot shows the MUREII reporting interface. At the top, there is a header with the MUREII logo and the word 'MURE'. Below the header, there is a list of filters: 'Impacts', 'Relation to EU Policy Frame', and 'Energy poverty & sufficiency'. The 'Energy poverty & sufficiency' filter is expanded, showing two options: 'Energy poverty' (which is selected) and 'aiming mainly or exclusively at energy poverty' (which is not selected). A blue arrow points from the 'Energy poverty' option to the 'aiming mainly or exclusively at energy poverty' option.

Reporting measures including an important component addressing Energy Poverty



MUREII MURE

Impacts ▶

Relation to EU Policy Frame ▶

Energy poverty & sufficiency ▼

☒ Energy poverty

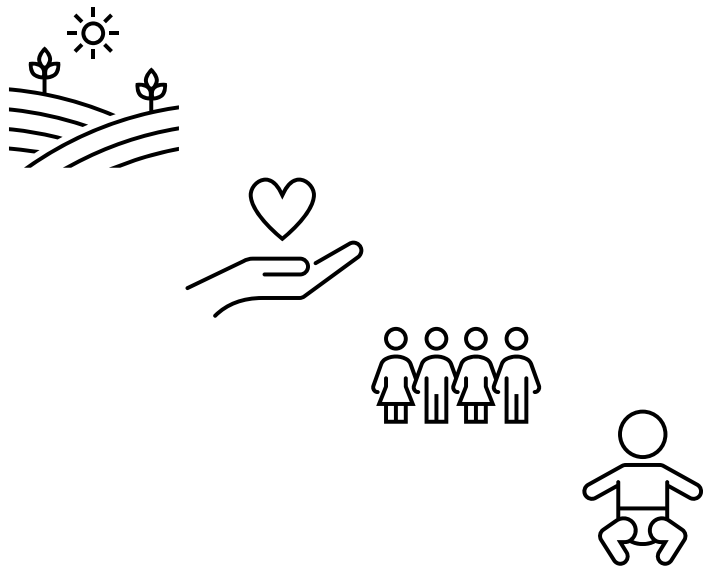
☐ aiming mainly or exclusively at energy poverty

☒ including an important component addressing energy poverty

- broader objectives but incorporate a significant component aimed at addressing energy poverty.
- not exclusively focused on energy poverty or priority groups, but they include elements or provisions related to energy poor households or other priority groups.
- Such as: *higher grant rates for low-income households in general renovation programmes, promoting energy efficiency in social housing, energy advice service free for vulnerable households whereas with a fee for other households.*

Overview of vulnerable groups identified in reported policies

Priority groups are generally identified according to existing criteria



Such as

- Low-income households
- People with disabilities
- People that get access to social benefits
- Families with Children
- Pregnant People

Offering support to priority groups: notable examples

Warmer Home Scheme (IE): provides free home energy upgrades to homeowners who get certain social welfare payments to improve the energy efficiency and warmth of the house.

- BER of C,D,E,F or G
- Eligibility based on social welfare payments:
 - Fuel Allowance
 - Working Family Payment
 - Jobseeker's Allowance for over 6 months and have a child aged under 7
 - Disability Allowance for over 6 months and have a child aged under 7
 - Domiciliary Care Allowance
 - One Parent Family Payment
 - Carer's Allowance and you must live with the person you care for



EE policy packages targeting priority groups

Individual Housing Assistance Scheme (LU), including:

→ improvement bonus for the upgrading, transformation, renovation, sanitation and creation of housing: based on income

→ Interest grant for a “climate loan”

→ Interest grant for housing improvements, also income-based

Type of domestic community	AS		AI	RI	RS
	Maximum rate of aid provided for in Article 26(1)	Maximum rate of aid provided for in Article 26(2)	Minimum rate of aid	Income ceiling for maximum aid	Income ceiling for minimum aid
				Annual net income (in euros)	Annual net income (in euros)
Single person	40%	100%	10%	2,805	4,467
Domestic community without dependent children	40%	100%	10%	4,207	6,858
Domestic community with 1 dependent child	40%	100%	10%	5,329	8,092
Domestic community with 2 dependent children	40%	100%	10%	6,451	9,151
Domestic community with 3 dependent children	40%	100%	10%	7,573	9,944
+ per additional dependent child	/	/	/	+ 841	+1 108

THANK YOU!



More : <https://www.measures.odyssee-mure.eu/energy-efficiency-policies-database.html#/>



Two more webinars are coming



samuele@ieecp.org; jsb@ieecp.org



<https://ieecp.org/topics/energy-poverty/>



Examples about energy efficiency policies targeting priority groups

05/06/2024

Solenne TOUM



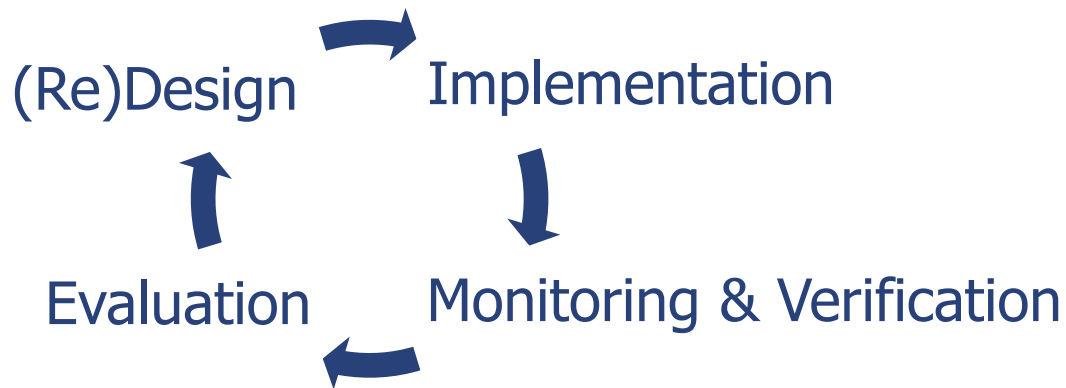
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ENSMOV Plus in a nutshell

➤ Support for the **implementation of Article 7 > 8 EED**

➤ Target groups: **public authorities & agencies, and stakeholders** (energy companies, ESCos, ...)

➤ Scope: **whole policy cycle**



14 partners from 12 countries

8 public authorities, agencies or institutes



2 national associations of stakeholders



4 research labs or think tanks



ENSMOV^{PLUS} The online platform

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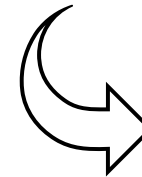
Field

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Field

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Examples about energy efficiency policies targeting priority groups



- France's experience with the 'energy poverty' white certificates



- Belgium: Wallonia's policy package to tackle energy poverty



- Review of European projects



- Ireland's experience with energy poverty targeting



- Measures to tackle Energy Poverty in Greece






- Netherlands - Specific Benefit (SpUk) Local Approach Isolation



- Slovenia's Eco Fund programme to alleviate energy poverty (ZER call)

Cross analysis of France's and Wallonia's experiences with energy efficiency policies targeting priority groups

Overview of the policies

 FRANCE	 WALLONIA 
<p>Sub-target related to energy poverty in the French WhC scheme :</p> <ul style="list-style-type: none"> • Standardized deemed savings • Accompanying programs • Targeting based mostly on the income of the household 	<p>energy efficiency policies under the responsibility of the regions :</p> <ul style="list-style-type: none"> • Measures to provide specific support • Grant scheme for energy renovation of dwellings • Priority groups defined by income and social situation (dependent children, persons with disabilities, elderly individuals...)
Centralized System	Decentralized System

Overview of the policy package

Provisions to **give equitable access** to the main financing schemes for building renovations

- For all **homeowners**
- More support for lower income
- Grant + loan (Rénopack)

+ specific schemes with targets

Housing grants

Rénopack

**Small works grants
without audit**

Rénopack SWCS

**Social housing
renovation plan**

Social housing bodies

MEBAR II:
Energy Investment Aid for
Low Income Households
(owners or tenants)

CPAS - Public Centres of Social Action (social workers)

PAPE:
Preventive Energy Action
Plan (tailored support to
vulnerable households)

What are « Energy Poverty White Certificates » in France?



Sub-target related to energy poverty in the French WhC scheme
Represents 57 % compared to the classic obligation for the current period



Implemented from 2016 as a consequence of the Law on energy transition for green growth *(before: special programme and bonus factor)*

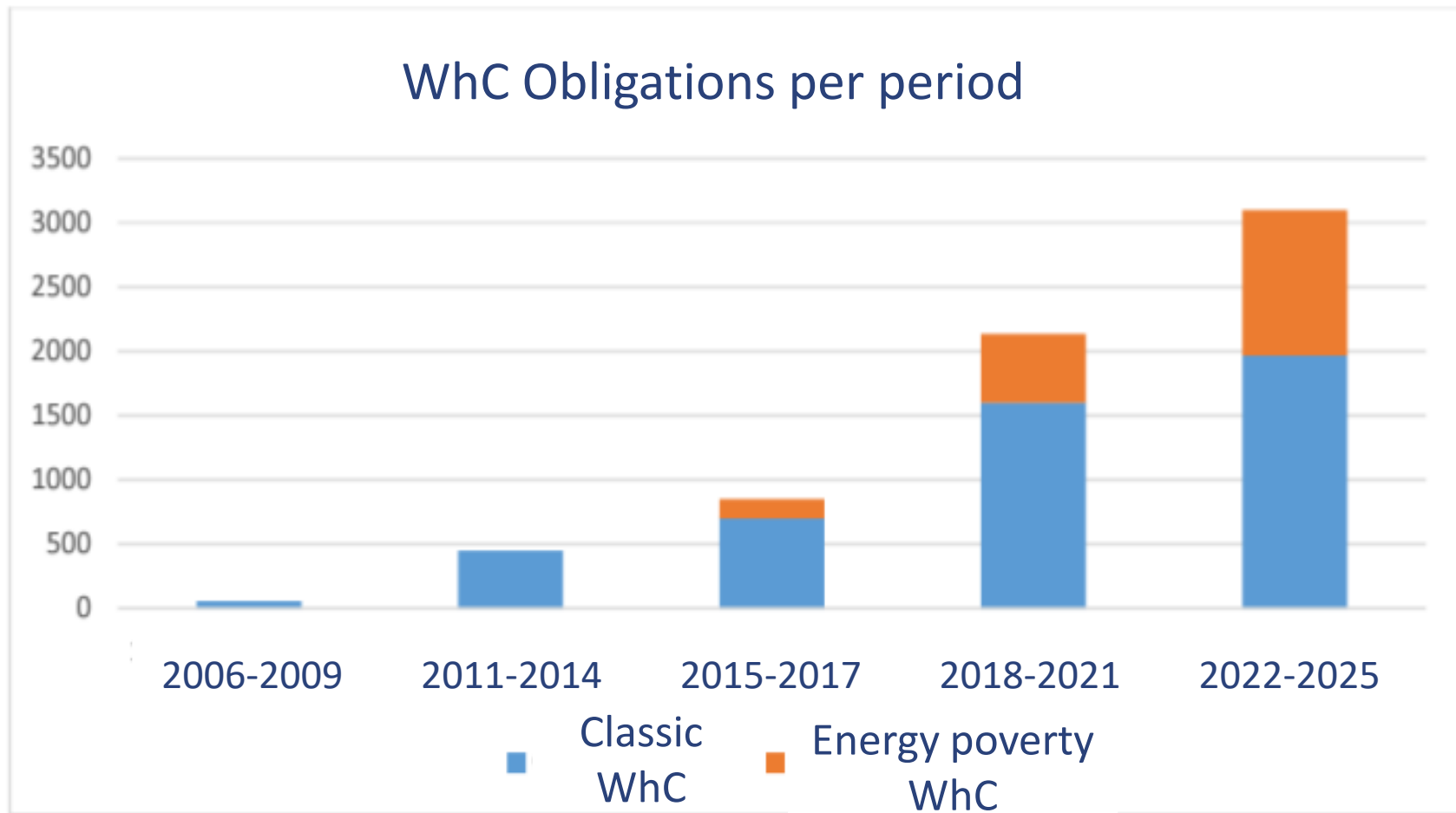


Energy efficiency actions among low-income households



Specific type (and register) of WhC : « Energy Poverty WhC »

Reminder of obligations for the 5th period (2022-2025)



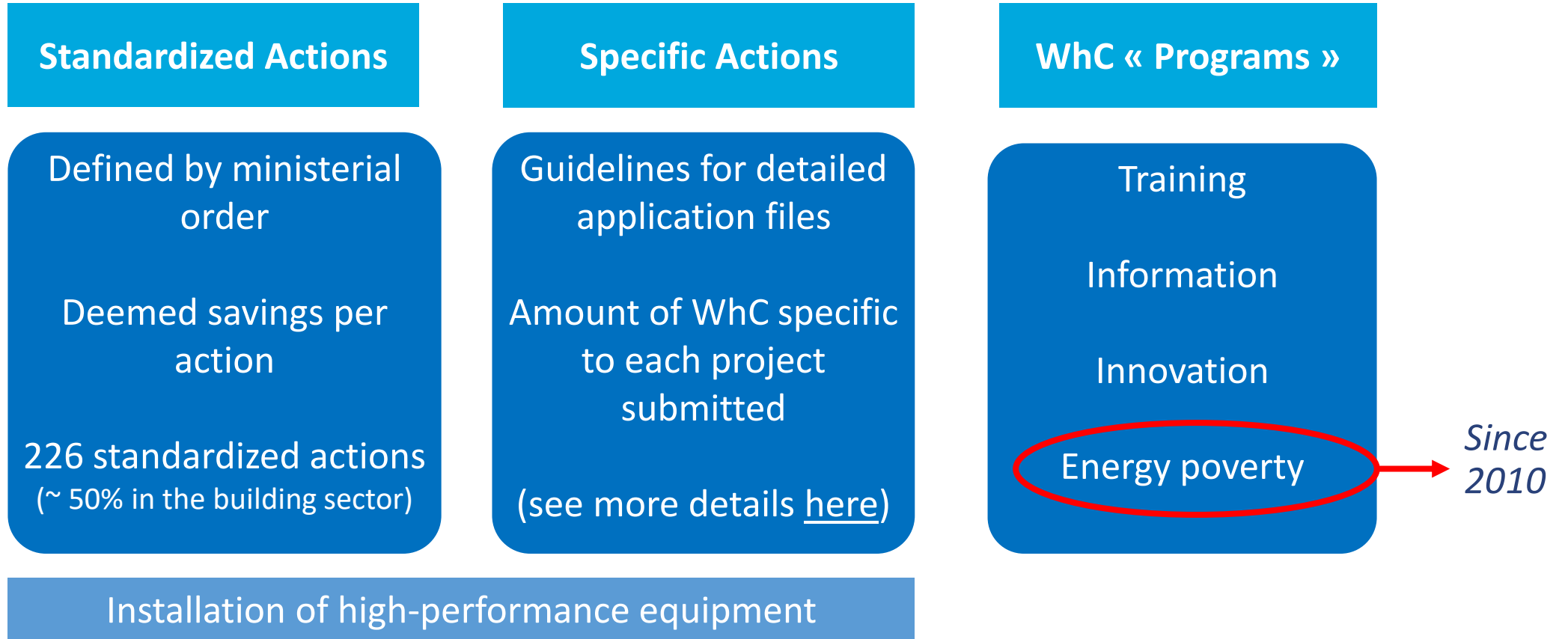
Classic WhC target
1970 TWhcumac

Energy poverty WhC target
1130 TWhcumac

Total target for the 5th period
3100 TWhcumac

Quick reminder about the French obligation scheme

How to produce white certificates?



Criteria to define households eligible to 'energy poverty' WhC

Eligibility criteria of a household to be considered eligible to energy poverty WhC:

The household's
income



The number of persons
of the household



The place where the
household lives



- The income thresholds are published by the French Ministry by ministerial order and updated each year
- For works done in social housing, the French ministry also publishes by ministerial order ratios by localities (which can be used instead of the three criteria)

Criteria to define households eligible to 'energy poverty' WhC

Number of persons in the household	Household's income (Paris region) (€)	Household's income (Other region) (€)
1	23 541	17 009
2	34 551	24 875
3	41 493	29 917
4	48 447	34 948
5	55 427	40 002
Par personne supplémentaire	6 970	5 045

- Major change of the definition since the 1st of January 2022 in order to better focus on the lowest income deciles (D1-D2)

A 4-members household living in Paris region and with a yearly income of 48k€ is eligible to energy poverty WhC

How are the priority groups identified?

1) Financing schemes for homeowners

Income data provided by the fiscal administration (unless the applicant does not want)

Data on the building provided by the land register

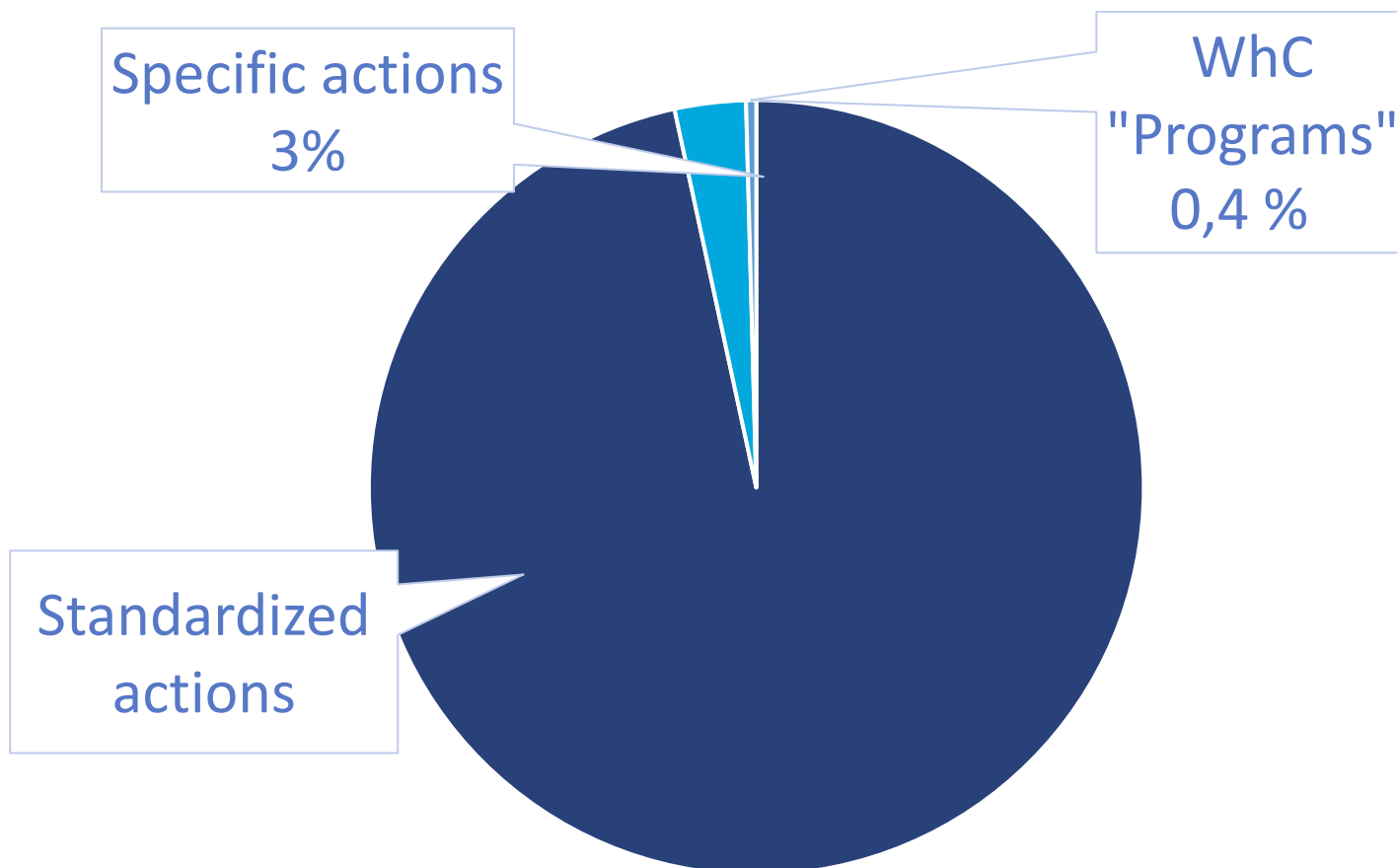
2) MEBAR and PAPE

Process managed by social workers (including the collection of the documents needed)

3) Social housing

Prioritization based on buildings' energy performance (and need for works)

Repartition of Energy poverty WhC issued in 2022-2023 (first years of the 5th period)



The energy poverty WhC are mostly issued from standardized actions

Programs mostly help to support the most in needs and hard-to-reach. They may also help to trigger standardized actions.

Examples of accompanying programs



SLIME +

Volume : 7 016 GWhc

Budget : 56,13M€

Date of end : 31/12/25

The SLIME program aims to massively improve the identification, referral and support of households in energy poverty.

TOITS D'ABORD 2



Volume : 1 000 GWhc

Budget : 8M€

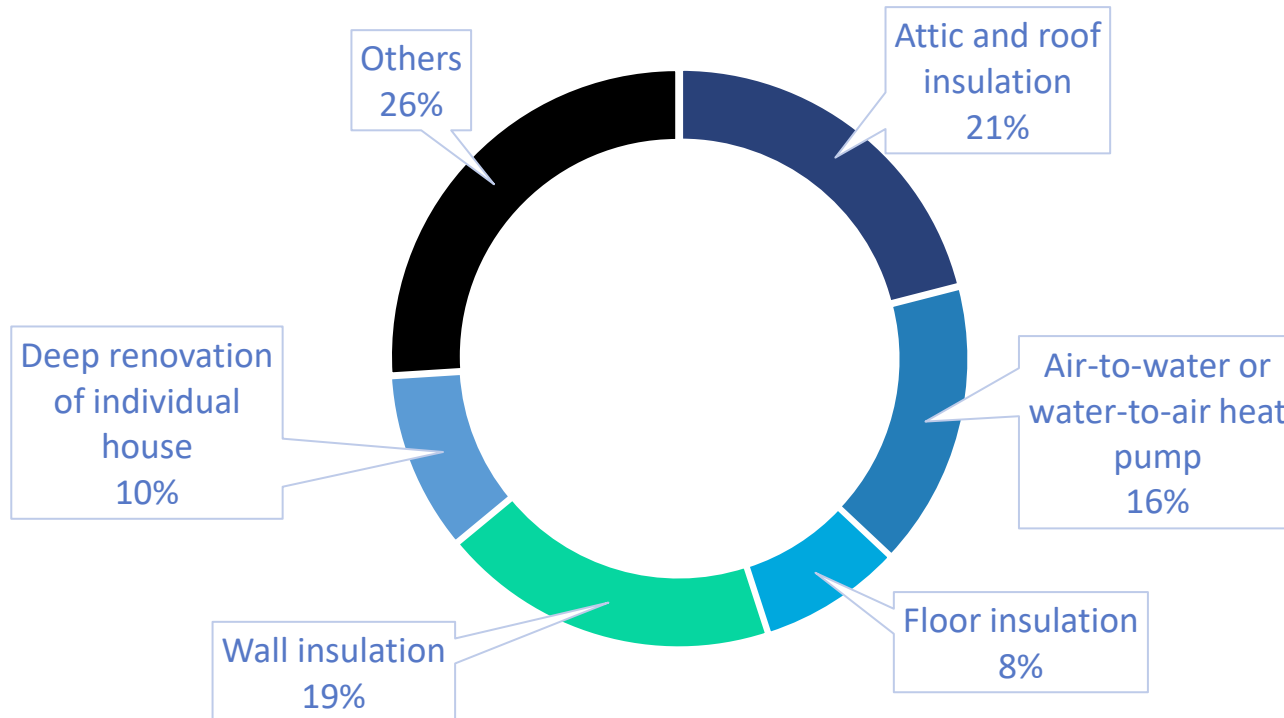
Date of end : 31/12/26

The Toits d'Abord 2 program aims to support the production of “very social” and very high energy performance rental housing, built and/or managed by state-approved associations.

Figures about Energy poverty White Certificates

Top 5 standardized action used to produce Energy poverty WhC

(Between 1 January 2022 and 31 January 2024)



Delivery of energy poverty WhC:

- 1 521 TWhc since the scheme began
- 1 346 TWhc since 1st of January 2018
- 480 TWhc since 1st of January 2022

Rough estimation :

For 1 TWhc produced, 5 M€ is invested in energy efficiency renovation toward household in situation of energy poverty

Energy savings in 2021 (NECPR 2023)

Package '**Tackling energy poverty**'

2.85 ktoe/year

100% reported as alleviating energy poverty

MEBAR II, PAPE and social housing

Package "**Walloon long term buildings renovation strategy**"

9.64 ktoe/year

33% reported as alleviating energy poverty (3.24 ktoe/year)

Grant schemes

2021 total of new annual savings "alleviating energy poverty" = 6.09 ktoe/year

7.5% of the new annual savings reported by Wallonia for 2021

Mains conclusions

Two main types of energy efficiency policies targeting priority groups which are complementary:

- **Large schemes to mitigate distributional effects** (France, Ireland, Greece...) : The energy poverty is a sub-target of a larger policy
 - **Specific schemes to provide tailored support to the most in need** (Wallonia, Netherland,...) : several smaller policies on specific issues
-

Thank You!

Contact:



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Target group

Low-income households (owners or tenants)

Eligibility criteria

Income threshold
(max +30% above social integration income)

Interventions

Application prepared by social workers (local Public Centre of Social Action - CPAS)

Max grant = 2000 EUR
(possibly doubled for some action types)

List of eligible action types (all energy-related)

Differentiation

Measure **specifically focused** on low-income households and on energy

In case of tenants:

- Works shall be approved beforehand by the owner
- The owner cannot increase the rent in the next 30 months

Target group

Vulnerable households
(experiencing precariousness)

Eligibility criteria

Social workers focus the support on households receiving the social integration income

Interventions

Tailored support (energy assessment and advice, home visits, low-cost energy saving actions and complementary support for actions subsidised by other schemes)

All managed by the CPAS (local Public Centres of Social Action)

Budget of about 250 euros per household supported

Differentiation

Measure **specifically focused** on tackling energy poverty, prioritizing households the **most in needs**

Scope and objective

Public and social housing = 110 000 dwellings (7% of the housing stock)

Objective = renovating 55 000 dwellings (i.e. **half** of the public and social housing stock) **up to a B label by 2030**

Focus

Dwellings managed by public housing companies, older than 10 years and not significantly renovated in the past 10 years, with **priority on F- or G-label**

Differentiation

Measure focused on social housing, therefore benefitting to tenants of social housing.

+ **support to the tenants** throughout the renovation process, with funding allocated for assistance and actions to encourage participation

Interventions

deep renovations
(about 46 700 euros per dwelling)



MAR'

Mon accompagnateur France Rénov'

Volume : 40 TWhc (50% dedicated to energy poverty)

Budget : 300 M€

Date of end : 31/12/26

The MAR' program aims accompany the households for increasing the deep renovation dynamics.

FGRE

FGRE

Fonds de garantie pour la rénovation énergétique

Volume : 3 000 GWhc

Budget : 19 M€

Date of end : 31/12/24

Warranty for about 35 000 eco-loans, 2 500 «mutation advance » loans et 6 500 loans for multi-housings households.

<https://www2.sgfgas.fr/web/site-public/fgre>