

ADDRESSING ENERGY POVERTY IN THE ENERGY COMMUNITY CONTRACTING PARTIES

Factsheets on status and
policies and measures



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* Throughout this Implementation Report, this designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo declaration of independence.

Foreword

Energy is essential to our daily lives. We rely on it for adequate heating, cooling, and lighting in our homes to ensure a decent standard of living. It also safeguards our health.

Protecting vulnerable consumers and addressing energy poverty are crucial elements of energy market reforms and the green and just energy transition in Europe. Over the years, the energy policy and regulatory framework aiming at supporting vulnerable and energy-poor individuals has been significantly strengthened at both the European Union level and for the Energy Community Contracting Parties.

Recent developments at the EU level include the introduction of the first EU-wide definition of energy poverty, along with provisions prioritizing energy efficiency and building renovation measures for energy-poor and vulnerable groups, as outlined in the revised EU Energy Efficiency Directive (EED)¹. The EED also sets a framework for a strengthened empowerment of energy consumers through a series of wide-reaching measures. The Commission Recommendation on Energy Poverty² further elaborates on structural measures and governance for addressing energy poverty, including the importance of incorporating the Recommendations into the National Energy and Climate Plans (NECPs).

Adapted and adopted for the Energy Community, the Contracting Parties' legal framework with regards to energy poverty relies on several key regulations: the **Electricity Directive (EU) 2019/944**³,

the **Gas Directive 2009/73/EC**⁴ and the **Governance Regulation (EU) 2018/1999**⁵. These regulations provide a foundation not only for energy markets integration and the transition to clean energy but also for identifying and tackling energy poverty.

According to the Electricity and Gas Directive, each Contracting Party must define "vulnerable consumers," which may include references to energy poverty and prohibiting disconnections during critical times. The Directives ensure safeguards for vulnerable consumers, including measures to guarantee the necessary electricity/gas supply to vulnerable consumers, or providing for support for energy efficiency improvements, as well as the protection of final consumers in remote areas connected to electricity/gas systems.

Furthermore, the **Electricity Directive** expands the definition of vulnerable consumers in Article 28. It specifies that the concept of vulnerable consumers may include criteria such as income levels, the share of energy expenditure relative to disposable income, home energy efficiency, critical dependence on electrical equipment for health reasons, age, or other factors. Article 29 requires Contracting Parties to establish a set of criteria for defining energy poverty, which may include low-income, high-energy expenditure relative to disposable income, and poor energy efficiency.

The **Governance Regulation** requires Contracting Parties to develop integrated National Energy and Climate Plans. Article

¹ Directive (EU) 2023/1791 of the European Parliament and of the Council of 13 September 2023 on energy efficiency and amending Regulation (EU) 2023/955 (recast).

² Commission Recommendation (EU) 2023/2407 of 20 October 2023 on energy poverty.

³ Directive (EU) 2019/944 of 5 June 2019 on common rules for the internal market for electricity, as adopted by Ministerial Council Decision 2021/13/MC-EnC of 30 November 2021.

⁴ Incorporated and adapted by Ministerial Council Decision 2011/02/MC-EnC of 6 October 2011 on the implementation of Directive Directive 2009/73/EC of 13 July 2009 concerning common rules for the internal market in natural gas and repealing Directive 2003/55/EC.

⁵ Ministerial Council Decision 2021/14/MC-EnC of 30 November 2021 on incorporating Regulation (EU) 2018/1999 in the Energy Community *acquis Communautaire*.

3 mandates the countries to assess the number of households in energy poverty, considering essential domestic energy services, national living standards and existing social policies. In case of a significant number of energy-poor households, countries must establish a national indicative objective to reduce energy poverty and outline the policies and measures to address energy poverty, including social policy measures and other relevant national programs. Furthermore, Article 24 requires Contracting Parties to include in their progress reports: (a) information on progress towards the national indicative objective to reduce energy poverty, and (b) quantitative data on the number of households in energy poverty, along with details on policies and measures addressing energy poverty.

The challenge of achieving just and fair decarbonisation of the energy sector has been intensified by the energy crisis of the previous years, which has particularly affected the living standards of poorer citizens. To support the Western Balkans in mitigating the immediate socio-economic impact of the energy crisis, and to enhance resilience and facilitate the clean energy transition, the European Commission provided a €1 billion Energy Support Package in 2023. The measures implemented by the Contracting Parties should, among other, facilitate the access to and acceptance of energy transition by all citizens, including the energy poor.

In the framework of its Centre for Alleviating Energy Poverty, the Energy Community Secretariat developed the **Policy Guidelines on identifying and addressing energy poverty**⁶ in 2022. One year later, the Secretariat published the report **Protection of vulnerable households in the Western Balkans Contracting Parties in the context of rising energy prices and the EU Energy Support Package**⁷.

In December 2022, to enhance support for addressing energy poverty effectively, the Secretariat established the **Energy Poverty Coordination Group**. Comprising representatives from ministries responsible for energy policy and social affairs, this Group fosters collaboration between national authorities in the Contracting Parties and engages with other European institutions and organizations focused on energy poverty. It

serves as a platform for sharing current developments, best practices, and for identifying effective long-term measures to address and reduce energy poverty.

With the assistance of the Group, the following report was prepared, and it will be updated regularly.

The report includes Contracting Party-specific factsheets, which serve as a tool to track and compare the implementation status of energy poverty legislation, policies, measures, and data availability.

The factsheets comprise six sections. The first section tracks the status of energy poverty recognition, including whether there is a legal definition of energy poverty or vulnerable customers, national targets to reduce the number of energy-poor households, the legal and institutional framework in place, and the availability of a database registering energy-poor or vulnerable customers.

Based on the Energy Communities Energy Poverty Guidelines⁸, the second section monitors the availability of therein listed short-term and long-term energy poverty policies and measures.

This is followed by a table detailing the available energy poverty policies and measures, including brief explanations, the number of households covered, and the expenditure for each policy and measure, if available.

Next, the factsheets summarize how energy poverty has been addressed in the Contracting Parties' National Energy and Climate Plans and provide an overview of the National Energy and Climate Plans recommendations by the Energy Community Secretariat.

The last two sections include a list of publications and useful links on the topic, as well as data visualization. Regarding the data, the factsheets only show energy poverty indicators available under the Energy Poverty Advisory Hub, including the following indicators: Population living in dwellings with leaks, damp, and rot; Arrears on utility bills; Inability to keep homes adequately warm; Housing cost overburden rate; and the Population considering their dwellings too dark.



Artur Lorkowski
Director, Energy Community Secretariat

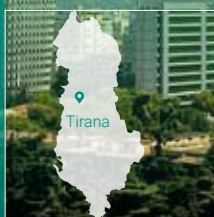
⁶ https://www.energy-community.org/dam/jcr:56632fbf-baf6-49c5-ad23-d997b552e1e6/PG2022-02-ECS_poverty-082022.pdf

⁷ https://www.energy-community.org/dam/jcr:2a73dc15-48e4-41d5-8a14-021dc4513b19/Energy%20Support%20Package%20Report_2023_Final_UPDATED.pdf

⁸ https://www.energy-community.org/dam/jcr:56632fbf-baf6-49c5-ad23-d997b552e1e6/PG2022-02-ECS_poverty-082022.pdf





ALBANIA



A definition of energy poverty, monitoring system and measures to eliminate energy poverty are planned within the National Energy and Climate Plans. The Strategic Plan for the electricity sector mentions the goal of conducting a study on vulnerable consumers and setting up an inter-institutional working group for developing criteria and procedures for vulnerable customers.






FACTSHEET ENERGY POVERTY



Status of Recognition of Energy Poverty

AVAILABILITY OF	EXPLANATION
 Definition of energy poverty	» A definition of energy poverty is missing.
 Definition of vulnerable customer	» Law on Power Sector No. 43/2015 defines a 'vulnerable customer' as a customer, which due to social status, is entitled of certain special rights regarding the electricity/ gas supply (Article 95).
 National target to reduce the number of energy poor	» N/A
 Legislative framework supporting vulnerable and energy poor	<ul style="list-style-type: none"> » Power Sector Law no. 43/2015 - provides legal basis to guarantee stable supply to vulnerable energy consumers (Article 95 and Article 96), defines the concept of "customer in need" (Article 95) and defines 'universal supply service' (Article 96) » Law no. 9355/2005 "On social assistance and services" - defines social assistance and services for individuals in need » Law no. 22/2018 "On Social Housing" - provides 'The principle of adequate housing', including energy supply (Article 4) » Decision no. 246 "Regulation on specific conditions for interruption of electricity supply to customers in need" - defines and provides rules for the interruption of electricity supply by the supplier to customers in need » Government Decision No. 8 on the protection of vulnerable groups, mitigating the effects of the abolishment of the monthly band of the consumption of the electric energy, of 300 kWh/month - subsidizing scheme for vulnerable consumers » Natural Gas Sector Act (No. 102/2015) (no natural gas market in place) - procedures for establishing the status of socially vulnerable consumers (Article 97), criteria on benefiting from status (Article 97)

AVAILABILITY OF		EXPLANATION
	Institutional framework	<ul style="list-style-type: none"> » Ministry of Social Affairs, in cooperation with the Ministry of Infrastructure and Energy, Ministry of Finance, and in consultation with ERE and interest groups - <i>draws up the criteria for a customer in need and related measures;</i> » Council of Ministers – <i>approves decisions on criteria for energy clients in need and measures</i> » Energy Regulatory Entity (ERE) is tasked with safeguarding the interests of vulnerable consumers (<i>Power Sector Law, Article 18</i>)
	Database registering energy poor/vulnerable customer	<ul style="list-style-type: none"> » Register of energy customers in need



Availability of Policies & Measures*

SHORT-TERM MEASURES		YES	NO
	Protection <ul style="list-style-type: none"> » Protection against utility disconnections in case of non-payment » Provision of minimum energy supply 		×
	Direct financial support <ul style="list-style-type: none"> » Support for paying energy bills 	×	
	Price regulation <ul style="list-style-type: none"> » Social tariffs » Pre-paid 	×	

LONG-TERM MEASURES		YES	NO
	Energy efficiency improvements and incentives <ul style="list-style-type: none"> » Incentives for low energy consumption » Energy retrofitting of buildings, including replacing windows and doors, and replacing energy inefficient household appliances with more efficient ones 	× ¹	
	Heating system improvements <ul style="list-style-type: none"> » Replacing the main heating source with more efficient, environmentally friendly and affordable types of heating » Modernization and expansion of heating systems » Implementation of heating systems where not available 		×

¹ in form of EE incentive.

* based on the list provided in the Energy Community Guidelines on identifying and addressing energy poverty

LONG-TERM MEASURES		YES	NO
	Support for renewable energy sources (RES) » Incentives for installing photovoltaic panels or for installing solar-thermal collectors	×	
	Implementation of low-cost energy efficiency measures including energy counselling » Installing simple and low-cost energy efficiency measures such as draught-proofing of windows and doors and LED lighting » Undertaking simple energy audits and providing information on rational and efficient energy use		×

Policies & Measures in Place

MEASURE NAME	IN FORCE SINCE	SHORT EXPLANATION	NUMBER OF HH COVERED	EXPENDITURE	
				HH/MONTH	MEASURE/YEAR
Direct financial support to low-income households - compensation for increased electricity prices for energy consumption threshold of 200 kWh/month	2006	» Subsidizing below average consumption (300kWh/month) for low-income families who work as public employees (ALL 35,000/month or EUR 283/month), families receiving social assistance, disability allowance beneficiaries, old-age pensioners, paraplegics, tetraplegics	at least 11,200 (2023)	max. cash benefit of ALL 640/month (EUR 5/month)	ALL 874 million (EUR 7.2 million)
Direct financial support to low-income households - compensation for removing the protected energy consumption threshold of 300 kWh/month	2019	» Subsidizing below average consumption (300kWh/month) for low-income families who work as public employees, families receiving social assistance, disability allowance beneficiaries, old-age pensioners, paraplegics, tetraplegics ⁹	at least 11,200 (2023)	max. cash benefit of ALL 648/month (EUR 5/ month)	ALL 1.76 billion (EUR 15 million)
Program for the installation of solar thermal collectors for low-income households ¹⁰	2022	» Categories: 1) Socially vulnerable families with scores <70,000 (out of 100,000), 2) 70,001 points to 200,000 points	approx. 20,000 local families in total (2,000 families in 2022)	max. 70% of the cost of the installed solar panels per households	approx. ALL 829.6 million (EUR 8 million) ALL 176.4 million (EUR 1.7 million in 2022)

⁹ Families can apply for measure 1 and 2.

¹⁰ New Guideline of Minister of Infrastructure and Energy (No. 22, 27.10.2022) determining the rules, procedures and methodology for family customers who benefit from financing measures for saving energy from solar panels and minimizing the effects during the state of emergency in electricity (see draft law, "On promoting the use of energy from renewable sources").

National Energy and Climate Plan (NECP)

» Adopted in December 2021. The National Energy and Climate Plans is being revised and will be finalized in 2024.

- » One policies and measures on energy poverty with the objective to:
 - » define energy poverty;
 - » establish a national system for systematically monitoring energy poverty;
 - » recommending measures to eradicate energy poverty.

» The Ministry of Infrastructure and Energy, alongside local government units, is responsible for addressing energy poverty.

» Energy poverty is linked to other policies and measures, such as to the policies and measures on the Security of the Electricity Market and within the objective to "Adopt and Implement a Support Scheme for Society's Vulnerable Customers".

» It is recognized that there are no specific policies to address the root causes of energy poverty. The only instruments being applied consist of compensation schemes in the form of cash benefits for households in need.

» In 2024, an inter-institutional working group is expected to develop "criteria and procedures for the status of vulnerable customers and their treatment".

» In 2023, an action plan to address energy poverty was to be prepared with the help of GIZ.

RECOMENDATIONS BY ENERGY COMMUNITY SECRETARIAT

» Develop a methodology to assess the number of households in energy poverty as required by the Governance Regulation.

» Establish a national indicative objective to reduce energy poverty, including a timeframe.

» Adopt a definition for energy poverty.

» Include a detailed timeline, estimated budget, and financing sources for the policies and measures.

» Provide special support to energy poor households in related policies and measures on energy efficiency and renewable energy sources to address the root causes of energy poverty.

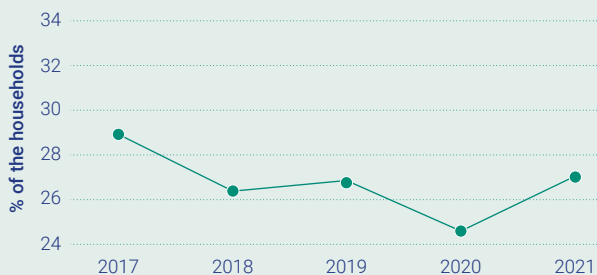
» Align the National Energy and Climate Plans targets and measures on energy poverty with the Energy Efficiency Action Plan (EEAP) and the Sustainable Energy Action Plan (SEAP) and vice versa.



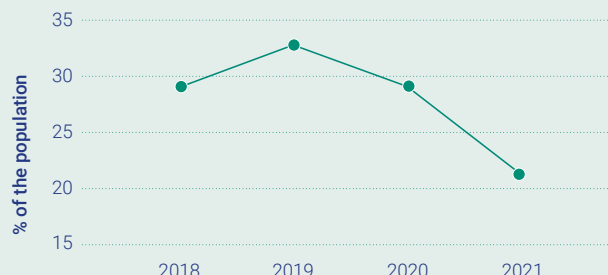
Energy Poverty Indicators by the Energy Poverty Advisory Hub (EPAH)



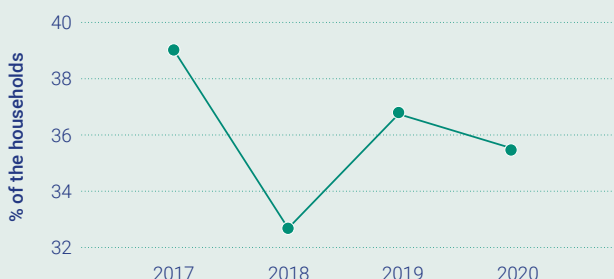
ARREARS ON UTILITY BILLS



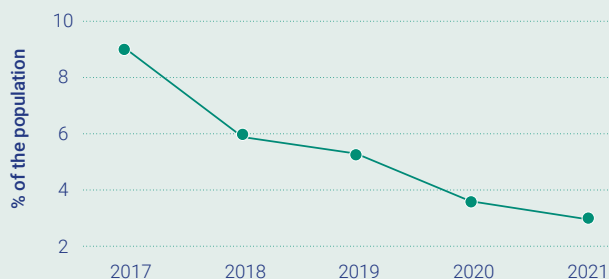
POPULATION LIVING IN A DWELLING WITH PRESENCE OF LEAK, DAMP, ROT



INABILITY TO KEEP HOME ADEQUATELY WARM



HOUSING COST OVERBURDEN RATE



Source: Energy Poverty Advisory Hub, available [here](#).

PUBLICATIONS & LINKS



National Integrated Energy and Climate Plan of Albania (NECP)



EPAH Atlas with local energy poverty projects



Energy Support Package: Plan of the Republic of Albania for 2023



EmpowerMed Report on gender and energy poverty



Strategic Plan for the electricity sector (approved by DCM no. 742)



Energy Community report on protection of vulnerable households in the Western Balkans





BOSNIA AND HERZEGOVINA




The National Energy and Climate Plans outlines five relevant policies and measures, including a regulation on defining energy poverty and establishing a funding mechanism for a dedicated program. Local Sustainable Energy and Climate Action Plans play a role in tackling energy poverty. There is no definition of energy poverty, no national target to reduce it and no relevant Eurostat data.






FACTSHEET ENERGY POVERTY

Status of Recognition of Energy Poverty





AVAILABILITY OF	EXPLANATION
 Definition of energy poverty	» No definition
 Definition of vulnerable customer	<ul style="list-style-type: none"> » Definition of 'vulnerable customer' in Republika Srpska and Brcko District, but not in the Federation of Bosnia and Herzegovina. » A 'energy-protected consumers' is a socially vulnerable end-user belonging to the household category and whose status is recognized based on obtained social welfare right (<i>Law on Electricity of Republika Srpska, OG 68/20, Article 111</i>). Exact criteria for status still to be defined in the secondary legislation in Republika Srpska. » A 'energy-protected customer' is a socially vulnerable customer from the category of household consumers to whom this status is recognized on the basis states of social need as well as a household member whose member households due to health conditions by suspending delivery of electricity may endanger life or health, which is proven by the certificate of the health institution responsible for health protection of that person (<i>Law on Electricity of Brcko District, OG 27/21, Article 88</i>)
 National target to reduce the number of energy poor	» N/A
 Legislative framework supporting vulnerable and energy poor	<ul style="list-style-type: none"> » Law on Electricity of the Federation of BiH (OG 66/2013, 94/2015, 54/2019) - <i>states that the government will adopt the Program for the Protection of Vulnerable Electricity Consumers Belonging to the Household Category (Article 5), protection of energy consumers (Article 13)</i> » Decision on Measures for Reducing Household Electricity Costs and Stimulating Energy Efficiency Measures (44/11, 8/12, 96/12, 100/13, 75/14, 101/15, 52/16, 01/2017) - <i>active in Federation of BiH, used as a temporary measure while waiting for the Program (see above), sets criteria for subsidizing below-average consumption, funding through reallocation of profits from utility companies (government's profit-sharing policy)</i>

AVAILABILITY OF		EXPLANATION
 Legislative framework supporting vulnerable and energy poor	<ul style="list-style-type: none"> » Ordinance on the Organization and Regulation of the Gas Sector of the Federation of BiH (83/07) - defines a 'protected consumer' as a consumer entitled to a sufficient quantity of gas supply in the event of accidental disruption to gas supplies or extremely low temperatures, if there is no available alternative source of energy supply (Article 24) » Law on Electricity of Republika Srpska (OG 68/20) - defines 'energy-protected consumers' as a socially vulnerable end-user belonging to the household category and whose status is recognized based on obtained social welfare rights (Article 111), local governments to determine qualification for protected status (Article 44), consumer protection rights for consumers with protected rights (public service obligation) (Article 45) » Ordinance on Requirements for Obtaining Status as an Energy Consumer with Protected Rights of the Republika Srpska - defines consumers with protected rights based on certain criteria such as low income, disability, or other special circumstances » Law on Electricity of Brčko District (OG 27/21) - includes the definition of a 'protected energy customer' (Article 88), defines support activities for 'protected energy customers', incl. funds and the right to subsidies (Article 88 and Article 89) 	
 Institutional framework	<ul style="list-style-type: none"> » No clear framework (dispersed either on a state, entity, cantonal or local level and mostly seen related to energy) 	
 Database registering energy poor/vulnerable customer	<ul style="list-style-type: none"> » N/A 	

Availability of Policies & Measures*

SHORT-TERM MEASURES		YES	NO
 Protection <ul style="list-style-type: none"> » Protection against utility disconnections in case of non-payment » Provision of minimum energy supply 		×	
 Direct financial support <ul style="list-style-type: none"> » Support for paying energy bills 	×		
 Price regulation <ul style="list-style-type: none"> » Social tariffs » Pre-paid 		×	

* based on the list provided in the Energy Community Guidelines on identifying and addressing energy poverty

LONG-TERM MEASURES		YES	NO
	Energy efficiency improvements and incentives <ul style="list-style-type: none"> » Incentives for low energy consumption » Energy retrofitting of buildings, including replacing windows and doors, and replacing energy inefficient household appliances with more efficient ones 	×	
	Heating system improvements <ul style="list-style-type: none"> » Replacing the main heating source with more efficient, environmentally friendly and affordable types of heating » Modernization and expansion of heating systems » Implementation of heating systems where not available 		×
	Support for renewable energy sources (RES) <ul style="list-style-type: none"> » Incentives for installing photovoltaic panels or for installing solar-thermal collectors 		×
	Implementation of low-cost energy efficiency measures including energy counselling <ul style="list-style-type: none"> » Installing simple and low-cost energy efficiency measures such as draught-proofing of windows and doors and LED lighting » Undertaking simple energy audits and providing information on rational and efficient energy use 	×*	

Policies & Measures in Place

MEASURE NAME	IN FORCE SINCE	SHORT EXPLANATION	NUMBER OF HH COVERED	EXPENDITURE	
				HH/MONTH	MEASURE/YEAR
Reduction of household electricity costs and stimulation of energy efficiency	N/A	subsidizing below-average consumption of pensioners with low-income, and recipients of permanent financial assistance	67,936	268 kWh from EP BiH at EUR 2.8/month, 348 kWh from EP HZHB at EUR 3.5/month	12 million
Subsidies for Electricity, Natural Gas and District Heating in the Sarajevo Canton	N/A	low-income households (different threshold for categories) incl. pensioners, beneficiaries of financial home care support, and criteria on dwelling area, property and mental status	1,332	EUR 15/month for months Jan, Feb, March, Nov, Dec	EUR 0.3 million

* Only on local level.

National Energy and Climate Plan (NECP)

Five policies and measures on energy poverty

- » Enacting a regulation to adopt & implement policies for the protection of socially vulnerable customers;
 - » Establish a dedicated database for vulnerable energy consumers;
 - » Establish a fund and fund collection system for them;
 - » Establish a program of relevant measures for vulnerable customers to help implementing the policy of their protection (including strong linkage to EE measures);
 - » Create and implement an education program.
- » Local Strategic Energy and Climate Action Plans (SECAPs) will play a role in addressing energy poverty. However, there is no clear national support for SECAPs implementation in terms of dedicating funds to local budgets.

- » Interlinks between energy poverty and other work streams. It is envisaged to develop a model of incentives for households within a Renewable Energy Program, as well as to provide enhanced support for socially vulnerable within planned energy fees to support energy efficiency in households.

RECOMENDATIONS BY ENERGY COMMUNITY SECRETARIAT

- » Develop a methodology to assess the number of households in energy poverty as required by the Governance Regulation.
- » Establish a national indicative objective to reduce energy poverty, including a timeframe.
- » Adopt a definition for energy poverty.
- » Improve Eurostat data collection on relevant surveys (SILC and HBS).
- » Specify measures for the program for vulnerable customers and their focus.
- » Specify the regulatory framework to address energy poverty, including a clear distribution of responsibilities for the policies and measure on energy poverty in the National Energy and Climate Plans.
- » Set up a dedicated funding, focusing on long-term energy poverty measures, including renovation, energy efficiency improvements, heating system improvements and installation for energy poor households.

PUBLICATIONS & LINKS

Draft National Integrated Energy and Climate Plan of Bosnia and Herzegovina (NECP)



EPAH Atlas with local energy poverty projects



Energy Support Package: Plan of the Republic of Bosnia and Herzegovina for 2023

BIH Framework Energy Strategy by 2035

Fed. of BIH Development Strategy 2021-2027

Republika Srpska Energy Sector Development Strategy 2035



Energy Community report on protection of vulnerable households in the Western Balkans

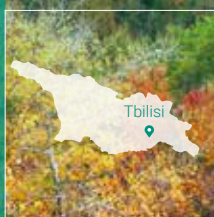
Energy Poverty Indicators by the Energy Poverty Advisory Hub (EPAH)

Relevant EPAH data not available yet.

Source: Energy Poverty Advisory Hub, available [here](#).




GEORGIA

In the National Energy and Climate Plans it is planned to legally adopt a definition on energy poverty and reduce energy poverty to less than 15% in 2030. Georgia has an extensive list of measures to combat energy poverty, but there is a lack of structural measures that address the root causes of energy poverty.



FACTSHEET ENERGY POVERTY

Status of Recognition of Energy Poverty




AVAILABILITY OF	EXPLANATION
 Definition of energy poverty	<ul style="list-style-type: none"> » There is no official legal definition. » The National Energy Policy (NEP) defines 'energy poverty' as "the condition, when people are not able to ensure affordable heating, cooling, lighting, and energy supply for the appliances needed for a decent and healthy life. Energy poverty implies inability to consume sufficient energy because of technical, financial, or other types of obstacles. The household is considered energy poor, when it does not heat or cool the house sufficiently, uses firewood ovens or faulty natural gas appliances, spends much of its income to cover energy-related costs, and therefore has to save energy with the negative impact on its everyday comfort and health."
 Definition of vulnerable customer	<ul style="list-style-type: none"> » The Law of Georgia on Energy and Water Supply defines a 'vulnerable user' as "a domestic consumer who, due to his status or condition, has been granted the right to use the system and/or electricity and/or natural gas and/or water supply under preferential terms under the relevant legislation of Georgia" (<i>Articles 3, Article 114</i>). According to the same law, the central government and local municipalities are responsible for defining categories of vulnerable consumers and for developing appropriate measures (<i>Article 112</i>).
 National target to reduce the number of energy poor	<ul style="list-style-type: none"> » According to the National Energy and Climate Plans: Reduce the percentage of the population in the situation of energy poverty from 43%¹¹ to less than 15% by 2030. The National Energy and Climate Plans does not explain how the number baseline was assessed.





¹¹ "Household Energy Consumption Survey" conducted by Geostat in 2017; combination of households that heat less than 20 m² (42.1%) and are without heating (1.2%).

AVAILABILITY OF	EXPLANATION
 <p>Legislative framework supporting vulnerable and energy poor</p>	<ul style="list-style-type: none"> » Law of Georgia on Social Assistance (No. 4289-RS of 2006) - defines 'persons in need for special care' (Article 2, Article 4), types of social assistance (Article 6), defines eligibility criteria for recipients of social package (Article 12) » Law of Georgia on Energy and Water Supply (No. 5646-RS of 2019) - defines 'vulnerable consumer' (Article 3), mentions planned protective provisions/programs/measures (Article 7, Article 28, Article 112) » Law of Georgia on Socio-economic and Cultural Development of High Mountainous Regions (No. 4036-RS of 2015) - state covers 50% of the electricity bill/month for household in high-mountainous areas » Decree of the Government of Georgia (#381, 30 July 2015) on Partially Subsidizing the Cost of Electricity Consumed by Socially and Economically Disadvantaged/Vulnerable Consumers - obligation to allocate financial resources for the mentioned subsidy for socially and vulnerable consumers (Article 6) » Decree of the Government of Georgia (#758 of 2014) on Approval of the Methodology for Assessing the Socioeconomic State of Socially and Economically Disadvantaged/Vulnerable Families/Households - defines criteria and indicators to assess the socioeconomic state of vulnerable households (Article 2), responsibilities for government to implement methodology (Article 4) » Resolution on Measures to Support Vulnerable Consumers as Provided for under the Law of Georgia on Energy and Water Supply (No. 534 of 2021) - criteria for identifying vulnerable consumer (Article 2), types of measures (Article 3), responsibilities of companies in implementing the measures (Article 5) » Ordinance of the Government of Tbilisi Municipality on Approving the Rule for the Implementation of the Subprogram "Subsidies for the Municipal Services" (#18.1120.1557 of 2018).
 <p>Institutional framework</p>	<ul style="list-style-type: none"> » Social Service Agency – manages database of socially vulnerable families » Georgian National Energy and Water Supply Regulatory - tariff and price regulation, protection of consumer rights » Ministry of Economy and Sustainable Development - develops policy to protect vulnerable consumers and sets measures that enable consumers to gradually overcome energy poverty » Ministry of Internally Displaced Persons from the Occupied Territories, Labor, Health, and Social Affairs – main stakeholder in social policy and manages operation of Social Service Agency » Ministry of Regional Development and Infrastructure – covers local self-governance, infrastructure development and other energy poverty aspects » Dedicated inter-departmental working group for developing measures for vulnerable energy users¹²
 <p>Database registering energy poor/vulnerable customer</p>	<ul style="list-style-type: none"> » Database of socially vulnerable families.

¹² Members: Deputy Minister of Labor, Health and Social Protection of IDPs from the occupied territories of Georgia, Deputy Minister of Economy and Sustainable Development, Deputy Minister of Finance, Deputy Minister of Regional Development and Infrastructure, Director or deputy of the Social Service Agency of the Social Services Agency, Representative of the National Energy and Water Supply Regulatory Commission, a person authorized by the Mayor of Tbilisi Municipality.

Availability of Policies & Measures*

SHORT-TERM MEASURES		YES	NO
	Protection <ul style="list-style-type: none"> » Protection against utility disconnections in case of non-payment » Provision of minimum energy supply 	X*	
	Direct financial support <ul style="list-style-type: none"> » Support for paying energy bills 	X	
	Price regulation <ul style="list-style-type: none"> » Social tariffs » Pre-paid 	X	

LONG-TERM MEASURES		YES	NO
	Energy efficiency improvements and incentives <ul style="list-style-type: none"> » Incentives for low energy consumption » Energy retrofitting of buildings, including replacing windows and doors, and replacing energy inefficient household appliances with more efficient ones 	X**	
	Heating system improvements <ul style="list-style-type: none"> » Replacing the main heating source with more efficient, environmentally friendly and affordable types of heating » Modernization and expansion of heating systems » Implementation of heating systems where not available 		X
	Support for renewable energy sources (RES) <ul style="list-style-type: none"> » Incentives for installing photovoltaic panels or for installing solar-thermal collectors 		X
	Implementation of low-cost energy efficiency measures including energy counselling <ul style="list-style-type: none"> » Installing simple and low-cost energy efficiency measures such as draught-proofing of windows and doors and LED lighting » Undertaking simple energy audits and providing information on rational and efficient energy use 		X

* According to National Energy and Climate Plans, providing public services (electricity and natural gas at a price regulated by the GNERC) will be obligatory, i.e. households will receive electricity and natural gas at a price regulated by the GNERC.

** Partly (stimulating low consumption but no EE measures)

Policies & Measures in Place

MEASURE NAME	IN FORCE SINCE	SHORT EXPLANATION	NUMBER OF HH COVERED	EXPENDITURE	
				HH/MONTH	MEASURE/YEAR
Socially vulnerable families in Georgia (exc. Tbilisi)	2015	» families achieving a rated score <70,000 receive an electricity tariff subsidy	65,907	0.039 GEL/kWh (0.015 EUR/kWh)	GEL 3.2 million (EUR 1 million) (2018)
Differentiated tariff bands for electricity consumers	N/A	» three categories: consuming ≤101 kWh pay about 0.14 GEL/kWh; consuming between 101-301 kWh about 0.18 GEL/kWh; and those consuming ≥301 kWh pay about 0.23 GEL/kWh			
Electricity subsidy	N/A	» categories: 1) Socially vulnerable families with scores <70,000 (out of 100,000), 2) 70,001 points to 200,000 points	45,000	category 1) 106 GEL/month (EUR 33) for 5 months, 2) 20 GEL/month (EUR 6)	GEL 7.3 million (EUR 2.3 million) (2019)
Mountainous Settlement	2016	» mountainous households receive a 50% discount on electricity tariffs up to a max. consumption of 200 kWh	80,256 households	Reimbursement of 50% of the monthly electricity bill (max. 10 GEL or EUR 3/month)	GEL 10.9 million (EUR 3.6 million) (2018)
Assistance for large families	2018	» families with score of <300,000 with 4 or more children receive electricity assistance	270	20 GEL (EUR 7), and for each subsequent child - an additional 10 GEL (EUR 3)	GEL 3.5 million (EUR 1.1 million) (2019)
Subsidy for Tsbili municipality (electricity, water and waste)	N/A	» subsidies for families with a welfare score of ≤ 70,000 (Group 1) and those with a score between 70,001- 200,000 (Group 2) from November to March	45,000 families	Group 1: max. of 106 GEL/month (EUR 33/month); Group 2: max. 20 GEL/month (EUR 6/month)	GEL 7.3 million (EUR 2.3 million) (2019)
Gas subsidy in mountainous area	1990	» reimbursement of costs of gas supplied to households in the highland villages of the Kazbegi and Dusheti	3,600	700 cubic meters of free gas per month from Oct -May	GEL 8.6 million (2.8 million EUR) (2018)
Winter assistance to families living in the conflict zone	N/A	» assistance for gas heating to population living in villages adjacent to the demarcation line	13,000	GEL 200 during winter period (61 EUR/year)	GEL 3 million (EUR 994,630) (2018)
overall estimation	N/A	» the annual budget for energy subsidies and subsidizing natural gas tariff	N/A	GEL 21 million (EUR 7.3 million) of energy subsidies in 2019; GEL 539.3 - 614.3 million (EUR 187 - 213 million) for natural gas tariffs	

National Energy and Climate Plan (NECP)

- » Main drivers of energy poverty are identified, such as poor performance of buildings, use of firewood for heating, high energy costs/low standard of living.
- » The national target is to reduce the percentage of the population in the situation characterized by energy poverty from 43% in 2017 to less than 15% in 2030.
- » Households in need for social assistance are identified using a rating system.
- » One policy and measure on energy poverty is identified. Existing assistance programs will continue through the Social Service Agency until 2030, requiring about 189.00 million GEL.
- » Citizens will be protected from energy tariff increases through Public Service Obligations. Public service providers will be obligated to provide electricity and natural gas at a regulated price.
- » The state is the main responsible body for developing a methodology for identifying energy poor households and for relevant measures, including long-term energy poverty measures.
- » It is considered to adopting various legal acts and measures that are related to, but not linked to, energy poverty (not put into concrete policies and measures):
 - » Improving the efficiency of end-use equipment, introduction of efficient lighting and wood stoves, introducing minimum energy performance for buildings, promote use of solar water heaters, financial incentives and information campaigns for solar water heaters in buildings
 - » Implementation of electrification and gasification programs - increasing access to clean energy in rural areas.

RECOMENDATIONS BY ENERGY COMMUNITY SECRETARIAT

- » Develop a methodology to assess the number of households in energy poverty as required by the Governance Regulation.
- » Legally adopt a definition of energy poverty.
- » Further strengthen the use of energy efficiency and renewable energy measures as an instrument to provide targeted support for the alleviation of energy poverty.
- » The Sustainable Energy Action Plans (SEAP) as well as the National Energy Efficiency Action Plan could play an important role in addressing energy poverty.
- » Align national data on energy poverty to match with EPAH energy poverty indicators.

Energy Poverty Indicators by the Energy Poverty Advisory Hub (EPAH)

Relevant EPAH data not available yet.

Source: Energy Poverty Advisory Hub, available [here](#).

PUBLICATIONS & LINKS

Draft "National Integrated Energy and Climate Plan of Georgia (NECP)".

Draft "National Energy Policy of Georgia (NEP)".

Green Alternative, "Policy brief: Energy poverty in Georgia", February 2023. Tutana Kvaratskhelia et al., "Energy Poverty. Guidance for State Policy and Public Discourse in the Time of Reform. Georgia, Moldova, Ukraine, Romania", 2019.

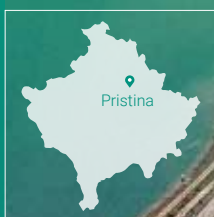
Geostat, Energy Consumption in Households

Georgia, Multiple Indicator Cluster Survey (MICS), 2018







KOSOVO*

The National Energy and Climate Plans contains one policy and measure on energy poverty, aimed to design a new support scheme based on improved data and a legal definition. An estimation of the number of energy poor households and a national target to reduce that number are missing. The Energy Efficiency Fund could be used to target energy poverty.






FACTSHEET ENERGY POVERTY




Status of Recognition of Energy Poverty

AVAILABILITY OF	EXPLANATION
 Definition of energy poverty	» No legal definition yet, but a definition included in the draft Law on Energy (not adopted yet), which is aligned with the EU's definition of energy poverty as outlined in the revised EU Energy Efficiency Directive.
 Definition of vulnerable customer	» A "customer in need" is defined as a household customer that qualifies for protection or assistance according to the rules and criteria established by the ministry in charge of social welfare (Electricity Act (Article 3), Natural Gas Act (Article 3))
 National target to reduce the number of energy poor	» No national target
 Legislative framework supporting vulnerable and energy poor	» The Electricity Act (OG 05/L-085) - defines "customer in need" (Article 3), program for establishing the status of consumers in need, the scope of rights, as well as measures aimed at protecting consumers in need (Article 49), DSOs shall establish a register of consumers in need (Article 49) » Energy Regulator Act (OG 05/L-084) - <i>prescribes subsidies for consumers in need, the Government shall address social categories of energy consumers and the program shall be implemented by the Ministry responsible for social welfare (Article 50)</i> » Act on the Status and Rights of the Martyrs, Invalids, Veterans, Members of the Kosova Liberation Army (KLA), Civilian Victims of War and their Families (OG 04/L-054) - <i>rights for such persons to lower electricity tariffs (Article 6, Article 8, Article 9, Article 13)</i> » Rule on General Conditions for Energy Supply (2017) - <i>protection mechanism to avoid disconnection for consumers in need (Article 20), DSO shall take measures to protect electricity consumers in remote areas (Article 24)</i>





* Throughout this Implementation Report, this designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo declaration of independence.

AVAILABILITY OF		EXPLANATION
	Legislative framework supporting vulnerable and energy poor	<ul style="list-style-type: none"> » Rule on Disconnection and Reconnection of Consumers in the Energy Sector (2017) » Act on the Social Assistance Scheme (OG 2003/15) (amended by Act no. 04/L-096) - <i>financial support to eligible families according to criteria outlined in Act on Social Assistance Scheme</i> » Natural Gas Act (OG 05/L – 082) - <i>defines “customer in need” (Article 3), protection of consumers in need (Article 3, Article 10) (no natural gas market in place)</i>
	Institutional framework	<ul style="list-style-type: none"> » Energy Regulatory Office (ERO) - <i>responsible for ensuring protection of vulnerable consumers, establishment of inter-institutional working group (in 2019) to draft a government program for mitigating the adverse effects of energy tariff increases</i> » Ministry - <i>responsible for social welfare</i>
	Database registering energy poor/vulnerable customer	<ul style="list-style-type: none"> » No comprehensive register of vulnerable customers⁴

Availability of Policies & Measures*

SHORT-TERM MEASURES		YES	NO
	Protection <ul style="list-style-type: none"> » Protection against utility disconnections in case of non-payment » Provision of minimum energy supply 		×
	Direct financial support <ul style="list-style-type: none"> » Support for paying energy bills 	×	
	Price regulation <ul style="list-style-type: none"> » Social tariffs » Pre-paid 	×	

* based on the list provided in the Energy Community Guidelines on identifying and addressing energy poverty

LONG-TERM MEASURES		YES	NO
	Energy efficiency improvements and incentives <ul style="list-style-type: none"> » Incentives for low energy consumption » Energy retrofitting of buildings, including replacing windows and doors, and replacing energy inefficient household appliances with more efficient ones 	X*	
	Heating system improvements <ul style="list-style-type: none"> » Replacing the main heating source with more efficient, environmentally friendly and affordable types of heating » Modernization and expansion of heating systems » Implementation of heating systems where not available 		X
	Support for renewable energy sources (RES) <ul style="list-style-type: none"> » Incentives for installing photovoltaic panels or for installing solar-thermal collectors 		X
	Implementation of low-cost energy efficiency measures including energy counselling <ul style="list-style-type: none"> » Installing simple and low-cost energy efficiency measures such as draught-proofing of windows and doors and LED lighting » Undertaking simple energy audits and providing information on rational and efficient energy use 		X

Policies & Measures in Place

MEASURE NAME	IN FORCE SINCE	SHORT EXPLANATION	NUMBER OF HH COVERED	EXPENDITURE	
				HH/MONTH	MEASURE/YEAR
Direct financial support to low-income households from various Social Assistance Schemes (SAS) ¹⁴	2019	» Subsidizing consumed electricity families benefiting from the Social Assistance Scheme (SNS), Martyrs' Families and War Invalids Scheme (FDIL), Blind Persons Scheme (SPV) and the Paraplegic and Tetraplegic Scheme (SPPT)	36,648 households (23,316 from SNS scheme, 10,314 from FDIL scheme, 967 from SPV scheme and 1,953 from SPPT scheme)	approx. EUR 120 per household/year	EUR 4,5 million
Two block-tariff with financial help to households with low-consumption	2022	» Under the energy emergency state, a two block-tariff was introduced for households with no price increase for the first block, i.e., up to 800 kWh/month consumed, > 800 kWh/month priced at 12.52 cents/kWh during peak hours and 5.9 cents/kWh during off-peak hours.	N/A	N/A	N/A

* Incentives given with two-tariff band

¹⁴ According to the Kosovo* Household Budget Survey, 2017 and World Bank (2021) study: In 2017 SAS only covered 7% of the population, while 15.8% was classified as energy poor. Some income groups in need are highly underrepresented in SAS support.

Kosovo* envisages new schemes for vulnerable energy consumers for 2024. According to the Energy Strategy of Kosovo 2022-2031, two new schemes for vulnerable consumers will be introduced in 2024, and another two until 2031, including an improved price-supporting scheme covering of all energy poor households and reformed social assistance scheme. Among others, it is planned to raise the number of vulnerable consumers from an estimated 36,000 in 2022 to 200,000 in 2031, increase the number of green residential buildings by 1,000 additional single houses and 5-10 public multi-apartment blocks for vulnerable households by 2024, of which at least 10% are women led households. It is also envisaged to support 3,000 households in 2023 with the purchase of heating appliances and other energy-efficient technologies. Programs supporting community projects in efficiency and self-consumption are envisaged (from 1 in 2022 to >2 in 2024 and >5 in 2031). Lastly, a price comparison tool is planned until 2024, as well as nine energy-related awareness and information campaigns per year between 2024-2031.

National Energy and Climate Plan (NECP)

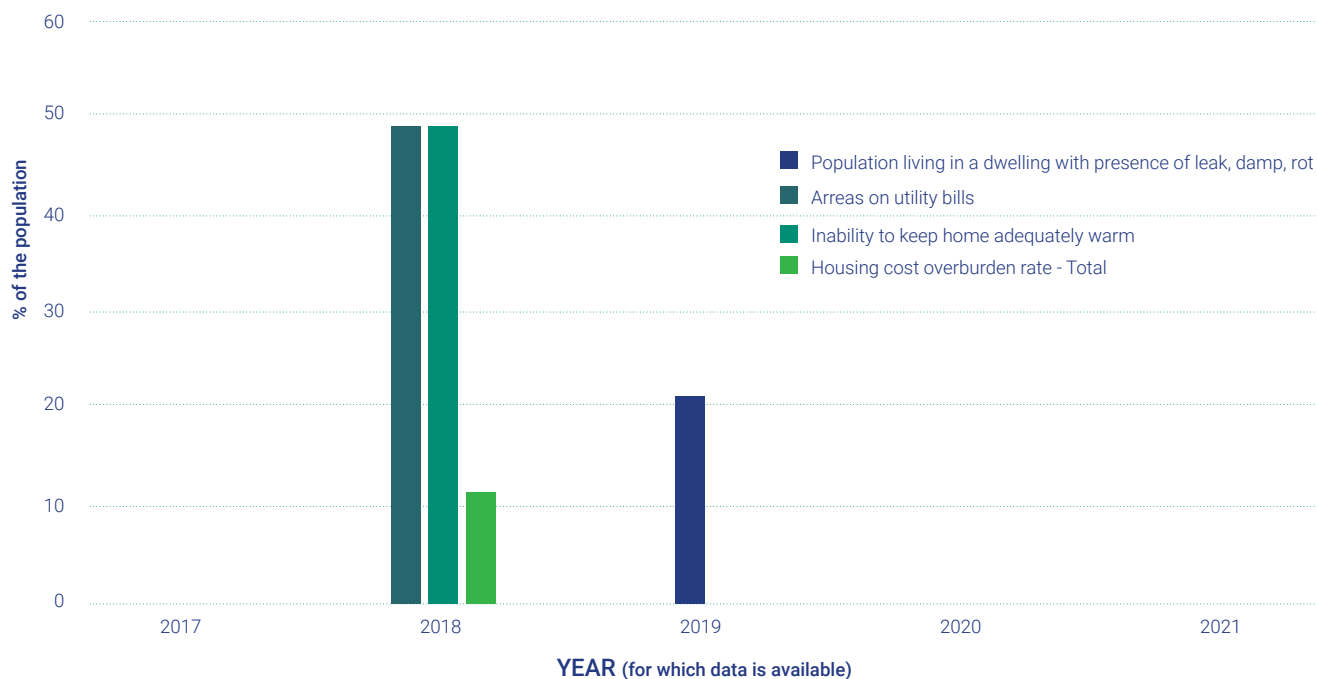
- » The current status of the protection on energy poverty is evaluated and gaps in addressing energy poverty are identified.
- » One policy and measure on energy poverty aimed at developing a consumption-independent support scheme for vulnerable consumers based on:
 - » improved data collection on vulnerable consumers;
 - » a legal definition of vulnerable consumer.
- » Interlinkages explained between various schemes, such as those planned for energy efficiency and renewable energy, but not formulated in concrete policies and measures.
- » National Energy and Climate Plans highlights the role of the National Energy Strategy with regard to implementing new measures.

RECOMMENDATIONS BY ENERGY COMMUNITY SECRETARIAT

- » Envisage a methodology for assessing the number of households in energy poverty by considering essential domestic energy services, existing social policies, and other relevant policies, and guidance on relevant indicators from the European Commission and Energy Community Secretariat.
- » Establish a national indicative objective to reduce energy poverty, including a timeframe.
- » Adopt a definition for energy poverty.
- » Establish a register for vulnerable customers.
- » Indicate a timeline and budget allocation for the policies and measures on energy poverty.
- » With regard to energy poverty, align the National Energy and Climate Plans with policies and measures mentioned in the Energy Strategy.
- » Strengthen targeted support for energy-poor households within programs and measures for energy efficiency and renewable energy.

Energy Poverty Indicators by the Energy Poverty Advisory Hub (EPAH)

SOCIO ECONOMIC AND LIVING CONDITIONS



Source: Energy Poverty Advisory Hub, available [here](#).

PUBLICATIONS & LINKS

Draft National Integrated Energy and Climate Plan of Kosovo* (NECP)



Energy Strategy of the Republic of Kosovo* 2022-2031



Energy Support Package: Plan of the Republic of Kosovo* for 2023



EPAH Atlas with local energy poverty projects



Energy Community report on protection of vulnerable households in the Western Balkans





MOLDOVA




Energy poverty is defined in the Energy Efficiency Act. The country has various price support schemes, including the 2022 “Ajutor la contor” programme through the Energy Vulnerability Reduction Fund, providing subsidies for energy consumption and for the replacement of old household appliances. The National Energy and Climate Plans was submitted in December 2023.






FACTSHEET ENERGY POVERTY

Status of Recognition of Energy Poverty





AVAILABILITY OF	EXPLANATION
 Definition of energy poverty	» Energy poverty is defined as a situation characterized by the final consumer’s lack of access to modern sources of energy and technologies and/or by the reduced purchasing power of consumers in relation to (the cost of) energy resources, especially fuels for food preparation, electricity and/or thermal energy, and/or due to the lack of thermal comfort in the home or building (<i>Law no. 139 on Energy Efficiency (Article 3) and Law no. 241 on Energy Vulnerability Reduction Fund (Article 3)</i>).
 Definition of vulnerable customer	» A ‘vulnerable consumer’ is a household consumer who, in accordance with the normative acts in the field of social protection, is considered a disadvantaged person or member of a disadvantaged family (<i>Law no. 107 on Electricity (Article 2) and the Law no. 108 on Natural Gas (Article2)</i>). » A ‘socially vulnerable energy consumer’ is a residential customer, family or lonely person who for the reasons of insufficient income, family composition or by other criteria needs measures of social protection for ensuring the household needs for energy (<i>Law no. 241 on Energy Vulnerability Reduction Fund (Article 3)</i>).
 National target to reduce the number of energy poor	» No national target
 Legislative framework supporting vulnerable and energy poor	» The Energy Efficiency Act (No. 139. of 19 July 2018) - <i>defines concept of ‘energy poverty’ (Article 3), social dimension in energy efficiency schemes (Article 8)</i> » The Energy Vulnerability Reduction Fund (EVRF) Act (No. 241/2022) - <i>establishes the legal basis of the organization and activities of a fund within the government budget for decreasing energy vulnerability, defines the concept of ‘vulnerable energy consumer’, proposals for measures</i>

AVAILABILITY OF	EXPLANATION
 Legislative framework supporting vulnerable and energy poor	<ul style="list-style-type: none"> » The Parliament Decision (No. 28 of 2023) on compensating costs for vulnerable energy consumers (Govern. Program „Prosper, Sure and European Moldova”) » The Energy Act (NO. 174 of 21 September 2017) - <i>establishes basic principles for providing consumers with quality energy in a fair, transparent and reliable manner as well as ensuring consumer protection (article 2, 6 and 12)</i> » The Natural Gas Act (No. 108 of 27 May 2016) - <i>defines the concept of ‘vulnerable consumer’ (Article 2), protection of vulnerable consumers (Article 84)</i> » Electricity Act (No.107 of 27 May 2016) - <i>defines the concept of ‘vulnerable consumer’ (Article 2), protection of vulnerable consumers (Article 67)</i> » The Act on Heat and Promotion of Cogeneration (No. 92 of 29 September 2014) - <i>ensuring the quality, reliability, and continuity of heat supplies, affordability of tariffs for heat consumers, and protecting the rights of heat consumers (articles 3,4)</i> » The Social Assistance Act (No. 133 of 13 June 2008) - <i>provides specific eligibility criteria for the disadvantaged families entitled to state assistance</i>
 Institutional framework	<ul style="list-style-type: none"> » National Agency for Energy Regulation (ANRE) - <i>tariff regulation which ensures protection of consumer rights and quality of service for supplies</i> » Ministry of Health, Labor and Social Protection » National Social Insurance House (NSIH) » National Bureau of Statistics (NBS) - <i>annually determines a set of poverty indicators</i>
 Database registering energy poor/vulnerable customer	<ul style="list-style-type: none"> » Energy Vulnerability Reduction Fund linked with an Energy Vulnerability Application System (seven energy vulnerability categories)

Availability of Policies & Measures*

SHORT-TERM MEASURES	YES	NO
 Protection <ul style="list-style-type: none"> » Protection against utility disconnections in case of non-payment » Provision of minimum energy supply 	×	
 Direct financial support <ul style="list-style-type: none"> » Support for paying energy bills 	×	
 Price regulation <ul style="list-style-type: none"> » Social tariffs » Pre-paid 		×

* based on the list provided in the Energy Community Guidelines on identifying and addressing energy poverty

LONG-TERM MEASURES		YES	NO
	Energy efficiency improvements and incentives <ul style="list-style-type: none"> » Incentives for low energy consumption » Energy retrofitting of buildings, including replacing windows and doors, and replacing energy inefficient household appliances with more efficient ones 		×
	Heating system improvements <ul style="list-style-type: none"> » Replacing the main heating source with more efficient, environmentally friendly and affordable types of heating - Modernization and expansion of heating systems » Implementation of heating systems where not available 		×
	Support for renewable energy sources (RES) <ul style="list-style-type: none"> » Incentives for installing photovoltaic panels or for installing solar-thermal collectors 		×
	Implementation of low-cost energy efficiency measures including energy counselling <ul style="list-style-type: none"> » Installing simple and low-cost energy efficiency measures such as draught-proofing of windows and doors and LED lighting » Undertaking simple energy audits and providing information on rational and efficient energy use 		×

Policies & Measures in Place

MEASURE NAME	IN FORCE SINCE	SHORT EXPLANATION	NUMBER OF HH COVERED	EXPENDITURE	
				HH/MONTH	MEASURE/YEAR
Social Assistance (SA)	2020	» Covering the poorest families based on income as a criterion	96,067	N/A	N/A
Aid for the cold period of the year	2020	» Heating social programs during the cold period of the year complementary to social assistance	245,425	N/A	N/A
Local-level assistance in Chisinau and Balti	2018-2019	» Subsidy for heating costs in Chisinau and Balti	40,000	N/A	N/A
Energy Vulnerability Reduction Fund and "Help at the meter" programme: » on-bill compensation for energy costs and » cash payment for households that use coal or firewood for heating	2022	» Compensations during cold season (Nov-March), depending on the household's category of energy vulnerability (extreme, very high, high, etc.).	<740,000 for 2023-24 heating season	Reduced costs for natural gas consumption: max. 180 m ³ /month/point of consumption; MDL 12-24/m ³ (EUR 0.6-1.25/m ³) thermal energy connected to DH: 1.3 Gcal/month/point of consumption; MDL 1450-2500/Gcal (EUR 76-130/Gcal) electricity: 75 kWh/month/point and 1,000 kWh/month when meeting certain conditions; MDL 3.3-5.2/kWh (EUR 0.17-0.27/kWh)	N/A

National Energy and Climate Plan (NECP)

- » Information on energy poverty indicators are provided on the basis of the Household Budget Survey and data from the National Statistical Office, e.g. on average consumer expenditure on energy services.
- » Legal definition of energy poverty and vulnerable consumer provided.
- » Legal framework and energy-related social assistance programs mentioned.
- » One policy and measure on energy poverty that aims to introduce a definition on energy poverty, identify vulnerable consumers and design mechanisms for reducing the number of energy poverty. Additionally, it is envisaged to establish public programs for thermal insulation of buildings for energy poor communities. Responsibilities for monitoring and implementing the policies and measures, the estimated costs, and the source of funding are listed.
- » The National Energy and Climate Plans draws attention to the linkage between energy poverty and other work streams (e.g., one policies and measures on market opening and on facilitating the process of changing the supplier to quickly address energy poverty indirectly).
- » Other recognized interlinkages include the need to emphasizes on vulnerable consumer within energy efficiency, smart meters, renewable energy sources and renovation of residential buildings (but not formulated in policies and measures).

RECOMENDATIONS BY ENERGY COMMUNITY SECRETARIAT

- » Develop a methodology to assess the number of households in energy poverty as required by the Governance Regulation. The Energy Vulnerability Reduction Fund (EVRF) database and categories could be used as a tool to assess energy poor households.
- » Establish a national indicative objective to reduce energy poverty, including a timeframe.
- » Collect and include data on SILC indicators from Eurostat.
- » Strengthen the use of energy efficiency and renewable energy measures as an instrument to provide targeted support for the alleviation of energy poverty.
- » Continue with the Energy Vulnerability Reduction Fund as a dedicated financial instrument to combat energy poverty.

PUBLICATIONS & LINKS

-  Ajutor La Contor Programme
-  Report on Energy Poverty Assessment and Support Mechanisms in the Republic of Moldova (UNDP, 2022)
-  Republic of Moldova. Poverty Reduction and Growth Strategy (International Monetary Fund, 2023)
-  Report on protection of vulnerable households in the Western Balkans
-  Republic of Moldova: Assessment of Energy Poverty
-  Energy Poverty in Moldova: Social Assistance versus Technical Capacitation
-  Information about the Energy Vulnerability Reduction Fund

Energy Poverty Indicators by the Energy Poverty Advisory Hub (EPAH)

Relevant EPAH data not available yet

Source: Energy Poverty Advisory Hub, available [here](#).







MONTENEGRO

The Energy Act defines vulnerable consumers. A national target to reduce the number of energy poverty is missing. There are financial support schemes for energy-poor households, with new schemes planned under the Energy Support Package. Energy efficiency, or renewable energy measures that specifically target the energy poor are lacking.










FACTSHEET ENERGY POVERTY

Status of Recognition of Energy Poverty

AVAILABILITY OF	EXPLANATION
 Definition of energy poverty	» No definition
 Definition of vulnerable customer	» The Energy Act defines 'vulnerable consumers' as those experiencing health and social vulnerability (G 5/16, 51/17, and 82/20, Article 198)
 National target to reduce the number of energy poor	» No national target
 Legislative framework supporting vulnerable and energy poor	<ul style="list-style-type: none"> » The Energy Act (OG 5/16, 51/17, and 82/20) - defines obligations of the supplier of last resort and vulnerable consumers (Article 196), defines 'vulnerable consumers' (Article 198) » Ordinance on Supplying Electricity to Vulnerable Consumers (OG 81/2018) - defines eligibility criteria for acquiring the status of a vulnerable consumer based on the social and health status of household members
 Institutional framework	<ul style="list-style-type: none"> » Ministry of Capital Investments; » National Energy Regulatory Agency - key body delivering and monitoring implementation of legislation aimed at protecting vulnerable energy consumers; » Ministry of Finance and Social Welfare - implementing policy for socially vulnerable.
 Database registering energy poor/vulnerable customer	» No database

Availability of Policies & Measures*

SHORT-TERM MEASURES		YES	NO
	Protection <ul style="list-style-type: none"> » Protection against utility disconnections in case of non-payment » Provision of minimum energy supply 	X	
	Direct financial support <ul style="list-style-type: none"> » Support for paying energy bills 	X	
	Price regulation <ul style="list-style-type: none"> » Social tariffs » Pre-paid 		X

LONG-TERM MEASURES		YES	NO
	Energy efficiency improvements and incentives <ul style="list-style-type: none"> » Incentives for low energy consumption » Energy retrofitting of buildings, including replacing windows and doors, and replacing energy inefficient household appliances with more efficient ones 		X
	Heating system improvements <ul style="list-style-type: none"> » Replacing the main heating source with more efficient, environmentally friendly and affordable types of heating » Modernization and expansion of heating systems » Implementation of heating systems where not available 		X
	Support for renewable energy sources (RES) <ul style="list-style-type: none"> » Incentives for installing photovoltaic panels or for installing solar-thermal collectors 		X
	Implementation of low-cost energy efficiency measures including energy counselling <ul style="list-style-type: none"> » Installing simple and low-cost energy efficiency measures such as draught-proofing of windows and doors and LED lighting » Undertaking simple energy audits and providing information on rational and efficient energy use 		X

* based on the list provided in the Energy Community Guidelines on identifying and addressing energy poverty

Policies & Measures in Place

MEASURE NAME	IN FORCE SINCE	SHORT EXPLANATION	NUMBER OF HH COVERED	EXPENDITURE	
				HH/MONTH	MEASURE/YEAR
Support for vulnerable groups due to the increase in energy prices.	2022-2023	» Persons with the lowest incomes whose standard is threatened by rising prices of electricity and energy sources -pensioners and users of social welfare schemes	47,573	approx. EUR 175/ household	EUR 8,3 million (Energy Support Package)
Subsidy for Electricity Bills (Ordinance on Supplying Electricity to Vulnerable Consumers)	2019	» Vulnerable consumers are entitled to a subsidy covering 50% of their electricity bills up to a max. of 600 kWh of consumed electricity (if < 600 kWh, they are still entitled to a 50% subsidy, i.e., for a max. of 300 kWh of consumed electricity)	400 - 700	N/A	N/A
Subsidy for Electricity Bill (Guidance on the Procedure and Manner of Implementing the Electricity Bill Subsidization Program)	2019	» Beneficiaries of material social welfare support for war veterans and beneficiaries of material social welfare support and users of social housing in accordance with the Act on Social Protection and Child Protection: subsidy covering 40% of bills up to EUR 60, whereas for bills higher than EUR 60, the subsidy is EUR 24. » Beneficiaries of disability support: subsidy covers 30% of bills up to EUR 60 , and the subsidy is EUR 18 for bills higher than 60 EUR.	17,000 – 21,000	EUR 24 per beneficiary	EUR 2,7 million

ENERGY SUPPORT PACKAGE

According to the measures planned as part of the energy support package, the number of people benefiting from electricity cost subsidies of 30-40-50% or more on their electricity bill (until December 31, 2023) should increase significantly and new support schemes have been planned. The Montenegrin Government allocated EUR 8,3 million to additional subsidies for electricity bills for the most vulnerable groups - pensioners with the lowest pensions and the recipients of the social welfare subsidy. This measure is implemented in addition to the existing schemes.

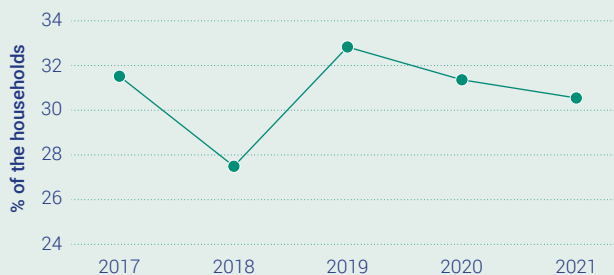
National Energy and Climate Plan (NECP)

National Energy and Climate Plans is not available yet.

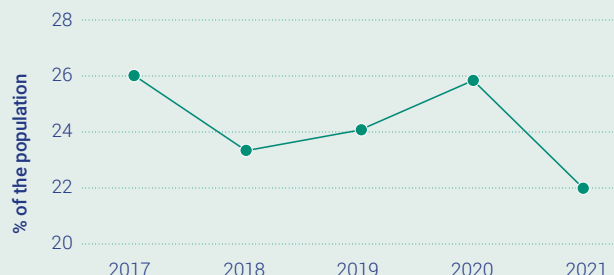
Energy Poverty Indicators by the Energy Poverty Advisory Hub (EPAH)



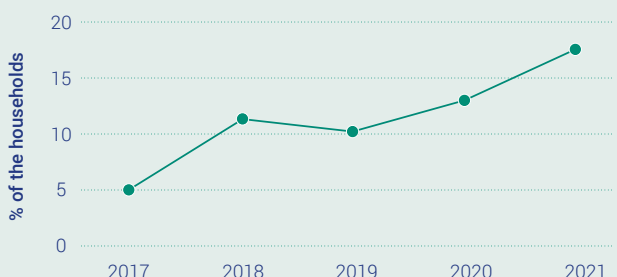
ARREARS ON UTILITY BILLS



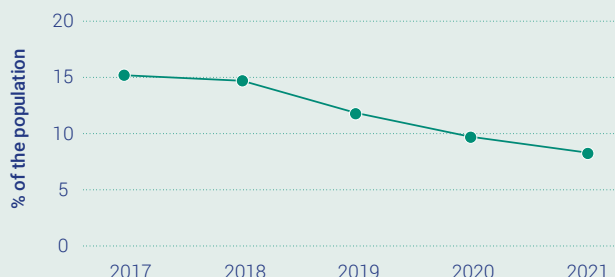
POP, LIV, DWELLING WITH PRESENCE OF LEAK



INABILITY TO KEEP HOME ADEQUATELY WARM



HOUSING COST OVERBURDEN RATE



Source: Energy Poverty Advisory Hub, available [here](#).

PUBLICATIONS & LINKS



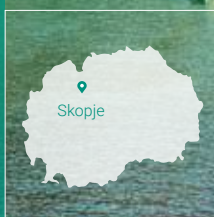
Energy Community report on protection of vulnerable households in the Western Balkans



Energy poverty in the Energy Community region: Interrogating policy formulation and coverage




NORTH MACEDONIA




Vulnerable consumers are recognized by law. There is a Program for Protecting Vulnerable Energy Consumers and for the Promotion of Renewable Energy and Energy Efficiency. It is planned to establish an Energy Efficiency Fund under the Development Bank of North Macedonia. The National Energy and Climate Plans is adopted with an update expected in 2024.






FACTSHEET ENERGY POVERTY

Status of Recognition of Energy Poverty





AVAILABILITY OF	EXPLANATION
 Definition of energy poverty	» No definition
 Definition of vulnerable customer	» According to the Energy Law, a 'vulnerable consumer' shall mean a household in which lives a person to whom, due to his social condition and/or health condition, the right to use the network and/or the supply of electricity, natural gas or heat energy is given under special conditions (<i>Article 3(58)</i>). » The annual Program for the protection of vulnerable energy consumers defines 'vulnerable energy consumers' based on income vulnerability. In 2022, this included beneficiaries of guaranteed minimum assistance and social security for older persons, as well as households with a net monthly disposable income not exceeding 30,000 MKD (€486). » Other definitions on vulnerable customer exist (<i>Law on Consumer Protection, Article 2(24)</i>).
 National target to reduce the number of energy poor	» No national target

AVAILABILITY OF	EXPLANATION
 Legislative framework supporting vulnerable and energy poor	<ul style="list-style-type: none"> » The Energy Law (Official Gazette, No 08-3424/1): <ul style="list-style-type: none"> » provides a <u>definition</u> for 'vulnerable consumer' (Article 3 (58)) » information on the adoption, implementation and scope of a <u>Program for the protection of vulnerable energy consumers</u> (Article 15) » Objective to reduce energy poverty and protect vulnerable consumers (Article 10) » The Social Protection Act from 2015 (33/15), the Act Amending the Social Protection Act of 2019 (No. 08-4015/1), including the Act Amending the Social Protection Act of 2019 (No. 08-7145/1) - social Welfare Centre is to verify household conditions of persons possessing the right to guaranteed minimum assistance, legal basis for annual Program for protecting vulnerable energy consumers
 Institutional framework	<ul style="list-style-type: none"> » Ministry of Labor and Social Policy - providing measures for direct financial support for vulnerable energy consumers within the Annual Program; » Ministry of Economy - measures as part of the Annual Program to promote renewable energy sources and energy efficiency in households; » Public Revenue Office under the Ministry of Finance - record of persons possessing the right to guaranteed minimum assistance; » Regulatory Commission for Energy and Water Services (ERC) - adopt the annual Program for Protecting Vulnerable Energy Consumers, measures and decisions for system operator for distribution of energy, measures, tariffs and obligations with regard to universal energy service supply, setting Use-of-System charges; » Social Welfare Centre - verify household conditions for the right to guaranteed minimum assistance.
 Database registering energy poor/vulnerable customer	<ul style="list-style-type: none"> » Public Revenue Office under the Ministry of Finance keeps the official record of persons possessing the right to guaranteed minimum assistance (on the basis of income and health criteria)

Availability of Policies & Measures*

SHORT-TERM MEASURES	YES	NO
 Protection <ul style="list-style-type: none"> » Protection against utility disconnections in case of non-payment » Provision of minimum energy supply 	×	
 Direct financial support <ul style="list-style-type: none"> » Support for paying energy bills 	×	
 Price regulation <ul style="list-style-type: none"> » Social tariffs » Pre-paid 		×

* based on the list provided in the Energy Community Guidelines on identifying and addressing energy poverty

LONG-TERM MEASURES		YES	NO
	Energy efficiency improvements and incentives <ul style="list-style-type: none"> » Incentives for low energy consumption » Energy retrofitting of buildings, including replacing windows and doors, and replacing energy inefficient household appliances with more efficient ones 	×	
	Heating system improvements <ul style="list-style-type: none"> » Replacing the main heating source with more efficient, environmentally friendly and affordable types of heating » Modernization and expansion of heating systems » Implementation of heating systems where not available 		×
	Support for renewable energy sources (RES) <ul style="list-style-type: none"> » Incentives for installing photovoltaic panels or for installing solar-thermal collectors 	×	
	Implementation of low-cost energy efficiency measures including energy counselling <ul style="list-style-type: none"> » Installing simple and low-cost energy efficiency measures such as draught-proofing of windows and doors and LED lighting » Undertaking simple energy audits and providing information on rational and efficient energy use 		×

Policies & Measures in Place

MEASURE NAME	IN FORCE SINCE	SHORT EXPLANATION	NUMBER OF HH COVERED	EXPENDITURE	
				HH/MONTH	MEASURE/YEAR
<p>Annual Program for the Protection of Vulnerable Energy Consumers. The Program defines vulnerable consumers and conditions for utilizing funds, and defines electricity supply rules obliging energy suppliers to supply energy (electricity and natural gas) to vulnerable consumers. The Strategy for Energy Development of the Republic of North Macedonia until 2040 obliges the Government to define Programs for the Protection of Vulnerable Energy Consumers and the Energy Act and the Social Protection Act provide the legal basis for it.</p>					
Energy Subsidy	2009	<ul style="list-style-type: none"> » In 2009, the Government of the Republic of North Macedonia adopted the Program for Subsidizing Energy Consumption in Households as the first measure combating energy poverty. Program beneficiaries are low-income households and vulnerable consumers as defined in the Program for Protecting Vulnerable Energy Consumers. The subsidies cover consumption of different energy forms in households, such as electricity, fuelwood, coal, light heating oil, and district heating. 	(approx. 1/3 of eligible households)	MKD 1,000 (EUR 16)	expected MKD 60 million for 2023 (EUR 970 000)

MEASURE NAME	IN FORCE SINCE	SHORT EXPLANATION	NUMBER OF HH COVERED	EXPENDITURE	
				HH/MONTH	MEASURE/ YEAR
Rules fo Suppliers of Vulnerable Consumers	2021	» Supply rules state that the supplier is obliged to provide vulnerable consumers with the following: - Information on their right to use certain protection measures. - To be notified of planned disconnection from the grid to unpaid invoices, at least 40 days before the actual disconnection, - Delivery of natural gas to vulnerable consumers during December, January, and February, despite unpaid invoices for already delivered natural gas. - Delivery of natural gas to vulnerable consumers, despite unpaid invoice for delivered energy, if no more than 60 days have passed from the invoice maturity date, and - The possibility of deferred payments or payments in instalments of debt, where the repayment of debt shall be made in at least six equal instalments, for which a settlement is concluded with the vulnerable consumer.	N/A	N/A	N/A
2023 Annual Program for Promotion of Renewable Energy Sources and Encouraging Energy Efficiency in vulnerable household (expected 1,1 million EUR for 2023)					
Reimbursement of costs for purchased and installed solar thermal collector systems	2021	» Reimbursement of up to 30% of costs for purchased and installed solar thermal collector systems in households, with a maximum reimbursement of MKD 10,000 (EUR 162) per household for 2021, and total max. reimbursement of MKD 6 million (EUR 97 000)	N/A	MKD 10,000 (EUR 162)	MKD 6 million (EUR 97,000)
Reimbursement of costs for purchased and installed solar thermal collector systems	2021	» Reimbursement of up to 70% of costs for purchased and installed solar thermal collector systems in households, with a maximum reimbursement of MKD 15 000 (EUR 243) per household for 2021, and an overall max. total amount of MKD 2 million (EUR 32,000) for low-income persons	N/A	MKD 15,000 (EUR 243)	MKD 2 million (EUR 32,000)

MEASURE NAME	IN FORCE SINCE	SHORT EXPLANATION	NUMBER OF HH COVERED	EXPENDITURE	
				HH/MONTH	MEASURE/ YEAR
Reimbursement of costs for purchased and installed PVC or aluminium windows	2021	» Reimbursement of up to 50% of costs for purchased and installed PVC or aluminum windows in households, to a maximum reimbursement of MKD 20,000 (EUR 324) per household for 2021, and an absolute max. of MKD 19 million (EUR 308,000)	N/A	MKD 20,000 (EUR 324)	MKD 19 million (EUR 308,000)
Reimbursement of costs for purchased and installed PVC or aluminum windows	2021	» Reimbursement of up to 70% of costs for purchased and installed PVC or aluminum windows in households, to a maximum reimbursement of MKD 25,000/household (EUR 405) for 2021, and a max. total amount of MKD 3 million (EUR 49,000) for the entire category of low-income persons	N/A	MKD 25,000 (EUR 324)	MKD 3 million (EUR 49,000)
Reimbursement of costs for purchased and installed pellet stoves	2021	» Reimbursement of up to 50% of costs for purchased and installed pellet stoves in households, where the maximum reimbursement is MKD 20,000/household (EUR 324) per for 2021, and a max. total reimbursement MKD 11 million (EUR 178,244)	N/A	MKD 20,000 (EUR 405)	MKD 11 million (EUR 178,000)
Reimbursement of costs for purchased and installed pellet stoves	2021	» Reimbursement of 70% of costs for purchasing pellet stoves in households, where the maximum reimbursement is MKD 25,000/household (EUR 405) for 2021, and a max. total reimbursement of MKD 3 million (EUR 49,000) for the category of low-income persons	N/A	MKD 25,000 (EUR 405)	MKD 3 million (EUR 49,000)
Reimbursement of costs for purchased and installed of photovoltaic panels for the production of electricity up to 4 kW for personal household consumption	2021	» Reimbursement of up to 30% of costs for purchased and installed of photovoltaic panels for the production of electricity up to 4 kw for personal household consumption, installed on a building for which the consumer has right of ownership or use, to a maximum of MKD 62,000 (EUR 1,004) per household for 2021, and a max. total of MKD 8 million (EUR 130,000)	N/A	MKD 62,000 (EUR 1,004)	MKD 8 million (EUR 130,000)

National Energy and Climate Plan (NECP)

- » Identifies the number of energy-poor households (25% of the population) and possible drivers of energy poverty.
- » The adoption of a definition of energy poverty in the relevant laws and regulations is mentioned as a priority.
- » The formulated policy and measure includes the adoption of a comprehensive Annual Program for Vulnerable Consumers, including the definition of the categories of vulnerable consumers, the definition of appropriate measures, the provision of financial support and the identification of institutions responsible for the implementation of the program.

RECOMENDATIONS BY ENERGY COMMUNITY SECRETARIAT

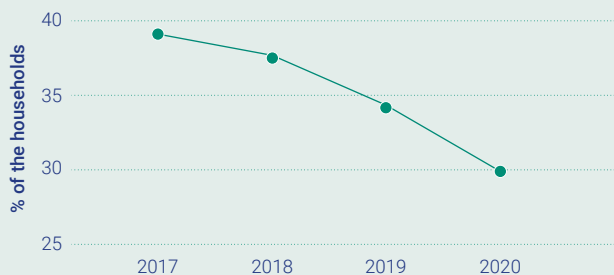
- » Establish a national indicative objective to reduce energy poverty, including a timeframe.
- » Develop a methodology to assess the number of households in energy poverty as required by the Governance Regulation.
- » Formulate the need for a legal definition of energy poverty in a policy and measure. Legally adopt a definition for energy poverty.
- » Strengthen long-term measures to address the root causes of energy poverty in the annual program.
- » Use the Energy Efficiency Fund, which will be established under the Development Bank of North Macedonia (DBNM) in 2024 to provide special benefits to energy poor households.
- » Submit an updated National Energy and Climate Plans by June 2024, to align the Plan with the 2022 established energy and climate targets for 2030.



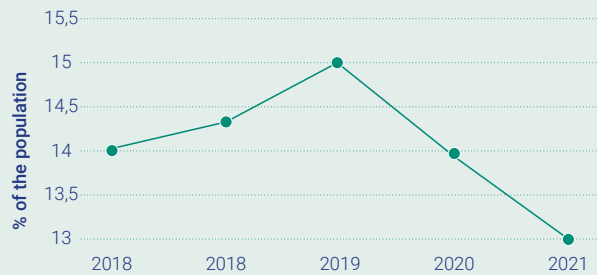
Energy Poverty Indicators by the Energy Poverty Advisory Hub (EPAH)



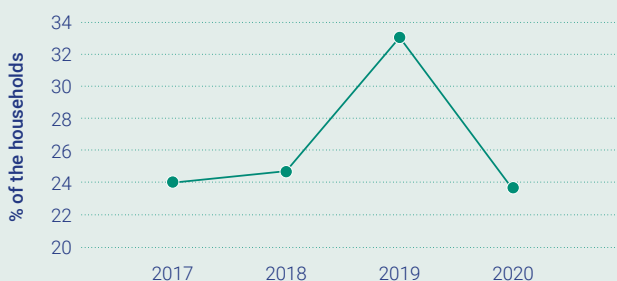
ARREARS ON UTILITY BILLS



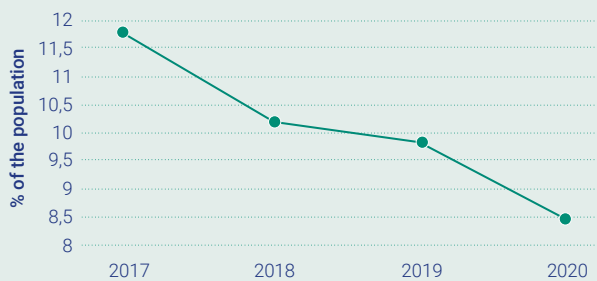
POP, LIV, DWELLING WITH PRESENCE OF LEAK, DAMP AND ROT



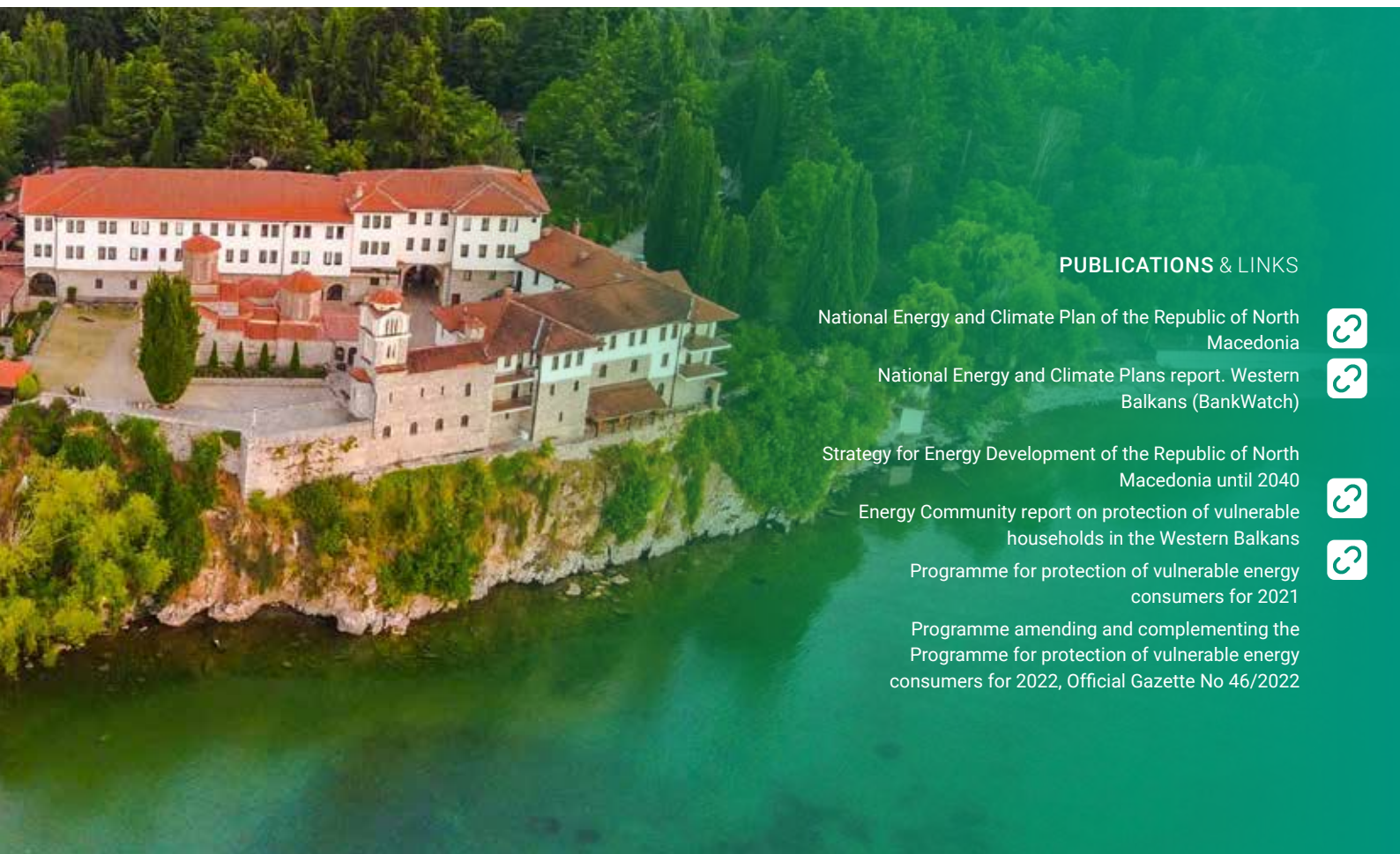
INABILITY TO KEEP HOME ADEQUATELY WARM



HOUSING COST OVERBURDEN RATE




Source: Energy Poverty Advisory Hub, available [here](#).




PUBLICATIONS & LINKS

National Energy and Climate Plan of the Republic of North Macedonia 

National Energy and Climate Plans report. Western Balkans (BankWatch) 

Strategy for Energy Development of the Republic of North Macedonia until 2040 

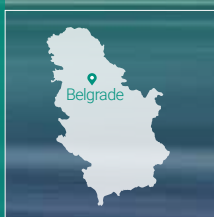
Energy Community report on protection of vulnerable households in the Western Balkans 

Programme for protection of vulnerable energy consumers for 2021 

Programme amending and complementing the Programme for protection of vulnerable energy consumers for 2022, Official Gazette No 46/2022





SERBIA



The Law on Energy Efficiency and Rational Use of Energy recognizes energy poverty. The target is to reduce energy poverty by 75% in 2030 compared to 2020. The National Energy and Climate Plans contains sic policies and measures, targeting financial aid to the energy poor and long-term strategies to combat it. The Energy Efficiency Administration prepares programs for energy efficiency measures among energy-vulnerable and other customers.






FACTSHEET ENERGY POVERTY


Status of Recognition of Energy Poverty

AVAILABILITY OF	EXPLANATION
 Definition of energy poverty	» The Law on Energy Efficiency and Rational Use of Energy defines 'energy poverty' as a situation resulting from a "combination of low household income, large expenditure of available income on energy and insufficient energy efficiency" (OG 40/2021, Article 3).
 Definition of vulnerable customer	» The law on Energy (no. 40/21, Article 10) and the Decree on Energy Vulnerable Consumers define 'vulnerable energy consumer', primarily based on factors such as health and income level. The Decree on Energy Vulnerable Consumers, prescribes in more detail the criteria, manner of protection, conditions, and procedures for determining the status of an energy-protected consumer.
 National target to reduce the number of energy poor	» National target to reduce the number of energy poor by 75% in 2030 compared to 2020
 Legislative framework supporting vulnerable and energy poor	» Law on Energy Efficiency and Rational Use of Energy (OG 40/2021) - defines energy poverty for the energy sector (Article 3), the Directorate for financing and promoting energy efficiency has the task to prepare programs on energy efficiency measures with a view to reducing energy poverty (Article 73) » Law on Energy (no. 40/21, adopted in 2014) - defines energy vulnerable customer (Article 10), introduced the obligation to protect energy-vulnerable customers with the aim of reducing energy poverty (in accordance with EU 3rd Energy Package) » Decree on Energy Vulnerable Costumers (OG 137/2022, 93/2023 and 116/2023) - defines eligibility criteria for energy support measures for energy vulnerable households, regulatory framework for budget for their protection » Consumer Protection Act (OG 62/2014, 6/2016, 44/2018) - defines vulnerable consumer (Article 84) » Law on Use of Renewable Energy Sources (no. 40/2021) - introduction of concept of prosumers, energy communities and aggregators as decentralised actors in energy market.

AVAILABILITY OF		EXPLANATION
	Institutional framework	<ul style="list-style-type: none"> » Local authority - obligation to submit data of energy-vulnerable customers who can exercise the right for subsidies to energy supplier » Ministry competent for energy and welfare issues – determines criteria for status of vulnerable consumer » Administration for financing and promoting energy efficiency - separate legal body, within Ministry of Mining and Energy, which manages state budget for Energy Efficiency Improvements
	Database registering energy poor/vulnerable customer	Database on energy vulnerable customers

Availability of Policies & Measures*

SHORT-TERM MEASURES		YES	NO
	Protection <ul style="list-style-type: none"> » Protection against utility disconnections in case of non-payment » Provision of minimum energy supply 	x ¹⁵	
	Direct financial support <ul style="list-style-type: none"> » Support for paying energy bills 	x	
	Price regulation <ul style="list-style-type: none"> » Social tariffs » Pre-paid 		x




LONG-TERM MEASURES**		YES	NO
	Energy efficiency improvements and incentives <ul style="list-style-type: none"> » Incentives for low energy consumption » Energy retrofitting of buildings, including replacing windows and doors, and replacing energy inefficient household appliances with more efficient ones 	x ¹⁶	

* based on the list provided in the Energy Community Guidelines on identifying and addressing energy poverty

** Many of these programs are available for all households in Serbia, and could be adjusted to include special support to energy poor.

¹⁵ Regulation on Energy Vulnerable Customers defines protection against disconnecting vulnerable consumers from the grid, specifically those household members who possess medical support appliances requiring electricity for operation.

¹⁶ Project: Scaling Up Residential Clean Energy (SURCE) (2022). The goal of the project is to encourage investment in energy efficiency and in the application of "clean energy", as well as spreading awareness of the necessity of rational energy management through investments in clean and efficient heating solutions and rooftop solar photovoltaic systems. Sustainable heating investments are expected to reach 25,000 households during the five years of the project. Some 2,500 households will receive social inclusion "top-up grants", supporting the most vulnerable citizens, and 3,000 households are expected to shift away from traditional solid fuel heating solutions. Rooftop solar photovoltaic installations are expected to add 4MW in installed renewable energy capacity. The project will prioritize investments in single-family houses and flats, which tend to have poor thermal characteristics and rely on more polluting and less efficient coal and wood boilers for heating. Grants will be provided by the Government in cooperation with the World Bank and local self-government units and will be awarded through public invitations issued by local self-government units. In 2024, subsidies for energy poor citizens substantially increased, allowing for up to 90% of the investment coverage. This financial support, totaling approximately 222 million dinars (around 1.9 million EUR), is allocated to 44 local self-government units. The implementation of these subsidies must be completed within one year of signing the contracts between the Ministry of Mining and Energy and the local authorities.

	Heating system improvements <ul style="list-style-type: none"> » Replacing the main heating source with more efficient, environmentally friendly and affordable types of heating » Modernization and expansion of heating systems » Implementation of heating systems where not available 	x ¹⁶	
	Support for renewable energy sources (RES) <ul style="list-style-type: none"> » Incentives for installing photovoltaic panels or for installing solar-thermal collectors 	x ¹⁶	
	Implementation of low-cost energy efficiency measures including energy counselling <ul style="list-style-type: none"> » Installing simple and low-cost energy efficiency measures such as draught-proofing of windows and doors and LED lighting » Undertaking simple energy audits and providing information on rational and efficient energy use 		x

Policies & Measures in Place

MEASURE NAME	IN FORCE SINCE	SHORT EXPLANATION	NUMBER OF HH COVERED	EXPENDITURE	
				HH/MONTH	MEASURE/ YEAR
Electricity, gas and heating subsidy	2023	Four criteria for a household (HH) to acquire status of an energy vulnerable customer: <ul style="list-style-type: none"> » 1. Material position, incl. income, number of household members, property status; » 2. Financial-social assistance/child allowance/ increased allowance for assistance and care of another person; » 3. Pensioners with the lowest tier of pensions; » 4. Health condition 	approx. 170.000 in 2023	HH fulfilling 1st and/or 2nd criterion: subsidies of energy bills for electricity (max 250 kWh/HH) or subsidies of bill for natural gas (max 770kWh of gas for Jan-March and Okt-Dec/HH) or subsidies of bill for district heating (up to 60% of montly bill/HH) HH fulfilling 3rd criterion - subsidies of energy bills in winter period (9 EUR/HH) HH fulfilling the 4th criterion - electricity protection against the suspension of electricity supply	Approx. 14.08 mil EUR for electricity, 4,510 EUR for natural gas, 73,820 EUR for district heating in 2023
Electricity, gas and DH heating subsidy in Novi Sad	2013	<ul style="list-style-type: none"> » Deduction on Utility Fees (electricity, gas, district heating) for families with three or more children with residence in Novi Sad 	N/A	up to 50% of monthly bills (max. 30% for families with 3-5 children, max. 40% for families with 6-8 children, and 50% for families with 9 or more children)	N/A

MEASURE NAME	IN FORCE SINCE	SHORT EXPLANATION	NUMBER OF HH COVERED	EXPENDITURE	
				HH/MONTH	MEASURE/ YEAR
Electricity, gas and DH heating in Belgrade	N/A	» Subsidy for Utility Products and Services (electricity, gas, district heating) for vulnerable energy consumers in Belgrade (Category 1) Pensioners with the lowest tier of pensions and low-income households, ¹⁷ 2) War veterans, and families of the deceased, 3) Beneficiaries receiving ensured material support and home care meals, disabled and the severely ill)	N/A	up to 30% deduction on monthly utility bill and a max. total deduction of RSD 2,400/month (20 EUR) (30% for Category 1, 10-30% for Category 2, 30% for Category 3)	N/A

National Energy and Climate Plan (NECP)

- » The Law on Energy Efficiency and Rational Use of Energy introduces a definition of energy poverty.
- » The national target is to reduce energy poverty by 75% in 2030 compared to 2020 (using one EUROSTAT indicator as the baseline).
- » Six policies and measures on energy poverty, in form of four reforms and two investments and encompassing both, immediate financial aid to the energy poor and long-term strategies to combat energy poverty, including:
 - » An Energy Poverty Action Plan to specialize policies and measures, develop a monitoring mechanism, and specify the regulatory framework;
 - » Establish tools, indicators and a monitoring system for policies and measures of AP;
 - » Regulatory measures to protection from disconnections, social tariff and the provision of energy cards, deployment of smart meters;
 - » Instruments to enhance energy efficiency and renewable energy installations for the energy poor;
 - » Expand the usage of alternative energy sources, particularly DH and natural gas networks;
 - » Awareness-raising, guidance or training programs (energy audits, smart meters, energy advice).

RECOMENDATIONS BY ENERGY COMMUNITY SECRETARIAT

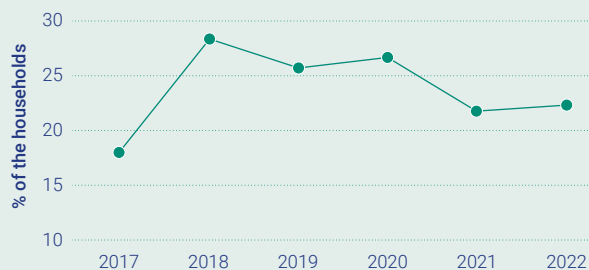
- » Develop a methodology to assess the number of households in energy poverty as required by the Governance Regulation. The National Energy and Climate Plans utilizes EUROSTAT data on percentage of households unable to keep home adequately warm in 2019 (10%) to measure energy poverty.
- » The policies and measures on energy poverty require specifications on funding. The estimation of the foreseen investment cost will be carried out within the Energy Poverty Action Plan (to be prepared).
- » Only one policies and measures foresees partial self-funding (awareness and information measure), while the funding source for other measures is under examination or rely on EU and public funds.
- » Further strengthen the use of energy efficiency and renewable energy measures as an instrument to provide targeted support for the alleviation of energy poverty.

¹⁷ Criteria for low-monthly income household: single-person households (EUR 68 – 196/month), 2 person household (EUR 85 – 196), 3-person household (EUR 102 – 340), 4-person household (EUR 111 -366), 5 or more person household (EUR 128 – 391)

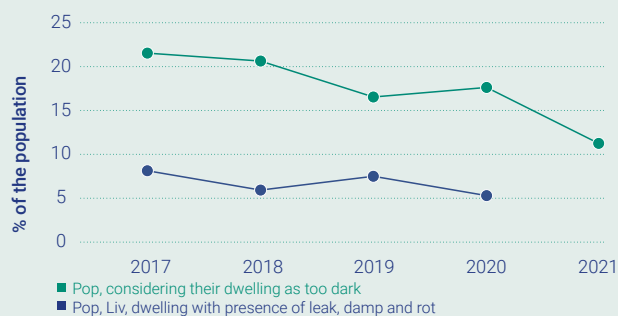
Energy Poverty Indicators by the Energy Poverty Advisory Hub (EPAH)



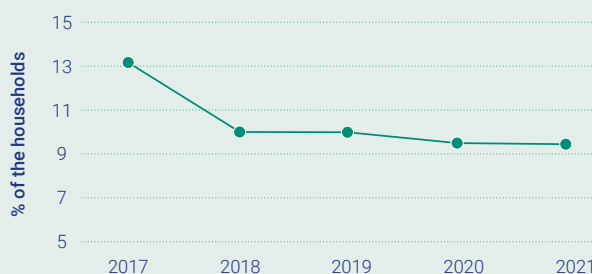
ARREARS ON UTILITY BILLS



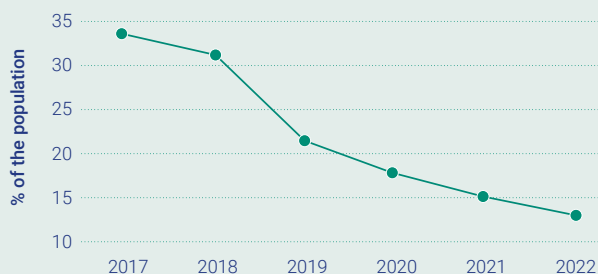
BUILDING STOCK



INABILITY TO KEEP HOME ADEQUATELY WARM



HOUSING COST OVERBURDEN RATE



Source: Energy Poverty Advisory Hub, available [here](#).

PUBLICATIONS & LINKS



EPAH Atlas with local energy poverty projects

Draft National Integrated Energy and Climate Plan of Serbia (NECP)



Energy Support Package: Plan of the Republic of Serbia for 2023



Marco Peretto from IIECP, Policy measures to combat energy poverty among low-income household groups in Serbia: a multidisciplinary analysis, November 2022.

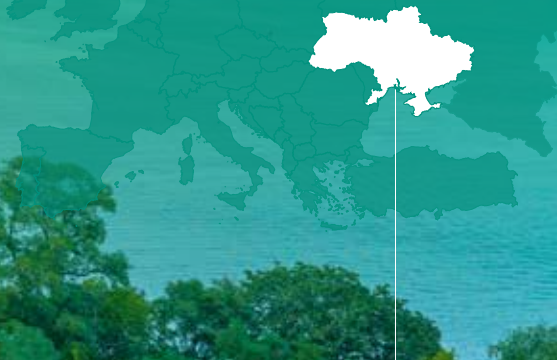
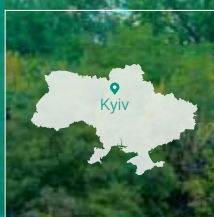


Energy Community report on protection of vulnerable households in the Western Balkans







UKRAINE



The country has an extensive list of financial support schemes for vulnerable consumers as well as long-term measures to improve energy efficiency. Parts of the Energy Efficiency Fund are intended to support vulnerable households. A definition and a national target for reducing energy poverty are missing.






FACTSHEET ENERGY POVERTY

Status of Recognition of Energy Poverty

AVAILABILITY OF	EXPLANATION
 Definition of energy poverty	» No definition
 Definition of vulnerable customer	» The Natural Gas Market Act defines 'vulnerable consumer' as household consumers entitled to state assistance using the procedure established by the Cabinet of Ministers of Ukraine (No. 329-VIII, Article 1). » The Electricity Market Act defines 'vulnerable consumers' as household consumers determined in accordance with the procedure established by the Cabinet of Ministers of Ukraine who are entitled to legally provided support for reimbursements of costs for electricity consumption and/or protection against power outages in certain periods (No. 2019-VIII, Article 1).
 National target to reduce the number of energy poor	» No national target
 Legislative framework supporting vulnerable and energy poor	» Electricity Market Act of 13 April 2017 No. 2019-VIII (amended on 1 September 2020) - defines 'vulnerable consumers' (Article 1), remedies available to vulnerable electricity consumers (Article 57), protection of vulnerable consumers (Article 61) » Natural Gas Market Act of 9 April 2015 No. 329-VIII (amended on 20 September 2019) - defines 'energy vulnerable customer' (Article 1), protection of vulnerable consumers (Article 4 and 16) » Act on Energy Efficiency of Buildings (2017, No. 2118-VIII (amended on 2019, No. 199-IX); The Energy Efficiency Fund Act (2017, No. 32) - introduces mechanisms to incentivize recipients of social assistance and subsidies to increase energy efficiency of buildings (Article 16) » The Act on the NEURC (energy regulator) - obligates NEURC to ensure unhindered access of all consumers to modern energy sources (natural gas and electricity)





AVAILABILITY OF	EXPLANATION
 Institutional framework	<ul style="list-style-type: none"> » Ukrainian State Treasury Service - manages disbursement of financial assistance provided by Ministry of Finance to vulnerable consumers according to the guidelines set by the Ministry of Social Policy and other relevant authorities » Ministry of Energy - develops policies and programs to address energy poverty » Ministry of Economic Development and Trade - prepares and submits to the Government for approval the Concept of the State Policy in the Field of Consumer Rights Protection » Ministry for Communities and Territories Development of Ukraine (Minregion) - develops Strategy for Thermal Modernization of Buildings and Concept of the State Program for Thermal Modernization of Buildings » NEURC - obligated to ensure unhindered access of all consumers to modern energy sources (natural gas and electricity) » Energy Efficiency Fund - supports energy efficiency initiatives, implement incentive tools and support measures aimed at increasing energy efficiency in buildings and energy efficiency measures in the residential sector » State Agency for Energy Efficiency and Energy Saving - central executive body implementing state policy in the efficient use of fuel and energy resources, energy savings, renewable energy sources and alternative fuels » Pension Fund of Ukraine » Local offices of the Labor and Social Protection Service - administer social assistance programs at the local level, identifying and providing support to vulnerable individuals and families in need
 Database registering energy poor/vulnerable customer	<ul style="list-style-type: none"> » No database

Availability of Policies & Measures*

SHORT-TERM MEASURES	YES	NO
 Protection <ul style="list-style-type: none"> » Protection against utility disconnections in case of non-payment¹⁸ 	×	
 Direct financial support <ul style="list-style-type: none"> » Support for paying energy bills 	×	
 Price regulation <ul style="list-style-type: none"> » Social tariffs » Pre-paid 		×

* based on the list provided in the Energy Community Guidelines on identifying and addressing energy poverty

¹⁸ Since 31.12.2023 applied only for households located within territories in which hostilities are conducted (territories of possible hostilities, active hostilities) or temporarily occupied by the Russian Federation, in accordance with the list approved by the order of the Ministry of Reintegration of Temporarily Occupied Territories (until the date of termination possibility of hostilities, end of hostilities, end of temporary occupation), or if the consumer's real estate was damaged as a result of hostilities

LONG-TERM MEASURES		YES	NO
	Energy efficiency improvements and incentives <ul style="list-style-type: none"> » Incentives for low energy consumption » Energy retrofitting of buildings, including replacing windows and doors, and replacing energy inefficient household appliances with more efficient ones 	X	
	Heating system improvements <ul style="list-style-type: none"> » Replacing the main heating source with more efficient, environmentally friendly and affordable types of heating » Modernization and expansion of heating systems » Implementation of heating systems where not available 	X	
	Support for renewable energy sources (RES) <ul style="list-style-type: none"> » Incentives for installing photovoltaic panels or for installing solar-thermal collectors 		X
	Implementation of low-cost energy efficiency measures including energy counselling <ul style="list-style-type: none"> » Installing simple and low-cost energy efficiency measures such as draught-proofing of windows and doors and LED lighting » Undertaking simple energy audits and providing information on rational and efficient energy use 		X

Policies & Measures in Place

MEASURE NAME	IN FORCE SINCE	SHORT EXPLANATION	NUMBER OF HH COVERED	EXPENDITURE	
				HH/MONTH	MEASURE/YEAR
Housing Subsidies (Regulation on the Procedure for Allocating Housing Subsidies, approved by the Resolution of the Cabinet of Ministers of Ukraine dated 21 October 1995 No 848)	2019	<ul style="list-style-type: none"> » Non-refundable monetary aid aimed at supporting low-income families, compensates some of the cost of housing and utility services 	3,1 million	N/A	N/A

MEASURE NAME	IN FORCE SINCE	SHORT EXPLANATION	NUMBER OF HH COVERED	EXPENDITURE	
				HH/ MONTH	MEASURE/ YEAR
Additional Subsidies During the COVID-19 Crisis (Resolution of the Cabinet of Ministers of Ukraine dated 25 March 2020 No 247 "On the Peculiarities of Housing Subsidies")	2020	<ul style="list-style-type: none"> » Prohibiting termination of assigned housing subsidies for the quarantine period; » Assigning housing subsidies for the next period to all households that received a housing subsidy in the 2019-2020 heating period, without receiving their applications; Assigning housing subsidies to citizens who were laid off during the quarantine period and registered as unemployed; » A 50% increase in social norms for use of certain utilities (centralized water supply and sewerage, hot water supply, gas supply for cooking and water heating, electricity supply) in the months of the quarantine, starting from March 2020; Postponing increasing the basic payment rate for housing and communal services by recipients of housing subsidies. 	<3 million households	UAH 300 per household (EUR 7)	UAH 1,4 billion (EUR 33 million)
Deductions for Electricity Payment in the First Quarter of 2021 due to Abolishment of Specific Reduced Tariffs to Specific Categories of Consumers (Cabinet of Ministers of Ukraine Resolution dated 1 February 2021, No. 64 "The Issue of Providing Compensation to Certain Categories of Electricity Consumers")	The first quarter of 2021	<ul style="list-style-type: none"> » Deductions cover the cost difference for electricity used as a result of the abolition of reduced tariffs and the setting of fixed prices for household consumers (except those receiving housing subsidies) established since 1 January 2021. Deductions are provided by allocating budgeted funds to universal service providers, followed by their enrolment, as a partial payment for electricity consumed in the first quarter of 2021, to the personal bank accounts of consumers. 	N/A	N/A	N/A
Energodim Program	Since 2019	<ul style="list-style-type: none"> » ENERGO DIM is a program to partially reimburse the costs of energy efficiency measures in apartment building by state institution Energy Efficiency Fund 	< 35 thousand	UAH 7 million (EUR 165,000)	UAH 41,8 million (EUR 986,000)
Warm Loans Program	2014-2021	<ul style="list-style-type: none"> » Energy efficiency measures 	N/A	UAH 7,800 for replacement of heater boilers (EUR 184) UAH 12,300 (EUR 290) for other EE measures	UAH 3,3 billion (EUR 78 million)

National Energy and Climate Plan (NECP)

- » The draft National Energy and Climate Plans foresees one policies and measures aiming at introducing measures to monitor and address energy poverty. This measure refers to the long-term measures and deadlines stipulated in the Energy Strategy and the Long-Term Strategy for Thermal Modernization of Buildings. The Energy Strategy is not publicly available. The deadlines for implementing such measures are 2024-2026.
- » The document points out that the energy transformation envisaged by the Energy Strategy would reduce energy poverty levels to the EU average. This target does not allow for designing adequate and effective policies and measures to address energy poverty.

RECOMENDATIONS BY ENERGY COMMUNITY SECRETARIAT

- » Envisage a methodology for assessing the number of households in energy poverty. Based on this assessment, establish a national target for its reduction, including a timeline.
- » Legally adopt a definition of energy poverty.
- » Assess the necessary funding for identified actions (policies and measures) to address energy poverty. Include a detailed stepwise plan of implementation of the policies and measures on energy poverty. Outline a vision and specific policies and measures to address energy poverty beyond 2026.
- » Further strengthen the use of energy efficiency and renewable energy measures as an instrument to provide targeted support for the alleviation of energy poverty.

Energy Poverty Indicators by the Energy Poverty Advisory Hub (EPAH)

Relevant EPAH data not available yet

Source: Energy Poverty Advisory Hub, available [here](#).



PUBLICATIONS & LINKS

Energy Community Study on Addressing Energy Poverty in the Energy Community Contracting Parties, Door and EIHP (2021)


Energy price shocks induced by the Russia-Ukraine conflict jeopardize wellbeing (2023)









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