

Revision of the Action Plan for Addressing Energy Poverty

Christos Tourkolias
CRES

Workshop on Energy Poverty
Project EFPORE-SE
Wednesday 3 December 2025
Harokopio University

National target to combat energy poverty

Τεύχος Β' 6983/19.12.2024

ΕΦΗΜΕΡΙΔΑ ΤΗΣ ΚΥΒΕΡΝΗΣΕΩΣ

74109

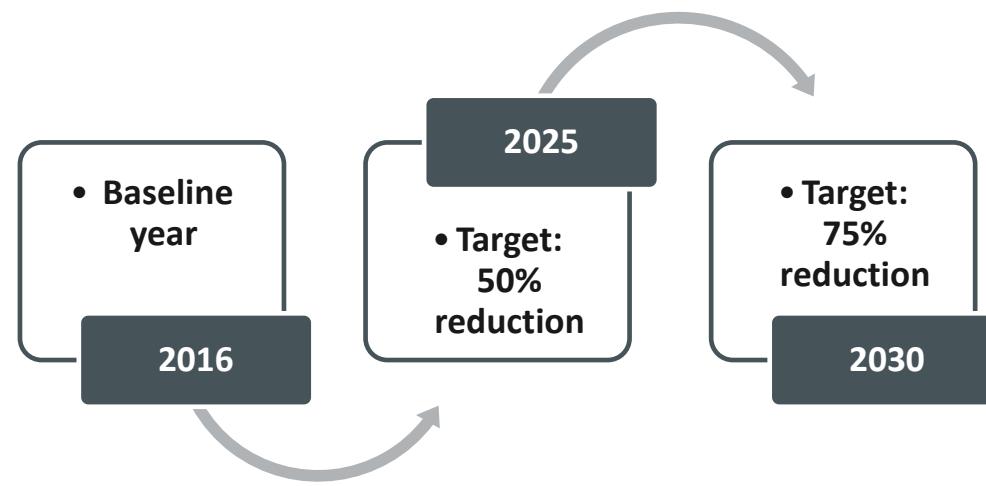


ΕΛΛΗΝΙΚΗ ΔΗΜΟΚΡΑΤΙΑ
Υπουργείο Περιβάλλοντος
και Ενέργειας



ΕΘΝΙΚΟ ΣΧΕΔΙΟ ΓΙΑ ΤΗΝ ΕΝΕΡΓΕΙΑ ΚΑΙ ΤΟ ΚΛΙΜΑ –
ΑΝΑΘΕΩΡΗΜΕΝΗ ΕΚΔΟΣΗ
ΑΘΗΝΑ, ΑΥΓΟΥΣΤΟΣ 2024

National Energy and Climate Plan - NECP (FEK B, 6983/19-12-2024)

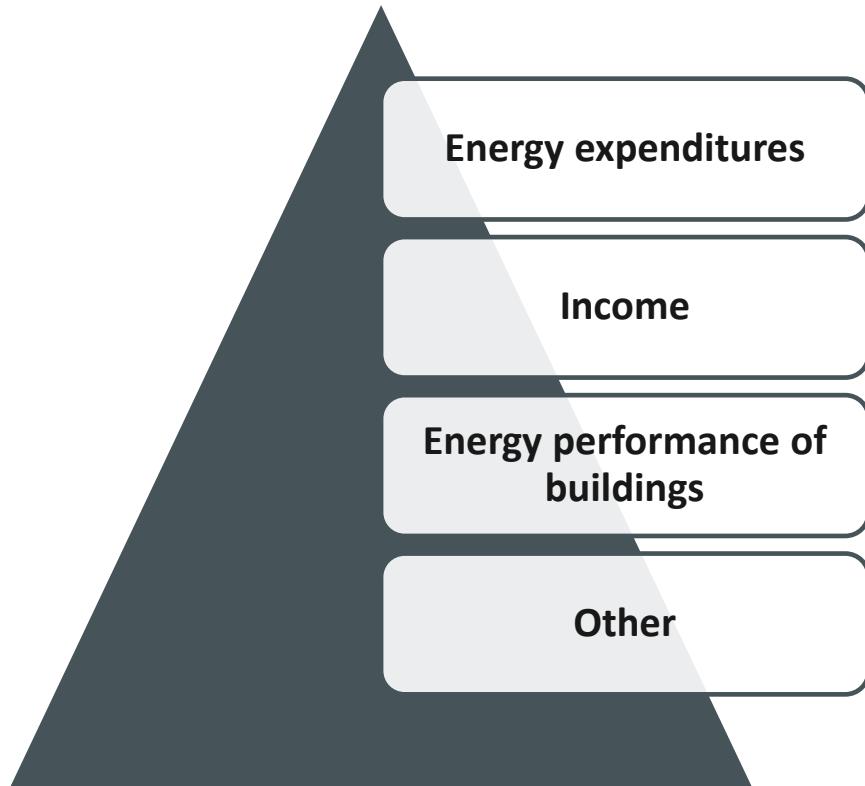


+ Energy poverty levels below the EU average in 2030



Adoption of the Action Plan to Alleviate Energy
Poverty in September 2021

Main parameters for the definition of energy poverty



According to Directive (EE) 1791/2023 «**'energy poverty'** means a household's lack of access to essential energy services that underpin a **decent standard of living and health**, including **adequate warmth, cooling, lighting, and energy to power appliances**, in the relevant national context, existing social policy and other relevant policies.»

Current energy poverty definition

The total final energy consumption of the household is lower than the 80% of the minimum final energy consumption, which is required theoretically (Condition I)

The total normalized income of the household, based on the number of household's persons according to equivalence scale of OECD of the household is lower than the 60% of the mean income of all the households in Greece (Condition II)

Simultaneous satisfaction of the two conditions

The percentage of households affected by energy poverty is expected to decrease to 7% in 2025 and to 3% in 2030 in accordance with NECP's target (approximately 420 thousand households)

Revised energy poverty definition

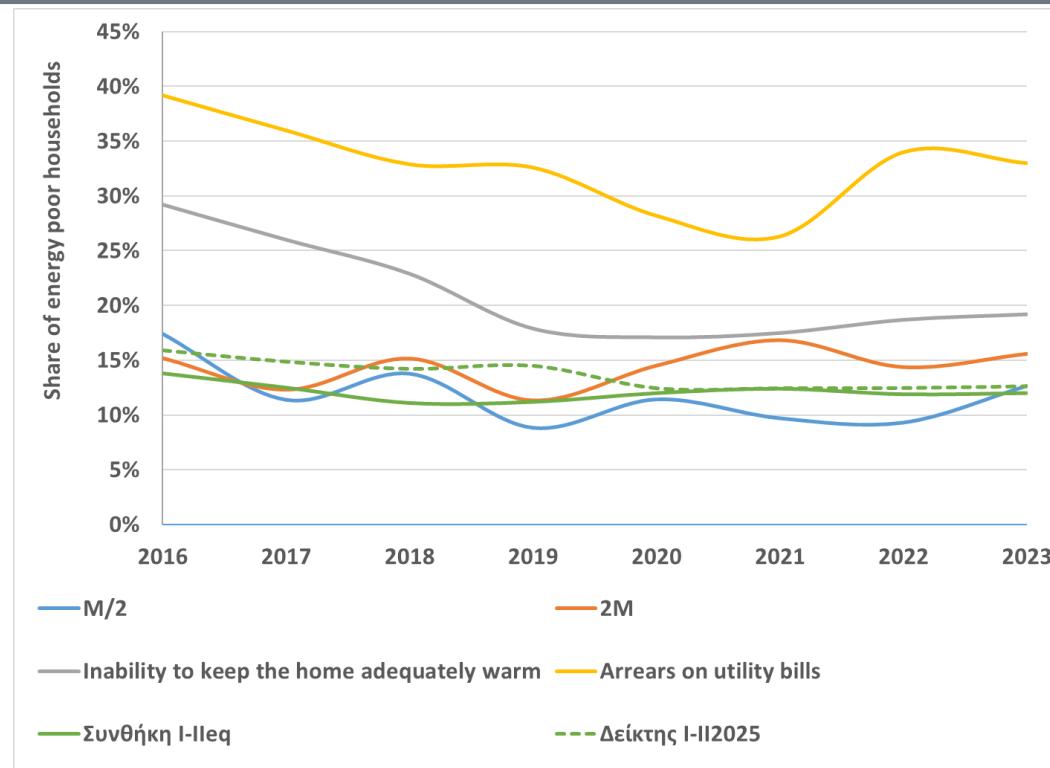
The reasonable living expenses of the household based on its composition, including the energy costs required to achieve basic and decent levels of living standards and health, are higher than its income (Condition I)

The household resides in a building constructed before 1980, which has not been radically upgraded (Condition II)

Simultaneous satisfaction of the two conditions

Performance of Indicator I-II₂₀₂₅ και Indicator I-II_{eq} at national level in the period 2016-2023

Year	Indicator I-II _{eq}	Indicator I-II ₂₀₂₅
2016	13.8%	15.9%
2017	12.5%	14.9%
2018	11.1%	14.2%
2019	11.2%	14.5%
2020	12.0%	12.4%
2021	12.4%	12.4%
2022	11.8%	12.4%
2023	12.0%	12.6%



Methodological approach

Step 1: Determine the reasonable living expenses for each household based on its composition

Step 2: Calculate the actual energy consumption for each household

Step 3: Calculation of the required energy consumption for each household in order to achieve satisfactory heating and cooling conditions

Step 4: Determine the adjusted reasonable living expenses for each household based on its composition by adding the costs of loan, rent and required energy consumption and subtracting the costs of actual energy consumption

Step 5: Calculation of the energy poverty indicators

Calculation of the theoretically required energy consumption

The energy needs of the residence (primary energy) are calculated based on the data of the EPC (taking into account surface area, climate zone, type of residence, age of the building)

The primary energy needs are further distinguished into heating, cooling and hot water needs (based on statistical processing of the EPCs)

The cooling and hot water needs are considered to be covered by electricity, heating needs by the heating system declared in the HBS

Calculation of final energy consumption:

- Conversion of primary energy into final energy based on the conversion factors of TOTEE KENAK
- Application of a correction factor of 80% Addition of electricity consumption for other uses (IDEES)

Based on the assumptions for the prices of energy products in the year under review, the required energy expenditure of the household is calculated

Calculation of reasonable living expenses

[+] Basic reasonable living expenses, adjusted according to household composition

[-] Actual energy costs (HE045)

[+] Theoretically required energy costs

[+] Rental costs (HE0411)

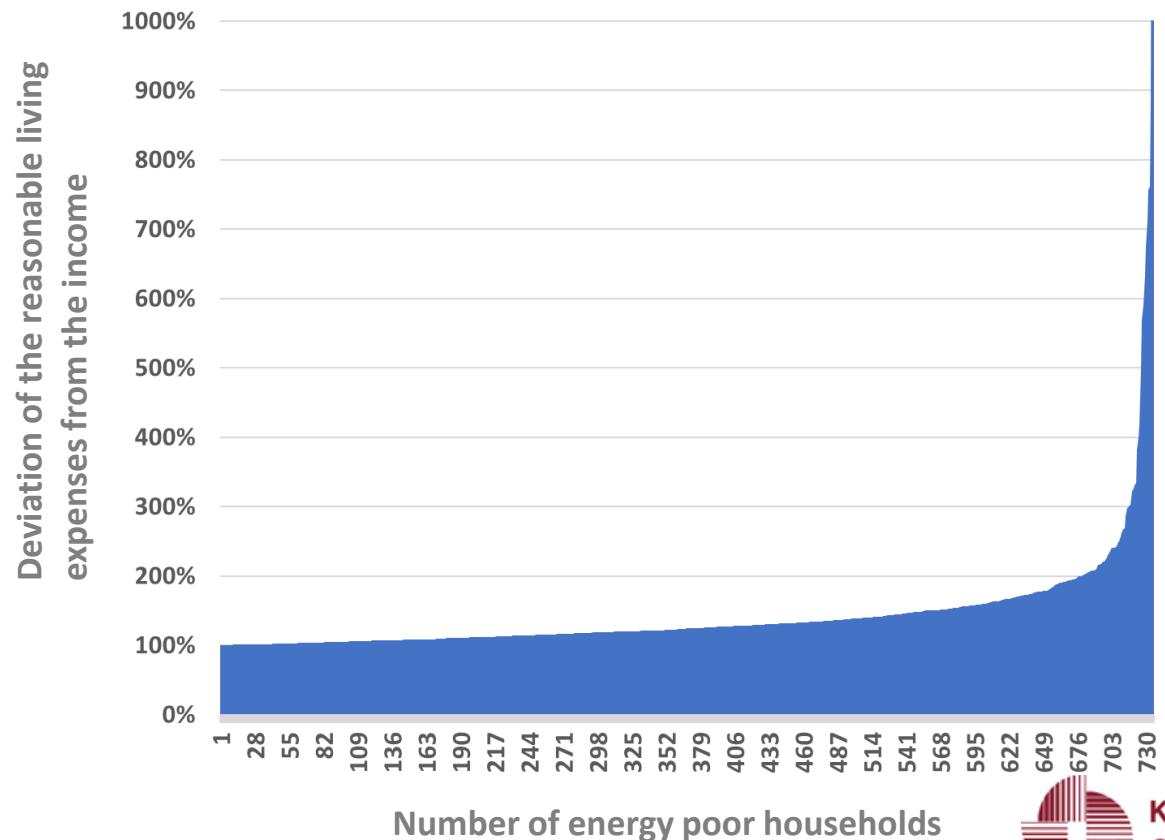
[+] Mortgage payments (DL014)

Advantages of the energy poverty definition

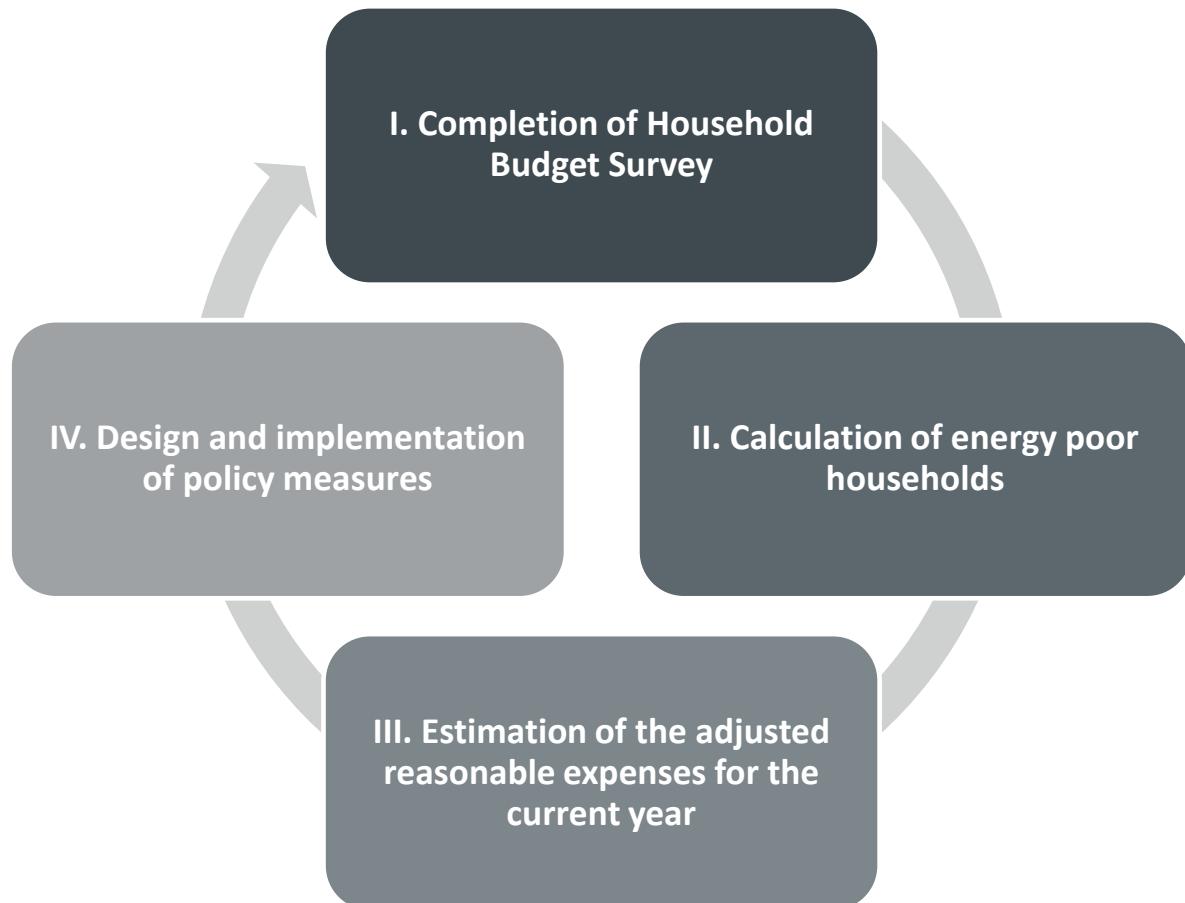
□ Assessing energy poverty at regional level

Prefecture	2016	2017	2018	2019	2020	2021	2022	2023
Attica	13.9%	13.7%	11.2%	11.0%	9.1%	7.1%	6.0%	6.7%
North Aegean	14.7%	18.8%	19.2%	18.5%	16.3%	17.6%	19.3%	15.7%
South Aegean	10.2%	11.7%	10.6%	9.7%	9.2%	11.1%	10.2%	9.0%
Crete	9.3%	5.9%	7.5%	7.2%	5.4%	6.8%	10.9%	10.4%
Eastern Macedonia and Thrace	20.4%	17.2%	16.3%	19.5%	13.0%	16.4%	16.0%	17.2%
Central Macedonia	18.5%	17.8%	18.3%	18.9%	14.8%	17.0%	15.0%	16.1%
Western Macedonia	14.9%	15.4%	18.7%	21.1%	16.9%	16.7%	17.8%	20.9%
Epirus	15.3%	9.9%	18.2%	16.0%	14.4%	15.7%	14.4%	12.3%
Thessaly	23.9%	19.3%	18.7%	17.9%	19.7%	19.8%	20.6%	20.4%
Ionian Islands	9.2%	6.4%	8.1%	6.4%	5.5%	5.0%	8.7%	11.2%
Western Greece	20.1%	18.3%	17.4%	14.7%	15.4%	15.7%	17.5%	15.3%
Central Greece	15.5%	19.5%	16.7%	21.2%	19.3%	15.1%	15.8%	12.1%
Peloponnese	16.5%	14.5%	13.9%	14.4%	15.3%	15.9%	18.9%	16.9%

□ Differentiating the intensity of energy poverty phenomenon in affected households



Steps for the application of the methodological approach



Adjusted reasonable living expenses	2023
An adult	8,567 €
Two adults	14,437 €
Dependent child multiplier	3,518 €
Additional adult dependent multiplier	3,318 €

Monitoring mechanism



Article 24: Integrated Reporting on Energy Poverty

Member State concerned shall include in its integrated national energy and climate progress report:

- information on progress towards the national indicative objective to reduce the number of households in energy poverty; and
- quantitative information on the number of households in energy poverty, and, where available, information on policies and measures addressing energy poverty.

Central role has been undertaken by the **working team for monitoring the NECP**

- Management, evaluation and improvement of monitoring mechanism.
- Evaluation of the implemented policy measures in the period 2021-2030.
- Formulation of proposals either for improving existing policy measures or designing and implementing new more efficient ones.
- Preparation of the annual progress report.

Policy measures to tackle energy poverty

Dimension I:

Consumer Protection - Instant mitigation of the impacts on the most vulnerable households

Regulatory measures to protect affected households

Social tariff scheme and mitigation of the impacts of the energy cost crisis

Dimension II:

Development perspective - Structural mitigation of energy poverty: Actions to improve energy efficiency and increase the use of RES

Utilizing the instrument of Renewable Energy Communities and Citizens' Communities to address energy poverty

Energy renovation of energy poor households' buildings and promotion of the installation of RES systems to meet energy needs

Innovative financial mechanisms for the implementation of energy efficiency improvement actions in energy poor households

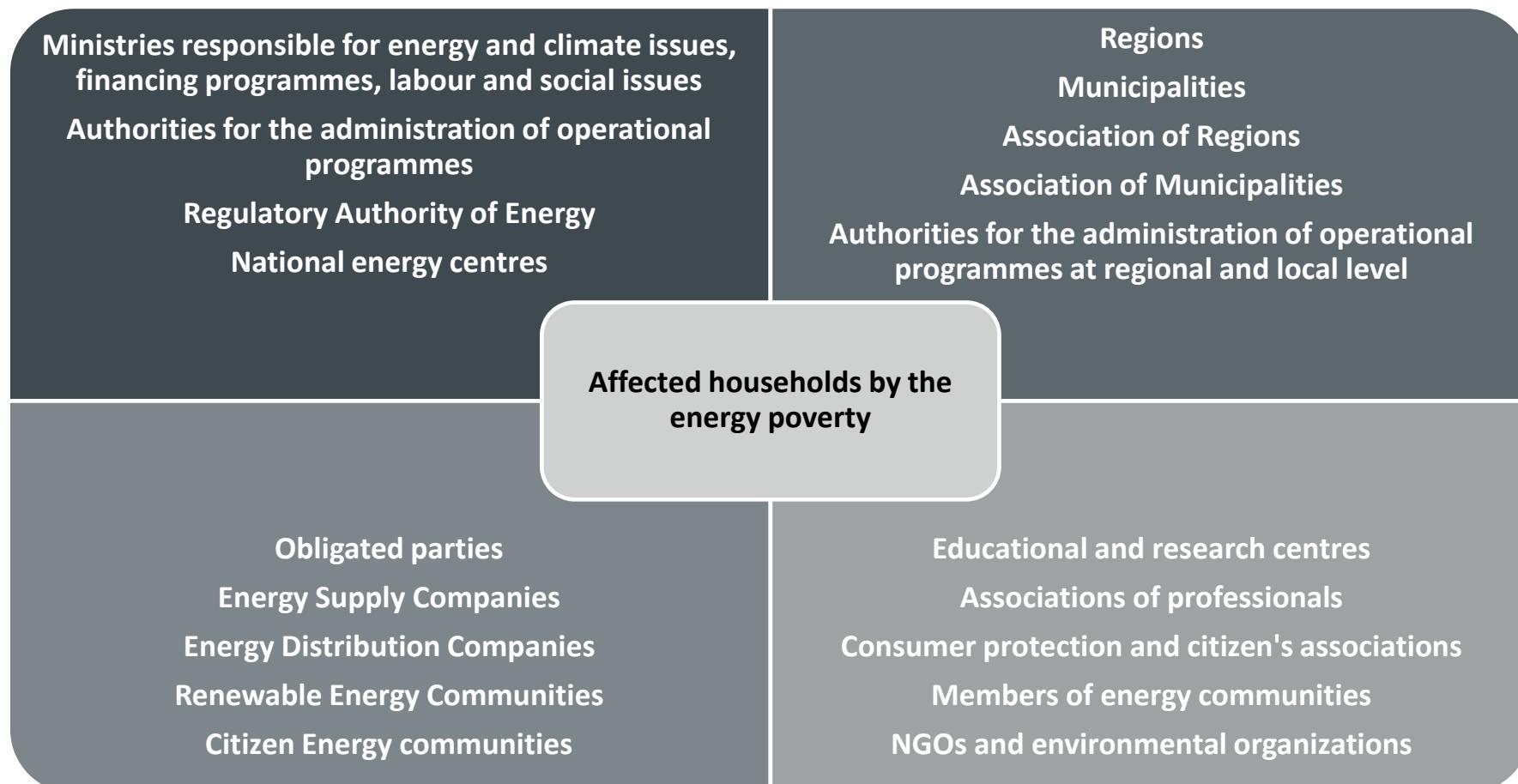
Dimension III:

Information, training and coordination actions

Awareness-raising activities

Establishment of One-Stop Shops

Overview of the involved categories of stakeholders

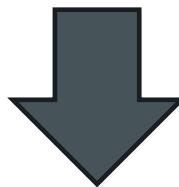


Greek Observatory of Energy Poverty

The observatory of energy poverty was **developed by the Center for Renewable Sources and Savings (CRES) in 2014** in order to inform both of the citizens and the decision-makers about the phenomenon of energy poverty in Greece.

Objectives of the observatory:

- ✓ **Assessment of the energy poverty levels** in Greece through the estimation of representative indicators and monitoring of its fluctuation over the years.
- ✓ **Identification of the parameters**, which affect and intensify the phenomenon of energy poverty.
- ✓ **Design and implementation of efficient policy measures** for the alleviation of the energy poverty.



Decision by the **Ministry of Environment and Energy** to update and operate the Greek observatory within the **framework of the Action Plan for the alleviation of energy poverty**, which was adopted as Ministerial Decision in September 2021.

Greek Observatory of Energy Poverty

<http://energypoverty.gr/>

The screenshot shows the homepage of the Greek Observatory of Energy Poverty. The top navigation bar includes links for HOME, NATIONAL ACTION PLAN, DEFINITION, POLICY MEASURES, USEFULL LINKS, and CONTACT, with the CONTACT link highlighted by a red box. Below the navigation is a banner featuring logos for the European Union, the Greek Ministry of Development, and the National Energy and Climate Plan (EPA 2014-2020). The main text on the page discusses the aim of the Observatory, which is to map and analyze energy poverty characteristics and develop policy measures. A blue button labeled 'ENERGY POVERTY CALCULATOR' is visible. The background of the page features a photograph of a light bulb and green leaves.

The aim is the initial mapping and analysis of the characteristics of the affected households in order to achieve a better understanding of the phenomenon and a more effective planning and implementation of the necessary policy measures to meet the quantitative goals set in the framework of the National Energy and Climate Plan (NECP).

[ENERGY POVERTY CALCULATOR](#)



Energy poverty

is a particularly important issue with various extensions and consequences in the economy,



In Greece

the energy poverty issue is now a particularly important problem, especially after 2011 due to the



Thank you for your attention!!!

Christos Tourkolias
ctourkolias@cres.gr