



Actions to Mitigate Energy Poverty  
in the Private Rented Sector

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# Analysis of Private Rented Sector Policies and Measures [D2.7 Final Version]

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## 1. INTRODUCTION AND OVERALL METHODOLOGY

This report analyses and assesses policies and measures that address energy poverty in the private rented sector (PRS), primarily in a European context. We review intervention strategies aimed at reducing energy poverty in private rented properties, particularly scrutinising policies targeting vulnerable households in the sector.

Our overarching objective is to investigate the content, aim and structure of PRS policies in this domain, noting key patterns in the coverage, distribution, and delivery of such initiatives. As a result, the review identifies some of the wider structural challenges in the type of support currently available to energy poor households.

Policies have been identified on the basis of publicly available, non-confidential and non-personal information, collected between January 2021 and January 2023. Given the rarity of PRS-targeted initiatives, we did not use any special criteria in the selection of measures, other than containing some form of support aimed at PRS tenants. Data was compiled by experts from the ENPOR consortium, as well as from submissions via the ENPOR Energy Poverty Dashboard (EPD) portal<sup>1</sup>. This data was quality checked prior to inclusion by the authors of this report. It must be noted that although 122 policies appear on the EPD (as of 31<sup>st</sup> March 2023), 114 are included in this analysis, as a result of insufficiently available information for the remaining measures. The resulting dataset is a diverse set of measures operating at different geographic and governance scales, and with highly variegated programmatic objectives.

It should be noted that this analysis does not aim to be exhaustive; rather its objective is to provide indicative insights into the overall typology of support measures and interventions that target the PRS. We also caveat that the level of information available online on each policy was highly variable: for some, highly comprehensive levels of detail were given, for others, only basic information was publicly noted. Given that a pan-national review with a similar conceptual remit has not been undertaken to date, this updated document proposes a framing to help develop methodological tools and analytical approaches for future investigations into policy measures in this domain.

The report consists of three sections. First, we review and discuss the measures that we have collected, based on a number of criteria, such as implementing body, policy target, spatio-temporal scope, inclusion of vulnerable groups, and public participation, as well as some cross-tabulation analysis. We then provide an analytical summary of the policies based on established energy justice principles, followed by a conclusion with recommendations identifying gaps in present knowledge and practice, and suggestions for areas of further work.

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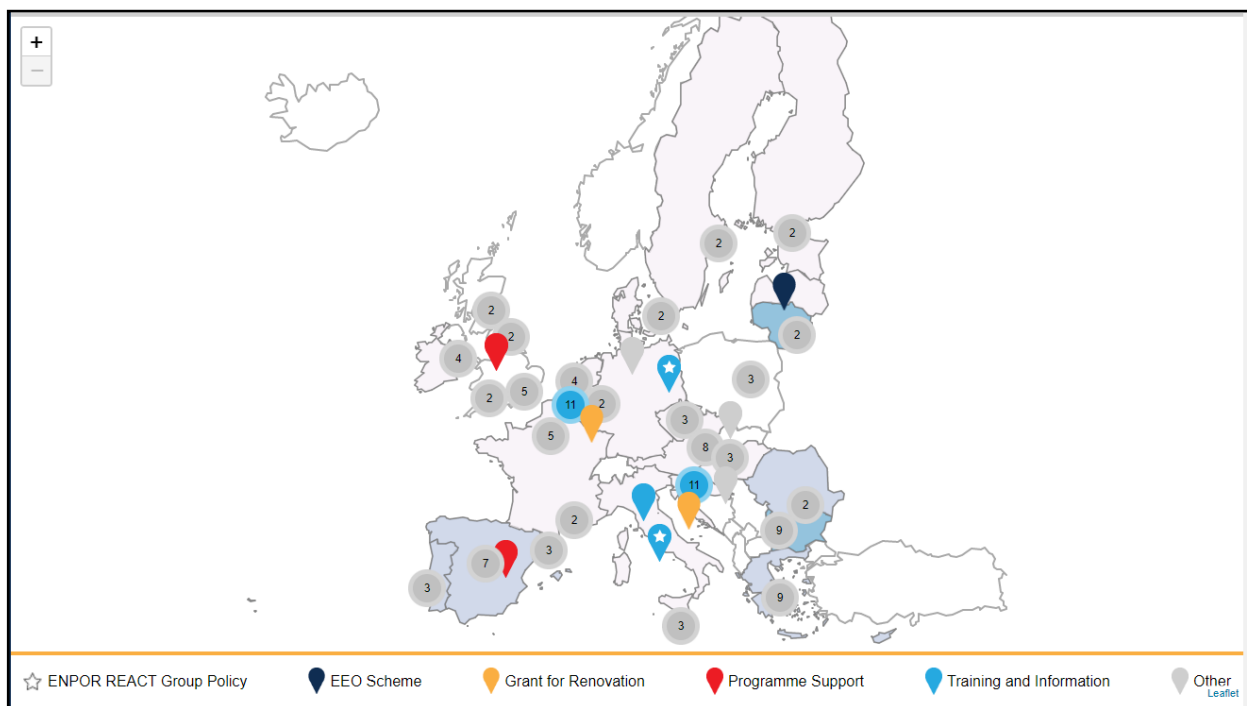
<sup>1</sup> Accessible here: <https://www.energy-poverty.info/energy-poverty-dashboard/>

## 2. OVERVIEW OF POLICIES SURVEYED

In total, 114 policies and measures from across the world were collected for analysis which are listed in **Annexe 1**. Each measure is presented with a short summary alongside the operative country. More information on each policy, as well as a full data download, is available from the [Energy Poverty Dashboard](#). In this section, we provide an overview and descriptive statistics of the sampled policies to highlight key trends across the dataset.

### 2.1 Spatial and Temporal Extent of Policies

Of the 114 measures collected, half originate from only seven countries; United Kingdom, France, Belgium, Spain, Greece, Croatia and the Netherlands (four of which are ENPOR partner countries), although, geographically, the majority of European countries are represented in the sample (see **Figure 1** and **Table 1**). This is a notable improvement on both the number of policies presented (35 to 114), and the spatial coverage that was presented in the first iteration of this report, which largely featured Western European and primarily Anglophone country policies.



**Figure 1:** Screenshot of the ENPOR Energy Poverty Dashboard demarcating the spatial coverage of the European analysed policies.

Table 1: Number of Measures analysed per country and breakdown of spatial remit.

Country	No. of policies	No. National	No. Regional	No. Local
UK	16	5	7	4
Belgium	9		8	1
France	9	5	3	1
Spain	8	4	2	2
Greece	8	8		
Croatia	6	6		
Ireland	5	5		
Bulgaria	4	4		
Czech Republic	4	4		
Netherlands	4	4		
Austria	3	1	2	
Hungary	3	3		
Malta	3	3		
Poland	3	2		1
Portugal	3	3		
Romania	3	3		
Germany	2	2		
Denmark	2	2		
European Union	2			
Italy	2	1		1
Lithuania	2	2		
New Zealand	2	2		
Sweden	2	2		
USA	2	1		1
Australia	1			1
Estonia	1	1		
Finland	1	1		
Luxembourg	1	1		
Latvia	1	1		
Slovenia	1	1		
Slovakia	1	1		

The majority of the measures (68%) are implemented at a national scale, while the regionally and locally targeted measures cover 19% and 11% respectively (Figure 2). Two of the measures (“REACH” and “SAVES2” projects) in the sample are European Commission-funded projects and have multinational coverage.

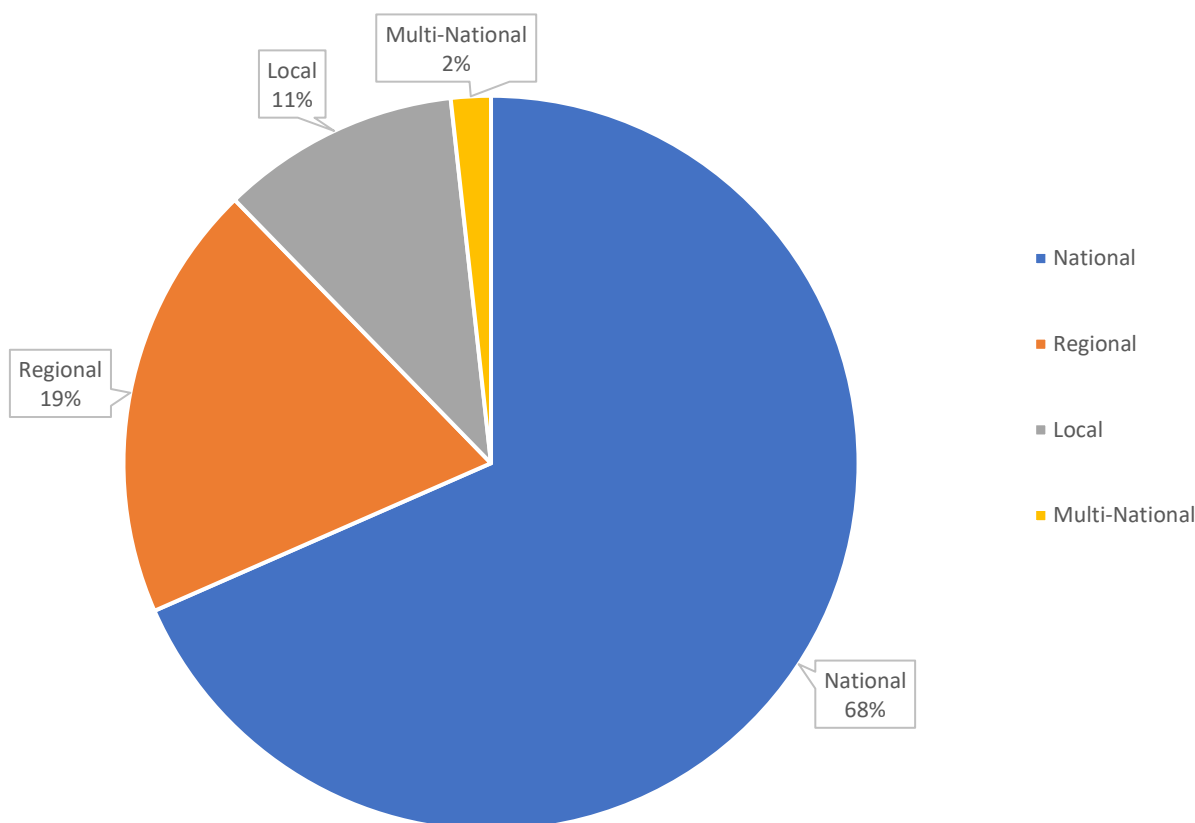


Figure 2: Spatial Coverage of Analysed Policies

The temporal extent of the policies varies, with the **earliest implemented measure recorded as starting in 1976, and the most recent starting in 2022**. Though eight measures are not dated, there is a bias towards those implemented since 2010 (88 out of 106 dated policies), likely due to information being more readily available online for more recent programmes. 74 are ongoing, while the remaining policies ended after 2010. Of the measures with a finite duration, **the average implementation length is six years**, and of the ongoing measures, the average time that the policy has been in place is 10 years. It is worth noting that some of these, for example, “Habiter Mieux Sérénité”, are iterations and improvements upon earlier policies, and, thus, some of the more recent policies have been in place for longer than the analysis accounts for.



## 2.2 Implementing Authorities

The implementing authorities of the analysed energy poverty measures were diverse and varied. For example, **some initiatives are delivered by NGOs or local community organisations**, such as “Stromhilfefonds”, by Caritas, an international non-profit NGO linked to the Catholic church, delivering social aid programmes or “Lumina Pentru” project, implemented by the non-profit organisation Free Miorita. **Other programmes are initiatives by private companies**, such as the “Gratis Energie Scan”, whereby the energy scans are carried out at the expense of the Belgian network operator Fluvius. **Some of the measures are imposed on private companies by national governments**, for example, the UK government's “Energy Company Obligation (ECO)” programme, which mandates that large gas and electric providers with over 150,000 customers must provide eligible households with free insulation.

Nevertheless, **the large majority of implementing authorities are government bodies, albeit across different jurisdictional scales**. Some are local borough or city councils, such as Barcelona City Council, Stockton Borough Councils, the Municipal Institute of Housing and Renovation (Barcelona, Spain) and the Municipal Department of Environmental Protection and Energy (Bielsko-Biala, Poland). Others are regional authorities, such as the regional council of Hauts-de-France, the Walloon and Flanders governments, whilst others still are implemented by national government departments or agencies, such as the French National Housing Agency (ANAH), the Italian National Agency for Energy Efficiency (ENEA), the Regulatory Entity for Energy Services (ERSE - Portugal) and the Sustainable Energy Authority of Ireland (SEAI). Many of these authorities partner with specialised NGOs and local organisations to deliver the measure, or subcontract local suppliers and providers to implement the works in the case of retrofits and installations. For example, the “StromSparCheck” is a joint initiative by Caritas and the Association of Energy and Climate Protection Agencies in Germany, and the “Brighton & Hove Affordable Warmth Scheme” measure is implemented by both the city council and a private sector Housing Forum.

## 2.3 Types of Landlords and Tenants Targeted

Perhaps unsurprisingly, as a result of a continuing widespread lack of engagement with energy poverty in the sector (although this issue is beginning to gain attention in the academic and policy spheres), **many of the collected policies are not directly targeted at the PRS**. Indeed, 85% of policies are general, inclusive of PRS tenants, homeowners, landlords and social renters alike. **Of the 13 policies that are specific to the PRS, seven are engaging only landlords or landlords and tenants, and only six are aimed only at tenants**.

**Across all of the policies, just above a quarter (28%) are aimed at low-income groups**, for example, available only to households whose income is lower than a predefined amount, conditional on being in receipt of certain government benefits, or falling within categories of vulnerability, such as disability. For example, the “Gratis Energie Scan” is available to renters who pay under €614.56/month or are eligible for the social electricity and gas tariffs in Belgium, while the “Warmer Homes Scotland” scheme offers support to those living in homes with an energy rating lower than 67, as well as meeting particular social criteria, such as receiving the Carers’ allowance or being over 75 or pregnant, and in receipt of benefits.

## 2.4 Categorisation of Measures

The measures and policies assessed demonstrate a diverse range of technical and financial aspects designed to assist both tenants and landlords, and some level of innovation and originality in tackling energy poverty was seen. **41% of policies included both technical and financial measures, with policies only tackling either finance or technical aspects representing 29% and 2% of the policies respectively.**

**Technical measures were often aimed at increasing the energy efficiency of a household,** of which there are multiple variations across different country contexts. Policies aimed to increase energy efficiency most commonly were through the implementation of large-scale loft, underfloor, cavity wall insulation improvements, indoor ventilation, installation of windows and doors, and central heating improvements, and were often tied to the financial measures detailed below. Smaller technical measures included more energy efficient lighting, replacement of inefficient household appliances and draught excluders. Other technical measures were implemented specifically to enforce dwellings to comply with specific minimum energy performance standards, such as “SmartRegs” in the USA and the Maltese “Minimum Energy Performance Standard” scheme.

**Financial assistance in policy packages was primarily available for financing the technical measures above,** ranging from one-off payments to subsidies and long-term loans. For example, the UK’s “Green Homes Grant” offered landlords in the PRS a voucher to cover up to 2/3 of the costs of eligible improvements – in this case, a ‘primary measure’ of solid wall/cavity/loft insulation or low carbon heating systems, and, if there is money remaining, some ‘secondary measures’ for thermostats, draught-proofing etc. – to a maximum of £5,000. Several **policies are tied to the level of technical measures implemented and the energy efficiency improvements achieved, in the form of bonuses and extra subsidies.** For example, the French “Habiter Mieux Sérénité” programme allows for tax deductions on property income if energy improvements are greater than 35%, whilst the Irish “Home Energy Efficiency Grants” project increases grants by €300 if three upgrades are completed within one retrofit application, to incentivise more ambitious energy efficiency upgrades. Although this form of recompense does incentivise higher efficiency and a greater reduction in energy bills and carbon emissions, it does rely on the project owner (the landlord, homeowner or tenant) having a certain amount of capital to invest to start with, regardless of the generosity of the subsidy, and thus could exclude lower-income household from benefitting from this form of financial measure.

**Other financial measures aim to assist vulnerable households with their energy expenses** and can be distinguished into (i) allowances (regular payments), such as the weekly “Irish Fuel Allowance”, (ii) one-off payments, such as the Dutch “Energy Bill Support”, for paying energy bills, and (iii) discounts on energy bills, such as the “Warm Home Discount Scheme” in the UK. The amount of financial assistance available depends mostly on (i) the households’ income, like in the French policy “MaPrimeRenov”, (ii) the installed heating system as in “Cosy Homes Lancashire” and (iii) social criteria as in the “Warmer Homes Scotland” scheme, in which candidates must meet specific social criteria, such as being pregnant and disabled or be over 75 to benefit. In several cases, these measures are accessible to households only during the winter heating season (usually October to March) or during times of personal crisis.

The “Warm Homes Discount Scheme” in the UK offered a £140 reduction on electricity bills for the winter of 2020-21 as a one-off payment financial measure to alleviate low-income tenants’ inability to pay their bills. Although offering short term financial relief, this form of scheme does not offer vulnerable tenants any longer-term support for dealing with energy bills, or create any structural or regulatory changes to prevent the need for these types of one-off payments. On the other end of the spectrum, the “Eco-Loan Scheme”, in Flanders, Belgium, is a key example of the long-term loan policy, whereby zero-interest loans of up to €15,000 are offered to vulnerable ‘priority’ households over a period of 10 years to fund large-scale energy efficiency improvements. Although free support is available for applicants to determine which works to carry out, choosing contractors, prices etc, this form of financial measure does place the household under a long-term and large financial repayment burden. It is also unclear whether this loan is available to those with poor credit scores. Financial advice, such as the “Energy Advice Points” in Barcelona, Spain, was offered to households, including support for reducing energy costs and increasing efficiency, understanding bills and finding appropriate tariffs, as well as processing subsidy or social support applications. Advice on rights is also given to those at risk of disconnection and thus offers a form of empowerment for the public against energy companies who may be acting illegally.

31 of the analysed measures (28%) are not categorised as involving technical or financial measures, but instead are classed as **primarily educational** – that is, **providing information or advisory services to people on energy-related issues**, such as energy bills and energy-saving techniques. **Measures which provide energy advice to households usually include information on how to alter energy habits to reduce energy consumption and improve energy-conscious behaviour at home.** These could involve home visits, or the free provision and/or installation of small materials to improve energy efficiency (e.g., energy-saving or LED lamps, timers, draught excluders etc.). This is the case in the Slovenian “ZERO (Reducing Citizens’ Energy Poverty)” measure, in the context of which an energy consultant visits the household and provides advice on reducing energy consumption, as well as a package of simple devices. A similar policy is the Dutch EnergieBox, which engages households with a visit from an energy coach, who offers energy-saving tips, explanations on how to use low-energy devices and creates an energy evaluation report for residents based on their discussions. It is also common for energy advice measures to include assistance in finding a suitable energy efficiency grant or subsidy for the household to undertake energy efficiency renovations, as in the aforementioned Spanish “Energy Advice Points” programme. Another policy, the UK “South Tees Affordable Warmth Partnership”, tackles energy poverty education in two parts. Firstly, it brings together partners from across the South Tees region, to ensure that tangible action is being taken on energy poverty and affordable warmth. This includes training courses and workshops to teach keyworkers and frontline staff about energy poverty and how to make onward referrals to schemes and support mechanisms. The other element is the organisation of community events, to raise awareness on efficiency, health impacts of cold homes and information sharing on resources and grants available, particularly targeted at ethnic minority groups and those with disabilities and dementia.

Measures which involved the provision of guidance on understanding energy bills and different consumer products are usually achieved by home visits, telephone calls, or a visit to an advisor’s office. Advice on rights is also given to those at risk of disconnection, thus, offering a form of empowerment for the public. Finally, as in the case of Spain, Portugal, Finland, Hungary, and the Netherlands, policies that prohibit the disconnection of households from energy, gas, or water supply during the winter period, even in case of arrears, are identified, and do not fit into technical, financial or educational categories. This is not

specifically targeted to rented dwellings, but PRS tenants are particularly exposed to energy poverty, so they will be among the households that will benefit the most.

## 2.5 Forms of Public Participation

Across the analysed measures, **only 21 (18%) recorded some form of public participation or engagement**, although this information was not recorded or publicly available for all policies. An important division between measures that did record this was the intervention point of public engagement. **Nine measures involve public participation before the measure is adopted, especially in the design stages.** Such policies include the Greek “Incentives to Support Actions for Vulnerable Households”, which involved a public consultation procedure, in which anyone could express their view on the Ministry’s online platform for two weeks. Another example is the “SmartRegs” programme in Boulder, Colorado, USA, which mandated that by 2019, all new rental housing required proof of compliance with a basic energy efficiency standard and involved several stakeholder consultations and community-based working groups to co-develop the regulations. In the formulation of the “Affordable Warmth Brighton” strategy, extensive consultations were undertaken with numerous local organisations involved in affordable warmth provision, including local MPs, tenant and landlord groups, utility providers, government bodies and NGOs such as Age Concern (now Age UK).

**Twelve measures conduct public participation during the delivery stages, engaging the public through education and information about energy poverty, tenant rights, empowerment, and opportunities to improve energy efficiency within homes and lower costs of household bills.** Such policies are the Italian “Training and Information Campaign”, and the “REACH H2020” project. In the Italian policy, a variety of target groups, such as people from public administration, large companies, Small and Medium Enterprises (SMEs), banking institutions, families and students are recruited and trained on energy poverty as part of the campaign. In the REACH project, students across Europe are actively involved in highlighting the dysfunctions of the private rental market. In the USA’s “Weatherisation Assistance Programme”, throughout the 40-year duration of the project, semi-regular public hearings have taken place from which comments were taken into account when creating and updating legislation, whilst the “Energy Advice Points” Barcelona programme offers advice information about tenant rights with regards to disconnection, as well as engaging the public through citizen outreach workshops and activities on energy rights to ensure they are not illegally disconnected. An innovative form of public participation emerged from the Mediation Précarité Énergétique in Lille, France, whereby a trained technician carries out a diagnostic energy assessment during home-visits to a rented property, followed by a mediated discussion between landlord and tenant. This ensures that each party can discuss their concerns and experiences, and allows both views to be listened to. This means that there is more likely to be informed and engaged discussion on energy use and poverty, and in turn, more likely positive outcomes from the project, with benefits for both tenant and landlord.

The majority of the measures, however, are largely top-down, with little stated public participation or involvement, particularly in the delivery stages of the projects. An example of this is the PRS “Energy Efficiency Regulations” in the UK. Although being beneficial to PRS tenants, by ensuring that all rental properties must have at least an E-rated energy certificate – updated to increase this requirement to a C in all newly leased properties by 2025 – and

that by law, the landlord must provide an energy certificate if requested, there is little onus on landlords or lettings agents to explain what an E-rating is to their tenants, or what this entails with regards to efficiency or financial consequences of higher/lower energy ratings. Another example is the aforementioned one-off “Warm Home Discount Scheme”, whereby an apparently arbitrary sum is simply removed from the household energy bill, without any discrimination for the size of the household or energy efficiency. Thus, as these examples demonstrate, engagement with the public on real-world outcomes and consequences is on the whole, limited and superficial.

## 2.6 Recruitment Mechanisms

Regarding recruitment mechanisms, the collected measures can be divided into two categories. **In the first category, there are twenty-six policies that implement a referral procedure for vulnerable households via a specific entity such as local councils, social welfare organisations, charities, citizens' advice groups and energy suppliers.** Such policies are the French “Social Funds for Energy Management” in which energy-poor households are detected by social workers from local authorities, or the Italian “Training and Information Campaign” in which target groups are recruited by information campaign employees. Some schemes, such as the Stockton Switch, use local media and press releases in order to recruit participants and raise awareness. In the Welsh “Nyth NEST” scheme, a broader range of stakeholders is used to ensure messaging reaches those who might benefit, working in partnership with health boards, charities and community organisations across Wales, specifically employing Partnership Development Managers and publicity activities in areas with high deprivation.

**In the second category, there are sixty-eight measures, in which vulnerable households must contact the implementing authorities to self-refer. This is achieved by submitting a request by mail, e-mail, online platform, telephone call or personal visit to the office.** Examples of these policies are the French programme “Solidarity funds for housing”, for which the beneficiary must contact the Departmental Housing Information Agency and request the available funds or the Bulgarian “Residential Energy Efficiency Credit Line (REECL)” in which a visit to one of the designated banks and an application for the loan should take place to secure funds. Another form of recruitment, for example, in the Warm-Up New Zealand programme, was through the “lead generation” and self-promotion of local service providers who are registered to deliver energy efficiency and insulation services.

In several instances, such as in the Belgian “MEBAR-II” project, the recruitment process can be time-consuming for the applicants, particularly in self-referral schemes and for tenants. In the MEBAR-II case, households must obtain landlord permission, contact the municipality, which checks the application for legal conditions and eligibility, and receive a home visit from a consultant before the works can be approved. This can deter people, particularly those in vulnerable or marginal situations from applying for schemes.

## 2.7 Delivery Mechanisms

As previously mentioned, in 49 measures, the **implementing authorities utilise registered local providers and contractors to carry out the works**, in the case of installations and

retrofits, as is the case for “Solar Savers Adelaide”, “Green Homes Grant”, “MaPrimeRenov” and others. For those policies which are blanket regulations for improving the energy efficiency of properties (such as Healthy Homes New Zealand”, “PRS Energy Efficiency Regulations” etc), **the responsibility often is on the landlord for finding the funds and motivation to renovate their property** to the required standard, although there are long compliance time-frames before the laws come into force, such as in “Hauts-de-France Pass Renovation” scheme and the Irish “Better Energy Homes” scheme. Other overarching national measures are delegated to smaller local authorities or municipalities who deliver the programme, such as the Dutch “EnergieBox” and the Austrian “Energy Consultations for Low-Income Households”, but as aforementioned, there are also renovation schemes in which contractors are specifically chosen by the implementing authority, such as in the “Green Homes Grant” in the UK.

Other forms of delivery of the measures (35 of the sample) are through **networks and partnerships established by the projects**, such as in the “South Tees Affordable Warmth Partnership”, which brings together a range of local organisations, including housing associations, community and voluntary groups, businesses, healthcare providers and so on to deliver various aspects of the policy. These community-based and cross-sectoral forms of delivery provide an opportunity for public and private engagement with issues of energy poverty, and can lead to increased project beneficiaries of the policy, as more networks can be mobilised to reach target groups.

## 2.8 Evaluation Mechanisms

A large number of the sampled measures did not stipulate an evaluation mechanism, which is in part a result of many of the measures being currently in the delivery stages. Others which did report a form of evaluation did not provide large amounts of data or information on this aspect of their programmes or policies, or the evaluation document was not provided in English. Thirty-one policies recorded either an evaluation mechanism or evidence of an evaluation having taken place: for some, evaluation processes are in place across the duration of the implementing period, while for others, an evaluation only takes place at the completion of the project. For policies where evaluation is in place across the project duration, the regularity of the evaluation process varies. For example, in the case of the Belgian “Maison de l’Habitat Energy Centre” or the Czech “EFEKT PROGRAMME II”, the evaluation of the achieved savings takes place every year, carried out by the Municipality and the Ministry, respectively. For other policies, evaluation is only carried out in specific circumstances, as is the case for the Australian “Solar Savers Adelaide” Programme and the Maltese “Minimum Energy Performance Standards”. For Solar Savers, the Ministry of Business, Innovation, and Employment can investigate suspected non-compliance and take cases to the Tenancy Tribunal, while in the second the Buildings Regulation Office initiated an administrative process to ensure that the requirements for EPCs are adhered to.

For measures whereby evaluation is carried out after the implementation phase, there are policies like the Dutch “EnergieBox”, where households are interviewed after the service is provided, to evaluate the energy advice and the achieved savings. This is also the case for the Belgian “MEBAR-II”, in which the Wallonia Energy Office carries out procedures after the renovation works, to verify the correct implementation of measures. One ended project with a **fully detailed evaluation** was “Energy Consultations for Low Income Households” in Austria, which provided energy advice and small energy-saving aids to vulnerable families. This project aimed to monitor all data collected during their consultation process, to find out

to what extent energy consultations are useful for reducing energy poverty. In order to ensure uniform evaluation of data across the board, only one implementing agency analysed all the data. **One of the largest issues found was access to the target group** and thus the suggestion of 'placement agencies/communication nodes' was carried forwards. Another finding was that **much of the advice given by consultants was already known by the vulnerable households**, and that the package of energy-saving items was more useful for the recipient. Finally, it was found that **the cause of energy poverty is often not due to user behaviour**, but a result of particular situations, including social problems, illness and unemployment. Thus, **the project evaluated that a single consultation is insufficient, and actions needed to improve energy poverty should be diversified.**

**Annual reports are also utilised as evaluation mechanisms** throughout the duration of projects. For example, "Nyth NEST" in Wales also publishes annual reports on the progress of their programme. In 2019-20, 15,800 homes received advice (77.8% owner occupied and 22.2% PRS tenants), with 4,500 of these receiving a home energy improvement package, with a modelled average bill saving of £282/year. In 2020-21, the scheme will explore whether householders with specific mental health conditions would benefit from the NEST scheme, and also to further support the private rented sector.

### 3. ANALYTICAL SUMMARY OF POLICIES

In the following section, an overarching analysis of the policies identified above is presented, interrogating the policies and measures with respect to the concept of energy justice. Energy justice, in the context of energy poverty, is defined as the achievement of equity in the energy system, as regards socio-economic participation, as well as the removal of inequality with respect to access to and consumption of energy, income and energy prices, as well as housing conditions (Jenkins *et al.*, 2016; Lee and Byrne, 2019).

The methodology utilised is based on an analytical framework developed by the EU Energy Poverty Observatory (EPOV), and elaborated upon by Bouzarovski *et al.* in their appraisal of EU countries' National Energy and Climate Plans (NECPs) (Bouzarovski, Thomson and Cornelis, 2021). The analysis is undertaken along four axes, based on the basic tenets of energy justice as they relate to energy poverty: distributional, spatial, recognitional and procedural justice (Walker and Day, 2012; Gillard, Snell and Bevan, 2017). The first two dimensions include questions around the 'provision of resources' (Bouzarovski and Simcock, 2017; Lacey-Barnacle, 2020) in the distributional and spatial domain. Distributional injustice is defined as the unequal share of the benefits, responsibilities and burdens of energy policy (Jenkins *et al.*, 2016). Bouzarovski and Simcock explain that a spatially just policy in the context of energy poverty should a) simultaneously recognise the higher prevalence of energy poverty in some areas, and thus specifically target those areas, but also b) recognise and address the inequality that is present across the whole of the energy system (Bouzarovski and Simcock, 2017). Thus, we assessed the presence of energy poverty measures through energy efficiency investment, new financing models or social assistance as well as wider spatial justice elements such as infrastructure development, knock-on effects of the policies or the targeting of specific groups.

The second two axes query the initiatives' ability to provide 'access to justice' (Jeretina and Uzelac, 2014), combining procedural and recognitional justice dimensions. These elements were thus assessed as the improved public or political acceptance and awareness of the energy poverty challenge, in addition to the development of effective engagement mechanisms to address energy poverty. The four aspects were examined qualitatively and quantitatively. In order to analyse the policies/measures, a grading system was developed, with categories based on whether the policy addressed a particular dimension of social justice.



Questions asked included:

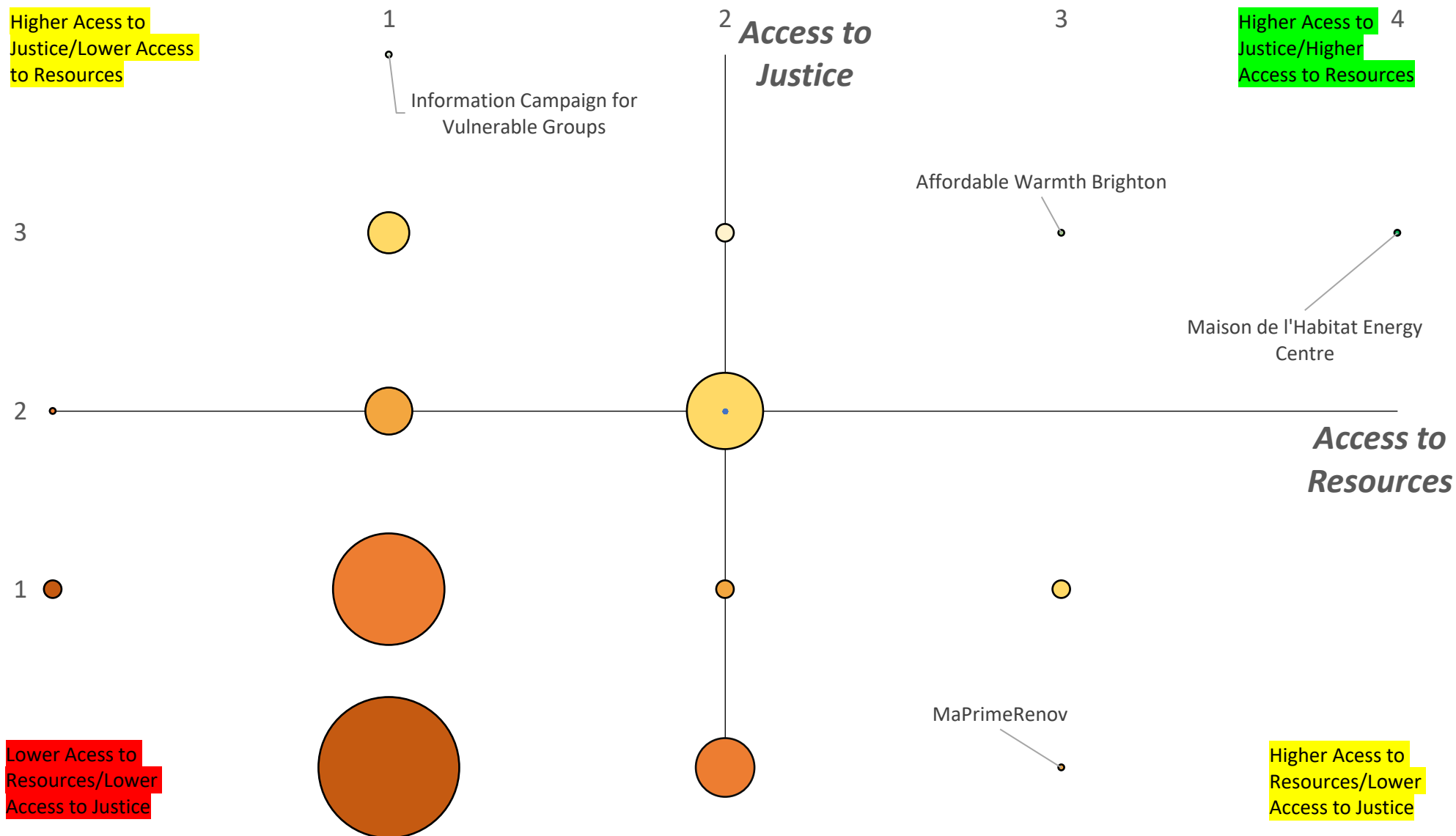
- **Distributional justice dimensions:** Did/does/can the policy/measure improve the energy efficiency of housing, and/or the financial situation of tenants/landlords?
  - o **0** – not met/addressed
  - o **1** – only efficiency OR finance improved
  - o **2** – efficiency AND finance improved
  
- **Spatial justice dimensions:** Did/does/can the policy/measure cumulatively reduce energy poverty in affected neighbourhoods, cities and countries, and/or specifically target areas where energy poverty is prevalent?
  - o **0** – not met/addressed
  - o **1** – only cumulatively reduces OR specifically targets areas
  - o **2** – cumulatively reduces AND specifically targets areas
  
- **Recognitional justice dimensions:** Did/does/can the policy/measure improve the public or political recognition of vulnerable households in the private rented sector?
  - o **0** – not met/addressed
  - o **1** – only improves public OR political recognition
  - o **2** – improves public AND political recognition
  
- **Procedural justice dimensions:** Did/does/can the policy/measure improve the participation of tenants and/or landlords in the decision-making process, and/or help them gain access to relevant schemes, procedures etc. that can help reduce energy poverty?
  - o **0** – not met/addressed
  - o **1** – improves the participation OR helps gain access to schemes
  - o **2** – improves participation AND helps gain access to schemes

Each policy was assessed for each justice dimension and scored according to the following metrics described above. In grading the policies, we acknowledged that the power relationship between landlord and tenant is not equal, and thus the tenets of justice that are applied in this analysis do not necessarily have the same meaning or outcomes for the two different groups. We recognise that the grading of the policies was carried out in a subjective manner, based on expert judgement, and thus outcomes may differ if the analysis were to be repeated by another expert. Nevertheless, expanding the grading scale only furthers the complexity and subjectivity of the distinctions regarding where a policy would fit on the scale. Finally, we acknowledge that the grading was carried out on available information online, in English and/or was in a translatable format, and thus some data may be missing from this analysis.

The full results of the grading process for each justice dimension are presented in [Annexe 2](#). We subsequently analysed these categories in a summative way – along established principles of energy justice – by grouping the distributional and spatial criterion into a single category: ‘**access to resources**’ (Bouzarovski and Simcock, 2017; Lacey-Barnacle, 2020); and combining the procedural and recognition dimensions into a further category: ‘**access to justice**’ (Jeretina and Uzelac, 2014). **The cumulative results presented in Table 2, with a graphical representation of the results of this analysis presented in Figure 3.**

**Table 2:** Summative results of energy justice scoring and example policies.

<b>Total Score: Access to Resources</b>	<b>Total Score: Access to Justice</b>	<b>Number of policies with this score</b>	<b>Example Policy/Policies</b>
0	1	3	NUENE Programme (LT)
0	2	1	Municipal Energy & Climate Advisors (SE)
1	0	40	Ecolaan (BE); Heating/Insulation Helping Hand Bonus (FR); Green Homes Grant (UK); Craftsman Deductions for Energy Renovations (DK)
1	1	19	Stromhilfefunds (AT); EnergieBox (NL); Prohibition of Disconnection of Essential Services (ES)
1	2	8	Nuove Energie (IT); Deutschland Macht's Effizient (DE)
1	3	7	Strategy to Combat Energy Poverty (IE); SmartRegs (USA)
1	4	1	Information Campaign for Vulnerable Groups (GR)
2	0	10	Low-Stack Emission Limitation (PL)
2	1	3	Gratis EnergieScan (BE)
2	2	13	STEP Scheme; Nyth Nest (UK); Warm-Up (NZ); Energy Efficiency Obligation Scheme (MT)
2	3	3	REACH Project (EU)
3	0	1	MaPrimeRenov (FR)
3	1	3	Lumina Pentru (RO)
3	3	1	Affordable Warmth Brighton (UK)
4	3	1	Maison de l'Habitat Energy Centre (BE)



**Figure 3:** A summative appraisal of analysed policies, based on grading scores according to procedural and recognitional justice tenets (Access to Justice) – y-axis - plotted against distributional and spatial justice tenets (Access to Resources) – x-axis. The size of the plotted circle is proportional to the number of policies represented, and colour-coded according to the total energy justice scoring.

**Figure 3** shows that across the board, the policies and measures analysed in this report generally do not address both access to justice **and** access to resources in their remits, as well as a **high proportion of measures that are primarily orientated towards the provision of resources** – reflected by the prevalence of plots on the bottom half of the graph. The results shown also broadly reflect the findings of an energy justice analysis of EU countries’ NECPs, which when plotted on the same axes of access to resources vs access to justice, also show a broad lack of engagement with both dimensions, and a greater tendency of countries to improve access to resources. This is due to the complexity of designing policies that target procedural and recognitional injustices, which tend to be structurally and institutionally embedded (Bouzarovski, Thomson and Cornelis, 2021).

Policies that scored low (bottom-left quadrant – lower access to resources and justice) generally only improved the energy efficiency of a building through the installation of technical measures, or the provision of finance (in the form of a loan, grant or subsidy). These policies – such as the Portuguese Vale Eficiencia or the Polish Clean Air Programme – usually require landlords to approach the loan provider (most commonly a bank) themselves as well as completing the application and process unsupported, and without mediating between landlords and tenants to find mutually beneficial solutions. This corroborates the academic literature, which states that engagement with the particularities of the PRS, such as the split incentive when it comes to tackling energy poverty challenges is under-considered and often poorly engaged with (Papantonis *et al.*, 2022). Additionally, these policies were often untargeted towards vulnerable groups, and did not include public participation or access to advice/information about energy efficiency. This is problematic in many cases, because application processes for accessing finance can be extremely complicated and time-consuming. Receiving a loan from a bank often requires financial stability and a good credit score, which can exclude more vulnerable groups. Other low scoring policies were one-off payments (often used during the wintertime or crisis periods), which are automatically applied to low-income groups’ energy bills, and thus do not provide access to long-term support or ongoing financial assistance, and require no participation or engagement with energy issues.

Policies that scored highly (top-right quadrant – higher access to resources and justice) improved both the efficiency of a building and/or access to finance, included public participation in decision-making, assisted landlords or tenants through the process, included energy advice and were targeted towards specific vulnerable groups. The highest scoring policy was the Belgian “Maison de l’Habitat” programme, based in Liège. The Maison de l’Habitat provides a central point – or One Stop Shop – for public services relating to energy in the city, including energy retrofits, consumption and broader housing and social issues. Designed to boost energy retrofit uptake in socially deprived areas, the Centre raises awareness among citizens of the existence of and their eligibility for energy schemes available in the city through workshops and neighbourhood outreach. People can obtain legal advice from a specialist lawyer to settle problems related to the rights and duties of tenants and landlords such as contracts, dampness, energy bills and renovations, among other issues. Citizens can obtain technical advice, information and application support for regional energy efficiency programmes from specialist consultants, as well as receive advice on energy bills, small energy efficiency measures in the home and financial aid. Considering the above, it can be concluded that a) this measure broadly improves energy efficiency and finance, b) targets specifically deprived areas and cumulatively reduces energy poverty by targeting the issue holistically, c) increases public awareness of the issue through neighbourhood outreach schemes, and d) improves participation via legal support, as well assistance to accessing energy and finance schemes.

## 4. CONCLUSIONS

In this document, we have outlined the results of a detailed analysis of 114 policies and measures aimed at addressing the energy-related challenges faced by PRS tenants and landlords across the EU and beyond. Our updated review remains a novel contribution to the policy and academic literature, which despite some improvements on the recognition of energy poverty in the PRS at the European level, continues to reflect the dearth of specialised PRS energy support measures. This is despite the widespread recognition and data supporting the fact in several contexts, energy poverty is most pronounced in privately rented housing (Bouzarovski, 2018). We note that our analysis is constrained to publicly available information and the knowledge of experts within the ENPOR project consortium, operating under time and resource limits. Future comprehensive efforts aimed at identifying any PRS-directed elements within relevant policy interventions and programmes will need to be based on the inputs of a wide range of stakeholders, involving extensive and comprehensive data collection, and including countries with a less established tradition of assisting private sector tenants and landlords. In this updated version, a concerted effort was made to include policies from across Europe and thus expand the analysis beyond

Overall, we find that the surveyed initiatives are across the board, insufficiently directed at low-income groups, particularly low income or vulnerable PRS tenants, and do not bring together landlords and tenants to address the split incentive. Most of the policies in the analysis involve technical and financial measures, with a more limited number involving advice regarding behavioural change and energy saving measures. An even more limited number of measures address the regulatory and political context of energy poverty in this housing stock, and, as a whole, the public participation and policy engagement dimension is inadequately represented. Involving tenants and landlords in the formulation, design and implementation of future initiatives and interventions is, therefore, paramount.

In the report, we have also developed a framing that provides an explicit consideration of the different energy justice dimensions as they relate to energy poverty policy in the PRS. This analysis highlights that policies are primarily targeted at improving access to resources, over improving access to justice, and the majority of policies do not consider both dimensions within their remits. We highlight the existence of some good practice policies that do address both dimensions.

Having established the existence of overlapping strands of evidence demonstrating that efforts to address the condition are uneven across countries, regions and initiatives, it can be surmised that this unevenness creates additional spatial inequalities on top of existing ones. Different forms of inequality are woven together into historically- and spatially-contingent assemblages (Buzar, 2007; Harrison and Popke, 2011), through which certain places, and the people who live in them, are at a greater risk of energy poverty.

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## ANNEXE 1

This Annexe presents a full list of the 114 analysed policies, with details of the policy name, country of operation and a short description. More information on each policy, as well as a full data download, is available from the [Energy Poverty Dashboard](#).

Policies 1-35 were included in Version 1 of this report, whilst policies 36-114 were additionally analysed for this Final Version.

Country	Name of measure	Short Policy Description
AT	VERBUND-Stromhilfefonds der Caritas	The support offered by this programme is built on three pillars: 1. Immediate financial relief and helping clients establish long-term payment schemes with their energy provider. 2. Energy consultancy, including two energy visits to the households to ensure that information and support are tailored for each situation. 3. Replacing broken, old or energy-inefficient household appliances
BE	Gratis energiescan (free domestic energy scan)	Households at risk of energy poverty are provided with free domestic energy scans (performed by either the municipality or subcontracted company), to help identify where energy can be used more efficiently, help with issues of affordability and incentivise the implementation of energy efficiency measures. Also, where useful, the energy scanner places free energy-saving material with a value of up to 25 euros. The tenant will receive a personalised report containing an overview of the current energy situation, the associated energy tips and a calculation of savings that can be achieved.
NL	Energy Performance Incentive scheme for the rental sector (STEP)	Subsidies are provided to support landlords to implement energy efficiency measures in rental properties including heating system upgrades, renewable energy production and building insulation.
BE	"Grants for social insulation projects for rental buildings" project	The Flemish government provides grants for social insulation projects for rental apartments. The grants cover roof, wall and window insulation. The grants are facilitated by a project promoter that manages discussions between tenants and the landlord, and submits the application to the regional utility. The landlord cannot raise the rent as a result of the insulation improvements.
NZ	"Warm Up New Zealand: Healthy Homes extension targeting rental properties" programme	In 2016 the Government allocated \$18 million over two years for an extension of the "Warm Up New Zealand (WUNZ): Healthy Homes" programme that already existed specifically focused on rental properties. The extension provided new funding to deliver insulation to low-income rental households with high health needs (particularly households occupied by children and/or the elderly as they are at the highest health risk from cold and damp housing). It aimed to insulate at least 20,000 rental properties occupied by low-income households.
BE	"Energy Loan"	The Flanders region provides zero-interest loans up to 15,000 euros to be repaid over a period of 10 years, to certain vulnerable households to fund energy efficiency improvements.
NL	"Energy Box" project	"Energy Box" project aims to assist households by providing energy advice through a voluntary advisor. Also, some small materials to improve energy efficiency are provided (e.g., timer for the shower, etc.). The project informs tenants and homeowners about energy-conscious behaviour in the home. They receive a box with energy-saving products. An energy coach explains the use of the products, gives saving tips and lists these in a report tailored to the situation of the resident. Residents can implement the tips themselves without high costs. In this way, they save on their energy bill, increase their living comfort and reduce their energy consumption.

USA	"Weatherisation Assistance Program"	The Weatherization Assistance Program (WAP) enables low-income families to permanently reduce their energy bills by making their homes more energy efficient. Funds are used to improve the energy performance of dwellings of needy families using the most advanced technologies and testing protocols available in the housing industry. The U.S. Department of Energy (DOE) provides funding to states, U.S. overseas territories, and Indian tribal governments, in the form of grants to provide technical and financial assistance. These governments, in turn, fund a network of local community action agencies, non-profit organizations, and local governments that provide these weatherization services in every state, the District of Columbia, U.S. territories, and among Native American tribes. A network of approximately 900 local agencies provides trained crews to perform residential weatherization services for eligible households. WAP has provided weatherization services to more than 7 million low-income households since the program began.
UK	"Brighton & Hove Affordable Warmth: A Fuel Poverty Strategy for residents of Brighton & Hove"	The strategy had one single aim, to eradicate fuel poverty by 2010. It planned to adopt the widely accepted definition of fuel poverty as being a household spending in excess of 10% of its disposable income on heating but recognised that there is a debate on whether housing costs should be included in this calculation. The strategy also included an action programme that incorporated specific objectives, actions and timescales. There would be an effective system for monitoring the progress and outcomes of activities in place plus regular reviews.
BE	"MEBAR II"	This grant aims to help lower income households by making their house more energy efficient. The amount is limited to €1,365 per household every five years. Within the framework of the MEBAR operation, the Walloon Region grants a subsidy to households for carrying out, in their homes, work which will enable them to use energy more rationally. This can be the replacement of frames or exterior doors, insulation work, the installation of a stove, the sheathing of a chimney, or the placement of a boiler or a water heater. If the applicant is a tenant, he must first obtain the agreement of his owner.
FR	"Solidarity funds for housing" programme	This measure provides financial aid to vulnerable households who are incapable of paying for essential expenses such as their rent or energy bills. These funds are provided on a regional basis, either as a grant or a loan to be repaid.
UK	"Warmer Homes Scotland" Scheme	The "Warmer Homes" scheme offers funding and support to households (owner-occupiers and private tenants) struggling to pay energy bills and stay warm. This includes energy efficiency measure implementation such as wall/loft insulation, new boilers and draught proofing.
UK	"Private Sector Renewal Strategy (PSRS) 2008-2013: Better Homes in the Private Sector"	The strategy works through the alignment of enabling and regulatory approaches. Its aim was to ensure that the segment of private sector housing that does require Council attention, provides affordable, sustainable, good quality, decent homes. It represents the Borough's commitment to addressing poor living conditions and, in doing so, improving the well-being of some of the most vulnerable members of the community.
AT	"Energy consultations for low-income households" measure	The aim of the project was to enable socially disadvantaged families and those at risk of poverty to receive an explanation of their heating and electricity bills through free, competent and independent energy advice (i.e., consultation process). The own consumption was analysed, "translated" into easily understandable words and the possible individual savings potential was found out. The people affected received tips and advice on how consumption can be reduced sustainably through simple measures and changes in behaviour. Small "energy saving aids" (e.g., kettle, switchable power strips, energy-saving or LED lamps, timers, etc.) that were given during the consultation process also helped to reduce electricity costs.
FR	Mediation Précarité énergétique - Energy	Pilot project under auspices of a SLIME project in Lille (Service Local d'Intervention pour la Maitrise d'Energie, or Local Service for the Intervention



	Poverty Mediation	and Control of Energy) - a national programme to support local authorities to locate low-income households and give advice on energy via home visits.
ES	Energy Advice Points	Energy Advice Points offering information and support to vulnerable consumers who are at risk of being disconnected from their energy supply. Support is three-pronged: 1. Advice for reducing energy costs and improving energy efficiency; 2. Understanding energy bills, finding appropriate tariffs and services; 3. Processing subsidy applications, social vouchers etc for energy support.
AUS	"Solar Savers Adelaide" Program	The "Solar Savers Adelaide" Program provided upfront funding for the purchase and installation of solar photovoltaic (PV) energy systems on eligible low-income and rental residential properties. Participating properties had ~2kW solar PV energy system installed on their property and Council is recovering the costs from participating property owners through a separate rate charge.
NZ	"Healthy Homes Guarantee Act 2017"	The Healthy Homes Guarantee Act (HHGA) enables the government to create regulations that set minimum standards to create warmer, drier rental homes - the healthy homes standards. The healthy homes standards set minimum requirements for heating, insulation, ventilation, draught-stopping, drainage and the control of moisture in residential rental properties. The regulations include compliance with heating, insulation, ventilation, draught stopping, moisture ingress and drainage standards.
UK	Energy Company Obligation (ECO)/Affordable Warmth Scheme	Medium and large gas and electricity providers (with more than 150,000 customers) must provide households with energy efficiency measures, including insulation and boiler replacement. Private renters only qualify for the free insulation grants.
UK	Green Homes Grant	Landlords can apply for a Green Homes Grant Voucher towards the cost of installing energy efficient improvements in their rented properties, including insulation or low carbon heating.
UK	NEST (Making Wales Cosy) (Duplicate of Strategy 6)	Free, impartial energy advice service provided by the Welsh Government, and if eligible, a package of free home energy efficiency improvements. Landlords must provide consent for the energy improvements and meet eligibility criteria (such as registration with Rent Smart Wales, having a valid tenancy agreement, gas safety record etc). Landlords must sign an agreement stating that they cannot raise the rent for 12 months following the improvements.
UK	Warm Home Discount Scheme	£140 reduction on electricity bill for winter 2020-21 as a one off payment
UK	Private Rented Sector Energy Efficiency Regulations	Designed to improve the energy efficiency of domestic and non-domestic privately rented properties in England and Wales; since 2016, landlords are unable to unreasonably refuse consent to a request for energy efficiency improvements where subsidies are available, and since 2018, rental properties must have at least an E Energy Certificate rating before renewing a tenancy. Implemented as nearly 1 in 10 UK properties fell below an E rating in the sector in 2012.
UK	Private Rented Sector Landlord Loan	Interest free loan available to help Scottish landlords to improve energy efficiency of properties and meet minimum standards set out by the regulations (Measure 27 above).
UK	"Warm Home Healthy People"	Suffolk's Warm Homes Healthy People is a Suffolk wide, multi-agency partnership project, including all the Suffolk Councils, Clinical Commissioning Groups (CCGs), Hospitals, Voluntary sector and communities, designed to help vulnerable people and families make their homes cheaper to heat. The project can provide for example Grants for First Time Central Heating, the loan of electric heaters and advice on grant funding available such as assistance in applying for a local authority renovation or home assistance grant.
UK	"Affordable Warmth Scheme"	The Affordable Warmth Scheme tackles fuel poverty in the private sector by providing funding to improve the energy efficiency of homes. The scheme

		provides help with installing insulation, central heating and new windows. It is available to home owners, those who have their day / life interest in the house and those who privately rent their home.
UK	South Tees Affordable Warmth Partnership	The Partnership helps services and organisations to coordinate their work, develop relationships with other partners, minimise duplication and identify and fill gaps in provision. The Partnership includes a wide range of local organisations. The Action Plan is divided into five themes, reflecting the main work areas needed to tackle fuel poverty: 1.High profile for Affordable Warmth; 2. Promote Energy Efficiency; 3. Improve warmth through income maximisation; 4. Improve health and wellbeing; 5. Community engagement.
UK	Stockton Big Community Switch	Simple and safe (no risk) option for residents to save money on energy bills. Energy providers have an online auction where they compete to provide the best tariffs to residents, creating an estimated saving of £119 (2019), £168 (2017) per year for residents taking part.
IR	Energy Efficiency Grants	A range of grants available to Irish landlords and homeowners to make energy efficiency improvements on their homes, providing these were built prior to 2006.
FR	Habiter Mieux Serenite	Owners, housing associations and landlords with properties over 15yrs old and needing energy renovations can obtain 35-50% of the costs for renovation and the payment of a premium corresponding to 10% of the amount excl. VAT. The work must be a "package" and not just a single project, and must generate energy savings of at least 25%.
FR	MaPrimeRenov' (formerly Habiter Mieux Agilite)	Financial assistance for insulation, ventilation, heating and energy audit work, the premium amount is fixed based on household income and ecological gain from the work.
UK	Smart heating controls and behaviour change advice in private sector housing	Installation of evohome intelligent heating controls and traditional thermostatic radiator valves in the PRS where residents had no valves. Energy monitors were installed to help residents understand electricity use.
IR	"A strategy to combat energy poverty"	This strategy builds on the progress and experience developed over the last four years since the publication of the first ever Government strategy on Affordable Energy. It expands the reach of existing energy efficiency schemes and commits the Government to developing and piloting new measures to find more effective ways to focus energy efficiency efforts on those most at risk of energy poverty. It also puts in place the structures and the accountability to ensure that the challenge is effectively addressed at every level of Government and public service. Accompanying the strategy is an assessment of the level of energy poverty in Ireland using the objective methodology.
UK	Cosy Devon Energy Advice Partnership (LEAP)	Local Energy Advice Partnerships; partnering with local implementing partners to deliver energy advice including tariff checkers, financial guidance and free installation of measures incl. LEDs and draught excluders.
USA	SmartRegs	All new rental housing licenses require proof of SmartRegs compliance with units ineligible to rent if they don't comply - meeting a basic energy efficiency standard.
AT	Financial Support Scheme for Thermal Refurbishment Measures for Low-	Financial support of 100 million Euros in 2021 and 2022 is intended to enable low-income households to cope with additional burdens arising from the implementation of energy efficiency renovation, thus reducing investment barriers in this segment of the population.

	Income Households	
BE	Green Loan	The Brussels low- to zero-interest loan allows for pre-financing of energy renovation works, with interest rates depending on the household income. Available to low income households and those with no access to commercial loans. Technical assistance, advice and recommendations on technologies and energy saving measures are also available.
BE	Wallonia Renovation Loan for Landlords	The Fonds du Logement de Wallonie offers loans for landlords who intent to carry out energy saving renovations of up to EUR60,000 at 0% interest. This can be for the removal of dry rot, improving the energy performance of the building envelope, installing heat pumps, or improving ventilation.
BE	Maison de l'Habitat Energy Centre	The Maison de l'Habitat provides a central point for public services relating to energy in Liege, including energy retrofits, consumption and social issues. Designed to boost energy retrofit uptake in deprived areas, the centre raises awareness among citizens of the existence of, their eligibility for, energy schemes.
BE	Energy Bonuses and Grants	Energy Bonuses are granted for various renovation and construction work, including insulation, solar water heaters, heat pumps, efficient boilers, a home energy audit and so on; any tenant or homeowner in the Brussels region is entitled. Grant amounts differ based on household income.
BG	Residential Energy Efficiency Credit Line (REECL)	The Bulgarian Ministry of Energy developed a credit facility to provide EUR20m of credit lines to reputable banks, which could then make loans to individuals/associations/service providers for specific energy efficiency measures such as solar PVs, efficient stoves/heaters, insulation, new windows etc.
BG	Heating Aid in Winter	This measure provides financial support for vulnerable households (around 500,000 people) to cover their heating expenditures during winter time (November 1 - March 31).
BG	One-Time Support	One-time financial support to vulnerable households may be granted once a year in exceptional circumstances when there are extra costs, which could include higher heating costs in winter or broken heating equipment.
BG	Energy Efficiency of Multi-Family Residential Buildings National Programme	As part of the long-term Bulgarian 2050 national decarbonisation fund, the Energy Efficiency Act strategy aims to improve residential energy efficiency - multifamily buildings in energy classes E, F & G can receive up to 100% financing from the scheme and buildings in energy class D can receive up to 85% financing from the scheme. Energy savings achieved must be at least 30%.
CZ	Energy Price Comparison Calculator	A simple calculator tool to compare prices for electricity and gas from energy suppliers, as well as checking based on current consumption whether your current tariff is still favourable. Also offers a bill checking service to ensure that energy bills are correct.
CZ	New Green Savings Programme	The New Green Savings Program promotes energy savings and a reduction in the intensity of residential housing to save on energy and water costs - through renovations, installation of renewable energy and green roofs, as well as the provision of advice on energy-saving products and technologies.
CZ	EFEKT PROGRAMME II	The EFEKT II Programme is a national strategy to reduce energy use and energy intensity, and includes a range of support measures, including actions to disseminate information on energy savings, energy consultation centres, implementing EPCs and replacement of heating sources. EFEKT III is an updated iteration of the programme.
CZ	EFEKT PROGRAMME III	The EFEKT III is an updated iteration of the EFEKT II programme, a national strategy to reduce energy use and energy intensity, and includes a range of support measures, including actions to disseminate information on energy savings, energy consultation centres, implementing EPCs and replacement of

		heating sources.
UK	Cosy Homes in Lancashire (CHIL)	Cosy Homes in Lancashire aims to be the county's One Stop Shop for Warmth, with the local authority acting as a referral service for people to find funding and supporting them with applications. This includes the cost of installing boilers and radiators for owners/landlords/tenants, replacing gas boilers, and registering people for priority services through a network of the county council and 15 local authorities.
GR	Energy Efficiency Obligation Scheme	This measure aims to improve the existing Energy Efficiency Obligation Scheme, which foresees that Obligated Parties that must deliver measures targeting energy poor households.
GR	Energy Upgrade of Buildings	This measure involves the provision of financial assistance to energy poor households to improve the energy efficiency of their housing. It is an upgrade of the Energy Efficiency in Household Buildings Programme focused on energy poor households.
GR	Energy Efficiency in Households Programme "Exoikonomo"	This programme aims to improve the energy class of households by at least 3 energy categories (30% primary energy savings), with separate incentives to support low-income and vulnerable households with an increased subsidy.
GR	Incentives to Support Actions for Vulnerable Households in Just Transition Areas	This programme aims to upgrade 10,000 vulnerable households with energy saving technologies and RES systems with a subsidy of up to 90% in regions of Greece affected by the delignitisation of the power sector under the Just Transition.
GR	Energy Communities to Combat Energy Poverty	The existing energy community framework is revised under this policy to maximise social benefits and reduce energy poverty. Through targeted actions such as financial incentives, the energy produced by RECs and CECs will cover the needs of households affected by energy poverty.
GR	Energy Card for Vulnerable Households	This measure allows the purchase of a specific quantity of energy at a preferential price using an 'energy card' to cover minimum thermal comfort conditions for households in energy poverty during extraordinary circumstances. This can include prolonged economic recession, periods of low temperatures and other severe weather phenomena. This card is expected to cover 100,000 vulnerable households.
GR	Energy Efficiency Obligation Scheme for Vulnerable Groups	120,000 energy poor households are expected to have RES or energy saving technologies installed with up to 80% of investment costs subsidised. Includes involvement of local authorities to facilitate the identification of vulnerable households.
GR	Information Campaign for Vulnerable Groups	Obligated Parties under the EEO schemes must carry out targeted training and information activities with vulnerable groups to manage energy demand and combat energy poverty, through the creation of personalised actions based on the characteristics of the affected household. This can involve summary energy audits to determine the most cost-effective interventions.
DE	Energy-saving-check (StromSparCheck)	StromSparCheck is a programme which provides heating related energy advice to low-income households, including low-cost measures.
DE	Deutschland Macht's Effizient	A package of energy efficiency funds, a portion of which is accessible to rented properties. This includes: A loan with repayment subsidy for energy efficiency renovations and heating optimisation or heating systems with renewables, specialist planning and construction advice to a maximum of EUR60,000; Energy advice from consumer advice centres on energy saving, energy bills and renovation options. These are usually low cost or free, and always free for low-income households.
DK	Subsidy Scheme for Replacement of Oil	The Danish Government has allocated 20 million DKK (2.6m EUR) per year in the period 2021-24 to replace oil burners with heat pumps in households not

	Burners	currently connected to district heating or gas networks.
DK	Craftsman and Service Deductions for Energy Renovations	The Danish state subsidised an approximate 25% deduction on tradesmen's costs for the energy renovation of houses, climate protection measures and renewable energy supply installation for both owner-occupiers and privately rented households.
EE	National Reconstruction Grant	The grant is designed for housing associations and communities who wish to renovate their apartment buildings as completely as possible. It covers a percentage of total project cost depending on the level of energy efficiency integration in the renovation of the building, and aims to provide a more level playing field in grant applications.
EU	REACH - Reduce Energy Use And Change Habits	This H2020 programme covering Croatia, N Macedonia, Bulgaria and Slovenia empowered energy poor households to take actions to save energy, change habits and establish energy poverty as an issue in these countries that demands tailor-made policies, engaging decision-makers and providing them with recommendations.
EU	SAVES2 Project	The SAVES2 Project (Students Achieving Valuable Energy Savings 2) worked to catalyse sustainable energy consumption behaviour in university students, for those living both in university accommodation and in the PRS. For the PRS, the project helped students to make better informed decisions about the properties they rented with regards to efficiency, raising awareness of bill management and advice on the cost of energy.
FI	Prohibition of Winter Disconnection	The Finnish Government decreed that in the winter months (October to April), consumers' electricity cannot be cut off in a home which is dependent on electricity for heating even if the consumer is in arrears.
HR	Programme for Energy Renovation of Multi-Apartment Buildings	The Programme for Energy Renovation of Multi-Apartment Buildings to 2030 is a bylaw of the National Programme for Renovation of Buildings. This aims to undertake renovation activities, with a section of the beneficiary households being those in energy poverty. The period to 2030 is the second section of a long-term strategy for the restoration of Croatian buildings until 2050.
LT	Households in the Context of Energy Transition (NUENE)	This project created a system to evaluate energy poverty and state interventions in household energy consumption, to improve data available for monitoring energy poverty and policy making. The system consists of statistical surveys and policy simulations and individual household level tailored to a Lithuanian context.
LT	Legal Obligation for Energy Suppliers to Advise Consumers on Energy Saving	Law which places an obligation on energy suppliers to advise and educate consumers about energy saving measures and solutions that change consumer behaviour to increase energy efficiency. Information should be provided at least once a year.
ES	Housing Renovation Programme for Vulnerable Households	This measure is a financial aid programme for the renovation of the interior of houses, including improving habitability, energy and sustainability improvements, for landlords who rent on the Barcelona Rental Housing Exchange.
ES	Social Emergency Aid (AES) 2021	This measure provides emergency financial support to households, which could also be used for energy expenses in case of disconnection risk.
ES	Prohibition of Disconnection of Energy and Water to Vulnerable Households	This measure prohibits the disconnection of electricity, gas and water supply for vulnerable households as certified by local social services. It also applies a precautionary principle according to which utility companies are obliged to check first with local services whether the consumer with arrears is vulnerable or not.
ES	Prohibition of Disconnection of	This measure prohibits the disconnection of essential services for families with children under 16 receiving the electricity or social bonus.

	Essential Services to Households with Children	
ES	PAREER-CRECE Programme	This measure provided a combination of grants and loans for energy efficiency and renewable energy renovations, including improving the thermal envelope of buildings, energy efficiency of thermal installations and substituting conventional energy for biomass or geothermal energy.
ES	Programme to Promote the Improvement of Energy Efficiency of Housing	This measure provides financial assistance to households to make energy efficiency renovations, with increased aid grants offered to people with disabilities and young people in rural municipalities.
ES	Thermal Social Bonus	The thermal social bonus is an aid programme to compensate vulnerable consumers for the expenses incurred by using heating and hot water.
FR	Hauts-de-France Pass Renovation	This scheme is a technical and financial instrument that supports homeowners, landlords or collective housing associations by providing turnkey technical support with an all-inclusive financial solution, encompassing all phases of the project from information to maintenance. Owners repay the loan with a monthly payment that is roughly equivalent to the energy savings achieved. Since 2014, 64% of beneficiary homes have improved by at least 2 energy classes.
FR	Better Understand Energy Poverty (MCPE Project)	This project worked to improve households' awareness of energy poverty through home visits. The first visit served to help the advisors understand households' needs and teach basic energy-saving tips, with the second visit from energy experts to help people understand their bills, identify eligibility for renovation schemes or onwards referral to assistance.
FR	Social Funds for Energy Management	The French Departments of Haute Garonne, Herault, Gironde, Ardennes, and Ariege have funds for social workers to identify households in energy poverty, arrange house visits and provide energy saving advice. If renovation is advised, financial schemes are discussed with the landlords/tenants/homeowners - there are three categories: urgent assistance and repairs, small energy saving equipment and larger renovation funds.
FR	Heating and Insulation 'Helping Hand' Bonus	All owners and renters are eligible for the bonus, however there is a premium available for low-income households to provide greater levels of assistance. The money can be used to install more efficient heating systems, loft/roof insulation and floor insulation.
FR	Zero-Rate Eco Loan (Eco-PTZ)	All owners, occupants or renters can access the zero-rate eco-loan without any means testing. The maximum loan amount is EUR50,000 for works that bring a minimum energy gain of 35% and are removed from "energy sieve" status. The loan can be combined with the MaPrimeRenov' programme.
IE	Ireland Fuel Allowance	Means-tested payments to help social welfare recipients with the costs of heating their homes between late September and April each year. The rate of allowance as of 2022 is EUR33/week.
IE	Better Energy Homes Scheme	Grants for homeowners and landlords who want to carry out energy upgrades and manage the process themselves, including loft and wall insulation, heating controls, solar panels, heat pumps and a Building Energy Rating (BER) after the work is carried out.
IE	National Home Energy Upgrades	National Home Energy Upgrade provides grants to homeowners, private landlords and certain housing associations to upgrade the energy efficiency of a home, with the project managed by the SEAI via a One Stop Shop. This includes new windows and doors, mechanical ventilation, solar solutions, various insulation types and home energy assessments.
IT	Training and Information Campaign	Information campaigns aiming to change behaviour for energy savings and improving energy efficiency at home, as well as increasing access to the existing tax deduction scheme for energy renovations (Ecobonus).

IT	Nuove Energie	Nuove Energie is a consultancy desk (part of the Portobello organisation which provides food aid to families in poverty) that assists households with electricity and gas consumption. They help people to understand their bills and to switch providers with better rates.
HU	Home Renovation Support for Families with Children	A home renovation subsidy to improve the housing conditions, including energy efficiency, of families raising children.
HU	Subsidies for Socially Vulnerable and Disabled Consumers	A programme of benefits for the most vulnerable consumers to prevent homelessness and energy disconnection, including energy payment discounts, deferred payments, payment plans, uninterrupted power supply for people with certain disabilities, as well as assistance with billing/payment/metering.
HU	Energy Efficiency Obligation System	Obligated Parties under the Hungarian EEO Scheme (incl. electricity and gas providers) must provide annual energy savings for their end users, including replacing inefficient appliances with new ones, or building renovations, etc.
LU	Luxembourg Klimabonus	A package of funds, subsidies and loans available to households to insulate their homes, heat with renewable energies, install solar PVs, install provisions for eco-mobility and optimise energy consumption, as well as a free and impartial energy advice service.
LV	Energy Efficiency Obligation Scheme	Energy companies are obliged to fulfil energy efficiency obligations by providing information to end users about increasing energy efficiency, implementing energy efficiency improvements with the end user, or making contributions to the state energy efficiency fund.
MT	Energy Efficiency Obligation Scheme	Malta introduced energy efficiency obligations on monopoly distributor energy company, Enemalta Corporation for residential gas and electricity. This primarily has taken the form of installing smart meters and raising block tariffs.
MT	Minimum Energy Performance Standards	From 2016, all buildings to be rented, sold or constructed must meet a minimum energy performance standard. An EPC has been required to rent a property since 2009.
MT	Energy Benefit	Policy which aims to mitigate the effect of increases in expenditure on water, gas or electricity bills for vulnerable groups via a means-tested automatic deduction from the bill.
NL	One-Off Payment for Energy Bill Support	Households with an income at or just above the social minimum will receive at least 200 euros extra as a one-off payment from the municipality for paying their energy bill.
NL	Disconnection Safeguards	Safeguards against the disconnection of vulnerable households, i.e. those whose health would be critically endangered, and against disconnecting all households between 1st October and 1st April.
PL	Clean Air Programme	The Polish Clean Air Program co-finances the replacement of old, inefficient heat sources with modern sources that meet high standards, as well as thermomodernisation of buildings and renewable energy installations.
PL	Thermomodernisation and Renovation Fund	Support - loan repayment or partial grants - is provided for thermomodernisation or renovation of buildings for private homes, municipalities and SMEs
PL	Low-Stack Emission Limitation Programme	This programme aims to tackle air pollution issues in Poland; a key source of emissions is from houses equipped with inefficient heating systems, which many households cannot afford to modernise. Up to 80% of the cost of modernising the heat source is subsidised and is available to owner-occupiers and landlords.
PT	Efficiency Voucher - Vale Eficiencia	This programme aims to deliver 100,000 efficiency vouchers worth EUR1300, to vulnerable, low-income families by 2025 to allow for investments in improving the thermal comfort of their homes. This can be through renovations or the replacement of appliances/solutions

PT	Ban on Energy Service Disconnection	This measure is related to the state of emergency announced by the Portuguese government as a result of the COVID-19 pandemic. It prohibits the suspension of the supply of essential energy services, such as electricity and gas following the non-payment of a bill, and enables consumers to create a payment plan, extending payment terms, without associated interest.
PT	Social Electricity and Natural Gas Tariffs	This measure provides financial assistance to households to pay their energy bills through a social tariff. Since 2016, it is automatically awarded to households receiving certain social benefits and to low-income households. For households to qualify, the electricity and natural gas consumption cannot be higher than a certain limit. Previous versions of this social tariff that started around 2008 were different in scope (only electricity) and target groups.
RO	Household Heating Aid and Energy Supplement	Heating and energy supplements available for vulnerable households all year round.
RO	CASA EFICIENTA ENERGETIC (Energy Efficient House)	Energy grant of up to 60% of total expenses for energy efficiency renovation measures and small renewable energy generation facilities.
RO	Lumina pentru Romania (Light for Romania)	A social campaign by a not-for-profit organisation dedicated to providing lighting for families who do not have electricity in their homes.
SE	Municipal Energy and Climate Advisors	Free and impartial advice offered by Swedish municipalities to households on reducing energy use in the home, renovation, grants and support to apply for and pros and cons of different heating systems.
SE	Energy Efficiency Support	This measure provides landlords with financial support to improve the energy efficiency of rental housing, with a special bonus if energy efficiency savings exceed 20%. Part of the support is allocated to a rent reduction for tenants in certain low-income residential areas.
SI	ZERO (Reducing Citizens' Energy Poverty)	Citizens in receipt of social assistance can benefit from a free energy consultant visit to their home, to receive advice on reducing energy and water consumption, as well as a package of simple devices such as window seals, energy saving lightbulbs etc. Consultants can also provide help to individuals applying for Eco Fund funds free of charge with their selection and implementation of measures.
SK	Slovak Sustainable Energy Financing Facility (SlovSEFF) III	Financing mechanism for private sector entities, housing associations and cooperatives to access funds for residential building renovation and major thermal rehabilitation works including efficient boilers, efficient ventilation, new windows and space heating etc. Minimum energy savings must achieve 30%, with a 10% grant incentive given as a proportion of the loan.
HR	Programme for Energy Renovation of Family Houses	The Programme for Energy Renovation of Family Houses for the period 2014 - 2020 was a bylaw of the National Programme for Renovation of Buildings. This aims to undertake renovation activities, with a section of the beneficiary households being those in energy poverty. The 2014-2020 period was the first section of a long-term strategy for the restoration of Croatian buildings until 2050. The funds are provided by the Financial Plan of The Environmental Protection and Energy Efficiency Fund.
HR	Conditions for Gas Suppliers Acquiring Protected Consumers in Periods of Crisis	A law establishing criteria for protected consumers and related measures to ensure a reliable gas supply to these customers. Protected consumers have the right to be supplied with gas in case of crisis conditions for security reasons, possible threat to life, work status and other social reasons. When the price offered by private gas suppliers to citizens exceeds the cost of the public gas supply, a change from private to public supply is expected on the part of the end customers. The public gas supply service must receive protected customers into their system - which is called a guaranteed gas supply, as the price is guaranteed by the government.



HR	Solidarity Payment for Vulnerable Households	A so-called Solidarity Fee of HRK 0.03/kWh of electricity consumed is added to a household's energy bill, which is paid by the household's energy supplier, into an earmarked fund of the Croatian Ministry of Demography, Family, Youth and Social Policy to help ensure energy supply in the form of Energy Vouchers to vulnerable consumers.
HR	One-Time Call to Write Off Energy Debt	A one-time policy to write off a household's unpaid debts, interest and other related costs including energy debts to unblock a person's energy account, up to a total of HRK5000, which aims to reduce social inequality and encourage normal levels of energy consumption.
HR	Compensation for Vulnerable Consumers	The compensation for vulnerable energy customers was increased from HRK400 (EUR53,09), to HRK500 (EUR66,36) per month on October 1, 2022, as a response to increasing energy costs and the cost of living crisis.
BE	Rent and Insulation Programme	Roof insulation and double glazing are mandatory in rented housing in Belgium from 2020. The rent and insulation premium covers high efficiency double glazing, insulating cavity walls and installing roof insulation in rented housing; landlords are eligible for the premium if their tenants belong to a socially vulnerable category. A project promoter supervises the whole project to remove the onus on the landlord to carry out works.

## ANNEXE 2

Annexe 2 contains the results of the scoring exercise for each of the four dimensions of energy justice.

0 = red – not met

1 = orange – partially, or one dimension met

2 = green – fully, or both dimensions met

Policy Name	Distributional	Spatial	Recognitional	Procedural
Stromhilfefonds	1	0	0	1
Gratis EnergieScan	1	1	0	1
STEP Scheme	1	1	1	1
Social Insulation Projects for Rentals	1	1	0	1
Warm-Up NZ	1	1	0	2
NEST	1	1	1	1
Ecolaan Belgium	1	0	0	0
Energie Box	1	0	0	1
Weatherisation Assistance Programme	1	1	1	1
Affordable Warmth Brighton	1	2	2	1
MEBAR-II	1	1	0	0
Solidarity Funds for Housing	1	0	0	0
Warmer Homes Scotland	1	0	0	0
Private Sector Renewal Strategy	0	1	2	0
Energy Consultations for Low Income Households	1	0	1	0
Mediation Precarite Energetique	1	1	1	2
Energy Advice Points	0	1	1	2
Solar Savers Adelaide	1	0	0	1
Healthy Homes -NZ	1	0	1	0
Energy Company Obligation UK	1	0	1	0
Green Homes Grant UK	1	0	0	0
Warm Home Discount UK	1	0	0	0

Warm Homes Healthy People Suffolk	1	1	2	1
PRS Landlord Loan Scotland	1	0	0	0
South Tees Affordable Warmth Partnership	0	1	2	1
Affordable Warmth (Northern Ireland)	1	1	1	1
Stockton Big Community Switch	1	0	0	1
Energy Efficiency Grants (Ireland)	1	0	0	0
Habiter Mieux Sérénité	1	0	0	1
MaPrimeRenov	2	1	0	0
Smart Heating	1	0	0	1
Irish Strategy to Combat Energy Poverty	1	0	2	1
Cosy Devon LEAP	1	0	1	1
SmartRegs USA	1	0	2	1
PRS Energy Efficiency Regulations	1	2	1	0
Financial Support Scheme for Thermal Refurbishment Measures for Low-Income Households	1	1	0	0
Green Loan	1	0	0	0
Wallonia Renovation Loan for Landlords	1	0	0	0
Maison de l'Habitat Energy Centre	2	2	1	2
Energy Bonuses and Grants	1	0	0	0
Residential Energy Efficiency Credit Line (REECL)	1	0	0	0
Heating Aid in Winter	1	0	0	0
One-Time Support	1	0	0	0

Energy Efficiency of Multi-Family Residential Buildings National Programme	1	0	0	0
Energy Price Comparison Calculator	0	0	0	1
New Green Savings Programme	1	0	0	1
EFEKT PROGRAMME II	1	0	1	2
EFEKT PROGRAMME III	1	0	1	2
Cosy Homes in Lancashire (CHIL)	2	0	0	2
Energy Efficiency Obligation Scheme	1	0	0	0
Energy Upgrade of Buildings	1	0	0	0
Energy Efficiency in Households Programme "Exoikonomo"	1	0	0	0
Incentives to Support Actions for Vulnerable Households	1	1	0	0
Energy Communities to Combat Energy Poverty	1	1	0	0
Energy Card for Vulnerable Households	1	1	0	0
Energy Efficiency Obligation Scheme for Vulnerable Groups	1	1	1	1
Information Campaign for Vulnerable Groups	0	1	2	2
Energy-saving-check	1	0	0	2
Deutschland Macht's Effizient	1	0	0	2
Subsidy Scheme for Replacement of Oil Burners	1	1	0	0

Craftsman and Service Deductions for Energy Renovations	1	0	0	0
National Reconstruction Grant	1	0	0	0
REACH - Reduce Energy Use And Change Habits	1	1	2	1
SAVES2 Project	1	1	1	1
Prohibition of Winter Disconnection	1	0	1	0
Programme for Energy Renovation of Multi-Apartment Buildings	1	0	0	0
Households in the Context of Energy Transition (NUENE)	0	0	1	0
Legal Obligation for Energy Suppliers to Advise Consumers on Energy Saving	1	1	1	1
Housing Renovation Programme for Vulnerable Households	1	0	0	0
Social Emergency Aid (AES) 2021	1	0	0	0
Prohibition of Disconnection of Energy and Water to Vulnerable Households	1	0	1	0
Prohibition of Disconnection of Essential Services to Households with Children	1	0	1	0
PAREER-CRECE Programme	1	1	0	0
Programme to Promote the Improvement of Energy Efficiency of Housing	1	1	0	0

Thermal Social Bonus and Social Bonus for Electricity	1	0	0	0
Hauts-de-France Pass Renovation	1	0	0	2
Better Understand Energy Poverty (MCPE Project)	1	0	0	2
Social Funds for Energy Management	1	1	0	2
Heating and Insulation 'Helping Hand' Bonus	1	0	0	0
Zero-Rate Eco Loan (Eco-PTZ)	1	0	0	0
Ireland Fuel Allowance	1	0	0	0
Better Energy Homes Scheme	1	0	0	1
National Home Energy Upgrades	1	0	0	1
Training and Information Campaign	0	1	2	1
Nuove Energie	0	1	1	1
Home Renovation Support for Families with Children	1	1	0	0
Subsidies for Socially Vulnerable and Disabled Consumers	1	0	0	1
Energy Efficiency Obligation System	1	0	0	0
Luxembourg Klimabonus	1	0	0	1
Energy Efficiency Obligation Scheme (Latvia)	1	1	1	1
Energy Efficiency Obligation Scheme (Malta)	1	1	1	1

Minimum Energy Performance Standards	1	1	1	0
Energy Benefit	1	0	0	0
Rent and Insulation Programme	1	1	1	1
One-Off Payment for Energy Bill Support	1	0	0	0
Disconnection Safeguards	1	0	1	0
Clean Air Programme	1	0	0	0
Thermodernisation and Renovation Fund	1	0	0	0
Low-Stack Emission Limitation Programme	1	1	0	0
Efficiency Voucher - Vale Eficiencia	1	0	0	0
Ban on Energy Service Disconnection	1	0	1	0
Social Electricity and Natural Gas Tariffs	1	0	0	0
Household Heating Aid and Energy Supplement	1	0	0	0
CASA EFICIENTA ENERGETIC (Energy Efficient House)	1	0	0	0
Lumina pentru Romania (Light for Romania)	1	2	0	1
Municipal Energy and Climate Advisors	0	0	0	2
Energy Efficiency Support	1	2	1	0
ZERO (Reducing Citizens' Energy Poverty)	1	0	1	1

<b>Slovak Sustainable Energy Financing Facility (SlovSEFF) III</b>	1	0	0	0
<b>Programme for Energy Renovation of Family Houses</b>	1	0	0	0
<b>Conditions for Gas Suppliers Acquiring Protected Consumers in Periods of Crisis</b>	0	0	0	1
<b>Solidarity Payment for Vulnerable Households</b>	0	1	0	0
<b>One-Time Call to Write Off Energy Debt</b>	1	0	0	0
<b>Compensation for Vulnerable Consumers</b>	1	0	0	0