



Member State Report Spain

DATA & STATISTICS

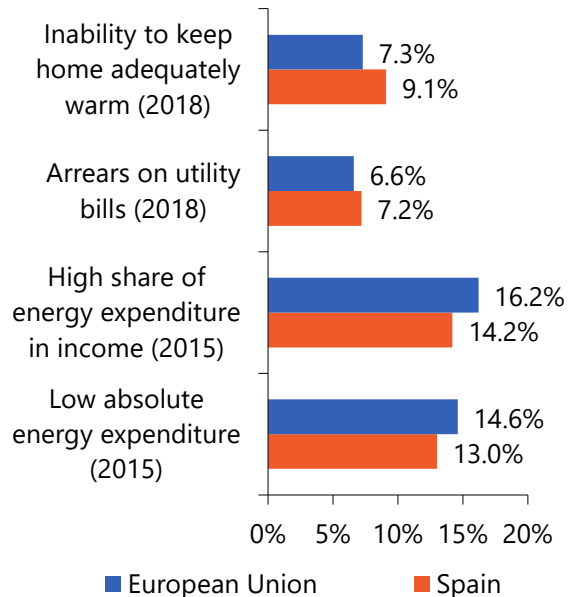
This Member State Report of the EU Energy Poverty Observatory (EPOV) provides an overview of the energy poverty situation in the Spain at a glance. With key indicators, policies, and publications, it offers an understanding of the key aspects of energy poverty in the Spain.

Spain has a lower performance than the EU average on the population-reported indicators. In 2018, 9.1% of the population of Spain reported that they were unable to keep the home adequately warm while the corresponding EU average is 7.3%. Similarly for 2018, 7.2% was unable to pay their utility bills on time due to financial difficulties, while the respective EU average is 6.6%.

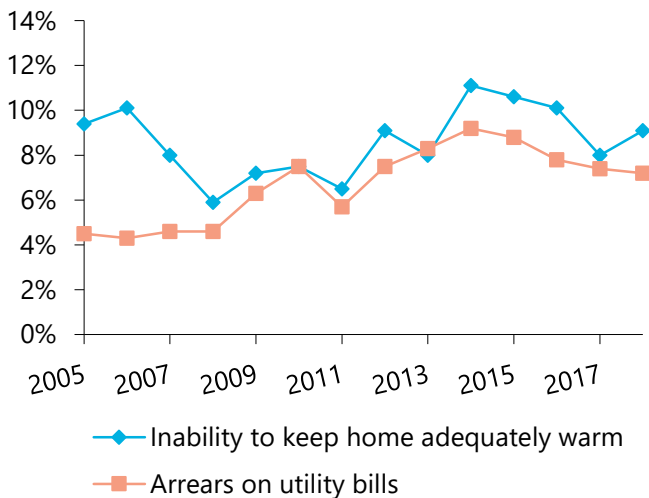
Spain's performance in the expenditure-based indicators is better compared to the EU average. The share of households that spend a high share of their income on energy expenditure is 14.2% which is lower than the EU average. The high energy expenditure is likely to put a strain on the household budget and might indicate a poor energy efficiency of the building.

Moreover, at 13.0% Spain has a lower number of households that spend and unusually low share of their income on energy expenditure. These households might restrict their energy spending below what is necessary to meet their needs.

Performance relative to EU average*



Performance over time*



In Spain, the percentage of the population that is unable to keep the home adequately warm gradually increased from 5.9% in 2008 to a maximum peak of 11.1% in 2014. This increase may be attributed to the financial crisis. It has since decreased to 9.1% in 2018.

Meanwhile the percentage of the population on arrears on utility bills follows a similar trajectory to reach a peak of 9.2% in 2014 and gradually decrease to 7.2% by 2018.

About the EU Energy Poverty Observatory

The EU Energy Poverty Observatory (EPOV) is an initiative by the European Commission to help Member States in their efforts to combat energy poverty. It exists to improve the measuring, monitoring and sharing of knowledge and best practice on energy poverty. EPOV has been developed by a consortium of 13 organisations. This report was authored by Navigant.

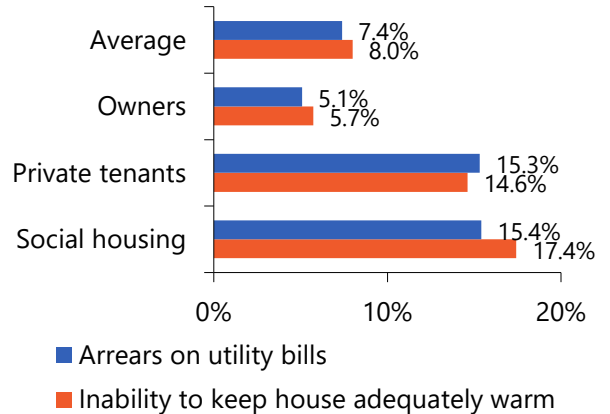
*Population-reported indicators taken from Eurostat [here](#) and [here](#) on November 19, 2019. Expenditure-based indicators calculated by EPOV based on HBS data. Disaggregated data of population-reported indicators calculated by EPOV based on Eurostat provided data.



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Inability to keep home warm and Arrears on utility bills disaggregated by tenure type (2017)*



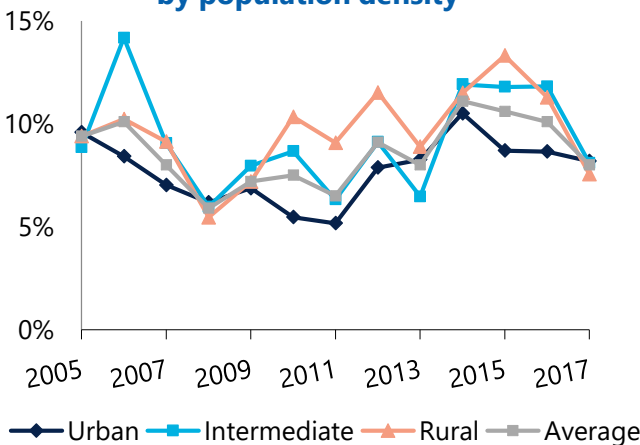
The disaggregated data of the population-reported indicators suggest that energy poverty in Spain is highest for the social housing sector in 2017, at 17.4% for inability to keep the house warm and 15.4% for arrears on utility bills. This is closely followed by the private tenancy tenure type. The social housing sector and private tenants, account for 9% and 14% of the population in Spain, respectively, for the year 2017.

The data also indicates that apartment type dwellings are the most vulnerable to these indicators, noting that 66% of the population lives in this dwelling type.

In Spain, rural areas have the lowest performance for ability to keep the house adequately warm for most years since 2010. Prior 2010, intermediately populated areas were the lowest performers, particularly for the year 2006 where this indicator increased sharply to 14.2% from 8.9% in 2005. The indicator shows a gradual increase in the inability to keep house warm from 2008 to 2015. This may be due to the financial crisis. The year 2017 shows a strong decrease in the inability to keep the house warm, in comparison to the previous years, for each of the population densities.

It is noted that the rural and intermediately populated areas account for 26% and 22% of the population in 2017, respectively.

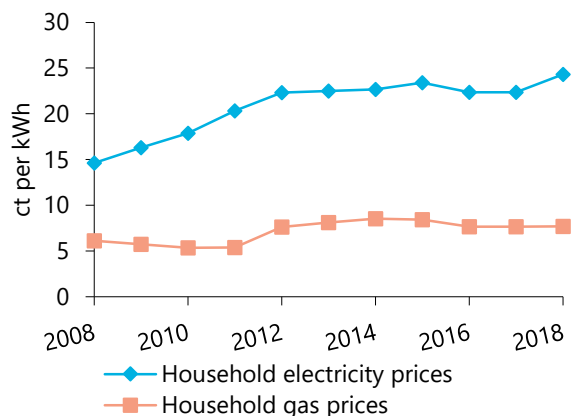
Inability to keep home warm disaggregated by population density *



The household electricity price over time in Spain has steadily increased between 2008 and 2012 to keep a somewhat consistent price between 2012 and 2015. It has reached its maximum price per unit in 2018 at 24.3 €ct/kWh.

Meanwhile the gas price per unit has a more consistent price across the year, with the biggest change in price occurring between 2011 and 2012. The price of gas was at a maximum of 7.70 €ct/kWh in 2018 which is higher than the EU average for that year

Spain household energy costs over time



*Population-reported indicators taken from Eurostat [here](#) and [here](#) on November 19, 2019. Expenditure-based indicators calculated by EPOV based on HBS data. Disaggregated data of population-reported indicators calculated by EPOV based on Eurostat provided data.



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POLICIES & MEASURES

In Spain, there is substantial activity on the topic of energy poverty. In the last ten years there have been multiple studies on energy poverty in Spain. In March 2019, the National strategy against Energy poverty 2019 – 2024 (Gobierno de España, 2019) was approved by the Spanish government. The publication aims to "guarantee access to affordable, safe, sustainable and modern energy for all", without leaving behind other goals that support its development. The result of this analysis is a detailed diagnosis of the situation of energy poverty in Spain according to which, depending on the indicator used, there are between 3.5 and 8.1 million citizens who suffer (between 7.4% and 17.3% of the population). Its objective is to reduce, at least, 25% all the indicators for the year 2025, but with the ambition of reaching 50%. Therefore, it proposes, from four axes, 19 measures to fight against this situation whose function, execution, financing, duration and responsible body is detailed. In October 2019, the Spanish government published a report with the newest national statistics on energy poverty. On the regional and local levels, there is also active interest from researchers, showcased by studies in Catalonia, Aragon, Gipuzkoa, Madrid and Barcelona. In Gipuzkoa there is a dedicated Energy Poverty Observatory containing indicators and resources.

On a national level, one major measure to address energy poverty is the *social bonus for electricity*, which was implemented in 2009 and updated in 2017. It was updated again in 2018 by the Royal Decree-Law 15/2018, that also created a new social bonus for heating. This is a new aid for vulnerable customers designed as a single year payment to support heating, warm water or cooking costs. Almost 1.100.000 vulnerable customers benefited from it in 2019. In addition, the *Law 8/2013 on building renovation* includes the fight against energy poverty as an objective and prioritises energy efficiency measures in serious situations of energy poverty. There is also the *Emergency financial support* measure which provides emergency financial support to households. The financial support can also be used for energy expenses in case of a disconnection risk. On a regional and local level, energy poverty policies are being implemented. For instance in Barcelona, where the *Energy Advice Points* measure is applied. This gives advice to households in case of a disconnection risk, as well as providing information on energy savings and energy efficiency. During the first year of this measure's service, 23,000 people were attended to and also 5,000 cases were prevented from having services cut off.

Many organisations are active on the topic of energy poverty in Spain; more than 20 organisations are listed in the [Relevant Organisations](#) section of the EPOV website. These include governmental organisations, NGOs and advocacy groups on national, regional and local levels.

Selected measures	Type of measure	Organisation	Target groups	Start year	Result
Social bonus for electricity	Energy bill support	National government	Vulnerable households	2009	
Law 8/2013 on building renovation	Building insulation	National government	No specific target group	2013	
Program for the promotion of building renovations	Building insulation, Heating system	National government	Apartment buildings	2013	
Disconnection protection Catalonia (Law 24/2015)	Disconnection protection	Regional government	Low-income households, Vulnerable households	2015	
Housing renovation programme for vulnerable households	Building insulation, Heating system	Local government	Low-income households, Vulnerable households	2017	
Regional energy efficiency programmes	Building insulation, Heating system, Renewable energy	Regional government	No specific target group		
Energy Advice Points	Disconnection protection, Information and awareness	Local government	No specific target group	2017	In the first year of service, the energy advice points attended to 23,000 people and prevented services from being cut off in 5,000 cases.
Social Bonus for heating	Energy bill support	National government	Vulnerable households	2018	In 2019, the bonus was granted to more than one million vulnerable customers.

Contact us:

www.energypoverty.eu
 contact@energypoverty.eu
 Twitter at @EPOV_EU





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PUBLICATIONS & ORGANISATIONS

This page gives an overview of the most relevant organisations working on energy poverty in Spain and presents publications and training resources on energy poverty in Spain.

Organisation

Name: Fuel Poverty Group

Organisation type: NGO

Description:

The group is a network of persons and organisations. It unites professionals from fields of engineering, environmental sciences, social sciences, as well as volunteers and activists. It aims to minimise effects of energy poverty via the promotion of preventive action, training and empowerment.

Organisation

Name: Association of Environmental Sciences (Asociación de Ciencias Ambientales - ACA)

Organisation type: Research & Consultancy

Description: This organisation is involved in studying and solving social and environmental issues. It acts as a contact point between scientists, technical experts and professionals with the common goal to propose and develop projects in line with sustainable development goals.

Publication

Title: [National Strategy against energy poverty 2019-2024](#)

Authors: Gobierno de Espana

Year: 2019

Description:

The National Strategy against Energy Poverty 2019 - 2024 approved by the Spanish Government last March seeks to address a situation that affects between 3.5 and 8.1 million citizens, reducing at least 25% current indicators but seeking to reach 50%.

Training Resource

Title: [A practical guide identifying and addressing energy poverty](#)

Authors: Assist2gether, EcoServeis

Year: 2018

Description:

A practical guide for frontline workers/practitioners on the identification and solutions to energy poverty. This guide includes information on relevant regulations and support schemes available to prevent and tackle energy poverty.

Other selected publications

- Síndic de Greuges de Catalunya (2013) [Energy poverty in Catalonia](#) (in Spanish)
- Romero, J.C. et al. (2014) [Energy Poverty in Spain. Economic analysis and proposals](#) (in Spanish)
- Scarpellini, S., Suárez, I., and Allué, A. (2014) [Energy poverty in Aragon, Spain](#) (in Spanish)
- Ecoserveis (2016) [Energy poverty in the Barcelona region](#) (in Catalan)
- Fernández, A., et al. (2016) [Technical study on energy poverty in the city of Madrid](#) (in Spanish)
- Tirado Herrero, S. and Jiménez Meneses, L. (2016) [Energy poverty, crisis and austerity in Spain](#)
- Ajuntament de Sabadell, et al. (eds) (2017) [Energy poverty in Catalonia: challenges](#) (in Catalan)
- Asociación de Ciencias Ambientales (ACA) (2018) [Energy poverty in Spain. Towards a system of indicators and a national implementation strategy](#) (in Spanish)
- Castaño-Rosa, R., Solís-Guzmán J. and Marrero, M. (2018) [A novel Index of Vulnerable Homes: Findings from application in Spain](#)
- Barrella, R., Hurtado, J.I.L., Arenas, E. and Romero, J.C. (2019) [Towards a hidden energy poverty indicator for Spanish households](#)
- Spanish Ministry of Environment (2019) [Update of the Indicators of the national strategy against energy poverty](#) (in Spanish)

For definitions of the terms used in this report [click here](#). The EPOV website provides an extensive collection of Knowledge & Resources. [Click here](#) for more information and to contribute additional policies, publications and other resources.

This report was completed in February 2020.

Contact us:

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contact@energypoverty.eu
Twitter at @EPOV_EU