

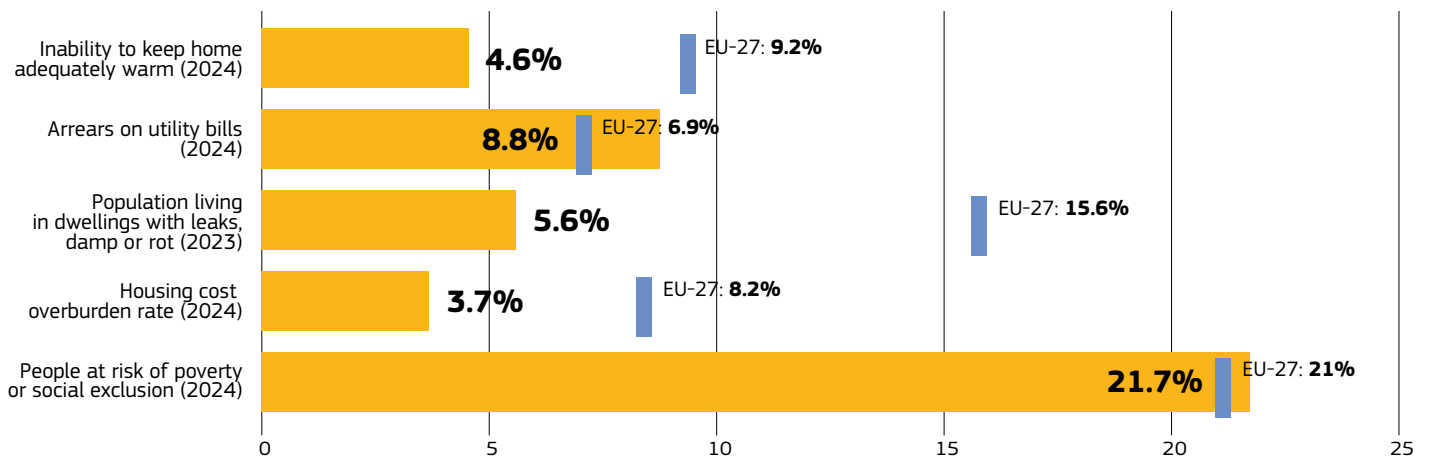


NATIONAL ENERGY POVERTY DEFINITION

Croatia adopted the amended [Energy Efficiency Act](#) in 2025. According to this document, energy poverty “means that a household does not have access to basic energy services, where such services ensure basic levels and a decent standard of living and health, including adequate heating, hot water, cooling, lighting and energy to power household appliances, in the relevant national context, existing national social policies and other relevant national policies, which is caused by a combination of factors, including at least affordability, insufficient disposable income, high energy expenditure, poor energy performance of buildings and poor energy efficiency of homes”.

ENERGY POVERTY EPAH INDICATORS

A selection of indicators, based on the Commission Recommendation (EU) 2020/1563 on energy poverty.



[EPAH'S ENERGY POVERTY INDICATORS DASHBOARD](#)



NATIONAL ENERGY POVERTY INDICATORS AND TARGETS

Croatia has not established national energy poverty indicators nor defined targets. The [National Energy and Climate Plan](#) assesses energy poverty in the country by averaging the values of four indicators from EU-SILC for each year. These indicators are the i) inability to keep the home adequately warm and/or adequately cold, ii) the presence of visible mould and constant drafts, iii) outstanding obligations related to bills for utility services, and iv) poverty risk rate. According to this approach, in 2022, 12.2% of all households were in energy poverty in Croatia.

NATIONAL ENERGY POVERTY GOVERNANCE**KEY POLICIES ADDRESSING ENERGY POVERTY**

YEAR	LAW	DESCRIPTION
2020	Long-Term Building Renovation Strategy	The Strategy explicitly addresses energy poverty and foresees several programmes and measures for targeted renovation of residential buildings. It recognises the health impacts of energy poverty while laying out the criteria for defining and monitoring energy poverty in the country.
2022	Social Welfare Act	This Act does not define energy poverty, but it defines social support to vulnerable energy consumers through targeted benefits and consumer protection. The support originates from 2015 with the 2022 amendment broadening its scope to additional categories of beneficiaries.
2021	Electricity Market Act	In Article 45, this Act obliges the Ministry of Social Welfare to establish and publish criteria for identifying energy-poor households which may include low-income, high-energy expenditure relative to disposable income, and low energy-efficiency of dwellings. It creates a legal basis for defining and monitoring energy poverty.
2025	National Energy and Climate Plan for 2030	The NECP describes energy poverty in the country and calls for the creation of a programme for combating energy poverty and transport poverty until 2030, including the adoption of a multidimensional definition, and the establishment of measures and of indicators for monitoring. Furthermore, it mentions the use of renewable energy sources in residential buildings in assisted areas and areas of special state care for the period up to 2025. Energy poverty mitigation is also implicit in other programmes.
2025	Energy Efficiency Act	The 2025 amendment of this Act updates the national framework for energy efficiency to align with latest EU requirements, providing a legal basis for using energy efficiency as a lever to address energy poverty. It foresees subsidy schemes and energy-renovation support for households at risk of energy poverty. Article 4 provides the official energy poverty definition for Croatia.
Ongoing	Draft National Building Renovation Plan	Croatia has submitted its draft National Building Renovation Plan to the European Commission, building on the previous Long-Term Building Renovation Strategy.
Ongoing	Social Climate Plan	Croatia is currently developing its Social Climate Plan, and a draft version of the measures has been published. Croatia received support from the European Commission's Technical Support Instrument (TSI) to develop its Social Climate Plan.



NATIONAL ENERGY POVERTY GOVERNANCE

NATIONAL ENERGY POVERTY OBSERVATORY

Croatia does not have a National Energy Poverty Observatory. As of September 2025, the EU-funded [LIFE NEXUS](#) project aims to establish an energy poverty observatory in the country.

EPAH ANTENNAS AND OTHER ORGANIZATIONS

EPAH Antenna: EPAH has established partnerships with energy-poverty stakeholders across all EU Member States. In Croatia, the Antenna is the Društvo za oblikovanje održivog razvoja (The Society for Sustainable Development Design – DOOR). DOOR is a non-governmental organisation of experts with extensive work on energy poverty, from diagnosis and implementation to policy support.

Website: www.door.hr. Contact: miljenka.kuhar@door.hr. Check [EPAH's Organisations List](#) to discover other energy poverty stakeholders in the country.

NATIONAL MEASURES AND ILLUSTRATIVE PRACTICES

This section highlights a selection of ongoing national measures and local initiatives addressing energy poverty. Further projects and updated information are available in the online EPAH Atlas database.

EPAH ATLAS DATABASE



MEASURES	DESCRIPTION
Naknada za ugroženog kupca energenata (allowance for vulnerable energy buyers) <i>[since 2015, reformed in 2022]</i>	Household electricity customers pay a surcharge on their electricity bills, which suppliers transfer to the state budget to finance vouchers for vulnerable energy consumers. In 2022, Croatia broadened the criteria for obtaining “vulnerable” status, expanding the number of eligible beneficiaries. The allowance was introduced in 2015 and remains in force with increasing annual rates.
Regulation on the criteria for acquiring the status of protected customer in conditions of crisis situations in gas supply <i>[since 2015]</i>	This Regulation establishes special protection for certain end-users to ensure gas supply during disruptions. Protected customers include households, small and medium enterprises, social-service institutions, and district-heating plants that cannot switch to other fuels.
Regulation on the Elimination of Disturbances in the Domestic Energy Market <i>[since 2023, ongoing]</i>	Establishes temporary energy-price interventions for specific categories of electricity, heat, and natural-gas consumers during periods of market disruption. It applies to households, enterprises, public institutions, and local authorities. This mechanism is designed as a crisis-response tool to stabilize energy costs and safeguard essential services.
Program to combat energy poverty, which includes the use of renewable energy sources in residential buildings in assisted areas and areas of special state concern for the period until 2025 <i>[2021-2025]</i>	This programme was adopted in 2021 to promote the use of renewable energy sources in residential buildings in assisted areas and areas of special state concern for the period until 2025. Funded by the National Recovery and Resilience Plan 2021-2026 and the state budget, it addresses a segment of the worst-performing building stock covering 407 buildings.

NATIONAL MEASURES AND ILLUSTRATIVE PRACTICES

ILLUSTRATIVE PRACTICES	DESCRIPTION
Zagreb Energy Centre	In 2025, the City of Zagreb opened the Zagreb energy centre. The centre provides support to Zagreb citizens who would like to renovate their houses or multiapartment buildings with an emphasis on energy vulnerable and energy poor households. It is an example of collaboration between a local authority, regional energy agency, and NGOs.
City of Križevci: Public Call for Encouraging Energy Efficiency in Households	In 2023 and 2024, the City of Križevci opened public calls for co-financing of energy efficiency in households. The support includes the preparation of project documentation, the uptake of solar power in households, and the installation of thermal insulation of residential attics for vulnerable groups. There are similar examples from other cities, but the City of Križevci was the first with a call targeting explicitly citizens at the risk of energy poverty.
EPAH Technical Assistance	The City of Zagreb applied to EPAH' technical assistance programme, receiving technical support from DOOR. The project identified energy-poor households in Zagreb with data collection through a survey with 500 households. Results showed the extent of energy poverty in Zagreb and suggested measures for energy efficiency, renewable energy sources, and regular monitoring to be integrated into future projects and local policies.

FURTHER READING

- [Energy Transition between Promises and Realities - A View from the European Semi-periphery](#)
- [Energy Efficiency Trends and Policies in Croatia](#)
- [Synthesis Report on building renovation barriers in the regulatory framework in Central Eastern European Countries](#)
- [Housing policies in the service of social and spatial \(in\)equality](#)
- [100% Renewable by 2030 - Plan for the Green Transition of the Croatian Electricity Industry](#)



March 2026

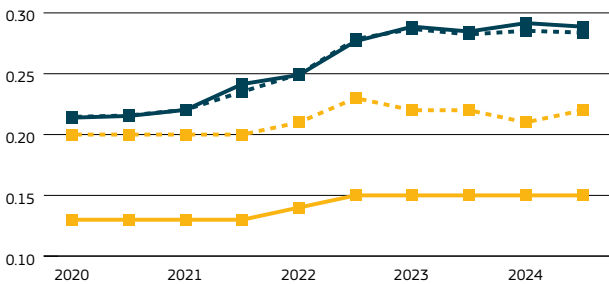
MEMBER STATE BACKGROUND

Croatia is a Southeast European country, combining Mediterranean conditions along the coast with a predominantly continental climate in inland regions. The country has a population of [3,861,967 people](#). The real GDP per capita in 2024 was [17,060 euros](#), which is below the EU-27 average value (33,650 euros). Croatia has a Gini coefficient of [29.8](#) (a measure of economic inequality), which is above the EU-27 average value of 29.4.

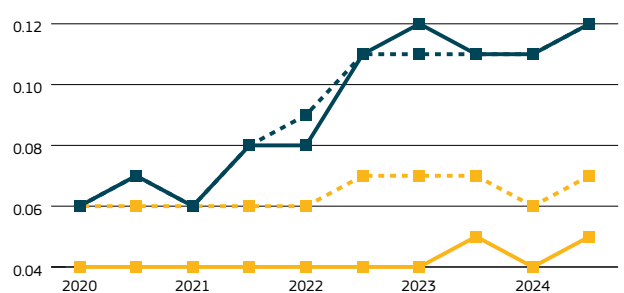
ENERGY PRICES

— Croatia (in EURO) - - - Croatia (in PPP) — EU-27 (in EURO) - - - EU-27 (in PPP)

ELECTRICITY PRICES FOR HOUSEHOLD CONSUMERS

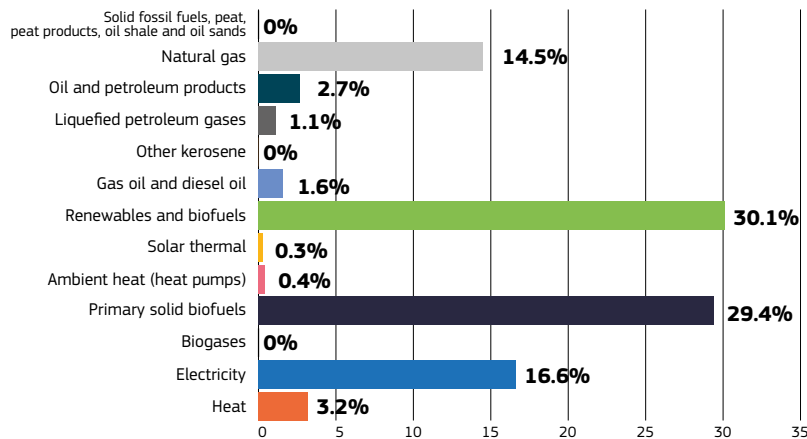


GAS PRICES FOR HOUSEHOLD CONSUMERS

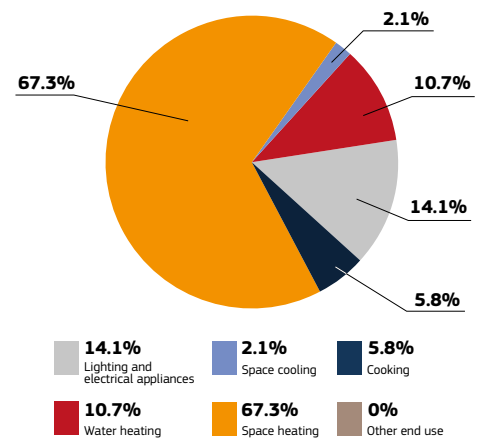


HOUSEHOLDS ENERGY CONSUMPTION

FINAL ENERGY CONSUMPTION IN HOUSEHOLDS BY ENERGY SOURCE (2024)



FINAL ENERGY CONSUMPTION IN HOUSEHOLDS BY END USE (2024)



VULNERABLE AND HARD TO REACH

Note: All data shown as a share of the total population of the country (2024). [Source](#).

Low income	27%
Low education	9%

Rural households	36%
Elderly households	15%
Young households	4%
Single parents	2%

Migrants	13%
Unemployed persons	4%
Ill-health and disabilities	25%
Tenants	9%

