

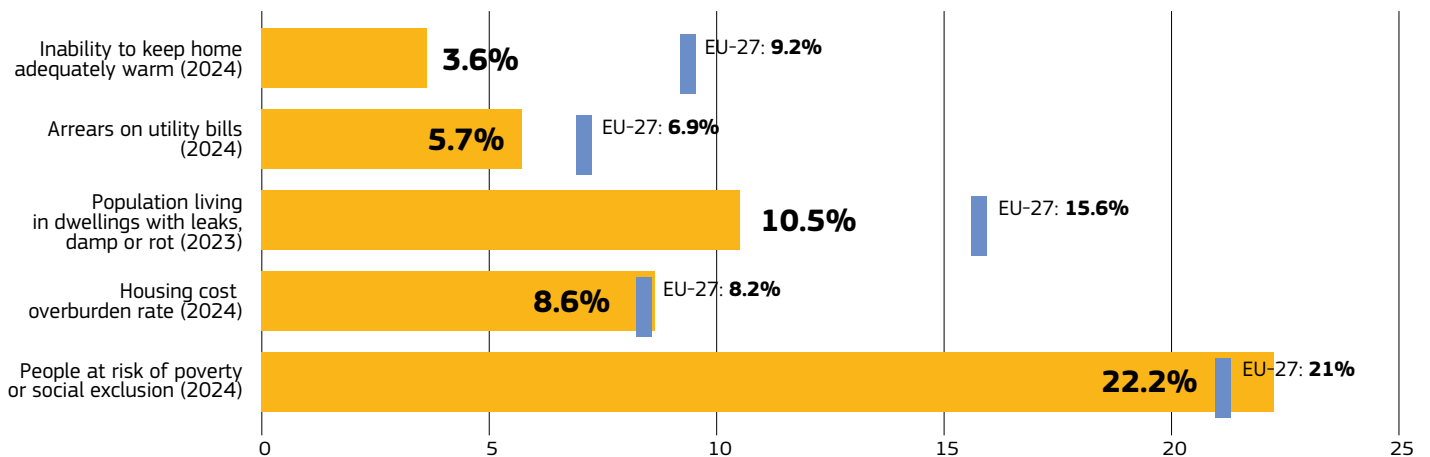


NATIONAL ENERGY POVERTY DEFINITION

Estonia has officially defined energy poverty in the [Energy Sector Organisation Act](#) since 2020. A person suffering from energy poverty means “a person living alone for the purposes of the Social Welfare Act, or a family who has, at least once during the last six months, received a subsistence benefit and whose income per family member in the last month does not exceed the minimum wage”.

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

Estonia has not yet established official energy poverty indicators or targets. A [study commissioned by the Ministry of Finance](#), prepared by SEI Tallinn, the Estonian Centre for Applied Research CentAR, and the University of Tartu, provided an operational indicator to assess energy poverty in Estonia. In this document, an energy-poor household is a household that belongs to the first (lowest) income decile and whose energy costs exceed 20% of the total household income. According to this study, in 2023, there were approximately 35,000 energy-poor households (5.4% of all households in Estonia).



NATIONAL ENERGY POVERTY GOVERNANCE

KEY POLICIES ADDRESSING ENERGY POVERTY

YEAR	LAW	DESCRIPTION
2015	Social Welfare Act	Sets out the framework for providing social support, services, and benefits to ensure a basic standard of living. The cost of thermal energy or fuel consumed for supply of hot water and for heating are considered for the calculation of the subsistence benefit.
2020	Energy Sector Organisation Act	Regulates the structure, operation, and responsibilities of the country's energy sector. Since 2020, it includes definitions of a "person suffering from energy poverty" and of "vulnerable energy consumers", ensuring protection and support in accessing essential energy service while integrating social considerations aimed at preventing energy poverty.
2020	Long-Term Building Renovation Strategy	The LTRS aims to transform Estonia's building stock into highly energy-efficient, low-carbon dwellings by 2050. It envisages deep renovations of single-family houses and apartment buildings. The Strategy states that energy poverty is not a widespread problem in Estonia but briefly acknowledges that vulnerable households need additional support to participate in energy saving measures.
2023	Green Reform Action Plan 2023-2025	Estonia's cross-sectoral initiative to modernize the economy and living environment while reducing environmental impact. Although it does not explicitly mention energy poverty, it includes energy accessibility and affordability as a key goal.
2025	National Energy and Climate Plan for 2030	The NECP 2030 lays out Estonia's climate and energy transition targets. The Plan states energy poverty is not considered as an independent issue and that it is not widespread in the country. Still, it recognises that energy poverty remains a risk, especially among low-income and economically insecure households. It incorporates measures such as housing benefits for low-income families, grants to support the renovation of buildings, with higher rates for regions where property values are low, and case-by-case investment aid for the development of municipal housing.

NATIONAL ENERGY POVERTY OBSERVATORY

Estonia 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 Estonia, the EPAH Antenna is the Estonian Green Movement. The Estonian Green Movement is a non-profit organisation engaged in environmental protection, aiming to improve the state of Estonia's environment. It is closely cooperating with the University of Tartu to build a network to join and coordinate efforts in tackling energy poverty.

Website: <https://roheline.ee/>. Contact: info@roheline.ee, kertu@roheline.ee. Check [EPAH's Organisations List](#) to discover other energy poverty stakeholders in the country.





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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
<p>Toimetulekutoetus (subsistence allowance) <i>[since at least 2009; current legal basis from 2017]</i></p>	<p>A financial aid provided by the state to people in need and is paid by the local government. Depending on the situation, local governments use both social services and other social assistance to alleviate poverty. It is paid when all other measures to alleviate poverty and deprivation have proven insufficient. The subsistence allowance is calculated based on the previous month's net income of all family members, housing costs due in the current month (including energy and fuels costs for heating and hot water), and the subsistence threshold.</p>
<p>Rekonstrueerimistoetus (reconstruction grant) <i>[since early 2010s; current programme from 2022]</i></p>	<p>A national programme to support comprehensive renovation of older apartment buildings, aiming to improve energy efficiency, indoor climate and overall housing conditions. It covers up to 50-55% of renovation costs (in most of the country; lower rates in Tallinn and Tartu), with grant limits per building. For the period 2022-2027, the state has allocated €330 million from the European Union Structural Funds for apartment building renovation grants. Technical experts give free advice to apartment associations concerning the reconstruction process and the funding application. While not targeted at energy-poor households, the combination of grants, older buildings, and differing rates according to region indicate that it indirectly reduces energy poverty.</p>
<p>Korterelamu renoveerimislaenu and Korterelamulaenu käendus (apartment building renovation loan and loan guarantee for apartment associations) <i>[since around 2009]</i></p>	<p>Allows apartment associations that have been rejected by banks or offered unattractive terms to borrow for renovation works. Loans go up to €3 million per association, with terms up to 30 years. The loan can be combined with grants to make insulation, heating system upgrades and structural improvements more affordable. The loan guarantee complements this by acting as a state-backed guarantee when banks view the association as higher-risk (e.g. low property values, debt issues, small or rural buildings).</p>
<p>Rekonstrueerimistoetus Ida-Virumaa RRF (reconstruction grant Ida-Virumaa RRF) <i>[2024-ongoing]</i></p>	<p>A regionally targeted renovation grant for apartment buildings in Ida-Viru County – the only just transition region in Estonia – intended for associations or municipalities to partially or fully reconstruct older apartment buildings. The fund's latest call had a budget of €9.4 million; the application window closed in May 2025. The grant supports a wide range of renovation works, including energy-efficiency upgrades, energy audits, and building-safety improvements, with no fixed cap on support for full reconstruction, while partial reconstructions are eligible for support covering 40% of costs.</p>



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NATIONAL MEASURES AND ILLUSTRATIVE PRACTICES

ILLUSTRATIVE PRACTICES	DESCRIPTION
Energy Poverty Alleviation Office in Tallinn	In 2022, the Estonian Union of Co-operative Housing Associations (EKYL) opened an Energy Poverty Alleviation Office in Tallinn. This office serves as a resource centre to encourage homeowners to adopt energy-efficient behaviours, implement renewable energy solutions, and participate in energy cooperatives or crowdfunding campaigns. It also supports the development of a network of Energy Supporters and Mentors, facilitating knowledge sharing and community-level action, in the context of the European project POWERPOOR.
Energiatalgud.ee platform	A national-level knowledge & policy-support platform for energy and climate issues in Estonia. It strengthens the framework for addressing energy poverty by making data, analyses and policy-relevant information available to stakeholders; thus, facilitating evidence-based policy, informed renovation and energy-community initiatives.
DECIDE project: Estonian pilot in the City of Tartu	Tartu Regional Energy Agency was involved in the DECIDE European project, aiming to aims to gain a better understanding of how to create energy communities and energy efficiency services. The Estonian pilot is a compact district with soviet-era residential buildings that need renovation. A cooperative approach was designed for energy planning that is scalable towards the whole district and replicable to Eastern European countries with similar districts.

FURTHER READING

- [Time to put rural energy poverty on the map: alleviating energy poverty in vulnerable rural households through adaptable renovation schemes](#)
- [Mapping the target group of the Social Climate Fund and the measures suitable for them](#)
- [Support to the Renovation Wave - energy efficiency pathways and energy saving obligation in Estonia: Final synthesis report](#)
- [POWERPOOR – Estonia’s policy roadmap to alleviate energy poverty](#)
- [Poverty Watch - Estonia](#)



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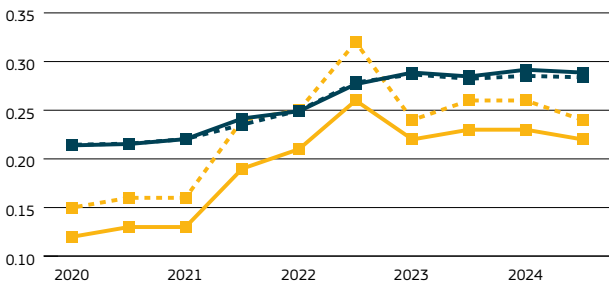
MEMBER STATE BACKGROUND

Estonia is a Northern European country with a temperate-continental to humid-continental climate. The country has a population of [1,374,687 people](#). The real GDP per capita in 2024 was [21,060 euros](#), which is below the EU-27 average value (33,650 euros). Estonia has a Gini coefficient of [30.8](#) (a measure of economic inequality), which is above the EU-27 average value of 29.4.

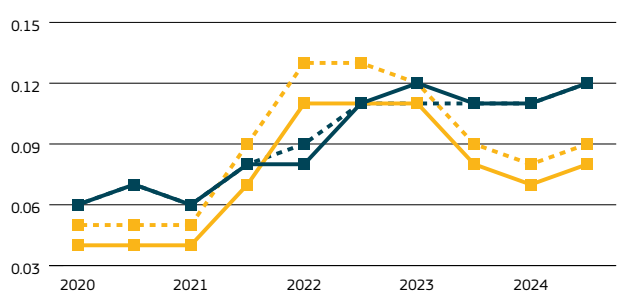
ENERGY PRICES

—●— Estonia (in EURO) - - -●- - - Estonia (in PPP) —■— EU-27 (in EURO) - - -■- - - EU-27 (in PPP)

ELECTRICITY PRICES FOR HOUSEHOLD CONSUMERS

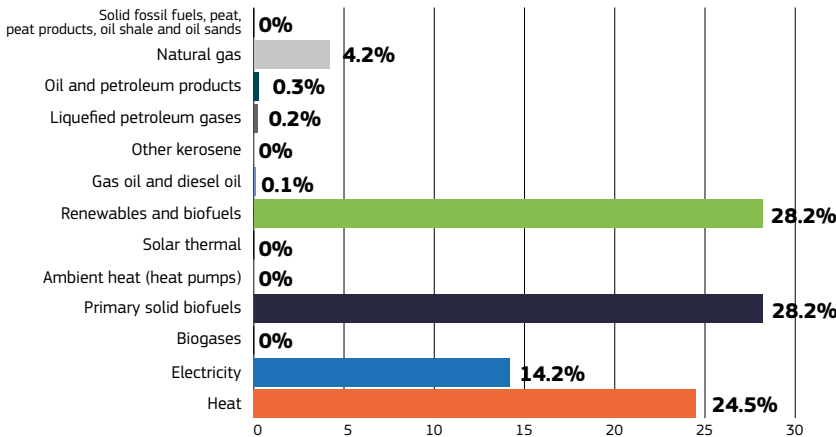


GAS PRICES FOR HOUSEHOLD CONSUMERS

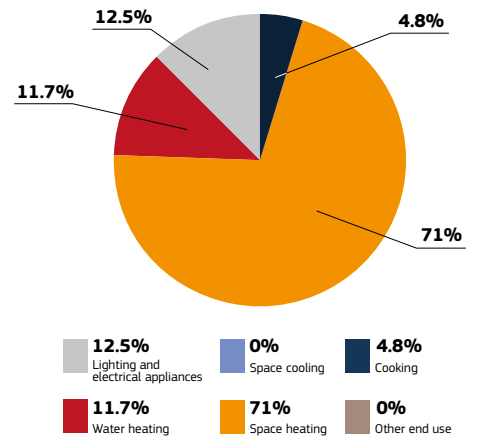


HOUSEHOLDS ENERGY CONSUMPTION

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	32%
Low education	12%

Rural households	35%
Elderly households	17%
Young households	12%
Single parents	5%

Migrants	18%
Unemployed persons	7%
Ill-health and disabilities	38%
Tenants	21%