



# The French approach to energy poverty: a mix of tools to tackle a multifaceted phenomenon

**Ute Dubois**

ISG Business School, Paris

[ute.dubois@isg.fr](mailto:ute.dubois@isg.fr)

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# Introduction

- Energy poverty in France → public awareness for over a decade
- A mix of tools has been developed to address energy poverty
  - Social tariffs for electricity & gas → replaced since 2018 by an energy cheque
  - Energy efficiency measures, from small improvements to whole building renovations
  - Identification tools to find the households
- But energy poverty is still hard to assess precisely & the number of beneficiaries of measures remains too low in comparison with what is needed



# Outline of the presentation

## 1. Energy poverty in France: what do we know?

- Quantification
- Household profiles

## 2. Main French public policies in the energy poverty field

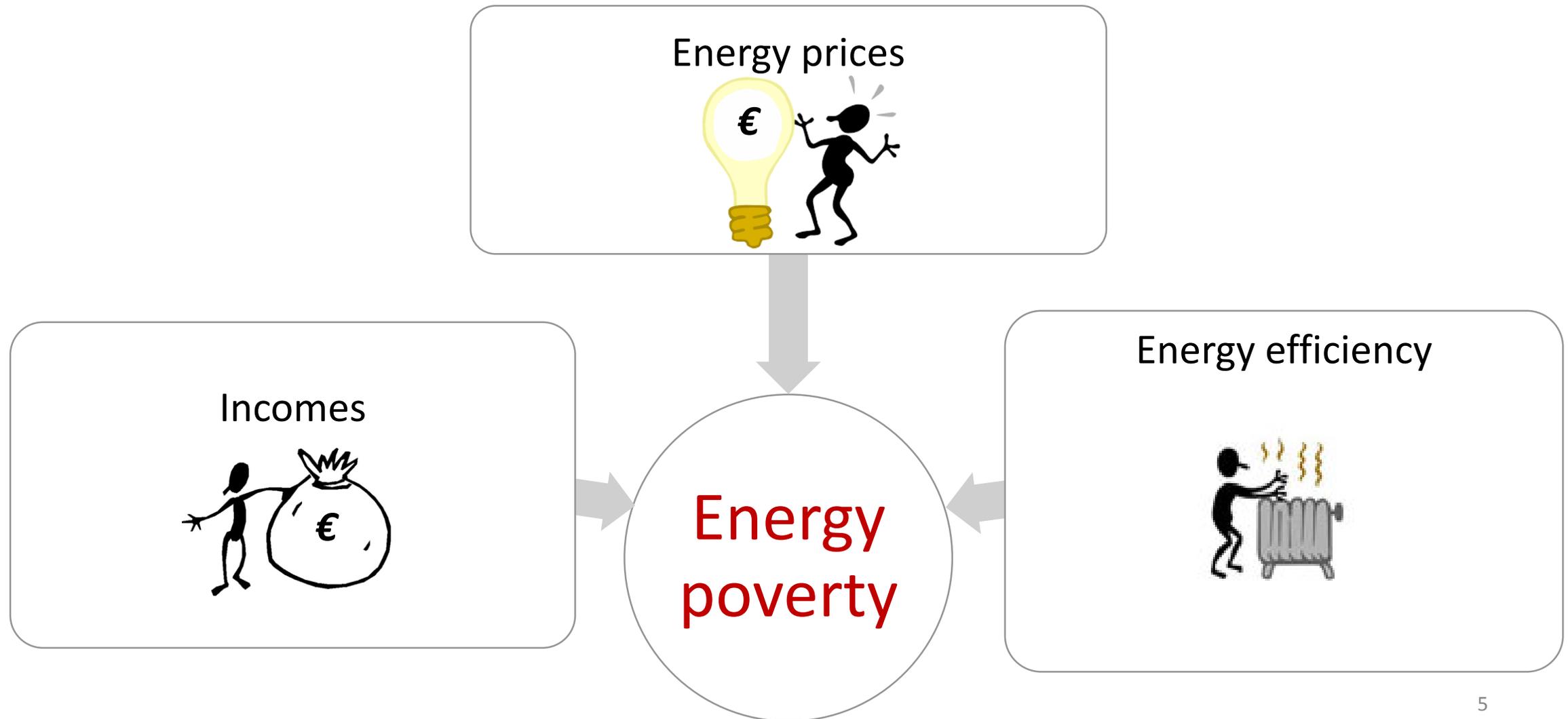
- The energy cheque
- The thermal renovation programme “Habiter mieux” (= living better)
- The white certificates system

## 3. Finding the energy poor

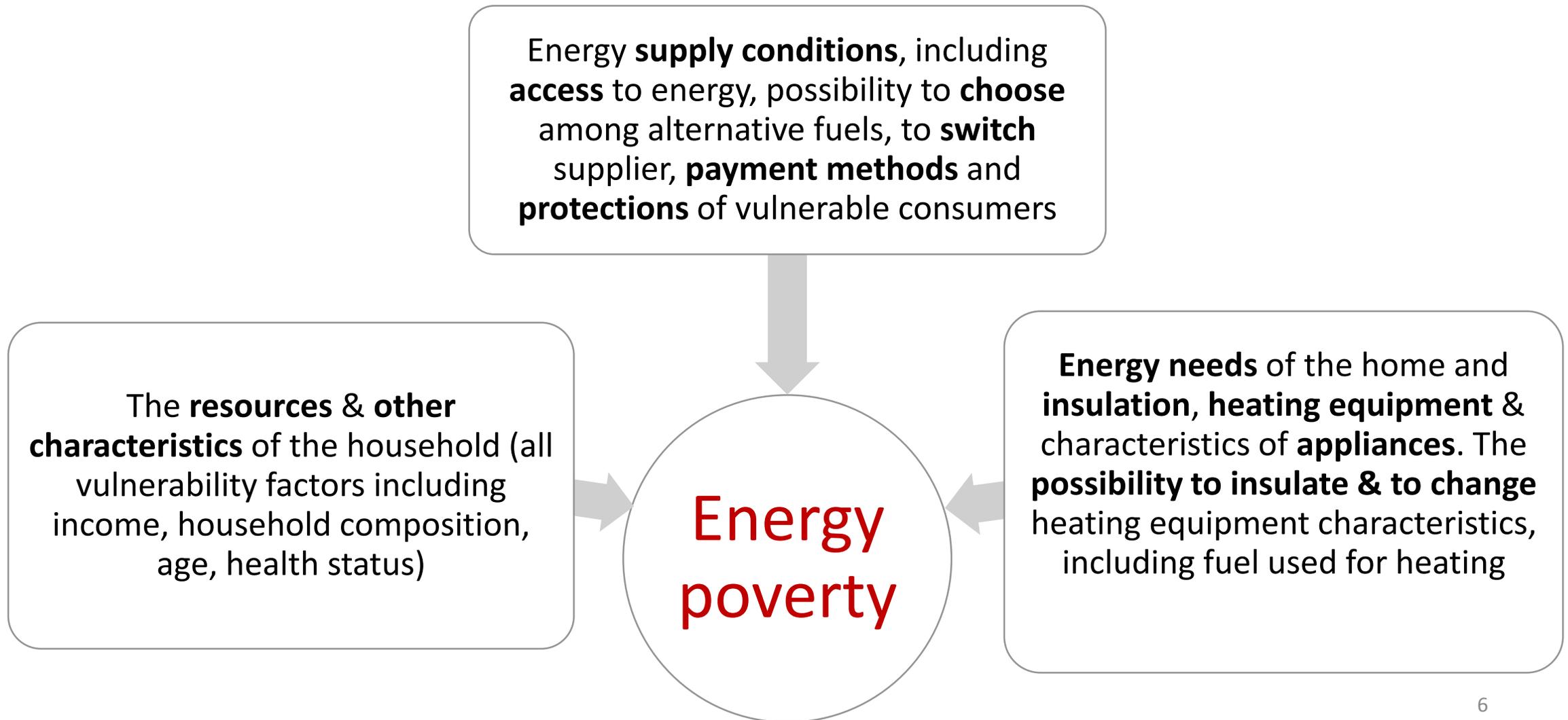
1. Energy poverty in France:

what do we know?

# Factors contributing to energy poverty (EP)



# Factors contributing to energy poverty (EP)



# EP in France: what are we talking about?

- The **official definition** (2010) of “**energy precariousness**” is vague
- **Data sources** for the measurement of energy poverty
  - **National housing surveys** (every 5-7 years, the last one in 2013-14, over 27000 homes in metropolitan France) → but limited data on EP
  - **PHEBUS** survey (realised once in 2013, 2356 households) → focus on energy performances of homes
- Several methods have been tested to **quantify** the problem
  - **10 percent** of **actual** expenses (different from UK approach)
  - **Cold homes** (subjective, during 24 hrs)
  - **LIHC**
    - transformed into Low-income-high expenses ie. based on actual expenses
    - Per square meter of home
      - Different from England & Hills
      - Consequence: people living in smaller homes and large families are more represented
- Inclusion of transport (2015)
- Modelling energy needs (planned)

# Energy poverty measurements in France: the housing survey of 2013-14 (ONPE, 2016)

Indicator	% of Households	Number of Households	Number of people	Persons per Household	Evolution of EP Households 2006-2013	Evolution of EP people 2006-2013
Energy expenses indicator (10%)	10.4%	2.8 M	5.5 M	1.94	27%	38%
Low Income High Expenses per sq. meter	13.9%	3.8 M	8.5M	2.25	19%	15%
Low Income High Expenses per cons. Unit	10.3%	2.8 M	5.1 M	1.81	8%	2%
Cold home (at least 24 hrs)	6%	1.6 M	4.1 M	2.51	14%	17%

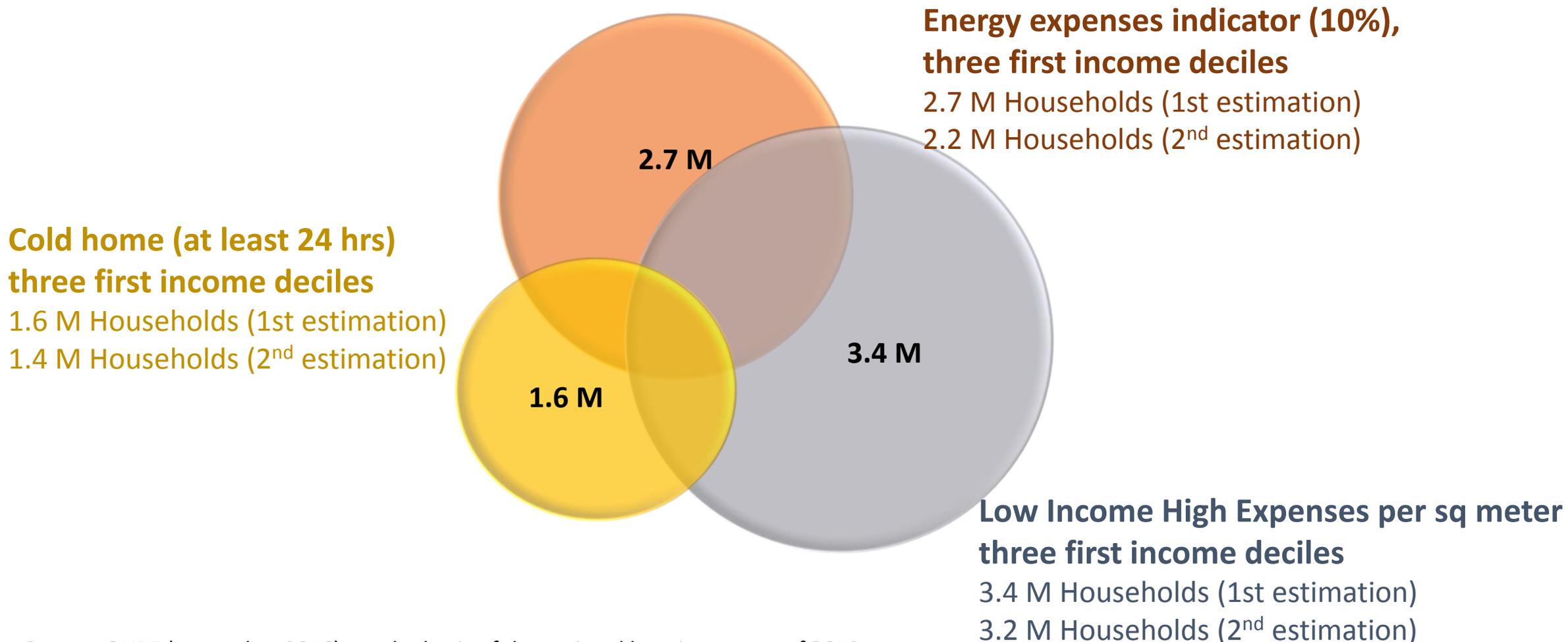
**All data for the three first income deciles**

Source: ONPE (2016), on the basis of the national housing survey of 2013-14

# Types of energy poverty related difficulties

A total of 5,6 millions of households (the "envelope ") in the 1<sup>st</sup> estimation

The "core": 1 million households (Cold home + at least one other form of EP) in the 1<sup>st</sup> estimation



Source: ONPE (November 2016), on the basis of the national housing survey of 2013

Nota: 2<sup>nd</sup> estimation based on revised income estimations from National Statistics Office

# EP measurements in France: the PHEBUS survey of 2013 (source: Belaid, 2018)

## • Estimation of energy poverty

- Method: **LIHC per m<sup>2</sup>** for the income deciles D1-D3
- **12.1 % of French households** are energy poor (3.18 million households)
- “fuel poverty gap” = 672 € on average

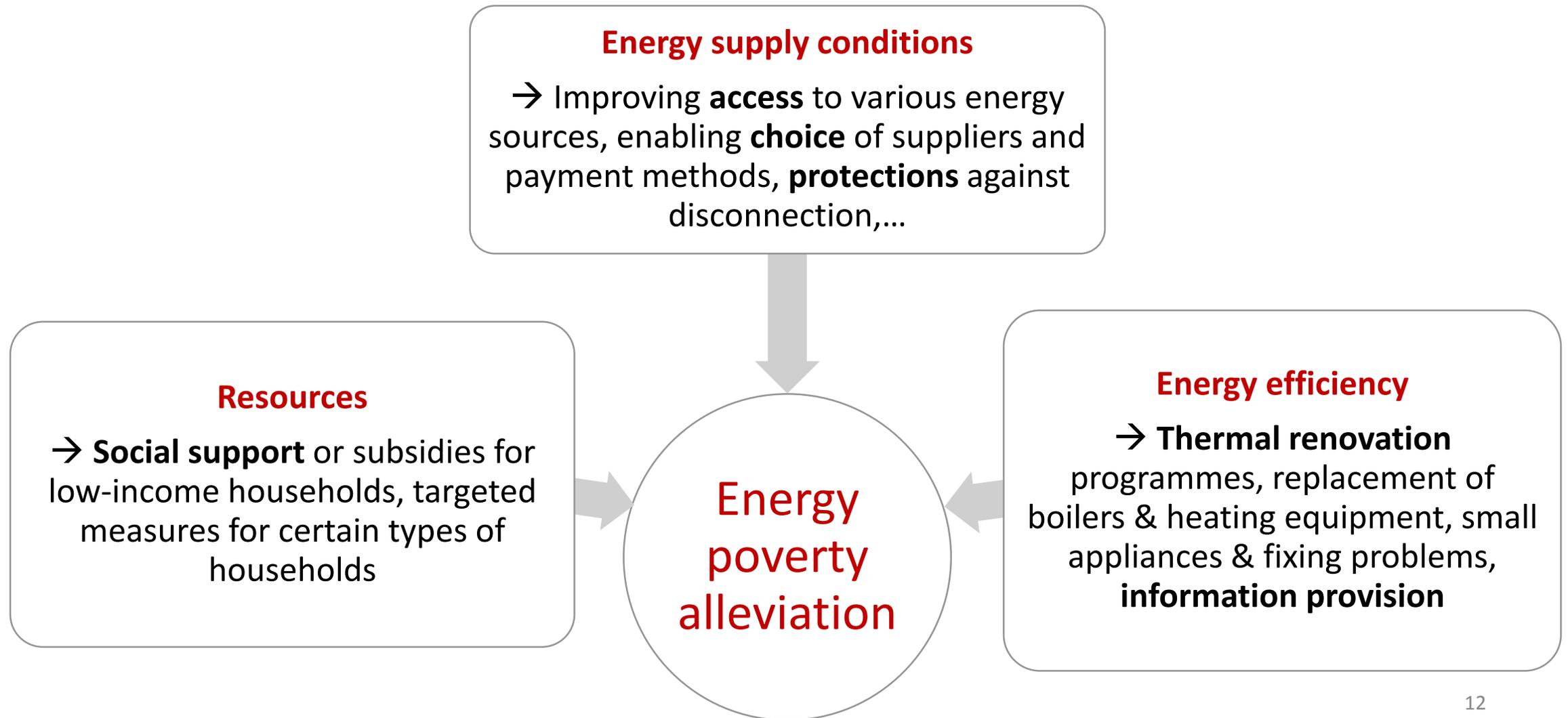
## • Profiles of energy poor households (clusters)

1. *foreign family, employed, living in collective housing, collective heating (24% of sample)*
2. *single person, retired, tenant, living in collective housing, small flat (23% of sample)*
3. *family in individual housing, individual central heating, gas (32% of sample)*
4. *homeowner in individual housing, large size of home, rural area, oil heating (21% of sample)*

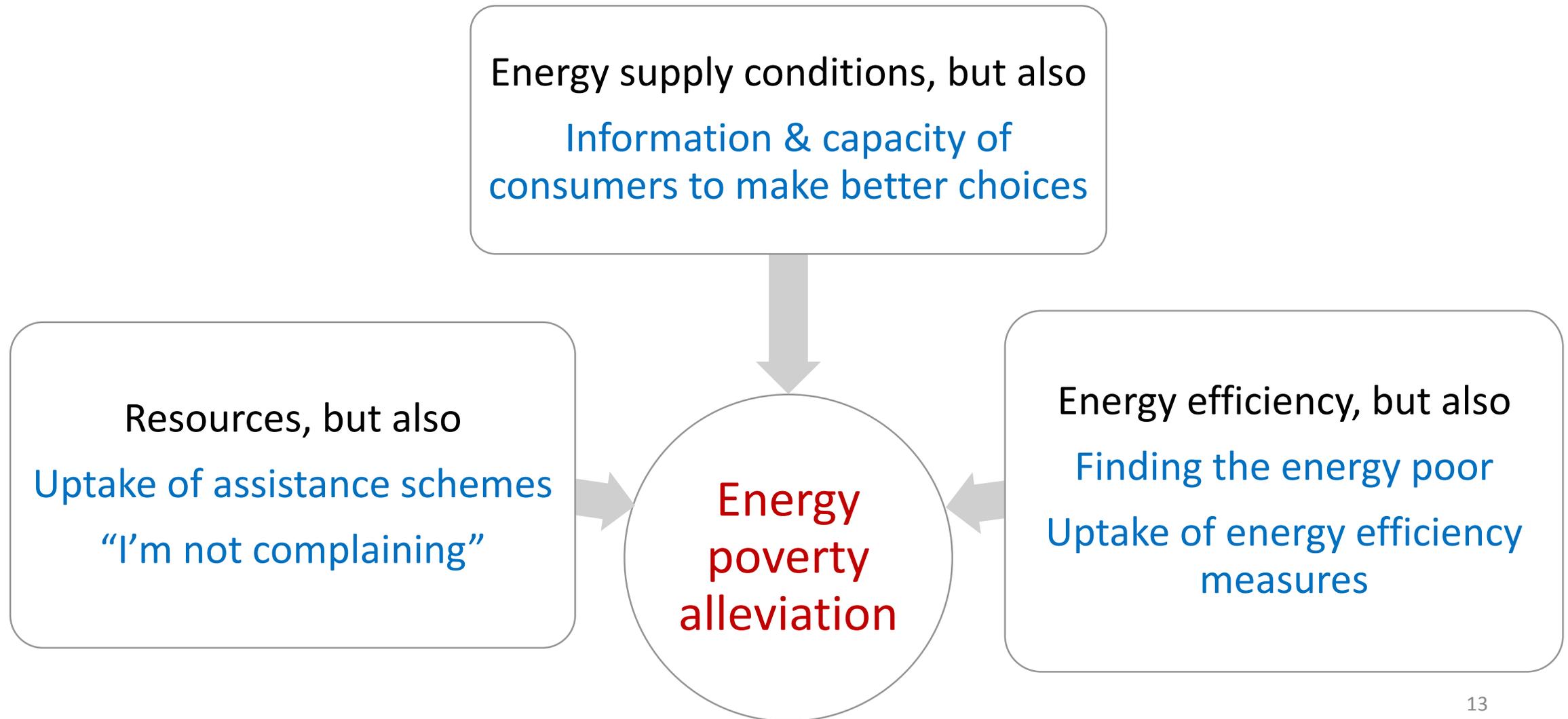
Source: Belaid (2018) “Exposure and risk to fuel poverty in France: examining the extent of the fuel precariousness and its salient determinants”, *Energy Policy*

## 2. Main French public policies in the energy poverty field

# Levers for energy poverty alleviation



# And practical difficulties



# The energy cheque

- To be launched in **spring 2018**
- **Replaces social tariffs for electricity & gas**
- Allows payment of energy bills
  - **All types of energy bills**
  - And / or **works of improvement** of environmental quality of homes or energy saving measures
- **36 € - 227 € per year (average = 150 €)**, depending on
  - Household composition
  - Income per consumption unit (income threshold = 7,700 € per consumption unit)
- Financing
  - A **contribution** paid by electricity and gas consumers **through their bills**
  - **The state budget**



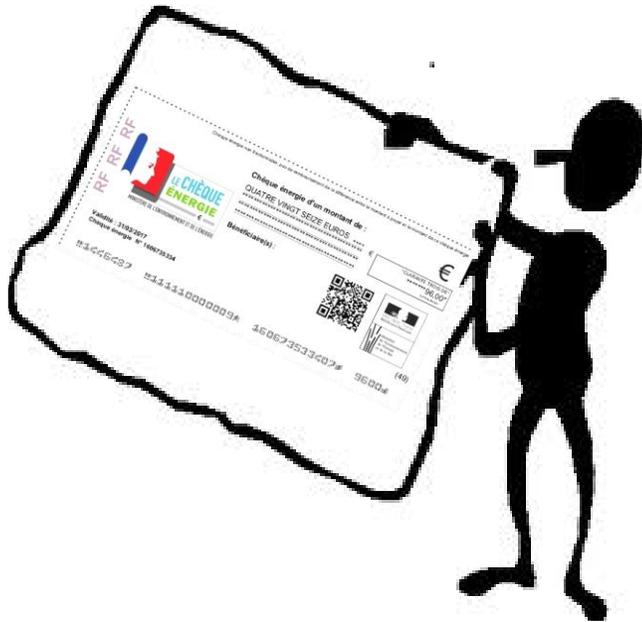
# Energy cheque: first lessons from four Departments

Households

- (+) more beneficiaries**
- (+) consumers with all types of heating energy**
- (+) amount of subsidy is clear**
- (+) flexible use**
- (?) learning how to use cheque**
- (?) uptake (78%)**
- (-) level of subsidy still insufficient**

Management of the system

- (+) attribution criteria easier than for social tariffs**
- (+) better coverage for people with lowest incomes**
- (?) electricity & gas suppliers do not automatically know the beneficiaries → potential impact on customer protections**
- (?) management costs**



# The thermal renovation programme Habiter Mieux (“Living Better”)

- Comprehensive renovations of homes of **low incomes households**
- Renovation measures financed through
  - A dedicated fund
  - Plus classical ANAH funds
  - Plus energy suppliers (white certificates)
- Follow-up of renovations projects over their whole duration
- Initial goal **300,000 homes** (2011 – 2017), **250,000 realised**
- From 2018 on: 75,000 / year.



***“Do not let the cold  
install inside your home”***

(ANAH communication campaign)

# Evolutions of Habiter Mieux



# Habiter Mieux in practice

**7.5 million homes**  
considered as highly  
energy inefficient

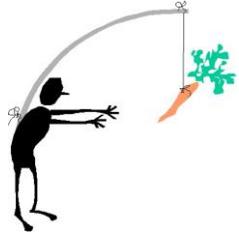


- **250,000 renovations realised** → implementing renovations has been more difficult than expected
- Complementary financing for Habiter Mieux renovations
  - Until 2018: zero-interest loan (Eco-PTZ) – up to 30000€ for 10 years
  - Microcredit (maximum amount: between 10 000 and 15 000 € for 8 to 10 years) at zero interest
- A special “Energy Poverty” obligation in the white certificates system
  - 150 TWh cumac for energy poverty in 2016-2017.
  - Adds to 700 TWhc energy saving obligations for 2015-2017
  - For 2018-2020: total obligation of 1600 TWhc (including 400 TWhc for the energy poor)

# EP alleviation measures financed by white certificates system

- “Standardised operations” (87%) including
    - Insulation of roofs (26.4%)
    - Distribution of efficient lighting appliances (23.7%)
  - Social landlords & Anah (12%)
  - Plus small specific programmes in relation with households
- **Slime** → identification of energy poor households & orientation towards most appropriate schemes
  - **Toits d’abord** → renovation programme of Fondation Abbé Pierre (NGO)
  - **Pacte Energie Solidarité** → insulation of roofs for 1 € for low-income households
  - **MAGE** → measurement of energy consumptions & possibility of “energy coaching”
  - **Wimoov** → affordable mobility for vulnerable populations
  - **Training of postmen** to realise energy diagnoses

# Many other instruments & stakeholders at national & local levels



- **National instruments**

- Financial assistance for consumers with payment difficulties (FSL)
- Tax credits for renovations



- **Local instruments**

- Municipal subsidies for energy poor households
- Funds for energy efficiency improvements
- Local renovation programmes, ...



- **Stakeholders & governance**

- At different levels of the state + specialised public administrations (Ademe, Anah)
- Associations dealing with energy efficiency issues (EIE), housing information (ADIL), housing renovation (Soliha)
- Certification of renovation professionals (RGE)
- Professional networks of energy poverty specialists (RAPPEL), of the construction sector (Plan Bâtiment Durable)

# 3. Finding the energy poor

# Finding the energy poor is a task in itself

## Example of identification sheet

### FICHE DE LIAISON Visites Economie d'Energies

Date : ..... Structure : ..... Service : .....  
Nom : ..... Fonction : .....  
Email : ..... Téléphone : .....

#### L'occupant du logement

Nom: M. ou Mme ..... Prénom : .....  
Téléphone : .....  
Adresse : ..... Ville : .....  
Etage : ..... Appartement n° : ..... Code d'accès : .....  
Locataire parc privé  Locataire parc public  Propriétaire   
Autre (préciser) :  .....

#### Le logement

Type de logement : Collectif  Maison individuelle   
Nombre de pièces : chambre  T1  T2  T3  T4  T5  T6 et +   
Le logement est-il suffisamment chauffé ?  
Oui parfaitement  Non pas tout à fait  Non pas du tout   
Etat du logement : Bon état  Etat moyen  Dégradé   
Suspicion de logement insalubre non connu des services hygiènes ou sociaux ?  
Oui  Non   
Nombre de personnes occupant le logement : .....

#### Le mode de chauffage

Type de chauffage : Collectif  Individuel  Pas de chauffage fixe   
Energie de chauffage : Electricité  Gaz  Autre (préciser) :  .....  
Utilisation d'un chauffage d'appoint : Oui  Non   
Montant de la dépense annuelle en énergie :  
Moins de 250 €  250€ à 500 €  500 € à 1000€  Inconnue   
1000€ à 1500€  1500€ à 2000€  Plus de 2000 €   
Le ménage bénéficie-t-il ou a-t-il déjà bénéficié d'une aide au paiement de ses factures d'énergie ?  
Oui  Non

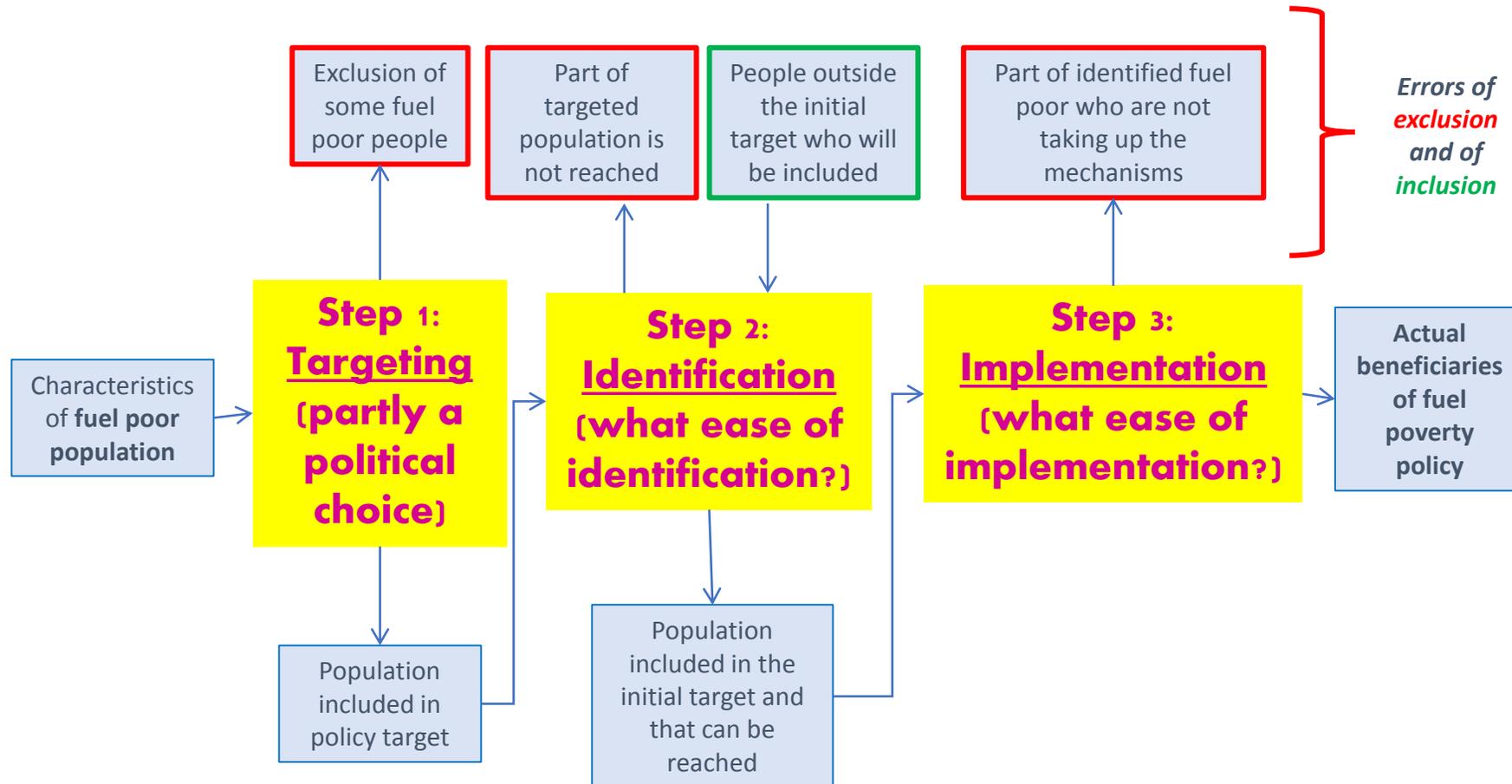
## Main difficulties

- Many do not know they are energy poor, do not ask to be helped, face multiple difficulties, are hiding and do not want to be contacted
- No databases of the energy poor available
- It is not enough to tell people that they can get help  
→ a long process

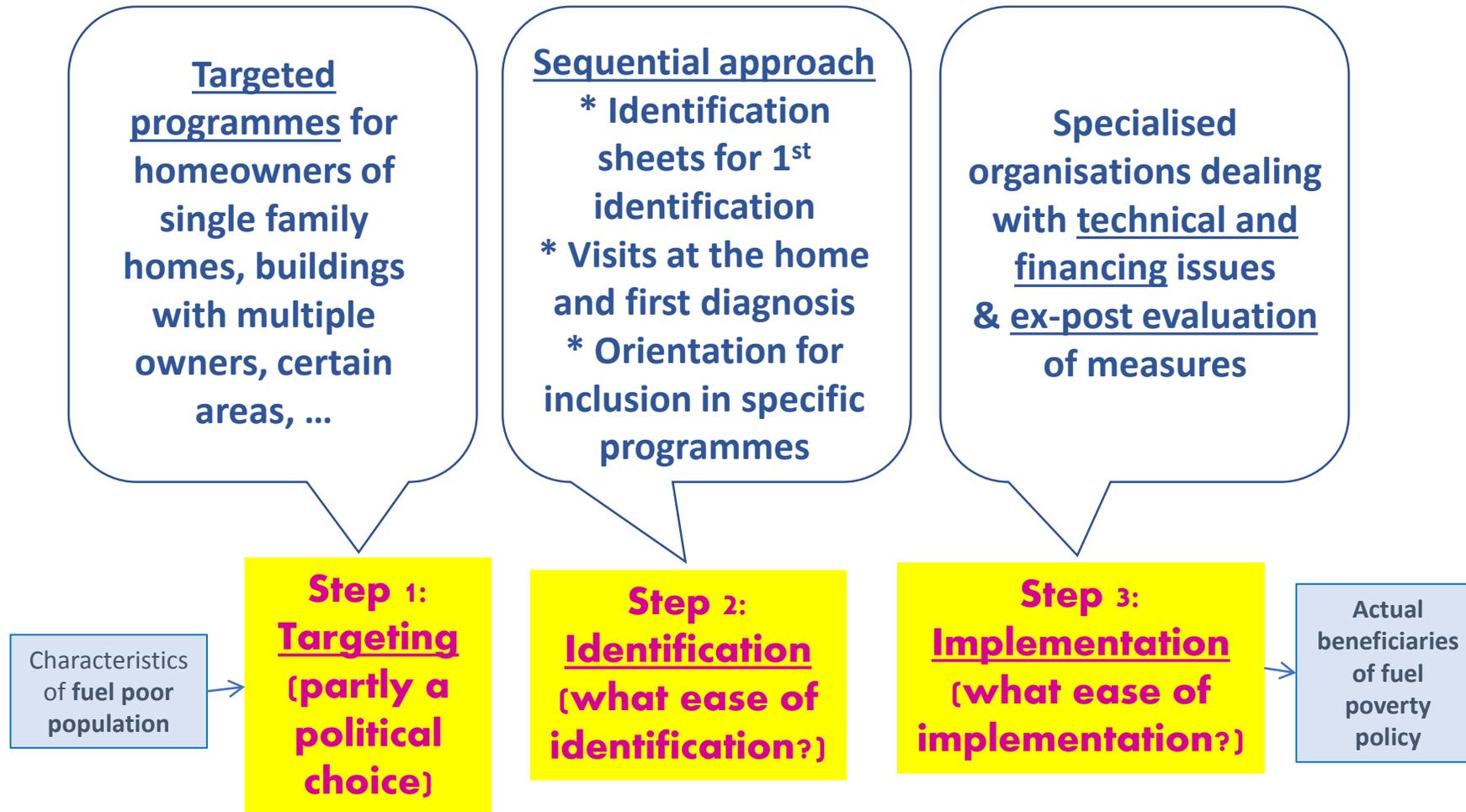
## Examples of collective initiatives

- Slime → a framework for public authorities who want to identify the energy poor and propose them a bundle of solutions
- Initiatives of social centres at the municipal level (CCAS)

# The process is intrinsically difficult



# Instruments have been set up at each stage



# Concluding remarks

- **Measuring energy poverty** is a challenging task and involves choices
- **Finding the energy poor** is a task in itself and requires significant efforts
- **Design of EP alleviation tools matters** → they should not only benefit the better informed energy poor and those with the highest capabilities
- We still need to **find methods to allow the “massification”** of energy poverty alleviation measures

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