Pursuant to Article 6 paragraph (3) of the Energy Act(\*) Official Gazette of the Republic of North Macedonia .../25 The Minister of Energy, Mining and Mineral Resources, in cooperation with the Minister of Social Policy, Demography and Youth, has adopted a resolution

DRAFT

**METHODOLOGY FOR MEASURING THE LEVEL OF ENERGY POVERTY IN THE REPUBLIC OF NORTH MACEDONIA**

**Article 1**

This methodology defines the way to measure the level of energy poverty in the Republic of North Macedonia, as well as the way to determine the status of a household in a state of energy poverty.

**Article 2**

1. For the purposes of this methodology, the following terms and definitions are used:
2. **The cost of household energy consumption** is the cost of electricity, heat, and firewood[[1]](#footnote-1);
3. **Total disposable income per household** – The sum of all net income of household members on an employment basis, self-employment allowances, rental income on property or land, regular private cash transfers received between households, interest, dividends, capital investment gains from unincorporated businesses, income of persons under the age of 16, and all unemployment benefits, old-age and family pensions, sickness and disability allowances, education allowances, social allowances and household and children's allowances, housing allowances and social exclusion allowances;[[2]](#footnote-2)
4. **Household** – Household means any family or other community of persons who declare that they live together and jointly spend their income to meet the basic necessities of life (housing, food, etc.) regardless of whether all members are permanently located in the place where the household is settled or are temporarily absent for work or schooling;[[3]](#footnote-3)
5. **The official poverty threshold** is the level of standard of living that must be reached in order for a person/household not to be classified as poor.[[4]](#footnote-4)
6. **A building** is a covered structure that has walls and uses energy to heat and air condition an interior space, and may refer to a building as a whole or to parts of a building that are intended or repurposed for separate use[[5]](#footnote-5).
7. The total disposable income per household, the official poverty threshold and the cost of household energy consumption for the purposes of this methodology are calculated annually by the State Statistical Office.

**Article 3**

For the purposes of this methodology, the latest available data from the survey on income and living conditions conducted by the State Statistical Office of the Republic of North Macedonia (hereinafter: State Statistical Office of the Republic of North Macedonia) are used.

**Article 4**

The general level of energy poverty in the Republic of North Macedonia is measured as follows by the State Statistical Office:

1. From the total annual disposable income of the household, according to the data of the survey on income and living conditions conducted by the State Statistical Office, the annual cost of energy consumption is subtracted;
2. The result obtained from point 1 of this article shall be compared with the official poverty threshold;
3. Households whose disposable annual income reduced by the cost of energy consumption is below the official poverty threshold are considered to be in a state of energy poverty;
4. The data obtained under item 3 of this Article shall be evaluated at the level of the whole country, applying standards that the State Statistical Office has accepted according to international standards.

**Article 5**

1. Based on Article 4 of this Methodology, the State Statistical Office calculates the general level of energy poverty in the Republic of North Macedonia and submits the data to the Ministry of Energy, Mining and Mineral Resources.
2. The Ministry of Energy, Mining and Mineral Resources for the purpose of determining a household in a state of energy poverty shall act in accordance with Articles 6 and 7 of this methodology.

**Article 6**

1. For the purposes of determining the status of a household in a state of energy poverty, buildings in the country are divided into eight types with specific annual primary energy expenditure in accordance with the Code on Energy Characteristics of Buildings, Appendix 6:
2. Class A+ - highest energy efficiency, with lowest energy consumption, less than or equal to 15 kWh/ m²
3. Class A – very high energy efficiency, with low energy consumption, less than or equal to 25 kWh/ m²
4. Class B – high energy efficiency, with low energy consumption, less than or equal to 50 kWh/ m²
5. Class C – good high energy efficiency, with low energy consumption, less than or equal to 100 kWh/ m²
6. Class D – average high energy efficiency, with low energy consumption, less than or equal to 150 kWh/m²
7. Class E – below average high energy efficiency, with low energy consumption, less than or equal to 200 kWh/ m²
8. Class F – low energy efficiency, with low energy consumption, less than or equal to 250 kWh/ m²
9. Class G – lowest high energy efficiency, with low energy consumption, greater than 250 kWh/ m²
10. Subject to paragraph 1 of this Article, buildings that have not been renovated and do not hold a certificate of energy performance of a building, for the purposes of determining the status of a household in a state of energy poverty:
11. Buildings built before 1965 are thought to have a consumption equal to 250 kWh/m²
12. Buildings built between 1965 and 1980 are said to have a consumption of 175 kWh/m²
13. Buildings built between 1981 and 1990 are estimated to have a consumption of 75 kWh/m²
14. Buildings after 1991 are thought to have a consumption of 50 kWh/m²
15. For the purposes of determining a household in a state of energy poverty, the usable floor area used by the household by the number of persons shall be determined as follows:
16. one person - 40 m²;
17. two persons - 50 m²;
18. three persons - 60 m²;
19. four persons - 70 m²;
20. five persons - 80 m²;
21. six persons - 90 m².

**Article 7**

1. Based on the average annual data provided by the Ministry of Social Policy Demography and Youth, persons living in a household who are beneficiaries of guaranteed minimum assistance or the right to social security for the elderly in the previous calendar year, and who during the winter months (October to March) received a cash supplement to cover part of the cost of energy consumption in the household in accordance with Article 42 of the Social Security Act protection and Article 7 of the Social Security Act for the elderly, are considered to be living in energy poverty.
2. Based on data provided by the Ministry of Health, persons who have been granted independent living aids and/or medical life support devices whose function depends on an electricity source are considered to have the status of a household in energy poverty.

**Article 8**

1. The Ministry of Energy, Mining and Minerals will publish the first results of the assessment of the general level of energy poverty in the Republic of North Macedonia on its website during 2025.
2. The State Statistical Office, based on the latest available data, will carry out the first calculation of the general level of energy poverty by the end of October 2025 at the latest.

**Article 9**

1. This methodology comes into effect on the day of enactment.
2. The adopted Methodology for measuring the level of energy poverty in the Republic of North Macedonia is published on the website of the Ministry of Energy, Mining and Mineral Resources.
3. The Ministry of Energy, Mining and Mineral Resources continuously monitors the general level of energy poverty and publishes a report on the measures implemented to tackle energy poverty in the previous calendar year no later than May 30.

|  |  |
| --- | --- |
| Arch.br:  Date:  Skopje | Minister of Energy, Mining and Mineral Resources  Sanja Božinovska |

**Explanation**

According to the commitments of the Reform Agenda 2024 - 2027, the Ministry has an obligation in SUB-AREA 2.1.1 Market reforms to fulfill the step: Implement measures aimed at protecting vulnerable customers with a methodology in place to measure energy poverty levels (by December 2025).

For the purpose of drafting this Methodology, the Ministry set up a working group that held several meetings and drafted a draft Methodology. The working group to determine the Methodology for measuring the level of energy poverty began its work on 12.02.2025. To date, eight working meetings have been held at the premises of the Ministry of Energy, Mining and Mineral Resources. Part of the task force was to prepare analyses and proposals on the need and support of vulnerable energy consumers. Further, an overview of the experiences of the implementation of block tariffs, the identification of opportunities to protect vulnerable consumers and the way of assessing the general level of energy poverty and the way of assessing households in a state of energy poverty. During the meetings, the experiences of individual EU member states regarding the measurement of the level of energy poverty were discussed. At the meetings, a presentation was made by EVN on the topic of energy poverty and vulnerable households in the Republic of Bulgaria. After the presentation, a discussion developed and it was concluded that EVN together with the Ministry of Social Policy, Demography and Youth should contact in order to consider the possibility of exchanging data on electricity consumption for recipients of guaranteed minimum assistance. The Working Group also reviewed the Energy Community Guidance on Identifying and Addressing Energy Poverty in Energy Community Member States and discussed the recommendations set out in the Guide. Some of the recommendations of this guide have been transposed at the national level by this proposed methodology. Specifically, this proposal methodology compares energy consumption and incomes in order to determine the general level of energy poverty, as outlined in the recommendations of the guide:

"Indicators That Compare Energy Consumption and Incomes: Indicators that quantify energy poverty by looking at households' energy consumption relative to their disposable incomes."[[6]](#footnote-6)

As part of the Reform Agenda, Policy area 2: Energy/digital transition, SUB-AREA 2.1.1 Market reforms, Reform 2.1.1.1: Align with electricity integration package to enable electricity market coupling of the EU and North Macedonia: establish the day ahead electricity market, operationalise the package in line with the market coupling operator integration plan, in accordance with the requirements of the Energy Community (until July 2025), the Ministry has drafted a draft Energy Law (\*) which was adopted on 15.05.2025. Article 10 paragraph (2) of the Energy Act provides that the number of vulnerable consumers shall be determined on the basis of the criteria set out in paragraph (1) of this Article. This Act regulates the definition of Vulnerable Energy Consumer.

The identified number of vulnerable consumers is taken into account when determining measures to reduce energy poverty in the Integrated National Energy and Climate Plan for the period 2025 to 2030.

Also, pursuant to Article 6 paragraph (2) of the Bill on Energy, it is stipulated that after derogating from paragraph (1) of this Article, the Government may, on the proposal of the Ministry, and after having previously received the opinion of the Ministry responsible for social welfare affairs, make a decision obliging the universal supplier to supply households, which fall into the category of vulnerable consumers and households affected by energy poverty, at prices that are lower than the prices determined by applying the regulations and methodologies of Article 61(1)(4) of this Law.

The State Statistical Office pursuant to Articles 26 and 30 of the Law on State Statistics ("Official Gazette of the Republic of North Macedonia" No. 54/97, 21/07, 51/11, 104/13, 42/14, 192/15, 27/16, 83/18 and 220/18 and "Official Gazette of the Republic of North Macedonia" No. 31/20) and the Programme for Statistical Surveys for the period 2023-2027 ("Official Gazette of the Republic of North Macedonia" No. 29/23), It conducts an annual survey on household consumption, which includes electricity, heat and firewood costs.

The energy consumption for heating and cooling a dwelling is a significant factor that defines a household's final energy expenditure in a calendar year. Electricity is by far the most common type of energy used by consumers to heat households, especially vulnerable consumers who find it readily available. Other types of energy play a marginal role in household consumption so they can significantly influence the overall impression of their exposure to final consumption costs. Data on electricity consumption is particularly accessible from centralized databases that are regularly updated, verifiable and easily comparable, making them easy to process.

In the Republic of North Macedonia, there are active central heating systems only on the territory of the city of Skopje, on whose territory there are three heat distribution systems, which are connected to a total of 64,554 households. [[7]](#footnote-7)

According to the latest available data obtained during the preparation of the National Energy and Climate Plan 2021/2030, in the heating and cooling sector, the share of Renewable Energy in North Macedonia is 32%, primarily due to the consumption of biomass (firewood) for heating. On the other hand, about 25% of households in North Macedonia use inefficient stoves to heat electricity, and 60% of them use inefficient firewood heating technologies. Given the state of the household sector and that it accounts for almost 28% of final energy consumption, most of the proposed policies and measures in this NECP are aimed at the household sector as a sector with high potential for energy savings.[[8]](#footnote-8)

According to data obtained from the State Statistical Office for 2023, the final energy consumption in the state stood at 1,837 ktoe. In final energy consumption, petroleum products are the most abundant with 57% and electricity with 26%, followed by biomass with 10%. Final energy is mainly consumed in four sectors: transport (45%), household (25%), industry (18%), commercial and service sector and other sectors (9%), while agriculture accounts for only 1% of final energy consumption.

The Working Group on Residential Areas of Households considered the Regulation on Design Standards and Norms of the Ministry of Transport, 9 Official Gazette of the Republic of North Macedonia, No. 1. 60 of 16.5.2012), where Article 3 provides for the following standards and norms for the design of housing facilities:

• When designing a living area, the minimum area of the living room is 17 m², and if a living room with a dining area is envisaged, the minimum area is 22 m².

• When designing bedrooms, for a single room the minimum area is 9 m² and the minimum width of the room is 2.20 m. For a double room the minimum area is 12 m² and the minimum room width is 2.40 m².

• For a master bedroom, the minimum area is 14 m² and the minimum width

• 2.80 m.

• The apartment contains: entrance space, room, cooking alcove and bathroom.

• Minimum area of openings – windows are 1/8 of the floor area.

• The minimum width of the loggias is 1.30 m.

• The minimum width of the entrance space to the apartment is 1.20 m., and the

• Internal communications minimum 0.90 m.

In addition, the Working Group on Household Living Area reviewed the Habitat for Humanity International Rulebook, which provides the following standards for low-income household housing (Simple, Decent and Affordable - SDA Standards):

The number of square metres depends on the size of the family:

• 1 person – 25 m²

• 2 persons – 32 m²

• 3 persons – 44 m²

• 4 persons – 52 m²

• 5 persons – 63 m²

• 6 persons – 69 m²

• + 6 m² per person for each additional person

The above values can be adjusted ± 10%.

Exceptions are allowed when the local/national legislature has different requirements. In such cases, the size of the HFH home must be within 5% of the minimum requirements under local/national legislation. If social housing standards are higher but there is no law, the branch must define social housing standards for their community. HFH's home size must be within 5% of the minimum standards for social housing.

Taking into account the above, as well as the experiences of the Member States of the European Union, the Working Group made an assessment and concluded that, based on the National Circumstances, the minimum residential area of households should be:

1. one person - 40 m²;
2. two persons - 50 m²;
3. three persons - 60 m²;
4. four persons - 70 m²;
5. five persons - 80 m²;
6. six persons - 90 m².

The energy class of the building referred to in Article 6 paragraph 1 of the proposal The methodology is confirmed by the implementation of energy control and the issuance of a certificate for the energy performance of buildings in accordance with the Reform Agenda in the Republic of North Macedonia:

"No Energy Performance Certificates have been submitted or recorded in the EPC Register at the Ministry of Energy, Mining and Mineral Resources in 2024, although there are legal requirements for issuing EPCs for all newly constructed facilities provided for in the Energy Efficiency Law and the Construction Law."[[9]](#footnote-9)

In the Republic of North Macedonia there is no single register of energy characteristics of buildings and for this reason data from the register of residential buildings and apartments (a project of Habitat Macedonia that has been implemented since 2015 in cooperation with local self-government) were presented at the meetings of the working group. A total of 4,958 residential buildings and 132,588 residential units are registered in the Register of Residential Buildings and Apartments, in a total of 36 municipalities: Karposh, Aerodrom, Chair, Kisela Voda, Gazi Baba, Prilep, Veles, Kavadarci, Negotino, Kumanovo, Gjorce Petrov, Kriva Palanka, Bogdanci, Makedonska Kamenica, Demir Hisar, Dojran, Probištip, Radoviš, Makedonski Brod, Berovo, Ohrid, Valandovo, Butel, Delčevo, Pehčevo, Vinica, Sveti Nikole, Kočani, Kratovo, Vevčani, Gevgelija, Resen, Centar, Struga, Debar and Štip.

The registers of residential buildings are publicly published on the www.domuvanje.org.mk website , which is administered by Habitat Macedonia, as well as on the corresponding web tool of registers and energy calculations of residential buildings. According to the Register of Residential Buildings and Apartments, as well as in accordance with the Regulation on Energy Characteristics of Buildings, several reviews have been made:

1. Number of buildings by period of construction;

2. Number of floors by period of construction;

3. Total number of apartments;

4. Method of heating in residential buildings;

5. Area of a building by period of construction, and

6. Requirements for heating in existing condition per building (KWh/year).

These reviews and calculations are made with some simplification and generalization of the data from the register. Based on the presentation to the working group and the findings of the working group, the working group on the needs of determining the status of a household in a state of energy poverty determined:

* Buildings built before 1965 are thought to have a consumption equal to 250 kWh/m²
* Buildings built between 1965 and 1980 are said to have a consumption of 175 kWh/m²
* Buildings built between 1981 and 1990 are estimated to have a consumption of 75 kWh/m²
* Buildings after 1991 are said to have a consumption of 50 kWh/m².

It further sets out the persons/households who may be entitled to guaranteed minimum assistance and social security for the elderly:

1. The right to guaranteed minimum assistance is granted to a household that is materially unsecured and does not own property and property rights from which to support itself. A materially unsecured household is considered to be a household whose total average amount of all income of all household members on all grounds in the last three months preceding the application for the exercise of the right and during the exercise of the right is lower than the amount of the guaranteed minimum allowance.

2. The right to social security for the elderly shall be granted to a person who has reached the age of 65 under the conditions established by this Act. If the applicant for the exercise of the right has a spouse or a person with whom he or she lives in an extramarital union who has reached the age of 65, the right is exercised by only one of the persons. A person exercises the right to social security for the elderly if:

- has citizenship of the Republic of North Macedonia;

- has a permanent place of residence in the Republic of North Macedonia for the last 15 years prior to the submission of the application;

- does not own property and property rights from which it can be supported;

- is not a beneficiary of a pension from the Republic of North Macedonia or a type of payment based on old age, disability or survival from another country, and

- did not generate income on all grounds in the last three months prior to the filing of the application.

These conditions also apply to his spouse or the person with whom he lives in an extramarital union.

The right to guaranteed minimum assistance during 2024 was used by an average of 35,180 beneficiaries/households, according to official records in the electronic system for administering cash benefits.

Social Security entitlement for the elderly during 2024 was used by an average of 13,059 beneficiaries/households, according to official records in the electronic system for administering cash benefits.

For the purpose of enacting the Methodology, the Ministry will conduct a transparent process with the participation of all stakeholders.

Taking into account the recommendations of the Energy Community Guidance in the coming period, the Ministry, for the implementation, of this Methodology will cooperate with the ZELS under a Memorandum of Understanding in order to assess the conditions at the national level to adequately affect the conditions at the local level in terms of the scope and severity of the problem. In this way, more adequate and targeted coping measures would be taken.

For all the foregoing, we propose the adoption of this Methodology.

1. <https://www.google.com/url?client=internal-element-cse&cx=005984792435174779271:v7t0sn-wu1a&q=https://www.stat.gov.mk/obrasci/ZivotenStandard/APD_ZDN.pdf&sa=U&ved=2ahUKEwipmrm1iLSNAxUrnf0HHXFJA3kQFnoECAcQAQ&usg=AOvVaw1f6-Rxb5nm1BJPIm8SfkmV&fexp=72956999,72956998> [↑](#footnote-ref-1)
2. Guidelines for the implementation of the Eurostat Survey on Income and Living Conditions [↑](#footnote-ref-2)
3. Guidelines for the implementation of the Eurostat Survey on Income and Living Conditions [↑](#footnote-ref-3)
4. <https://www.stat.gov.mk/MetodoloskiObjasSoop.aspx?id=37&rbrObl=13> [↑](#footnote-ref-4)
5. [zakoni-document-7KxJ.pdf](https://portal.mdt.gov.mk/post-documents/zakoni-document-7KxJ.pdf) [↑](#footnote-ref-5)
6. <https://www.energy-community.org/dam/jcr:56632fbf-baf6-49c5-ad23-d997b552e1e6/PG2022-02-ECS_poverty-082022.pdf> [↑](#footnote-ref-6)
7. <https://erc.org.mk/odluki/2025.04.29%20-%20RKE%20GI%202024-final.pdf> [↑](#footnote-ref-7)
8. <https://www.economy.gov.mk/content/Official%20NECP_EN.pdf> [↑](#footnote-ref-8)
9. [Reform Agenda of North Macedonia 2024-2027 - Growth Plan for the Western Balkans and Reform Agenda - EU Integration - Ministry of European Affairs - Republic of North Macedonia](https://mep.gov.mk/mk-MK/eu-integracii/plan-za-rast-za-zapaden-balkan-i-reformska-agenda/reformska-agenda-na-severna-makedonija-2024-2027-godina) [↑](#footnote-ref-9)