

Local Energy Poverty Roadmaps

City of Gospić (2026–2030)

The roadmap for tackling energy poverty is crucial for the City of Gospić, as it outlines key measures and actions for the period 2026–2030. This strategic document aims to guide the city toward improving energy efficiency, supporting vulnerable households, and strengthening local sustainability.

By implementing these actions, Gospić can enhance its resilience and ensure a fairer energy transition for all its residents.

A recurring issue identified by the main stakeholders involved in creating this roadmap was the unregulated market and unresolved property regulations, which served as a key precondition to address before any measures could be implemented.

Introducing pre-grants could help citizens resolve legal issues before applying for renovation support. The new database (Measure 1) should therefore include permits, occupancy status, and legalization data to identify households needing assistance.

Three levels of property-legal Issues:

1. Property with unclear ownership: This is when the property exists and is legal, with a building permit, but the ownership is not clearly defined. This type of problem is hardest to resolve. The process may take about a few years.

2. Illegal buildings: These are properties that were built without proper permits or authorization. Unfortunately, there is little that can be done in these cases, it may need to be demolished. In Croatia, there have been waves of legalization in the past, and a new wave is planned for 2026. The only support citizens might receive is from the local government, which could provide pre-grants to help low-income or energy-poor citizens apply for the new legalization program.

3. Legal buildings with incomplete documentation: In this scenario, the building is legal and there is an owner, but key documents are missing, such as the occupancy permit (uporabna dozvola) or land registry extract (ZKM). This is usually a minor issue. The cost to resolve it could be as little as €100–€200 if a citizen hires an external to help prepare the necessary documents. Essentially, this is a small step toward full legal compliance and property restoration.

List of measures

1. Establishment of a system for collecting and monitoring data on energy poverty
2. Program for combating energy poverty
3. Running already established ReHABITA office as one-stop shops (OSS) to support energy renovation for energy poor households
4. Small energy efficiency measures - Energy box
5. Replacement of household appliances
6. Heating system improvements
7. RES integration – PV system
8. Energy renovation of multi-apartment buildings
9. Energy renovation of family houses

List of measures



1. Establishment of a system for collecting and monitoring data on energy poverty

Responsible entity: City of Gospić

Period for implementing measure: 2026- update every year

City budget: €20,000 for creating database

Action design: The City of Gospić will define criteria for energy poverty and these criteria will be used to fill in the data in database. In creation of the criteria, City will consider national criteria. The result will be a clear and comprehensive list of households in energy poverty, managed by the city. The system will include a central digital database run by the City of Gospić and will involve cooperation with utility companies, social services, municipalities, and statistical offices to ensure accurate data collection and verification.

Barriers:

- Limited institutional capacity and funding.
- Fragmented data sources (utilities, municipalities, welfare offices not sharing data).
- Privacy and data protection concerns (GDPR compliance).
- Lack of standardized methodology across regions.

2. Program for combating energy poverty

Responsible entity: City of Gospić

Period for implementing measure: 2026

City budget: €10,000 for creating Program

Action design: The Program should consolidate all recommendations developed under Rehabita project and translate them into concrete actions with clear objectives, responsibilities, and timelines. It is not necessary to include all recommendations if some are already in place or being implemented (e.g., establishment of the OSS), but the Program should include:

- Analysis of potential legislative and financial barriers and recommendations for local action in the form of specific measures.
- Distribution of activities by year, with a focus on priority measures.
- Definition of responsibilities: who leads implementation, who coordinates, and who provides support.
- Possibility of engaging experts for specific activities.

Barriers:

- Operational barriers concerning lack of funds and/or institutional capacities regarding implementation.

3. Running already established Rehabita office as one-stop shops (OSS) to support energy renovation for energy poor households

Responsible entity: City of Gospić, Development agency – LIRA, technical assistance from: NGOs like DOOR, CGBC, KLIK, ZEZ or energy agencies

Period for implementing measure: 2027 - 2030

City budget: No additional budget

Action design: Management of OSS will gradually move to LIRA, with the City as administrative partner (aligned with Croatia's Social Climate Plan). One LIRA staff member manages the OSS, supported by NGOs/energy agencies (DOOR, GBC, KLIK, ZEZ). Activities: Provides info, counselling, and administrative support for energy-poor households, builds capacity of organisations via training and educational materials. Budget: €270,000 / 4 years, mainly for one full-time position, potentially financed via Social Climate Fund.

Barriers:

- Limited capacity of LIRA staff to coordinate all activities.
- Potential challenges in transferring OSS management from the City to the development agency.
- Dependence on external technical assistance
- Ongoing need for financial and administrative resources to maintain operational and scalable OSSs.

4. Small energy efficiency measures - Energy box

Responsible entity: City of Gospić

Period for implementing measure: 2026 - 2030

City budget: € 10,000

Action design: The City of Gospić will procure and distribute Energy Boxes worth up to €30 per box to households at risk of energy poverty in the City of Gospić. Each Energy Box will include small but effective energy-saving items, such as:

- LED light bulbs,
- radiator foil (to reflect heat if the house is not insulated)
- door and window insulation strips to reduce drafts.

Barriers:

- Identifying eligible households could be challenging.
- Challenges with distribution of boxes to appropriate households.

5. Replacement of household appliances

Responsible entity: City of Gospić

Period for implementing measure: 2026 - 2030

City budget: € 20,000

Action design: The measure would focus on replacing old, inefficient household appliances with new, energy-efficient ones. The process would work by collecting old appliances (e.g., When you turn in an old device at a recycling center, you get a voucher) to prevent them from being reused and replaced with modern, efficient models, avoiding the creation of additional energy consumers. The priority would be given to appliances in the worst energy categories, starting with the largest energy consumers (e.g., refrigerators) and then moving to other devices such as stoves, especially those using wood or fuels that create harmful indoor and outdoor emissions. Boilers in the bathroom and kitchen for preparing domestic hot water.

Barriers:

- Logistic: organizing the collection and safe disposal of old appliances can be complex.
- Depending on grant size, only a small number of households may benefit.
- Some households may resist replacement due to attachment to existing appliances or lack of trust in new technology.

6. Heating system improvements or replacement

Responsible entity: City of Gospić, National Ministry responsible for public call for heating system improvement

Period for implementing measure: 2027 - 2030

City budget: € 30,000

Action design: Analysis done under the Rehabita project, which included more than 100 households, showed that over 99.9% of households in Gospić use firewood as their primary heating source. Analysis also showed that, in many cases, heating systems are old and not overly energy efficient. To save money, some households heat only one room. Even in cases of households with centralised heating systems, these systems use firewood as heating fuel. Grants for chimney cleaning and inspection of emissions in households using biomass for heating could be introduced as a short-term solutions. Grants for installation of new heating sources (such as new and improved biomass stoves or heat pumps) could also be funded as transitional measures

Barriers:

- Overall energy renovation should be done before substituting existing heating/cooling system with heat pumps.
- Strong attachment to traditional firewood heating due to local forest ownership and inherited practices.

7. RES integration – PV system – family house

Responsible entity: City of Gospić

Period for implementing measure: 2027 - 2030

City budget: € 40,000

Action design: The measure focuses on supporting the installation of PV systems for households in two investment phases:

- Small scale / Preparation: Documentation and permitting for PV system installation,
- Medium investment: Purchase and installation of PV systems

Barriers:

- Some households may be hesitant to adopt new technologies or may lack knowledge about benefits.
- Permits and documentation may delay implementation.

8. Energy renovation of multi-apartment buildings

Responsible entity: City of Gospić, National Ministry responsible for public call for deep renovation

Period for implementing measure: 2026 - 2030

City budget: No budget planned

Action design: The Program for mitigating energy poverty, including renewable energy use in residential buildings in special state areas until 2025, will now be implemented through the Social Climate Plan. For Gospić, classified as an area of special state concern with limited fiscal capacity, national funds covering up to 100% of renovation costs are crucial. Key measures include replacing windows and doors, adding external façade insulation, and improving central heating (no district heating exists). The national ministry finances and oversees the program, while the City of Gospić manages local implementation - providing administrative support, preparing documentation, offering training, and coordinating with the ministry.

Barriers:

- Since financing and technical frameworks are determined nationally, Gospić has limited flexibility to tailor solutions to local needs.
- Permits and documentation may delay implementation.

9. Energy renovation of family houses

Responsible entity: City of Gospić, National Ministry responsible for public call for deep renovation

Period for implementing measure: 2026 - 2030

City budget: No budget planned

Action design: The national ministry is responsible for the budget and implementation of this measure. Since Gospić does not have sufficient municipal resources, the availability of national funds to cover up to 100% of renovation costs is crucial. This ensures that large-scale energy renovation projects can move forward without direct local budgetary burdens. However, to make use of these opportunities, Gospić must be prepared in advance: identifying households (preparing a list of households eligible for energy-poverty renovation), resolving legal barriers (property and legal issues), and setting up a coordinated local support system that allows energy-poor citizens to successfully apply once the 2025/2026 call opens.

Barriers:

- Since financing and technical frameworks are determined nationally, Gospić has limited flexibility to tailor solutions to local needs.
- Residents must agree on renovation measures, especially in multi-family housing, which can be a barrier if awareness, trust, or engagement is low

Conclusion

During the development of this roadmap, in consultation with key stakeholders, the establishment of **energy communities** was also considered. A primary focus was on the city of Gospić potentially acting as the co-owner of such an energy community, offering its public rooftops for the installation of photovoltaic systems and subsequently distributing the generated energy to energy-poor citizens. This concept has not yet been fully implemented because it is currently not feasible. All indications suggest that such a solution might only become viable around 2026, once the necessary regulatory frameworks are in place. It is therefore recommended that the energy community model first be successfully established and tested among different levels and groups of citizens before being extended specifically to energy-poor households.

Additionally, **summer energy poverty** remains a relevant topic. In the city of Gospić, it was not addressed in depth due to the city's mountainous location and milder climate. Nevertheless, Gospić is increasingly affected by heatwaves, highlighting the need to consider solutions for summer energy poverty as well. While some measures were discussed during the roadmap development, they are not yet included in the main roadmap.

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