

At risk of poverty or social exclusion

Definition

This indicator measures the share of the population who are either at risk of poverty or severely materially and socially deprived, or living in a (quasi-)jobless household with very low work intensity. People meeting more than one criterion are counted only once.

Limits

This indicator should not be interpreted as a direct dimension of energy poverty, it is rather an indicator of relative monetary poverty and social vulnerability.

Households at risk of poverty or social exclusion may not face energy poverty conditions due to improved dwelling energy performance or lower energy needs.

This indicator does not provide disaggregation options regarding possible drivers of vulnerability, such as energy expenditure levels or poor dwelling conditions.

Additional insights in the EPAH report: [“Energy Poverty National Indicators: Insights for a more effective measuring”](#)

Examples

Households at risk of poverty or social exclusion may experience higher incidences of arrears on utility bills, leading to difficulties in maintaining adequate indoor thermal comfort, self-restriction of energy use, and reduced financial capacity to invest in dwelling rehabilitation, creating or exacerbating energy poverty conditions.

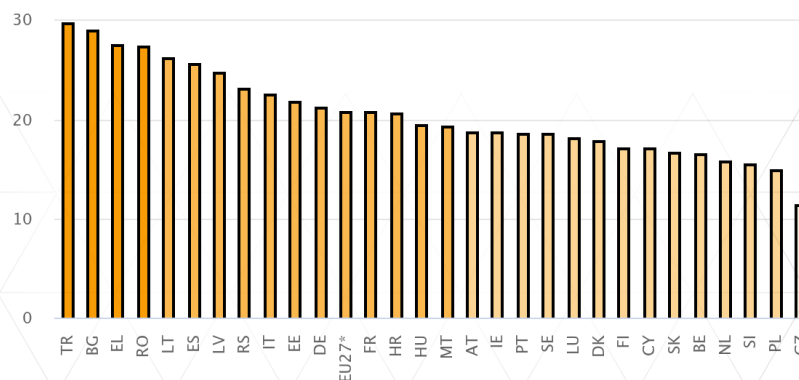
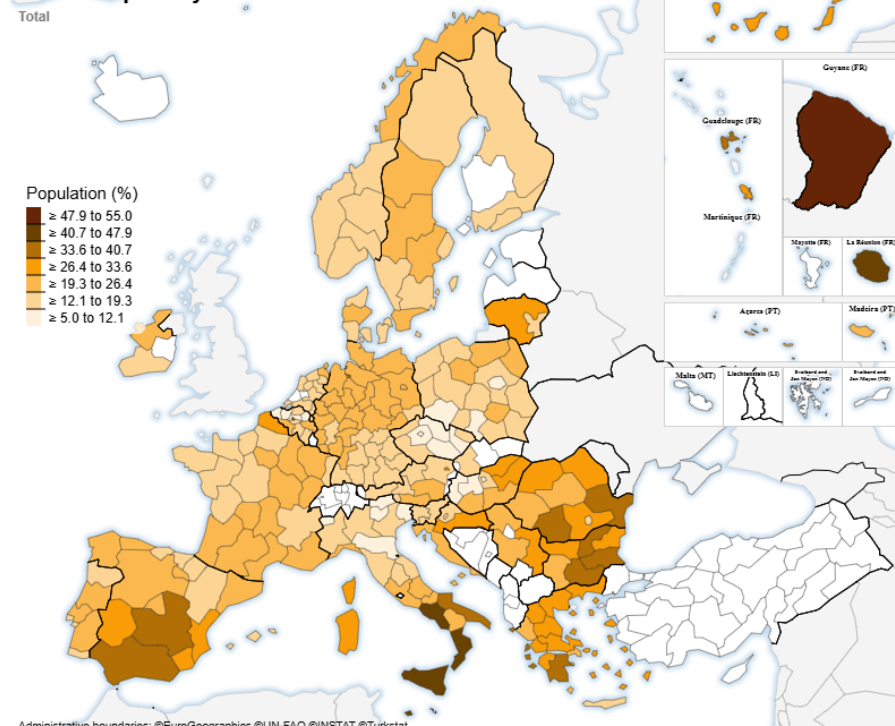
Lower-income households facing material deprivation may also be unable to acquire or replace old or malfunctioning heating or cooling systems, aggravating thermal indoor discomfort during winter and summer.

A household experiencing social exclusion, such as limited access to information, digital services, or social networks, may be unable to navigate energy support schemes, switch to cheaper tariffs, or access available subsidies, remaining in energy poverty despite the existence of protective measures.

Numbers

In 2025, 20.9% of the EU population were at risk of poverty or social exclusion, corresponding to 94 million Europeans (EU population in 2025: 451.3M; Eurostat, 2026). Bulgaria (29.0%), Greece (27.5%), and Romania (27.4%) recorded the highest shares, while Poland (15.0%), Slovenia (15.5%), and Czechia (11.5%) recorded the lowest.

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Unit: Population (%) | Source: [EUROSTAT](#) | Data reporting period: 2014-2025

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