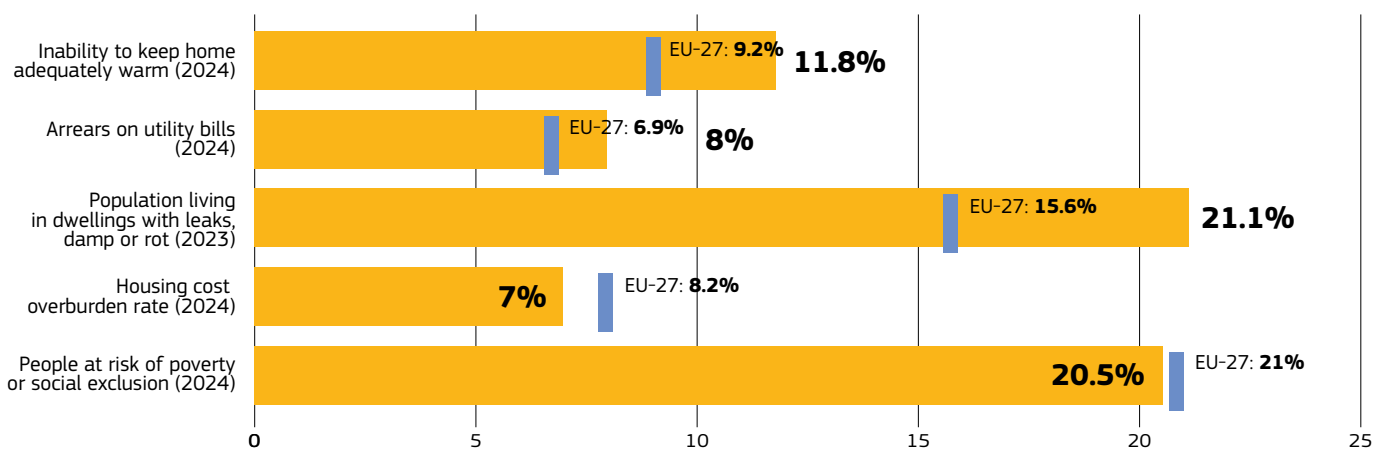


NATIONAL ENERGY POVERTY DEFINITION

France has officially defined energy poverty. According to the [Law no. 2010-788 of July 12, 2010, on national commitment to the environment](#), “a person is considered to be in a situation of energy poverty if they experience particular difficulties in their home in accessing the energy supply necessary to meet their basic needs due to inadequate resources or housing conditions.”

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

France monitors energy poverty indicators through the [National Energy Poverty Observatory \(ONPE\)](#), which is chaired by ADEME, a French public agency under the joint authority of the Ministry for the Environment, the Ministry for Energy, and the Ministry for Research. The [Energy Poverty Dashboard \(2025 edition\)](#) includes a set of energy poverty indicators and a wide range of complementary data. According to the main indicator, in 2023, nearly 3.1 million households (10.1% of all households) were in energy poverty. This figure is lowered to 6.3% (1.9 million households), when the impact of energy vouchers is considered. The [National Energy and Climate Plan for 2030 \(2024\)](#) sets an indicative target to reduce the raw energy poverty rate by 0.5% by 2030, relative to the weather-corrected TEE_3D indicator for 2022.

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NATIONAL ENERGY POVERTY INDICATORS AND TARGETS

PRIMARY ENERGY POVERTY INDICATOR	VALUE (YEAR)	2030 TARGET
Energy poverty rate (TEE_3D): considers a household to be in a situation of energy poverty when its energy expenditures exceed 8% of its income, and its income is below the 3rd decile of income (30% of poorest households). The raw figure does not consider the impact of energy vouchers.	10.1% (2023)	NA
Weather corrected TEE_3D indicator	10.8% (2023)	10.4%
Proportion of households feeling cold in their homes (FROID): taken from the energy-info barometer conducted by the national energy ombudsman, this self-reported indicator considers a household to be in energy poverty if it reports having suffered from cold for at least 24 hours during the winter	35% (2023)	NA
Proportion of households feeling excessive heat in their homes (CHALEUR): since 2020, the national energy ombudsman has included a question in its energy-info barometer to measure households' perception of excessive heat which is worded in the same way as the FROID indicator	49% (2023)	NA

NATIONAL ENERGY POVERTY GOVERNANCE
KEY POLICIES ADDRESSING ENERGY POVERTY

YEAR	LAW	DESCRIPTION
2010	Law no. 2010-788 on national commitment to the environment	A national law setting a broad legal framework for environmental protection, energy efficiency, urban planning, and sustainable housing. The law explicitly defines energy poverty and obliges public authorities to integrate measures to support vulnerable households through housing improvements, energy efficiency programs, and social assistance.
2015	Law no. 2015-992 relating to the energy transition for green growth	A national law aiming to set the path toward a sustainable, low-carbon energy model. It includes social equity among its objectives by guaranteeing the right of all households to access energy without excessive cost relative to their resources and by committing to fight against energy poverty. The law targets home renovation to improve efficiency and reduce energy poverty.
2019	Law no. 2019-1147 relating to energy and climate	Establishes France's framework for achieving carbon neutrality by 2050. A key focus of the law is improving the energy performance of housing, particularly targeting dwellings with very poor energy efficiency. It introduces measures and sets a timetable for mandatory improvements by 2028.
2020	Long-Term Building Renovation Strategy	A national roadmap aimed at decarbonizing the building stock to help meet the country's 2050 climate neutrality goal. It targets large-scale renovation of buildings, with a strong focus on worst performing buildings. The strategy explicitly integrates the fight against energy poverty by prioritizing public support for energy renovation to efforts to combat energy poverty.
2021	Climate and Resilience Law (Law no. 2021-1104)	A broad law that implements key proposals to reduce greenhouse gas emissions and strengthen resilience to climate impacts. It addresses energy poverty through its housing provisions, which target poorly insulated buildings by tightening minimum energy performance requirements and expanding support for renovation.
2024	National Energy and Climate Plan for 2030	The NECP is France's updated roadmap for meeting its 2030 climate-energy targets, integrating previous strategies. The plan explicitly considers energy poverty and provides an assessment of key indicators. It outlines a set of preventive measures (such as support for energy renovation of homes) and curative measures (such as support to pay bills with the energy voucher).

NATIONAL ENERGY POVERTY GOVERNANCE**NATIONAL ENERGY POVERTY OBSERVATORY**

Created in 2011, following the adoption of the [Law no. 2010-788 of July 12, 2010, on national commitment to the environment](#), the [National Observatory of Energy Poverty \(ONPE\)](#) has the task of observing and analysing policies designed to combat energy poverty and to be a repository of data and shared knowledge about that phenomenon in France, primarily in the housing sector but also with regard to mobility. It is the reference tool on energy poverty to assist government departments and agencies, local and regional authorities, energy suppliers and all associations and specialists operating in the field in their decision-making.

Website: <https://onpe.org/>

EPAH ANTENNAS AND OTHER ORGANIZATIONS

EPAH Antenna: EPAH has established partnerships with stakeholders on energy poverty in all EU Member States. In France, the EPAH Antenna is the SERAFIN Association. Its objective is to contribute to the high-performance renovation of housing in France, making it accessible to all through adapted financing schemes and a certified national label, symbol of quality, commitment, and trust.

Website: <https://serafin-renov.fr/>. Contact: alice.morcrette@serafin-renov.fr. Check [EPAH's Organisations List](#) to discover other energy poverty stakeholders in the country.

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>Chèque Énergie (energy voucher) <i>[since 2018]</i></p>	<p>Introduced in 2018, it is a national aid scheme that provides low-income households with an annual voucher to help pay for energy expenses, including electricity, gas, heating oil and wood. It is either automatically allocated or obtained upon request, following criteria based on income and household size with amount ranging from €48 to €277 per household. The 2024 energy voucher was sent to 5.6 million households with a utilization rate of 82% and an average amount of €150. Each year, energy vouchers contribute to lower the energy poverty rate in France (from 10.1% to 6.3% in 2023). If they meet the income criteria, residents of retirement homes, and medical-social housing are also eligible for a €192 voucher.</p>
<p>Fonds de Solidarité Logement – FSL (housing solidarity fund – FSL) <i>[since 1990]</i></p>	<p>A decentralized mechanism, managed by Departmental Councils and the Metropolitan Areas, established in 1990 to provide direct financial aid for citizens to pay housing-related bills, including energy costs. FSL assistance can be provided either as a long or as a grant and the household income is taken into consideration. In 2024, the number of households benefiting from the FSL among customers of the three main energy suppliers was 163,031. The amounts and allocation methods vary across territories in France, leading to significant differences in beneficiary rates.</p>
<p>MaPrimeRénov parcours par geste (MaPrimeRénov’s step-by-step approach) <i>[original MaPrimeRénov’ program from 2020; restructured in 2024]</i></p>	<p>An energy renovation programme that provides financial support for individual interventions, such as insulation, upgrading heating systems, or installing efficient ventilation. It allows homeowners, including low- and middle-income, to receive grants for single measures rather than a full renovation. The amount of the allowance varies depending on the income bracket and the type of intervention. Low-income households may be granted advanced payment. In 2024, €904M subvention were allocated to renovate 249,247 houses, triggering a total of €3.1B renovation work. The most common intervention was the upgrade of heating system to air-to-water heat pump (21% of total interventions), pellet stoves (18%) and wood-burning stove (11%).</p>
<p>MaPrimeRénov’ Parcours accompagné ou rénovation d’ampleur (MaPrimeRénov’ supported pathway or large-scale renovation) <i>[original MaPrimeRénov’ program from 2020; restructured in 2024]</i></p>	<p>A version of the MaPrimeRénov’ that provides low-income households with personalized support throughout their home energy renovation projects. In addition to financial aid, it offers dedicated guidance from certified advisors who help plan renovations, select contractors, and navigate administrative procedures. It focuses on deep renovations for buildings built at least 15 years ago and classified E, F or G, and the grant can reach €40,000 with 80% coverage for very low-income households. In 2024, €2.4B subvention were allocated for 91,734 renovations, triggering a total of €3.8B renovation work. Around 40% of interventions were destined to common areas of multi-apartment buildings.</p>
<p>MaPrimeRénov’ Copropriété (MaPrimeRénov co-ownership) <i>[original MaPrimeRénov’ program from 2020; restructured in 2024]</i></p>	<p>A national program designed to support energy renovations in multi-apartment buildings, particularly targeting common areas and shared systems such as heating, insulation, and ventilation. It provides financial assistance to co-owners’ associations, with higher subsidies for buildings housing low-income residents or classified as very energy inefficient.</p>

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NATIONAL MEASURES AND ILLUSTRATIVE PRACTICES

MEASURES	DESCRIPTION
<p>Certificats d'économie d'énergie (CEE) 'Précarité énergétique' (Energy savings certificate (EEC) for energy poverty) <i>[created in 2025; provisions for energy poverty since 2016]</i></p>	<p>The Energy Savings Certificates scheme is the main policy tool to help France reach the national objectives set in EED. Created in 2005, it obliges energy suppliers to finance energy efficiency operations in all consuming sectors. Since 2016, it includes provisions for energy poverty, with around €12B in energy efficiency operations for vulnerable households financed under this obligation. For the sixth period of the framework (2026-2030), the energy poverty obligation has been maintained at previous level (27% of the total).</p>
<p>Coup de pouce chauffage (heating boost) <i>[since 2017/2018]</i></p>	<p>A program under the Energy Savings Certificates framework that provides financial incentives for households to replace old, inefficient heating systems with low-carbon or high-efficiency alternatives, such as condensing boilers, heat pumps, or biomass heating. It targets low- and middle-income households, offering higher subsidies for those in vulnerable situations. From 2019 to 2024, around 1,340,000 old heating systems have been replaced (of which 43 % domestic fuels) with €3.2B financing.</p>
<p>L'éco-prêt à taux zero: éco-PTZ (zero-interest eco-loan: éco-PTZ) <i>[since 2009]</i></p>	<p>A government-backed loan that allows homeowners to finance energy renovations, such as insulation, heating system upgrades, or renewable energy installations, without paying interest. It is available to all property owners, including low- and middle-income households, and can be combined with other grants like MaPrimeRénov'. In 2024, €1.6B were lent to 112,632 beneficiaries.</p>
<p>Centres Communaux d'Action Sociale & Centres Intercommunaux d'Action Sociale (CCAS/CIAS) (communal and intercommunal centres for social action) <i>[since 1986 for CCAS; since 2005 for CIAS]</i></p>	<p>The CCAS/CIAS play a frontline role in tackling energy poverty by providing direct social support to vulnerable households at the local level. They offer emergency financial assistance for unpaid energy bills, mediate with energy suppliers to prevent or resolve disconnections, and help households access national support schemes. CCAS/CIAS also provide guidance, including energy counselling, budgeting support, and referrals to specialised partners for renovation or social services. Many centres organise targeted outreach to identify at-risk households who may not request help on their own.</p>
<p>Le Pacte des Solidarités 2023-2027 (solidarity pact 2023-2027) <i>[2024-2027]</i></p>	<p>The Solidarity Pact, launched in 2024, aims to enhance national dynamics of poverty prevention by mobilizing all societal actors. A key focus is the fight against energy poverty through local action, supported by four-year Local Solidarity Contracts signed between the State, departments, and metropolitan areas. These facilitate the establishment of energy poverty platforms, enabling social workers to provide solutions like mediation and resource provision.</p>

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NATIONAL MEASURES AND ILLUSTRATIVE PRACTICES

ILLUSTRATIVE PRACTICES	DESCRIPTION
Secours Catholique: Energy assistance programmes	<p>In 72 regional offices and 2,400 reception centres, the association helps vulnerable households facing energy poverty by providing direct monetary support to help pay utility bills or cover heating costs. These grants are typically emergency or short-term assistance and do not replace public assistance. The staff also offer guidance on accessing government programmes and provide social counselling in alignment with other local services for housing, health, and social welfare.</p>
Slime programme	<p>A national initiative, launched in 2013 and financed under the Energy Savings Certificates scheme, which supports local authorities to combat energy poverty. It works through a structured approach: 1) detect and identify households at risk, often via a network of social workers, energy suppliers, medical or social actors. 2) visit the home to assess housing conditions, energy usage and socio-economic situation, and 3) guide the household toward appropriate solutions (bill-payment aid, renovation support). From 2013 to 2024, it supported over 99,000 households. In 2024, the programme financed 50% of the 13.5 M€ spent by the local authorities.</p>
EPAH Technical Assistance	<p>The Eurometropole of Strasbourg applied to EPAH's technical assistance programme to strengthen the diagnosis of energy poverty and identify relevant data for the implementation of Zero Energy Exclusion Territories. Accomplished tasks included stakeholder mapping, development of energy poverty indicators, and creation of energy poverty mitigation pathways for integration into local plans.</p>

FURTHER READING

- [Energy poverty and excess heat 2024](#)
- [Regional overview of energy vulnerability: Paris region](#)
- [MaPrimeRénov' – 2024 Year in review](#)
- [RAPPEL – The network of actors against poverty and energy insecurity in housing](#)
- [GEODIP: The tool for geolocating areas of energy poverty](#)

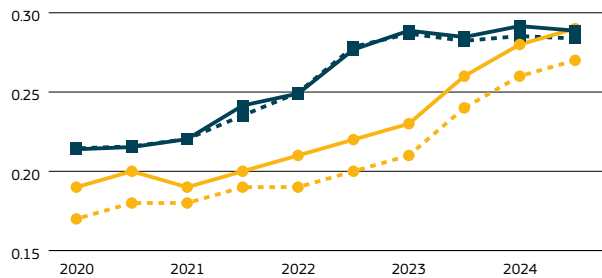
MEMBER STATE BACKGROUND

France is a country in Western Europe with a predominantly temperate oceanic climate. The country has a population of [68,467,362 people](#). The real GDP per capita in 2024 was [38,110 euros](#), which is above the EU-27 average value (33,650 euros). France has a Gini coefficient of [30.0](#) (a measure of economic inequality), which is above the EU-27 average value of 29.4.

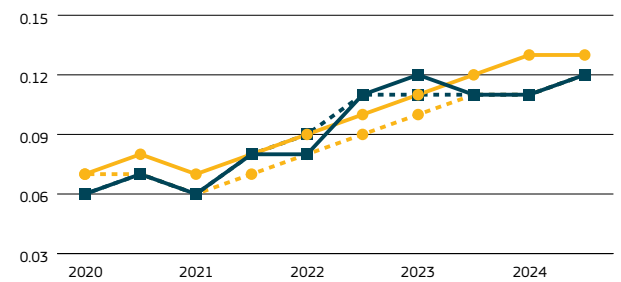
ENERGY PRICES

● France (in EURO) ● France (in PPP) ■ EU-27 (in EURO) ■ EU-27 (in PPP)

ELECTRICITY PRICES FOR HOUSEHOLD CONSUMERS

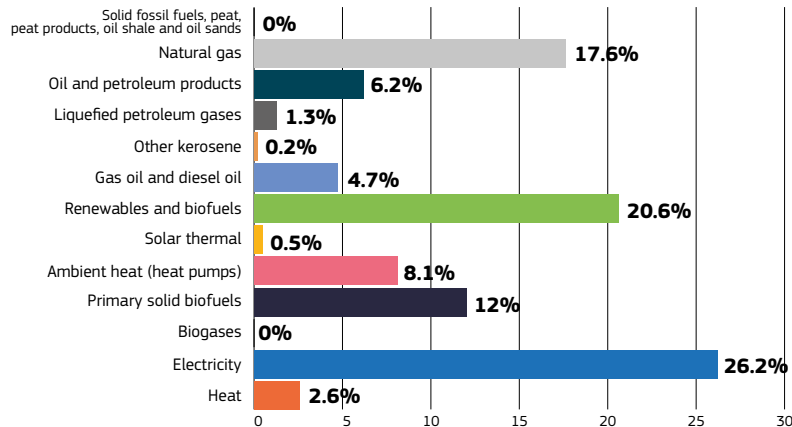


GAS PRICES FOR HOUSEHOLD CONSUMERS

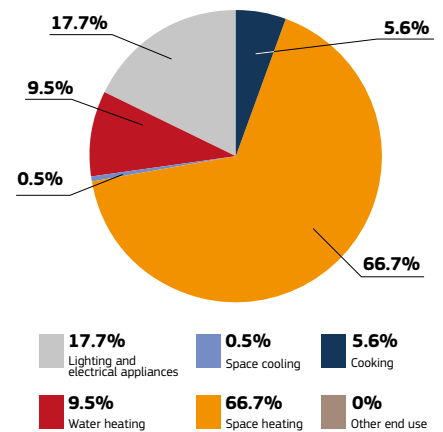


HOUSEHOLDS ENERGY CONSUMPTION

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	30%	Rural households	33%	Migrants	14%
Low education	13%	Elderly households	20%	Unemployed persons	5%
		Young households	12%	Ill-health and disabilities	34%
		Single parents	8%	Tenants	39%