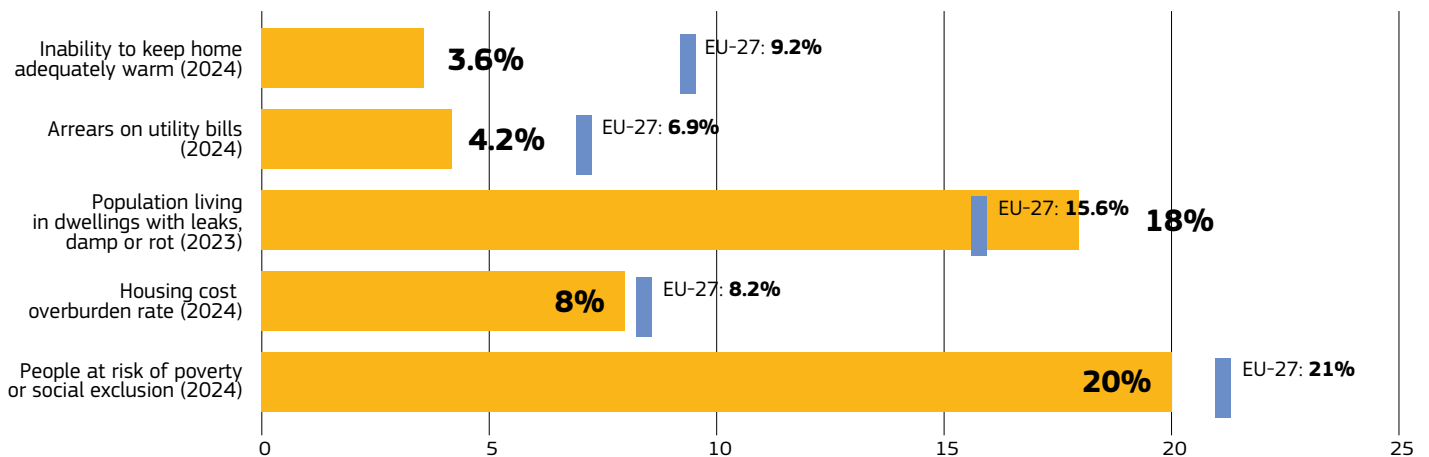


NATIONAL ENERGY POVERTY DEFINITION

Luxembourg has not officially defined energy poverty in national law. In a [joint response from the Minister of the Economy, SMEs, Energy and Tourism and from the Minister of the Environment, Climate and Biodiversity to a parliamentary question concerning energy poverty \(2024\)](#), it is stated that the definition of energy poverty is that developed by STATEC (Statistics Luxembourg) in cooperation with the Minister responsible for energy. This is an operational definition, also included in the [National Energy and Climate Plan for 2030 \(2024\)](#), for quantifying and monitoring the evolution of energy poverty.

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

Luxembourg has not established official energy poverty indicators or targets. Still, the national statistical office has developed indicators for energy poverty, which were included in the [National Energy and Climate Plan for 2030 \(2024\)](#). These are published annually in the [Labour and Social Cohesion Report](#). In this scope, energy poverty is defined as resulting from high energy bills, low incomes, and energy-inefficient housing. To quantify energy poverty, two indicators are combined: i) High Energy Effort Rate (TEE), and ii) Low income, high expenditure (BRDE). These indicators are disaggregated for owners and tenants, and the results are also crossed with two subjective indicators: i) not being able to heat the home sufficiently in winter, and ii) having difficulty paying energy bills. According to the combined TEE & BRDE indicator, around 4.1% of the population may be in energy poverty.



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NATIONAL ENERGY POVERTY INDICATORS AND TARGETS

PRIMARY ENERGY POVERTY INDICATOR	VALUE (YEAR)	TARGET (YEAR)
TEE & BRDE	4.1% (2024)	NA
High Energy Effort Rate (TEE)	8.4% (2024)	NA
Low income, high expenditure (BRDE)	8.1% (2024)	NA

NATIONAL ENERGY POVERTY GOVERNANCE

KEY POLICIES ADDRESSING ENERGY POVERTY

YEAR	LAW	DESCRIPTION
2009	Social Assistance Law	Under the conditions and terms set out in this law, access to water and a minimum supply of domestic energy is guaranteed to any person meeting the eligibility requirements for the right to social assistance, if they are unable to meet their costs for water intended for human consumption or domestic energy.
2020	Long-Term Building Renovation Strategy	The LTRS is Luxembourg's long-term plan to gradually renovate the national building stock by 2050. The document states that Luxembourg has one of the lowest rates of energy poverty in the EU and links the situation to rent increases, especially in the low-incomes bracket, rather than energy prices. The LTRS presents several alternative energy poverty definitions and indicators and lists existing measures to address the problem.
2024	National Energy and Climate Plan for 2030	The NECP is the roadmap defining how Luxembourg aims to meet its 2030 climate and energy targets. It includes an assessment of the energy poverty situation and recognises social vulnerabilities, foreseeing measures for low-income and vulnerable households. These include targeted allowances, energy support, and structural adoption of energy efficiency and renewable energy systems to reduce overall energy demand.
Ongoing	Social Climate Plan	Luxembourg is developing its Social Climate Plan. A public consultation on the draft Social Climate Plan, which includes 48 measures, was launched in October 2025.

NATIONAL ENERGY POVERTY OBSERVATORY

Luxembourg does not have a National Energy Poverty Observatory.

EPAH ANTENNAS AND OTHER ORGANIZATIONS

EPAH Antenna: EPAH has established partnerships with energy poverty stakeholders in all EU Member States. In Luxembourg, the EPAH Antenna is CELL Asbl (Citizens for Ecological Learning & Living). CELL is a non-profit association which collects information on the energy poverty situation in Luxembourg. It works with several social actors to develop solutions for energy poverty, organises presentations and webinars on energy saving, and conducts policy advocacy. Website: <https://www.cell.lu/en/>. Contact: info@cell.lu. Check [EPAH's Organisations List](#) to discover other energy poverty stakeholders in the country.

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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>Allocation de vie chère et prime énergie (cost-of-living allowance and energy bonus) <i>[cost-of-living allowance since 2009; energy bonus since 2022]</i></p>	<p>The cost-of-living allowance in Luxembourg is an annual financial support granted to low-income households to help them cope with general living expenses, with eligibility based on household composition and income thresholds. The energy bonus is an additional, targeted payment introduced to help vulnerable households cover rising energy costs linked to electricity, heating and gas prices. Both supports are administered through the social assistance system and requested through the Social Office.</p>
<p>Klimabonus: State aid for the promotion of sustainability, rational energy use and renewable energy in the housing sector <i>[at least since 2022]</i></p>	<p>A national subsidy programme designed to encourage energy-efficient home renovation, renewable energy heating systems, and investments in technologies photovoltaics and electric-vehicle charging infrastructure. To support low-income and vulnerable households, the government offers a Klimabonus Social Topup, which increases the level of financial aid, potentially up to 100% of eligible costs, based on household income. This top-up is specifically intended to help households at risk of energy poverty carry out renovations they would otherwise be unable to afford.</p>
<p>Assistance aux ménages en précarité énergétique (assistance for households in energy poverty) <i>[since 2023]</i></p>	<p>This programme targets low-income households that cannot afford to heat their homes or pay electricity, gas, water or heating bills. Households receive a personalized energy audit from Klima-Agence and are eligible for a subsidy to replace one or more energy-intensive appliances (fridges, freezers, dishwashers, washing machines, dryers) with new, energy-efficient ones. The subsidy covers up to 90% of the appliance's price (including VAT) and is capped at €1,000 per appliance.</p>
<p>Aid simulator and certified Klima-Agence energy advisors <i>[since early 2020s]</i></p>	<p>The Climate Agency of Luxembourg provides an online aid simulator which allows households to identify and compare the financial schemes available for each type of measure, including municipal and utility led options. Furthermore, a nationwide network of certified energy advisors is available to provide free counselling to households that can take place at home, via video conference, or by telephone.</p>

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NATIONAL MEASURES AND ILLUSTRATIVE PRACTICES

ILLUSTRATIVE PRACTICES	DESCRIPTION
Zesumme renovéieren: A structured approach to the energy-efficient renovation of houses in Differdange	<p>The Zesumme renovéieren pilot, run by Klima-Agence in collaboration with the municipality of Differdange and supported by the EU from 2023-2025, aimed to encourage energy-efficient renovations of approximately 4,000 pre-1996 residential buildings, half of which are under municipal monument protection. By November 2024, 197 homeowners had signed up for the program. Klima-Agence is continuing the initiative in another municipality (Niederanven).</p>
Municipal bonuses "Household appliances and repair"	<p>Local subsidy schemes in various municipalities that support residents in purchasing or repairing appliances. Grants typically cover a portion of the cost, ranging from 50-75% depending on whether it is a new energy-efficient appliance or a repair, and often include maximum amounts per household or per year. Eligibility criteria, appliances covered, and subsidy levels vary between municipalities, with some giving higher support to low-income households.</p>
REGEN: REGENeration of neighbourhoods towards a low-carbon, inclusive and affordable built environment	<p>A four-year research programme (2024-2027) financed under Horizon Europe, with the Luxembourg Institute of Science and Technology (LIST) as coordinator. It aims to develop a holistic urban-regeneration methodology and a toolbox aimed at decarbonising neighbourhoods while promoting social inclusion and affordability. REGEN will design an Assessment Framework for Urban Regeneration, test a catalogue of about 50 urban-intervention types, and apply them in four demonstration sites (plus virtual replication sites).</p>

FURTHER READING

- [Labour and Social Cohesion Report: 2025](#)
- [Energy poverty in Luxembourg: how to measure it?](#)
- [Energy Poverty in Europe – a forsaken problem with many facets: A case study of energy-poor households in Luxembourg](#)
- [Housing and heating today: Vulnerable people at risk following the housing and energy crises](#)
- [Policy brief: To ensure a high-performing social plan for climate action that meets the demands of the socio-ecological transition](#)

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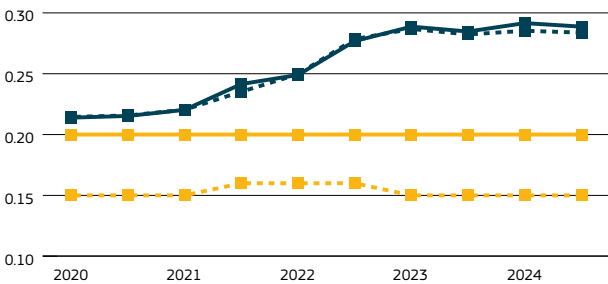
MEMBER STATE BACKGROUND

Luxembourg is a landlocked country in Western Europe with a temperate oceanic climate. The country has a population of [672,050 people](#). The real GDP per capita in 2024 was [101,000 euros](#), which is above the EU-27 average value (33,650 euros). Luxembourg has a Gini coefficient of [30.1](#) (a measure of economic inequality), which is above the EU-27 average value of 29.4.

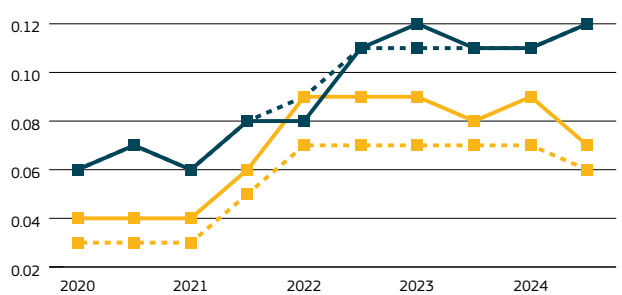
ENERGY PRICES

—●— Luxembourg (in EURO)
 - - -●- - - Luxembourg (in PPP)
 —■— EU-27 (in EURO)
 - - -■- - - EU-27 (in PPP)

ELECTRICITY PRICES FOR HOUSEHOLD CONSUMERS

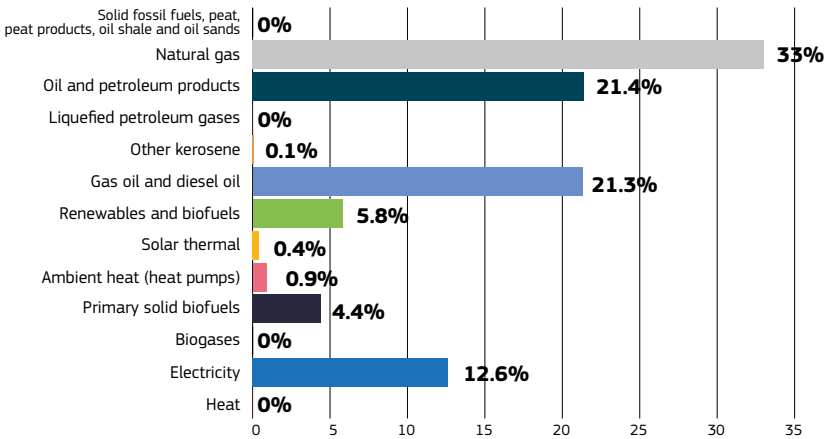


GAS PRICES FOR HOUSEHOLD CONSUMERS

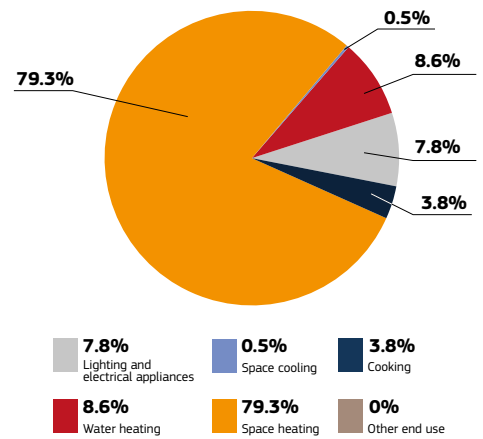


HOUSEHOLDS ENERGY CONSUMPTION

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	31%	Rural households	33%	Migrants	51%
Low education	16%	Elderly households	13%	Unemployed persons	4%
		Young households	13%	Ill-health and disabilities	19%
		Single parents	5%	Tenants	37%