



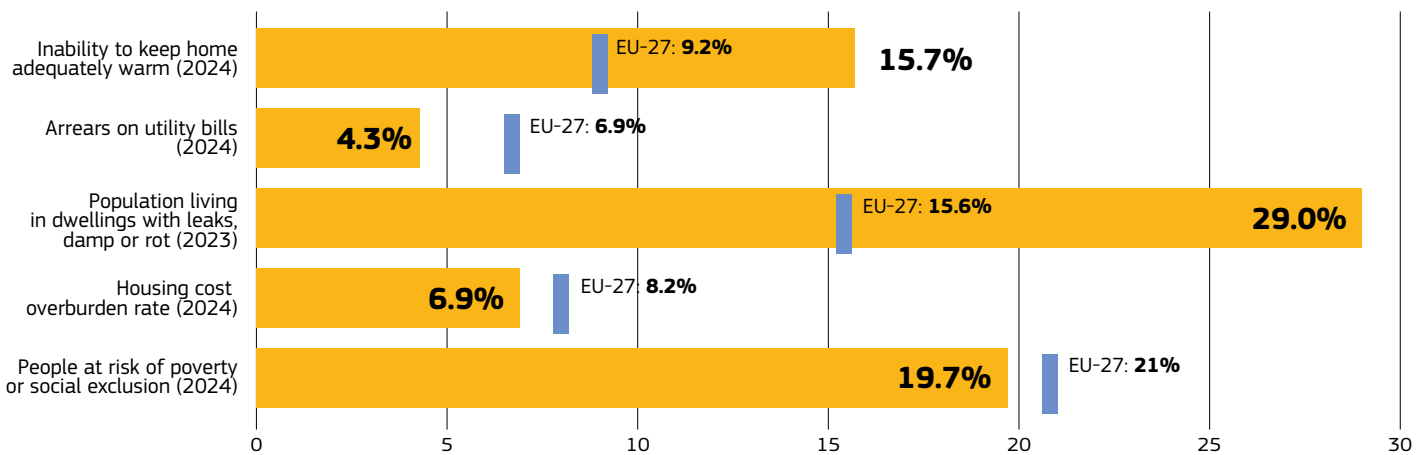
PORTUGAL

NATIONAL ENERGY POVERTY DEFINITION

Portugal has adopted the definition of energy poverty from the Directive (EU) 2323/1791 on Energy Efficiency and included it in the [National Long-Term Strategy for Tackling Energy Poverty 2023-2050](#) (published in 2024). Energy poverty is defined as “a household’s lack of access to essential energy services, where such services provide basic levels and decent standards of living and health, including adequate heating, hot water, cooling, lighting, and energy to power appliances, in the relevant national context, existing national social policy and other relevant national policies, caused by a combination of factors, including at least non-affordability, insufficient disposable income, high energy expenditure and poor energy efficiency of homes”).

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

The [National Long-Term Strategy for Combatting Energy Poverty 2023-2050](#) establishes targets for 2030, 2040, and 2050 for five primary energy poverty indicators (shown below) and for five complementary indicators. Monitoring is ensured by the [National Energy Poverty Observatory \(ONPE-PT\)](#).

PRIMARY ENERGY POVERTY INDICATOR	REFERENCE VALUE (YEAR)	UPDATED VALUE (YEAR)	2030 TARGET
Population living in households without the financial means to keep their homes adequately heated.	17.5% (2020)	15.7% (2024)	10%
Energy performance of residences (units with efficiency class C or below)	75.9% (2020)	72.8% (2024)	50%
People living in homes where the roof leaks, there is dampness in the walls, or the windows or floor are rotting.	25.2% (2020)	30.9% (2024)	20%
Population living in housing that is not comfortably cool during the summer.	35.7% (2012)	29.9% (2024)	20%
Population in households where energy expenses represent more than 10% of total income.	1 582 thousand (2016)	699 thousand (2023)	700 thousand





March 2026

NATIONAL ENERGY POVERTY GOVERNANCE

KEY POLICIES ADDRESSING ENERGY POVERTY

YEAR	LAW	DESCRIPTION
2021	National Climate Law	It establishes the foundation for national climate policy, recognizing the climate emergency and framing energy poverty mitigation as a key goal linked to housing quality and just transition. Stipulates rights and duties in relation to climate, reinforcing citizens’ right to participation, and access to justice, as well as the integration of principles of social and intergenerational equity in the design and implementation of climate policies.
2021	Long-Term Strategy for Building Renovation in Portugal	Aligns with the EU Renovation Wave and targets full renovation of the residential stock by 2050, with an estimated investment of €110 billion. It promotes energy efficiency, better living conditions, decreased number of hours of discomfort in housing, and reduced energy poverty, with DGEG leading implementation supported by ADENE, LNEC, and IHRU. The aim is to achieve carbon neutrality and energy efficiency in existing buildings, with a view to transforming them into NZEB buildings.
2024	National Long-Term Strategy for Combatting Energy Poverty 2023-2050	Aims to eradicate energy poverty by 2050, protecting vulnerable consumers and supporting their inclusion in the energy transition. The Strategy is built around four pillars: sustainable housing, universal access to energy services, territorial action, and knowledge development. It has created initiatives and measures to this effect, with funding coming chiefly from Portugal’s Recovery and Resilience Plan. The Strategy incorporates monitoring mechanisms, including indicators, an observatory, and impact reports.
2025	National Energy and Climate Plan for 2030	It is the primary energy and climate policy tool, for the 2021–2030 decade and sets the framework for a fair and inclusive energy transition, promoting citizen participation, combating energy poverty, and ensuring protection for vulnerable consumers. Its vision of achieving carbon neutrality by 2050 intends to contribute to a fair model of territorial cohesion that promotes wealth generation and efficient use of resources, thus tackling energy poverty in the country
2025	Action Plan to Tackle Energy Poverty (PACPE) 2025-2030	Approved in December 2025, this Action Plan, covering the period between 2025 and 2030, aims to promote the fulfilment of the commitments defined in the national energy poverty strategy and identifies a set of monitoring energy poverty indicators, intermediate targets, specific measures, and responsible entities. It focuses on housing sustainability, access to energy, support for vulnerable consumers, and increase energy literacy.
Ongoing	Social Climate Plan 2026-2032	Portugal is developing its Social Climate Plan. A draft version of the Plan was published for public consultation in October 2025.





NATIONAL ENERGY POVERTY GOVERNANCE

NATIONAL ENERGY POVERTY OBSERVATORY

The National Long-Term Strategy for Tackling Energy Poverty 2023-2050 mandates the creation of the National Energy Poverty Observatory (ONPE-PT) to monitor energy poverty at the national level. Its mission is to monitor the evolution of energy poverty at a national level. This includes defining new strategic territorial-level indicators to assist in the design and evaluation of policies, proposing measures to eradicate energy poverty, and promoting coordination between different public policy areas. The observatory's management is presided over by DGEG, with technical and operational support from ADENE. The Strategic Committee brings together governmental representatives from various areas that impact energy poverty. The Advisory Committee includes diverse areas of knowledge and territorial and sectoral realities and is composed of figures and entities involved in energy poverty research and action.

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

EPAH ANTENNAS AND OTHER ORGANIZATIONS

EPAH Antenna: EPAH has partnerships with energy poverty stakeholders in all Member States. In Portugal, the Antenna is the NOVA School of Science and Technology of the NOVA University of Lisbon (NOVA FCT). It is a renowned research organisation working on energy poverty, from diagnosis and action to policy support, through its Center for Environmental and Sustainability Research (CENSE).

Website: <https://www.cense.fct.unl.pt/>. Contact: jplg@fct.unl.pt. 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 can be explored through the online EPAH Atlas database.

[EPAH ATLAS DATABASE](#)



MEASURES	DESCRIPTION
Tarifa Social de Energia (social energy tariff) <i>[since 2010 for electricity and 2011 for natural gas]</i>	A social policy measure applied to economically vulnerable energy customers. Its aim is to guarantee access to an essential service such as energy supply, promoting a reduction in energy bills. Two different variants exist: one for electricity and one for natural gas, with different requirements for access. The Social Energy Tariff for Electricity provides an automatic 33.8% discount on electricity bills, excluding taxes, while the Social Energy Tariff for Natural Gas provides a 31.2% discount on gas bills, excluding taxes. Both are intended for vulnerable households, benefiting 731 879 (electricity) and 54 420 (natural gas) users as of December 2025. Eligibility is based on social benefits and/or low income, being automatically applied since 2016.
Vale Eficiência (efficiency voucher) <i>[phase 1: 2021-2023; phase 2: 2023-2025]</i>	An instrument designed to fully finance investments by economically vulnerable households in improving the thermal comfort of their homes, either by carrying out work on the building envelope or by replacing or purchasing energy-efficient equipment and solutions. It provides up to three vouchers (€1,300 + VAT each) for vulnerable households benefiting from the social electricity tariff to improve home energy performance. Phase 2 closed in July 2025, with implementation supported by energy agencies and local authorities.
Botija de Gás Solidária (solidarity gas bottle) <i>[since 2022, current version from 2024]</i>	Grants €15 per month to vulnerable consumers for purchasing bottled LPG, limited to one unit per beneficiary. Open to recipients of the social electricity tariff, with a total budget of €2.5 million for 2025, with the possibility of being extended to 2026 if the budget allows.
Espaços Energia (energy spaces) <i>[since 2025]</i>	National one-stop shop network providing free local support on energy efficiency, renewables, mobility, and financing, with the goal of promoting a more conscious and sustainable use of energy. As of October 2025, 124 counters were active. A €3 million programme funds their establishment and initial operations. Management is ensured by the competent entities, in coordination with municipalities and energy agencies.
E-Lar (e-home) <i>[since 2025]</i>	€30 million scheme supporting home electrification and efficiency by replacing gas appliances with efficient electric ones. Offers higher subsidies for energy-poor households. Launched in September 2025; funds were exhausted within six days. The second phase of this measure began in December 2025, with a budget of approximately €61 million. This financial support allows for a maximum co-funding rate of 100%, up to the limits defined equipment type.



March 2026

NATIONAL MEASURES AND ILLUSTRATIVE PRACTICES

ILLUSTRATIVE PRACTICES	DESCRIPTION
Energy Poverty Vulnerability Map	Developed since 2017 by CENSE NOVA FCT, this index combines climate, energy, demographic, and socioeconomic data to map summer and winter vulnerability at the municipal level. In 2025, an updated version was officially adopted by the National Energy Poverty Observatory and published on its website as an interactive map.
Camp In	Run by the Just a Change association, Camp In is a programme that aims to renovate the homes of disadvantaged families. This is achieved through 15-day volunteer summer camps held across the country, which combine the renovation of vulnerable housing with community empowerment initiatives. The programme won the 1st edition (2025) ‘LIGAR – Energy for All’ award from ONPE-PT.
EPAH Technical Assistance	The Union of the Civil Parishes of Baixa da Banheira and Vale da Amoreira and the Querer Mais Family Health Unit received support from the regional energy agency S.ENERGIA to pioneer a collaborative approach to mitigate energy poverty involving the local government and social and health organisations. Around 70 households were identified by frontline social and health workers and received personalised energy support by the regional energy agency.

FURTHER READING

- [Analysing the 2023-2050 Long-term National Strategy to Tackle Energy Poverty - Challenges and Proposals for Portugal](#)
- [Practical guide: Development of renewable energy communities by citizens, associations, and local governments – The example of the Telheiras/Lumiar Renewable Energy Community](#)
- [A New Way to Mitigate Energy Poverty: Lessons from the Transition Point ‘One-Stop Shop’ Pilot](#)
- [CENSE NOVA FCT Public Consultation Document for the Portuguese National Energy Poverty Strategy 2022-2050](#)
- [ERSE Study on the energy literacy of consumers](#)



March 2026

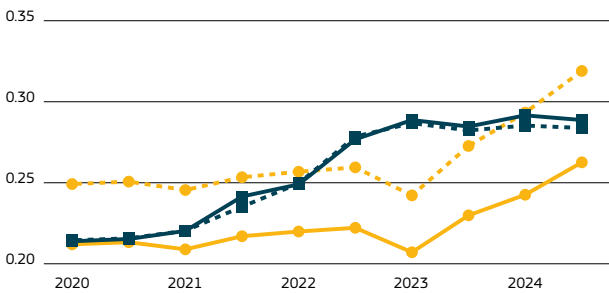
MEMBER STATE BACKGROUND

Portugal is in Southern Europe with a climate that is predominantly Mediterranean, but with significant regional variations due to Atlantic influence. The country has a population of [10,639,726 people](#). The real GDP per capita in 2024 was [22,350 euros](#), which is below the EU-27 average value (33,650 euros). Portugal has a Gini coefficient of [31.9](#) (a measure of economic inequality), which is above the EU-27 average value of 29.4.

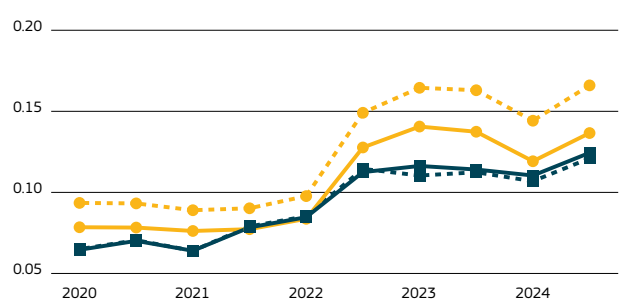
ENERGY PRICES

Portugal (in EURO) Portugal (in PPP) EU-27 (in EURO) EU-27 (in PPP)

ELECTRICITY PRICES FOR HOUSEHOLD CONSUMERS

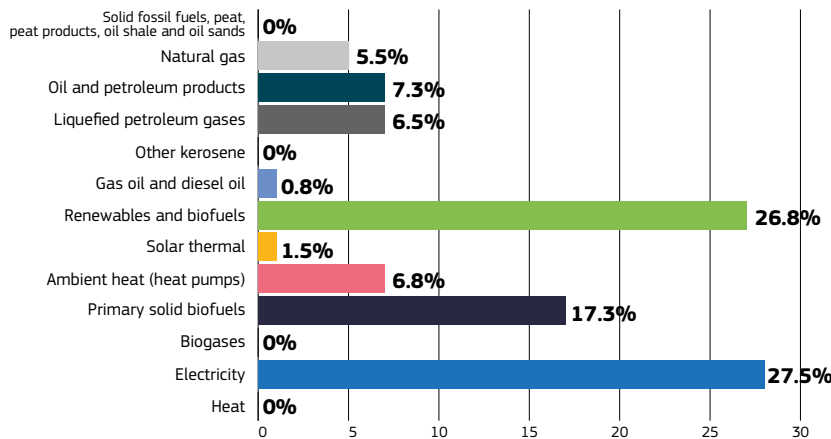


GAS PRICES FOR HOUSEHOLD CONSUMERS

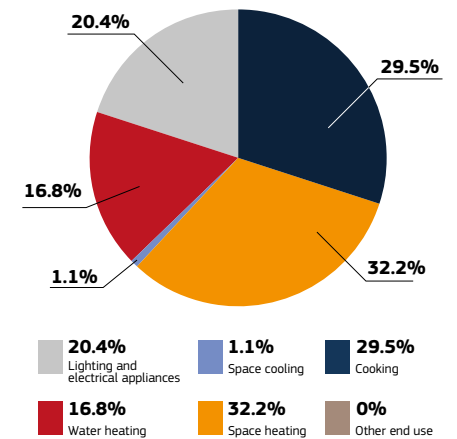


HOUSEHOLDS ENERGY CONSUMPTION

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	28%
	Low education	24%

	Rural households	24%
	Elderly households	18%
	Young households	7%
	Single parents	5%

	Migrants	16%
	Unemployed persons	5%
	Ill-health and disabilities	36%
	Tenants	27%

