

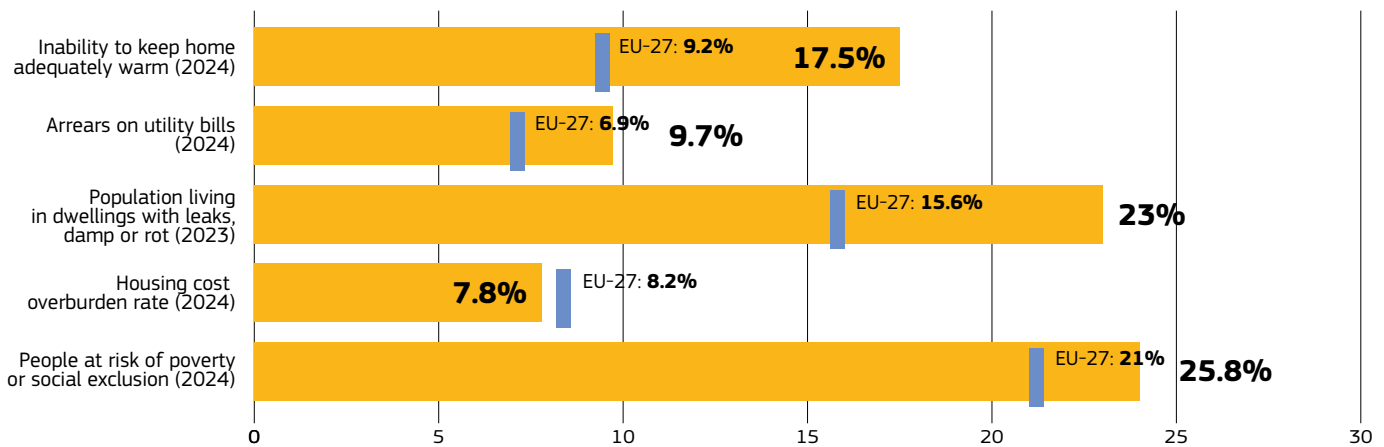


NATIONAL ENERGY POVERTY DEFINITION

The [National Strategy against Energy Poverty 2019-2024](#) provided the first official definition of energy poverty in Spain. In the recently approved [National Strategy against Energy Poverty \(2026-2030\)](#), energy poverty is currently defined as “any situation in which a household is unable to access essential energy services when those services provide basic and decent levels of living and health, such as adequate heating, hot water, cooling and lighting, and the energy to operate appliances, given the relevant national context, existing national social policy and other relevant national policies, as a result of several factors, including at least the following: unaffordability, insufficient disposable income, high energy expenditure and poor energy efficiency of households” following the Directive (EU) 2023/1791 on energy efficiency.

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

In the context of the [National Strategy against Energy Poverty 2019-2024](#), Spain established energy poverty indicators, which are monitored annually. The Strategy also defined targets to reduce energy poverty indicators from 2017 by at least 25% by 2025, with efforts directed towards achieving a 50% reduction. The updated [National Strategy against Energy Poverty \(2026-2030\)](#) shifted the focus to actions and measures to achieve structural changes in energy consumption through energy efficiency and reducing dependency on energy prices. This strategy will be considered fulfilled if the prioritized measures are implemented.



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NATIONAL ENERGY POVERTY INDICATORS AND TARGETS

PRIMARY ENERGY POVERTY INDICATOR	REFERENCE VALUE (YEAR)	UPDATED VALUE (YEAR)
Disproportionate expenditure (2M)	17.3% (2017)	17.2% (2024)
Adapted disproportionate expenditure (2M')	NA	12.7% (2024)
Hidden energy poverty (HEP)	11.5% (2017)	12.6% (2024)
Adapted hidden energy poverty (HEP')	NA	14.4% (2024)
Inadequate temperature in the dwelling in winter	8.0% (2017)	17.6% (2024)
Delayed payment of housing supply bills	7.4% (2017)	9.7% (2024)



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NATIONAL ENERGY POVERTY GOVERNANCE

KEY POLICIES ADDRESSING ENERGY POVERTY

YEAR	LAW	DESCRIPTION
2019	National Strategy against Energy Poverty (ENPE) 2019-2024	The ENPE 2019-2024 was Spain's first comprehensive strategy for diagnosing the incidence and evolution of energy poverty. It aimed at reducing the number of households affected by energy poverty by at least 25%, preferably 50%, until 2025. The Strategy defined energy poverty for the first time, established indicators and targets, and set out 4 pillars, 9 lines of action, and 19 measures.
2020	Long-Term Building Renovation Strategy	The Strategy sets a comprehensive, long-term framework for renovating Spain's building stock by 2050 and integrates tackling energy poverty among its objectives. It proposes a variety of renovation measures structured into various scenarios. A dedicated subchapter assesses vulnerable consumers and lays out indicators to characterise different types of energy poverty.
2022	Plan +SE (More Energy Security Plan)	In the context of the energy price crisis and the risk of gas shortages, caused by the Russia's invasion of Ukraine, the More Energy Security Plan (+SE) has been approved by the Council of Ministers in October 2022. This plan will increase the protection of the population against the price crisis caused by the war in Ukraine. It will also reduce the country's gas consumption between 5.1% and 13.5%, improve energy autonomy and increase the competitiveness of the economy, while increasing energy exports, acting in solidarity with the rest of the EU.
2024	National Energy and Climate Plan for 2030	The 2024 update of the NECP incorporates provisions of the ENPE 2019-2024. It recognises access to energy as a fundamental right and highlights the role of building renovations and renewable self-consumption in reducing energy vulnerability. The Plan also proposes targeted measures such as promoting self-consumption, enhancing monitoring through regular indicators, expanding public and social housing, renovating buildings, raising awareness, and advancing research.
2026	National Strategy against Energy Poverty (2026-2030)	The ENPE 2026-2030 was published in 2026 after a public consultation in September 2025. It builds on its predecessor and defines new objectives: i) to ensure that public administrations and all stakeholders can effectively characterise and address energy poverty based on adequate knowledge, ii) to guarantee sufficient protection for consumers facing energy vulnerability, and iii) to promote the implementation of structural measures aimed at reducing energy poverty. The Strategy prioritizes six measures divided into four groups – knowledge, express rehabilitation, coordination, accompaniment and advice, and direct support – in line with the pillars of the Strategy. The main effort is on actions that have both direct and indirect influence on vulnerable consumers.
Ongoing	Draft National Building Renovation Plan	Spain has submitted its draft National Building Renovation Plan to the European Commission, building on the previous Long-Term Building Renovation Strategy. The consultation of the Plan was carried out in parallel with the ENPE 2026-2026, including technical workshops, engagement of vulnerable consumers, and public participation.
Ongoing	Social Climate Plan	Spain is developing its Social Climate Plan. A prior public consultation process was conducted in February-March 2025.



NATIONAL ENERGY POVERTY GOVERNANCE

NATIONAL ENERGY POVERTY OBSERVATORY

Spain does not currently have a National Energy Poverty Observatory. Within the framework of the recent [National Strategy against Energy Poverty \(2026-2030\)](#), the establishment of an Energy Poverty Observatory in 2026 is envisaged as a key instrument to advance knowledge on energy poverty in Spain. The purpose of this Observatory will be to strengthen the available analytical and statistical basis, enabling improved monitoring and supporting the design, evaluation, and adjustment of public policies. The following actions are envisaged: analysis of existing indicators and development of proposals to enhance statistical tools, periodic publication of energy poverty indicators, preparation of studies and reports, and organisation of technical workshops involving academia, the third sector, and public administrations.

EPAH ANTENNAS AND OTHER ORGANIZATIONS

EPAH Antenna: EPAH has established partnerships with energy-poverty stakeholders across all EU Member States. In Spain, the Antenna is Ecoserveis. The organisation has more than 20 years of experience working on energy poverty, from designing communication campaigns to support policy and measure development. It recently coordinated the sessions and the report on the participatory process for the new National Energy Poverty Strategy 2026-2030. Website: www.ecoserveis.net. Contact: marta.garcia@ecoserveis.net. 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
Bono Social Eléctrico (electricity social bonus) <i>[since 2009]</i>	A state-regulated discount on electricity bills aimed at households classified as vulnerable or severely vulnerable. To qualify, recipients must be natural persons contracting the regulated PVPC tariff for their main residence with a contracted power of 10 kW or less, and complying with low rent, large families, low rent pensioners, or Minimum Income beneficiaries. The scheme aims to reduce energy poverty by lowering electricity costs with a discount on energy prices, which have been temporarily enhanced since 2022, reaching in 2026 42.5% and 57.5% for vulnerable and severely vulnerable consumers, respectively.
Bono Social Térmico (thermal social bonus) <i>[since 2019]</i>	A state-regulated aid and managed by the Autonomous Communities aimed at households classified as vulnerable on December 31st every year. It is designed to help cover energy costs for heating, hot water, and cooking (regardless of the energy source used). The support is a direct payment, and the amount varies depending on the household's degree of vulnerability and the climate zone of their residence.
Suministro Mínimo Vital (minimum vital supply) <i>[since 2013]</i>	A legally established social-protection mechanism in Spain designed to protect vulnerable consumers facing risk of energy poverty. It imposes a power limit for households, ensuring minimum comfort conditions. It is triggered when a vulnerable consumer fails to pay their electricity bills and during six months electricity supply cannot be cut off.
Programa PREE and Programa PREE 5000 (PREE programme and PREE 5000 programme) <i>[since 2020 for PREE; since 2021 for PREE 5000]</i>	These programmes, managed by the IDAE, support the energy rehabilitation of existing buildings, with PREE 5000 specifically targeting small municipalities facing demographic challenges. They include priority support for vulnerable households, offering higher aid levels for buildings occupied by vulnerable groups and those affected by energy poverty including those where residents are beneficiaries of the social electricity bonus. Although the main application window closed in 2024, the programme continues to serve as a key instrument for improving energy performance.
Incentive Programme 6 for the support of RES-E thermal facilities in the residential sector <i>[since 2021]</i>	The incentive programmes, managed by IDAE and regulated by Royal Decree 477/2021 of 29 June, are aimed at the implementation of renewable thermal systems in both the residential sector and social and public housing. This programme (PI6) includes efficient technological solutions, such as heat pumps, and has a budget of €148.65 million, funded under the PRTR. It contributes to mitigating energy poverty, as its beneficiaries include non-profit organisations and other entities that provide social housing to vulnerable groups.
Programmes for the rehabilitation and promotion of social and efficient housing <i>[since 2021]</i>	Six programmes for the rehabilitation and promotion of social and energy-efficient housing, financed under the Recovery Plan, are regulated by RD 853/2021 and managed by the Ministry of Housing and Urban Agenda (MIVAU). The first five, with a total budget of €2,970 million, target the comprehensive renovation of residential buildings and dwellings at neighbourhood, building, and dwelling levels, with 510,000 initiatives planned by the end of 2026 and minimum targets of a 30% reduction in non-renewable primary energy consumption and a 7% reduction in heating and cooling demand. The sixth programme focuses on the construction of 20,000 energy-efficient social rental dwellings, with an allocation of €1,000 million.



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NATIONAL MEASURES AND ILLUSTRATIVE PRACTICES

ILLUSTRATIVE PRACTICES	DESCRIPTION
Catalonia Region – Protection from disconnection	<p>Law no. 24/2015 of Catalonia protects individuals and families facing economic vulnerability or the risk of residential exclusion from having their electricity, gas, and water supplies cut off. If a households cannot pay their utility bills or receives a cutoff notice, local social services are able to generate a report indicating that the individual is at risk of residential exclusion, helping to prevent the supply cutoff.</p>
Gipuzkoa Energy Poverty Observatory	<p>The goal of this observatory is to provide relevant, systematic, and up-to-date information about energy poverty in the province of Gipuzkoa, as well as the key measures developed to reduce or alleviate it. This information is designed to assist institutions, local entities, and all stakeholders by supplying essential resources for effective planning.</p>
EPAH Technical Assistance	<p>The Getafe Municipality and the Getafe Municipal Housing Company requested EPAH's technical assistance and received support from Ecooo Energía Ciudadana. This project contributed to reduce energy poverty throughout the creation of a local energy community with the involvement of vulnerable households. It assessed the generation of energy by photovoltaic panels installed on the roof of the city council and the potential for collective self-consumption.</p>

FURTHER READING

- [Diagnosis of energy poverty in Spain: Main results from a panel of households](#)
- [Study on Energy Consumption and Expenditure of Spanish Households](#)
- [The dark side of energy poverty: Who is underconsuming in Spain and why?](#)
- [Review of actions against energy poverty and update of indicators 2018-2024](#)
- [Report: Analysis of the distributional impact of measures to contain household energy bills](#)





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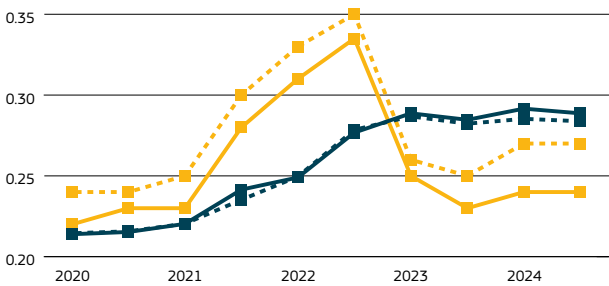
MEMBER STATE BACKGROUND

Spain is a Southwestern European country with a predominantly Mediterranean climate, characterised by hot, dry summers and mild, wet winters. The country has a population of [48,619,695 people](#). The real GDP per capita in 2024 was [27,800 euros](#), which is below the EU-27 average value (33,650 euros). Spain has a Gini coefficient of [31.2](#) (a measure of economic inequality), which is above the EU-27 average value of 29.4.

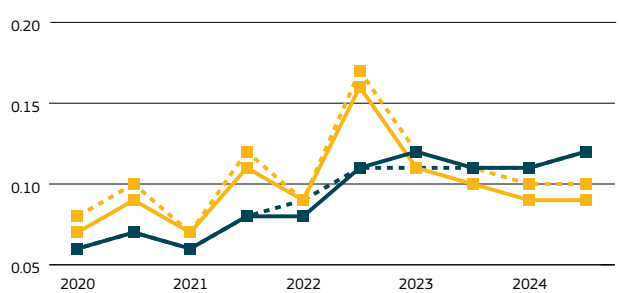
ENERGY PRICES

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

ELECTRICITY PRICES FOR HOUSEHOLD CONSUMERS

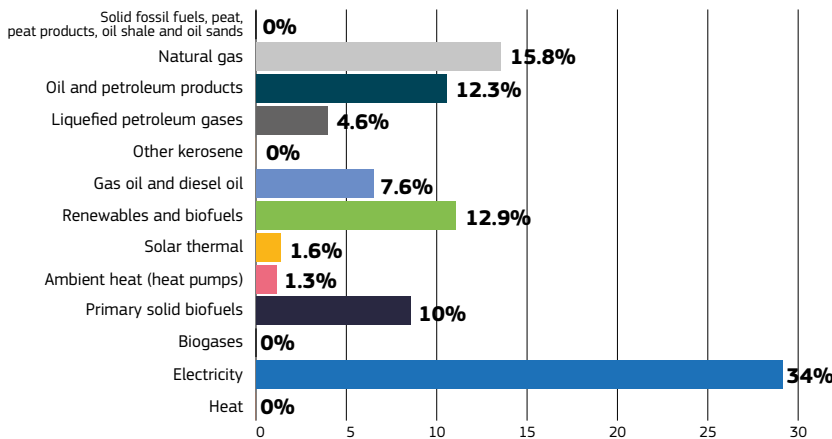


GAS PRICES FOR HOUSEHOLD CONSUMERS

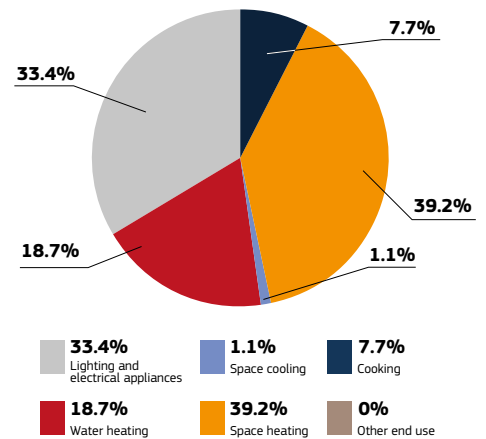


HOUSEHOLDS ENERGY CONSUMPTION

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	29%
	Low education	25%

	Rural households	13%
	Elderly households	13%
	Young households	6%
	Single parents	3%

	Migrants	18%
	Unemployed persons	9%
	Ill-health and disabilities	31%
	Tenants	26%