

NATIONAL ENERGY POVERTY DEFINITION

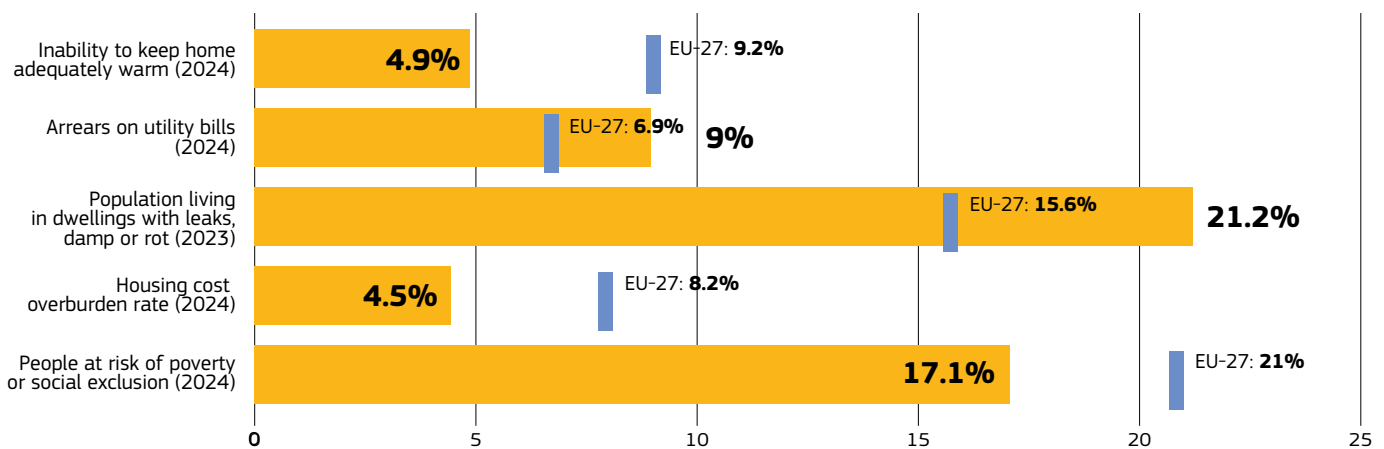
Ireland has an official definition of energy poverty.

This definition is mentioned in the [Strategy to Combat Energy Poverty 2016-2019](#) and in the [Energy Poverty Action Plan \(2022\)](#).

In this scope, energy poverty is defined as “an inability to heat or power a home adequately”.

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 Ireland, energy poverty has been measured using expenditure-based metrics, defined as the share of income a household must spend on energy. This is the official methodology adopted in Ireland by the Government's first strategy on affordable energy, published in 2011. Monitored by the [Economic and Social Research Institute \(ERSI\)](#) and mentioned in Irish policy documents, such as the [Energy Poverty Action Plan \(2022\)](#) and the [National Energy and Climate Plan for 2030 \(2024\)](#), the indicator calculates the share of households having to spend more than 10% of their income on energy (excluding energy for transport). In 2022, [ERSI](#) estimated that 29.4% of Irish households were in energy poverty. Ireland has not set official energy-poverty-reduction targets.

NATIONAL ENERGY POVERTY GOVERNANCE
KEY POLICIES ADDRESSING ENERGY POVERTY

YEAR	LAW	DESCRIPTION
2011	Warmer Homes: A Strategy for Affordable Energy in Ireland	The first national plan to tackle energy poverty. It introduced a definition of energy poverty, using the 10% expenditure threshold, and committed to improved monitoring and data. The strategy focused on reducing energy bills through large-scale retrofit programmes, financial supports, and consumer protections, being replaced in 2016 by a new strategy.
2012	Energy (Miscellaneous Provisions) Act	Section 14 of the Act establishes the Energy Efficiency Fund. In addition to financing energy efficiency projects, the Act states that the Fund may be used for the alleviation of energy poverty, making this a named objective for the use of public funds.
2016	Strategy to Combat Energy Poverty 2016-2019	Ireland's second national plan to reduce the number of households in energy poverty from 2016 to 2019. It prioritised better identification of at-risk households through improved data, monitoring and targeting. The strategy expanded and deepened energy-efficiency upgrades for low-income homes while reinforcing financial supports and consumer protections for vulnerable customers. It also strengthened cross-government coordination and local engagement to address the structural drivers of energy poverty.
2020	Long-Term Building Renovation Strategy	The LTRS highlights alleviating energy poverty as a core goal of residential retrofitting, emphasising that upgrades deliver major benefits for vulnerable households. It prioritises fully funded retrofit supports for low-income households, targeted health-focused interventions, social housing retrofits, and community-based schemes for neighbourhoods with higher vulnerability. It stresses the need to address hard-to-treat homes that disproportionately house energy-poor households.
2021	Climate Action and Low Carbon Development (Amendment) Act	Ireland's climate law that enshrines the national objective of achieving climate neutrality by 2050. Although the Act does not explicitly refer to energy poverty, it embeds a just transition obligation to ensure the shift to a low-carbon economy supports people and communities who may be adversely affected.
2022	Energy Poverty Action Plan	A cross-government, action-oriented plan for energy poverty. It builds on previous strategies to respond to the energy-price crisis. It aims both to help households immediately with energy costs and to tackle the root causes of energy poverty through renovation and structural measures. The Plan groups actions into four pillars: i) meeting the cost of energy, ii) energy efficiency / retrofit & energy empowerment, iii) research and evidence, and iv) governance and communications. The Energy Poverty Action Plan complements the Government's Roadmap for Social Inclusion 2020-2025.
2024	National Energy and Climate Plan for 2030	The NECP is Ireland's plan to meet energy and climate goals for 2030. It recognises energy poverty as a key social priority, linking with the Energy Poverty Action Plan. The NECP notes the use of the 10% expenditure metric while highlighting the need for expanded indicators. Alongside short-term income support and consumer-protection, it emphasises deep retrofits and targeted schemes as the core long-term structural solution to reducing energy poverty.
Ongoing	Social Climate Plan	Ireland is developing its Social Climate Plan. A public consultation process was conducted from September to October 2025.

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

Ireland does not have an official National Energy Poverty Observatory. The [Energy Poverty Action Plan \(2022\)](#) mentions the need for enhanced monitoring and tasks a government-led, cross-departmental Energy Poverty Steering Group with improving indicators and coordinating research. Furthermore, the [National Energy Affordability Taskforce \(NEAT\)](#) was established in May 2025 to identify, assess and implement measures to enhance energy affordability for households and businesses while delivering key renewable commitments and protecting security of supply and economic stability. It will incorporate the work of the Energy Poverty Steering Group and publish an Energy Affordability Action Plan.

EPAH ANTENNAS AND OTHER ORGANIZATIONS

EPAH Antenna: EPAH has established partnerships with stakeholders on energy poverty in all EU Member States. In Ireland, the EPAH Antenna is the South East Energy Agency (SEEA). SEEA is a non-profit, independent regional energy agency working primarily in Carlow, Kilkenny, Wexford and Waterford in Ireland. SEEA combats energy poverty by partnering in major EU and national initiatives to improve understanding, mapping and targeted action for vulnerable households, working closely with local authorities and communities.

Website: <https://southeastenergy.ie>. Contact: dewi@southeastenergy.ie. 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
Fuel Allowance <i>[since 1988]</i>	<p>Long-standing national payment to help low-income households with heating costs during the winter season (around €33/week for 28 weeks in 2024/25). Targeted at older people and long-term social-welfare recipients who meet income and household composition criteria. From January 2026, the payment increased by more than 15%, supporting over 450,000 recipients and was expanded to include beneficiaries of the Working Family Payment, providing support to circa 43,000 additional households.</p>
Warmer Homes Scheme <i>[since 2001]</i>	<p>Administered by the Sustainable Energy Authority of Ireland (SEAI), it provides fully funded home energy upgrades at no cost to eligible homeowners who receive certain qualifying social welfare payments. Eligible measures include insulation (attic, cavity and wall), draught proofing and secondary works, and in some cases renewable heating systems and window upgrades, with the specific upgrades recommended based on a survey of the home. The scheme is expressly designed for low-income households who otherwise could not afford energy-efficiency improvements.</p>
Warmth and Wellbeing Scheme <i>[2016-2022]</i>	<p>A pilot initiative explicitly designed to improve the health and living conditions of people at risk of energy poverty and living with chronic respiratory conditions. Established in 2016, it was led by the Department of Climate, Energy and the Environment in partnership with the Department of Health, the SEAI and the Health Service Executive, and provided free, extensive energy efficiency upgrades to eligible homes in a targeted pilot area. The public-health teams identified and supported participants, and the scheme included follow-up evaluation of health and wellbeing outcomes.</p>
Individual Energy Grants <i>[at least since 2021]</i>	<p>A SEAI programme that helps homeowners and certain other property owners pay for energy efficiency and renewable energy measures. These grants provide funding for individual improvements such as attic insulation, wall insulation, heat pump systems, heating controls, solar PV and solar thermal installations, with maximum grant amounts set for each type of upgrade. Applicants must apply before starting work, use registered contractors or a One Stop Shop, and the grant is paid once the work is completed and verified.</p>
Complete home upgrade to minimum B2 BER <i>[since 2022]</i>	<p>Under this SEAI scheme, homeowners, private landlords and approved housing bodies can apply for a grant to support a comprehensive set of energy efficiency and renewable measures that together bring a home up to a minimum Building Energy Rating (BER) of B2 or better. The upgrades are fully managed by a One Stop Shop, and the grant funding is deducted from the cost of works upfront.</p>
SEAI Community Grant <i>[since 2017]</i>	<p>The SEAI Community Grant programme provides capital funding and support for energy efficiency and renewable energy projects that benefit whole communities. Projects are managed by registered SEAI project coordinators and are expected to deliver tangible local benefits. Since 2019, the programme has awarded over €100 million in grants.</p>
<p>Support through the Commission for Regulation of Utilities (CRU) and the Money Advice and Budgeting Service (MABS) <i>[since early 2000s]</i></p>	<p>The CRU provides support to energy consumers by overseeing fair billing, protecting vulnerable households, and offering guidance on managing energy accounts, including information on disconnections, arrears, and payment plans. The CRU carries out an annual review of customer protection measures and, since 2022, it has introduced disconnection moratorium, reduced debt repayments, discounted tariffs for customers on financial hardship meters, and vulnerable customer register. The MABS complements this by offering free, independent, and confidential advice to households struggling with energy bills, helping them budget, access dedicated hardship funds in collaboration with energy suppliers, and manage debt.</p>

NATIONAL MEASURES AND ILLUSTRATIVE PRACTICES

ILLUSTRATIVE PRACTICES	DESCRIPTION
Irish Energy Poverty Observatory (IREPO)	A SEAI-funded research and data platform being developed to provide a comprehensive, data-driven understanding of energy poverty in Ireland. It is led by researchers at the International Energy Research Centre (IERC) at Tyndall National Institute in collaboration multiple partners. The observatory aims to integrate diverse datasets, including surveys, census and historical data, into a federated database, and to use AI and machine-learning methods to analyse complex patterns, risk factors and impacts of energy poverty.
Galway Energy Cooperative	The Galway Energy Cooperative is a community-owned, member-led organisation in Ireland that promotes local renewable energy and energy-efficiency initiatives. It addresses energy poverty by providing free advice and guidance to households on reducing energy costs, improving home energy efficiency, and accessing retrofit opportunities. The cooperative also facilitates community-led projects, helping residents collectively plan and implement energy upgrades, particularly in low-income or vulnerable areas.
EPAH Technical Assistance	The South Dublin County Council applied to EPAH's technical assistance programme and received expert support from the University College Cork. The project focused on the health and wellbeing risks of energy poverty in North Clondalkin and Tallaght. It developed and implemented an engagement plan focusing on health, analysed data, provided recommendations on measures, and supplied households with energy-saving devices. In 2023-2024, 37 households were recruited for the programme which has since secured budget for a longer-period and for replication in other areas.

FURTHER READING

- [National Energy Affordability Taskforce Interim Report 2025](#)
- [Energy Poverty Action Plan Annual Report 2022-2023](#)
- [Energy poverty in Ireland: Analysis of 2023 data from the Behavioural Energy and Travel Tracker](#)
- [Energy poverty and deprivation in Ireland](#)
- [Evaluation of the 'Warmth & Wellbeing' scheme on health and wellbeing: Final report to the Department of the Environment, Climate and Communications, Government of Ireland](#)

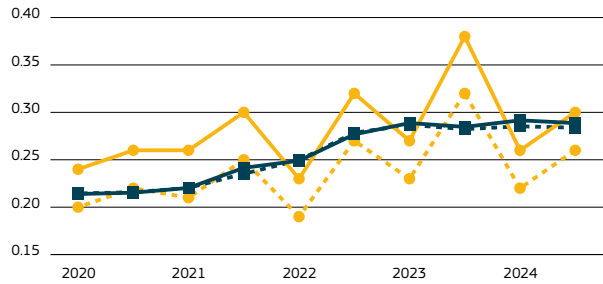
MEMBER STATE BACKGROUND

Ireland is a country in Western Europe with a predominantly temperate oceanic climate. The country has a population of [5,351,681 people](#). The real GDP per capita in 2024 was [88,600 euros](#), which is above the EU-27 average value (33,650 euros). Ireland has a Gini coefficient of [26.4](#) (a measure of economic inequality), which is below the EU-27 average value of 29.4.

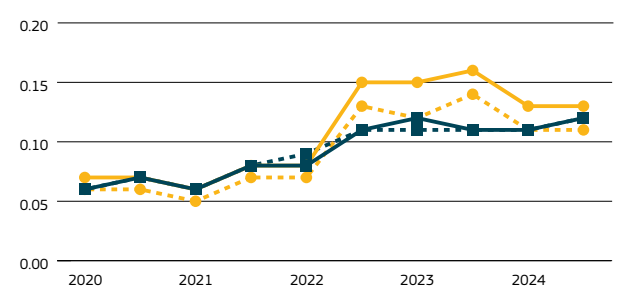
ENERGY PRICES

Legend: Ireland (in EURO) - solid yellow line, Ireland (in PPP) - dashed yellow line, EU-27 (in EURO) - solid dark blue line, EU-27 (in PPP) - dashed dark blue line.

ELECTRICITY PRICES FOR HOUSEHOLD CONSUMERS

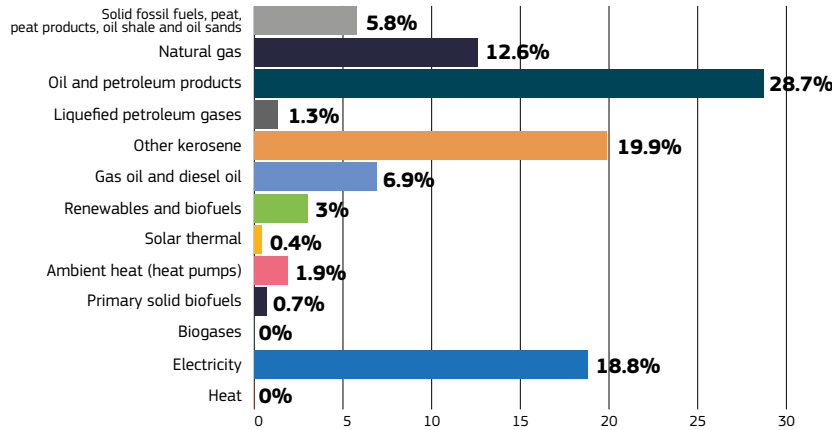


GAS PRICES FOR HOUSEHOLD CONSUMERS

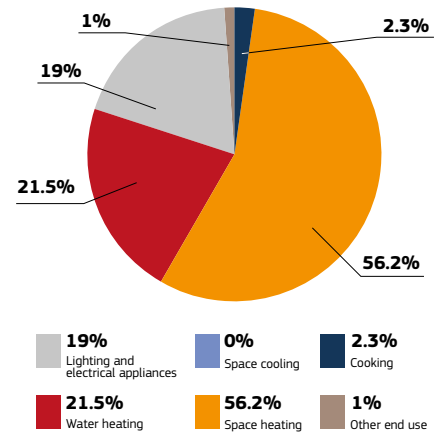


HOUSEHOLDS ENERGY CONSUMPTION

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	25%
	Low education	11%

	Rural households	45%
	Elderly households	11%
	Young households	8%
	Single parents	6%

	Migrants	23%
	Unemployed persons	3%
	Ill-health and disabilities	21%
	Tenants	31%