



closing gaps in European social citizenship

***Diversity and change in citizenship: mapping
poverty in Europe***

EUROSHIP Working Paper No. 2

June 2021

András Gábos
Zsófia Tomka
István György Tóth



This project has received funding from the European Union's Horizon 2020 research and innovation programme under grant agreement No 870698. The opinions published in this deliverable only reflect the authors' view. The Agency and the Commission are not responsible for any use that may be made of the information it contains.

EUROSHIP Working Papers are outputs from EUROSHIP project (euroship-research.eu). The series is edited by the project coordinator Professor Rune Halvorsen. The working papers in the series are intended to meet the European Commission's expected impact from the project:

- i) to advance the knowledge base that underpins the formulation and implementation of relevant policies in Europe with the aim of exercising the EU social rights as an integral part of EU citizenship and promoting upward convergence, and
- ii) to engage with relevant communities, stakeholders and practitioners in the research with a view to supporting social protection policies in Europe. Contributions to a dialogue about these results can be made through the project website euroship-research.eu, or by following us on Twitter: @EUROSHIP_EU.

To cite this report:

Gábos A, Tomka Z, Tóth I (2021) Diversity and change in citizenship: mapping poverty in Europe. EUROSHIP Working Paper No. 2. Oslo: Oslo Metropolitan University. DOI: <https://doi.org/10.6084/m9.figshare.14617533>. Available at: <https://euroship-research.eu/publications>.

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The original version of this working paper was submitted to the European Commission's Research Executive Agency (REA) as EUROSHIP Deliverable 3.2 in March 2021.

Authors

[András Gábos](#), TÁRKI Social Research Institute, Hungary

[Zsófia Tomka](#), TÁRKI Social Research Institute, Hungary

[István György Tóth](#), TÁRKI Social Research Institute, Hungary

Abstract

As an attempt to provide a cross-national quantitative analysis of social citizenship, this paper calculates three indicators of poverty and social exclusion by sex and education, benchmarked at both national and European levels. The observed indicators are (i) the poverty threshold, (ii) the at-risk-of-poverty rate and (iii) the relative median poverty gap. Results are presented for all EU member states (as well as for Iceland, Norway, Switzerland, and Serbia) and for four points in time: 2005, 2009, 2013 and 2017.

Huge differences in standards of living across the member states (mainly between East/South and West/North) are reflected in the comparisons of national poverty thresholds to the pan-European poverty line. However, a convergence in median incomes of the Eastern countries to the rest of the EU can be observed between 2005 and 2017 (interrupted, but overall not reversed by the Great Recession). At the national level, poverty rates for women tend to be higher than for men and the also tend to be higher for low-educated people than for highly educated, while poverty is deeper for men than for women, as well as for low-educated than for highly educated. Relative median poverty gaps defined at the pan-European level, similarly to the poverty rates at the pan-European level, show less variation by both gender and education compared to national-level results.

Further research should aim to improve a development of indicators and of the data infrastructure as well. For the indicators, extensions to measures beyond income seems a necessity. Better coverage at the NUTS-2 regional level (most notably, in case of both EU-SILC and EU-LFS) could also help.

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List of abbreviations

Countries

AT	Austria
BE	Belgium
BG	Bulgaria
CY	Cyprus
CZ	Czechia
DE	Germany
DK	Denmark
EE	Estonia
EL	Greece
ES	Spain
FI	Finland
FR	France
HR	Croatia
HU	Hungary
IE	Ireland
IT	Italy
LT	Lithuania
LU	Luxembourg
LV	Latvia
MT	Malta
NL	Netherlands
PL	Poland
PT	Portugal
RO	Romania
SE	Sweden
SI	Slovenia
SK	Slovakia
UK	United Kingdom
IS	Iceland
NO	Norway
CH	Switzerland
RS	Serbia

1 Introduction: research question and structure of the paper

This paper provides a quantitative analysis of selected indicators of poverty and social exclusion, in the context of social citizenship, an area that is especially difficult to quantify. The literature (Halvorsen et al. 2017; Halvorsen, et al. 2018; Eggers, Grages and Pfau-Effinger 2019) defines three essential dimensions of social citizenship:

- *security* (i.e. being protected against major life risks and contingencies such as poverty, disabilities, illness, and care needs),
- *autonomy* (i.e. citizens remain in the position to define their needs, exercise choice to pursue the life they value) and
- *influence* (i.e. being able, both individually and through citizens' groups and organizations, to participate in deliberation and decision-making processes affecting the framework of their own lives).

Box 1. The EUROSHIP project ...

... aims to provide new, gender-sensitive, comparative knowledge about the effectiveness of changing social protection policies targeted at reducing poverty and social exclusion in Europe. To achieve that, EUROSHIP combines diverse methods, data and disciplines in innovative ways, among which quantitative analyses of comparative micro-data is one of the four methods applied (together with coordinated life-course interviews with low-skilled and low-income women and men; focus forums with national stakeholders; and policy analyses based on document reviews and semi-structured expert interviews).

While other parts of the EUROSHIP project (see Box 1) are less restrictive in the initial definitions of social citizenship, in what follows, we restrict our attention to the security dimension¹: we deal with the availability of material resources (for households and individuals), specifically income, which may secure decent living conditions for citizens of European societies. We focus on three indicators: (i) the poverty threshold indicates a proxy for the level of security, (ii) the at-risk-of-poverty rate counts all citizens below the chosen threshold, while (iii) the relative median poverty gap quantifies the efforts needed to enhance citizens' position in the security dimensions to a level which is seen as adequate in the society.

The security dimension and the ways modern welfare states can provide decent income to all citizens, including the most vulnerable, are in the focus of social policy research. A book edited by Cantillon, Goedemé, and Hills (2019) discusses the topic in relation to the European Union's efforts in the field that also face the trade-off between providing incentives for work and providing adequate minimum income schemes. This trade-off is important when focusing on the poverty gap as an indicator, but also on the adequacy of the minimum income schemes at either national or European (Cantillon, Marchal and Luigjes 2019) level. Collado et al. (2019) estimated the cost of closing the poverty gap. Overall, they found that taking into account that the work incentives should be maintained at the bottom of the income distribution would be around two times the cost of just lifting all incomes to the level of the poverty threshold (in other words, eliminating the relative median poverty gap). This result warns about the high cost of poverty reduction policies, as well as the trade-offs between guaranteeing decent incomes for the poor and maintaining effective work incentives (Collado et al, 2019: 235-236).

There are some further aspects we aim to discuss before starting our analysis.

- First, the benchmarks against which the security of households and individuals are contrasted can be set at the community, regional, country, and European levels. While being able to live a decent life can also be defined at the community level, most analyses – derived from the fact that social policy resources and decision-making powers are most often concentrated on the national level – use national benchmarks for measuring poverty and social exclusion. However, considering the European Union's aspiration to coordinate member states' efforts in the field,

¹ The security dimension, though, may also have direct links to other dimensions of social citizenship: subjective perceptions of poverty or deprivation (that are questions, which the project tap into the life-course interviews), intersect also with the autonomy dimension of citizenship in EUROSHIP's analytical framework.

the concept of European citizenship provides a relevant frame for analysis. Hence, in our analyses below, we also experiment with pan-European benchmarks to reveal how national contingencies in relation to poverty compare if we assume that all European societies belong to a single all-European society).

- Second, the notion of social citizenship (especially when the opportunity to exercise it is concerned) should, ultimately, be fully distributive. That is, it should relate to every individual separately, in his or her own personal capacities. However, for both policy and statistical purposes, we are concerned, with the social citizenship of groups defined by their group-creating characteristics (like gender, education level, the type of settlement they live in, etc.). At the same time, when shifting to a higher category of aggregation, we have to acknowledge that every group has some degree of internal variance as well (being categorized into a certain age group may reveal commonalities in the needs of individuals, but it may also hide internal heterogeneities within that group). We can therefore focus on between-group variance by the chosen dimensions, but we should never forget that internal, within-group variance continues to exist. The higher the aggregation level of the grouping category, the larger the within-group variance that can emerge.

We organize our analysis around the following topics:

- presentation of similarities and heterogeneities in social citizenship defined as security (command over resources needed to pursue a decent life), assessed against various benchmarks in a nested structure of social groups, regions, nations, and of Europe as a whole;
- presentation of these results as a cross-sectional comparison at a certain point in time (2017, the year for which we have the most recent reliable EU-SILC data available, with full coverage of EU member states, plus Iceland, Norway, Switzerland, and Serbia), as well as
- over-time comparisons for the years of 2005, 2009, 2013, and 2017, allowing for an analysis of time trends spanning the pre-crisis years, the outbreak of the global financial and economic crisis in 2008, the year when the negative social effects of the crisis peaked in many European countries, followed by the recovery period until 2017.

Proceeding in this way, we hope to contribute to the corpus of existing literature in the fields of statistics, sociology, and economics on the incidence of poverty at various levels nested into each other. Most notably, our results will add to the literature on the meaning and policy relevance of a pan-European poverty threshold, which has some common themes that are largely interrelated but can be divided into two broad topics.

The first topic relates to the change in cross-country differences in the well-being of European citizens over time. When talking about macro comparisons, this approach aims to understand the successes and failures of the EU as a convergence machine. Being perhaps the most common theme of international comparisons, many papers carrying out pan-European welfare comparisons emphasize the EU's goal of upward convergence and of eradicating regional disparities (e.g. Kangas and Ritakallio 2007; Brandolini 2007; Fahey 2007). In this view, pan-European thresholds are necessary for us to be able to judge where this process is currently at. This debate has special relevance for understanding the process of EU enlargement and the specific paths that were taken by old and new member states following the enlargement of the EU towards the East. Regional disparities between the East and the West are long-standing, but should not necessarily be taken for granted.² Papers on these trends often mention, on the one hand, that the enlargement of the EU led to greater heterogeneity in living standards (with the consequence that when it comes to measurement of poverty on the national level³), and, on the other hand, that new member states are aspiring to “catch up” to the standard of

² A recent account of macro (GDP, aggregate income and labour market trends) and micro (household income, well-being, life expectancy, etc.) measures can be found in Fischer and Strauss (2020).

³ “[...] a country such as Ireland performs poorly in comparison with a number of the New Member States, despite enjoying obvious advantages in terms of material living standards” (Whelan and Maître, 2010: 2).

living in the EU-15. Despite the dynamics of convergence and the – slow, but ongoing – closure of the gap measured in macro aggregates (see Goedemé, Trindade and Vandenbroucke 2019; Goedemé and Collado 2016; Dauderstädt 2018; Brandolini and Rosolia 2019), concerns over increasing inequality in the EU are also on the rise (Bönke and Schröder 2015). The careful analysis and interpretation of a pan-European poverty rate in addition to a national one can help in monitoring these developments as well as in solving empirical and policy issues arising from inequality across regions.

The second topic is connected to the notions of relative deprivation and reference groups. As Goedemé and Rottiers (2011) point out, the process of increased within-EU heterogeneity in terms of affluence poses a problem with regard to how EU citizens evaluate their circumstances. “Another group of authors⁴ argues in favour of additional, European-wide poverty indicators by using a different kind of reasoning. They contend that the group of persons with whom we compare our living standard, i.e. the reference group, is of crucial importance for the measurement of poverty [...]. These authors claim that, previously, this reference group was primarily national, whereas reference groups have to a large extent Europeanised” (Goedemé and Rottiers, 2011: 79).

However, it is important to note that some studies have found that the process of Europeanization of reference groups described above seems to be limited. Whelan and Maître stress that even though European reference groups “do influence the manner in which people experience their economic situation”, “the evidence suggests that [they] are of significantly less consequence than their national counterparts” (2009a: 304). Additionally, even though it can be confirmed that (i) there exists a relationship between material deprivation and subjective economic stress on the national level and (ii) those who are at the bottom of the income distribution in richer countries have lower deprivation and economic stress levels than those towards the top of the distribution in poorer countries, this is not enough to prove a causal relationship between deprivation and subjective stress on the European level (Whelan and Maître 2009b). As Berthoud (2012: 4) highlights, “reference groups may be partly framed by within-country comparisons, and partly by between-country comparisons, rather than entirely one or entirely the other”. Therefore, while a pan-European approach is necessary for the reasons described above, an analysis of European poverty has to take into account the national level as well.

Our findings below add to our knowledge about the statistical and policy relevance of working out and analysing pan-European poverty thresholds, and the consequences of their use. They take us further in understanding social cohesion and inclusion in a broader context. While the use of national poverty rates does have instrumental value in the debates about the need for greater social cohesion and social inclusion policies nationally, it is also important to recognize that the use of pan-European benchmarks becomes increasingly important for the design of policies on the EU level.

The paper is organized as follows. Section 2 explores the data and methods used. It describes the definition and calculation of indicators and data sources by explaining the basic conceptual framework of our measures. Section 3 presents the general results of cross-country and over-time comparisons of income levels, poverty rates, and poverty gaps at levels set by the national and pan-European thresholds. Section 4 provides group-specific results by sex, educational attainment, and – where data allows – regions. Section 5 concludes and formulates recommendations for policies and further research.

Box 2. Calculation of equivalence scales

In case the number of adult household members (defined as those aged 14 and above) was at least 1, the scale assigned 1 to the first adult, plus 0.5 to every additional adult, as well as 0.3 to every child: $equiv_sc = 1 + (hnr_adult - 1) * 0.5 + hnr_child * 0.3$ if $hnr_adult \geq 1$

In case the number of adults was smaller than 1, the scale assigned 1 to the first child plus 0.3 to every additional child: $equiv_sc = 1 + (hnr_child - 1) * 0.3$ if $hnr_adult < 1$. Finally, we divided the household disposable income by the equivalence scale: $income_eq = hhdisp / equiv_sc$.

⁴ Goedemé and Rottiers (2011) refer here to Delhey and Kohler (2006), Fahey (2007) and Förster, Tarcali and Till (2004).

2 Data and methods

In this section, we provide definitions to and describe the calculations of the indicators we use. First, however, we provide a short description of the sources, merits, and potential deficiencies of the data we use for the analysis.

The data we use comes from the European Union Statistics on Income and Living Conditions (EU-SILC). The cross-sectional dataset includes microdata on income, poverty, social exclusion, and living conditions from all EU countries as well as the UK, Iceland, Norway, Switzerland, and Serbia. Data collection is conducted yearly, with the starting point being 2003 with six participating countries, and a comprehensive legal framework having been implemented in 2004. In this paper, we look at four waves, those of 2005, 2009, 2013, and 2017. It is important to note here that not all 32 countries participate in every wave. Data is not available for Bulgaria, Croatia, Malta, Romania, Switzerland, and Serbia in 2005, for Croatia and Serbia in 2009, as well as for Iceland in 2017. Apart from country-level data, we also included calculations for three different breakdowns: sex, attained level of education, and NUTS-1 region. Unfortunately, as our previous results have shown, in the case of EU-SILC, indicators can be calculated in a reliable way for some vulnerable groups, but there are also breakdowns for which this is not possible due to the number of observations being too small (Gábos et al., 2021). For example, „*persons with low education and persons with disabilities/impairment* [...] tend to have the highest number of observations across countries and over time, while estimates for *migrants* and *persons with migrant background* are less reliable and largely country-dependent” (Gábos et al., 2021: 27). For this reason, even though intersectionality is one of the areas of focus of the EUROSHIP project, we did not include more groups or went below this level of analysis.

Information on income included in the EU-SILC database is extracted both from administrative data (mostly tax registers) and via interviews, with wide cross-country variation in practice. This may lead to differences in the constructed income variable’s distribution. One problem we faced during the analysis was that in countries where register data is used⁵, income values of or less than 0 were more common, as well as that, overall, the lower and higher tails of the distribution were better represented.

During the analysis, the main variable on which we based our indicators was an equivalised household income variable. In the EU-SILC database, income is measured on the household level. The income reference period is 12 months in order to reflect the current economic well-being of a household, but also to even out some of the fluctuations which measuring a shorter (e.g. monthly) period would be subject to. As a starting point, we used the total disposable household income variable included in the database. In order to arrive at the equivalised measure, which we could then look at on the individual level, we used equivalence scales as defined in Box 2.

Additionally, to achieve comparability across countries and over time, we expressed income using PPPs (purchasing power parities) as well as inflation weights. For this, we used the syntaxes written by Mack, Lange, and Ponomarenko (2021), provided on the website of GESIS. Finally, when calculating standard errors for indicators, we took into account the fact that the choice of sample design variables affects standard error values, because of the complex sample design of EU-SILC, which differs in participating countries. Therefore, we used syntaxes by Tim Goedemé (2013) which created two new sample design variables (*psu1* for primary sampling units and *strata1* for primary strata) instead of those provided in

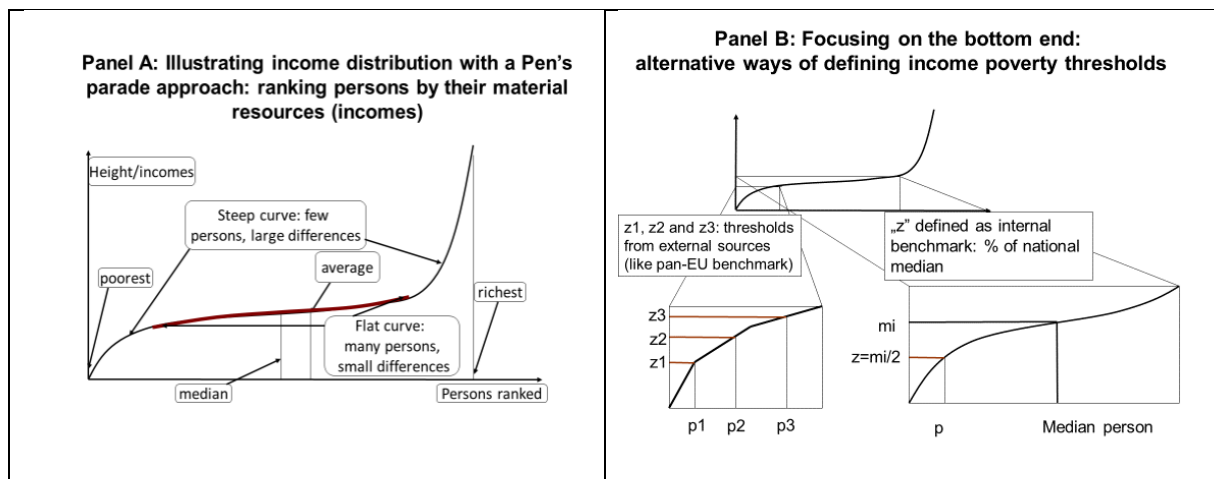
⁵ The list of register countries was already long in 2010 (Jäntti, Törmälehto and Marlier 2013), including Denmark, Finland, Iceland, the Netherlands, Norway and Slovenia. Other countries (including France, Italy, Latvia, Switzerland and Ireland) were in transition at that time, while Austria and Sweden were planning to switch to the use of administrative data for income.

the EU-SILC data file, which yield more accurate results in terms of standard errors and confidence intervals.

We start illustrating the poverty concepts we use in this paper with the so-called *Pen's parade* approach – a visual representation of all incomes ranked by their size – to illustrate the (British) income distribution (Pen 1971). The shape of the distribution (the “skyline” of the “gym rank order”) looks very similar everywhere: large variance, with even negative heights at the bottom, followed by a large number of people with very similar income levels in the middle and very large variance at the top, with some extreme values at the very end of the parade (Figure 1). Poverty rates can be calculated from the distribution (taking x percentage of the median income) or they can be applied from an external source (taken, for example, from a different distribution).

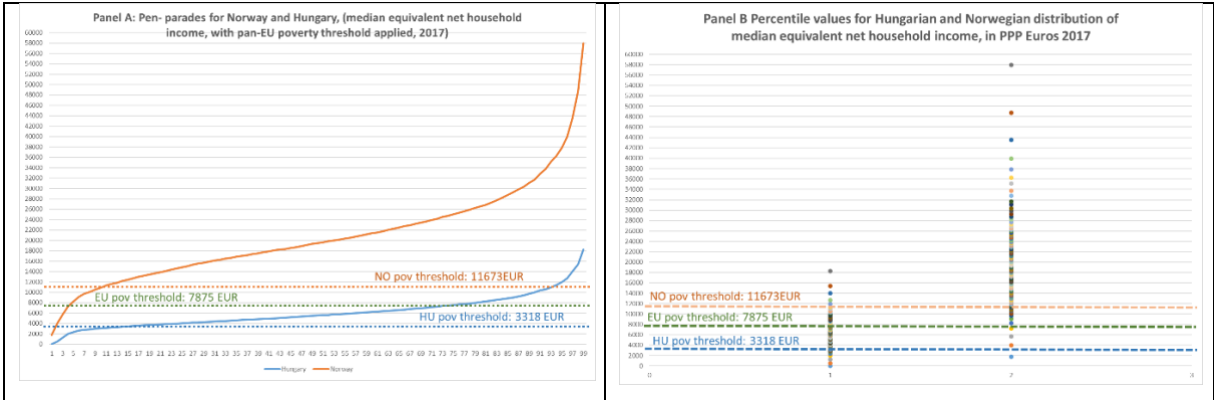
One should note that it is not only the rate of poverty that may differ across countries but also the depth of poverty, depending on the presence of negative or zero incomes at the bottom end (which might or might not correspond to the actual poverty of the household) and on the shape of the distribution within the poverty group. In what follows, we measure the depths of poverty by the relative median poverty gap (i.e. the difference between the poverty threshold and the median of the incomes below the threshold in question).

Figure 1 Pen parade illustration of national and European poverty rates



An example of a parade as described above is given in Figure 2 below for two countries, A and B, differing in the level of incomes owned by their citizens. In country A (calculated for Norway), the level of income is generally much higher than in country B (Hungary), even if we use Purchasing Power Parities. The poverty threshold is defined as 60 percent of the median incomes of the various distributions. The median of the joint distribution of the country pool can be defined as the base of calculation for the poverty threshold at the highest level here. If all the data points for the individuals from the 28 separate datasets (representing the 28 countries) were pooled together, the 60 percent of their median income can be defined as the pan-European poverty threshold. This was applied to the Norwegian and Hungarian distributions presented below as well. Panel B illustrates percentile cut-points for Norway and Hungary, respectively. A detailed comparison would reveal from this that the median of the Hungarian distribution (EUR 5,531) roughly compares to the 3rd percentile of the Norwegian distribution (EUR 5,712) and that the Norwegian median (EUR 19,455) is somewhat higher than the 99th percentile of the Hungarian distribution (EUR 18,255).

Figure 2 Pen parades and poverty rates for Norway and Hungary, 2017 (truncated by bottom and top 1%)



Source: own calculations based on EU-SILC database (released on 1/9/2019).

3 General results across countries and over time (poverty threshold, poverty rate, poverty gap, using national and EU thresholds)

Box 3. Poverty indicators

The indicators we calculated based on the income variable were the following.

EU poverty threshold: defined as 60% of the EU-wide median equivalised disposable income.

Calculation: $EU_threshold = EU_median_income * 0.6$

National poverty thresholds: defined as 60% of the respective national median equivalised net income.

Calculation: $nat_threshold = nat_median_income * 0.6$

Coefficient of variation of national poverty thresholds: defined as the ratio of the standard deviation of the national poverty thresholds to the mean, expressed in percentages.

Calculation: $COV = SD_nat_threshold / mean_nat_threshold * 100$

Pan-European poverty rate: defined as the percentage of persons whose income falls below the European poverty threshold.

Calculation: $EU_poor \text{ if } income_ppp < EU_threshold$

National poverty rate: defined as the percentage of persons whose income falls below the national poverty threshold.

Calculation: $nat_poor \text{ if } income_ppp < nat_threshold$

Pan-European relative median poverty gap: defined as the distance between the median equivalised disposable income of persons below the European poverty threshold and the poverty threshold itself, expressed as a percentage of the poverty threshold.

Calculation: $EU_povgap = (EU_threshold - median_eu_poor) / EU_threshold$

National relative median poverty gap: defined as the distance between the median income of persons below the national poverty threshold and the poverty threshold itself, expressed as a percentage of the poverty threshold.

Calculation: $nat_povgap = (EU_threshold - median_eu_poor) / EU_threshold$

Note. Even though we included some non-EU countries in our analysis as well, here, the terms pan-European and European refer to aggregate measures based on data for the countries of the European Union (e.g. the pan-European poverty rate is based on the EU poverty threshold, but was calculated for non-EU countries as well).

In what follows, we start our analysis with levels of incomes and poverty thresholds at the national and European levels), for the most recent available year of the EU-SILC (2017). We define pan-European poverty thresholds as the 60 percent of the median value of the equivalent net household incomes of all European Union citizens (that is, citizens of countries that were EU member states at the time of the data collection). For the calculation, we use an all-European pooled and weighted dataset – as if everyone in the national samples was a member of the same European society. Data for non-EU member states like Norway, Switzerland, and a candidate country (Republic of Serbia) are also represented, but they are not included in the calculation of the EU median. The same holds for countries which, in some of the examined years were not members of the EU at the time of the survey (e.g. Croatia, Bulgaria, and Romania in 2005 and Croatia in 2009. For national-level calculations, we define the poverty threshold at 60 percent of the national median equivalised disposable incomes as it is commonly used elsewhere in the literature.

Following the discussion of the poverty thresholds, we move to the analysis of the national and pan-European poverty rates, defined as the ratio of people living on incomes below the national and European thresholds, respectively. We conclude this chapter with the analysis of the poverty gaps (i.e. the depth of the

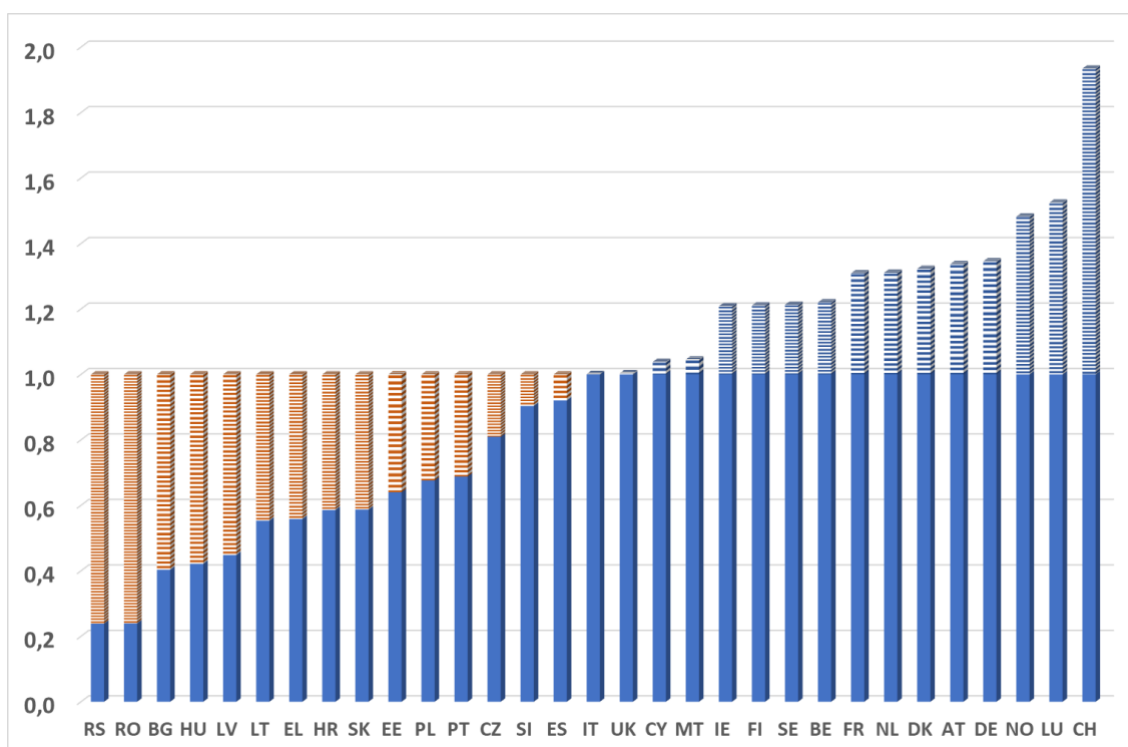
shortfall of incomes of the poor as compared to the respective thresholds).

3.1 Adequate levels of income security: the poverty threshold

We first present differential levels of country medians – as compared to the EU medians, the latter value being calculated from a weighted all-European pooled EU-SILC survey from the year 2017. Figure 3 on the income gap compared to the EU benchmark illustrates the huge differences in median

equivalised net incomes, as compared to the European median. It is only Greece and Portugal that appear in-between the range of Central and Eastern European (CEE) countries which are below the EU median. The fact that Croatia, Slovakia, Estonia, and Poland already surpassed the level of Greece and the income levels in Czechia and Slovenia already surpassed the Portuguese levels is a relatively new development (by and large it is a consequence of the differential effects of the 2008-2009 crisis, but it also relates to a broader convergence process taking place in CEE). At the other extreme is Switzerland (with a value of almost twice the EU median), followed by Luxemburg and Norway – both around 50 percent above the median. The huge cross-country variance hints at how social citizenship should be understood in a European context: there exist large between-country variance that should be contextualized when cross-country comparisons of material security are presented and interpreted.

Figure 3 National poverty threshold (60% of the median net equivalised household incomes at the national level) relative to the pan-European poverty threshold (60% of the European median net equivalised household income), EU-28, Norway, Switzerland, and Serbia, 2017

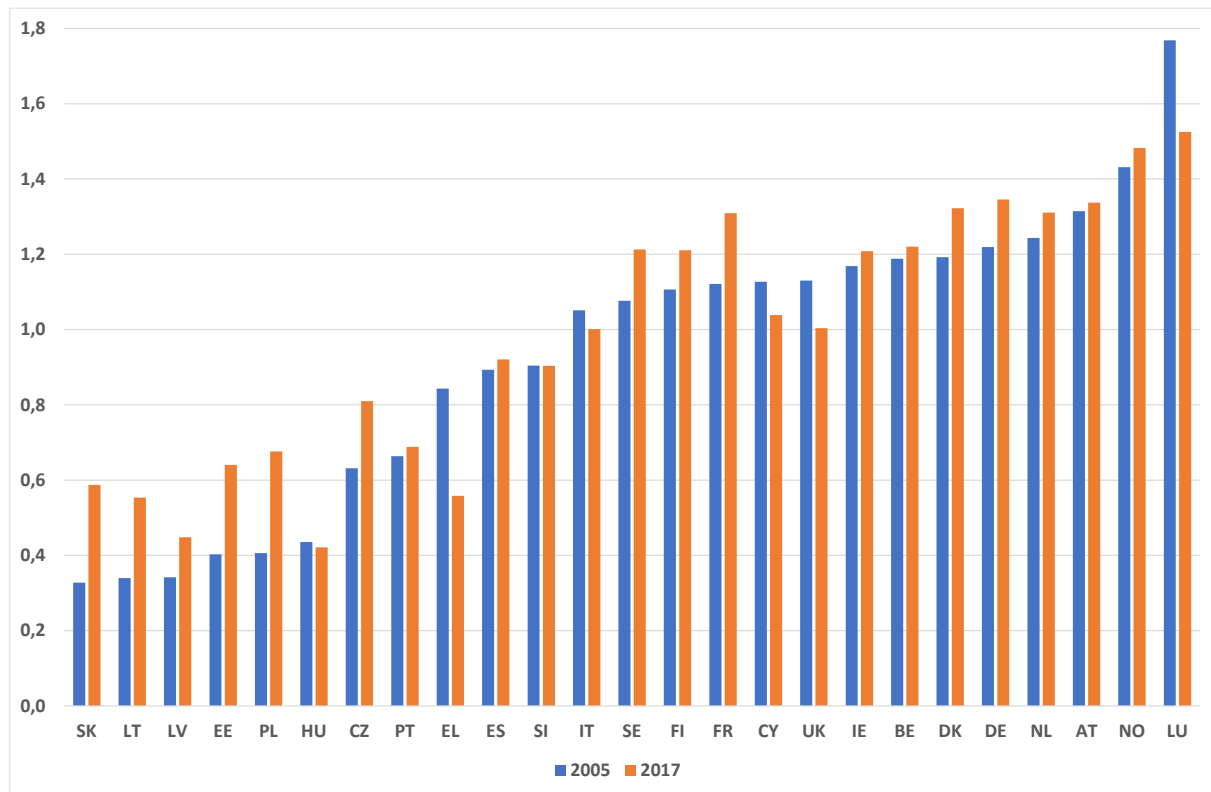


Source: own calculations based on EU-SILC database (released on 1/9/2019).

Notes. For countries where the threshold is below the pan-European one, the orange shading shows the „deficit“. For countries where the threshold is above the pan-European one, blue shading shows the „excess“.

Turning to the over-time performance of the “convergence machine”, a comparison of 2005 and 2017 figures shows a massive catch-up process in some CEE countries (in Slovakia, Lithuania, Estonia, Poland, as well as a somewhat smaller but still significant relative growth in Latvia and Czechia (Figure 4.). Hungary seems to have been stagnating over the period and there were massive relative losses in Greece and (somewhat surprisingly) in Luxembourg, while countries like the UK and Cyprus also shrunk a bit. This trend obviously had consequences for the perceptions of poverty dynamics within the countries. Details of this process for the intermediate years of the entire period can be found in the Annex.

Figure 4 The evolution of the national poverty thresholds relative to the pan-European benchmark, EU-28, and Norway, 2005 and 2017



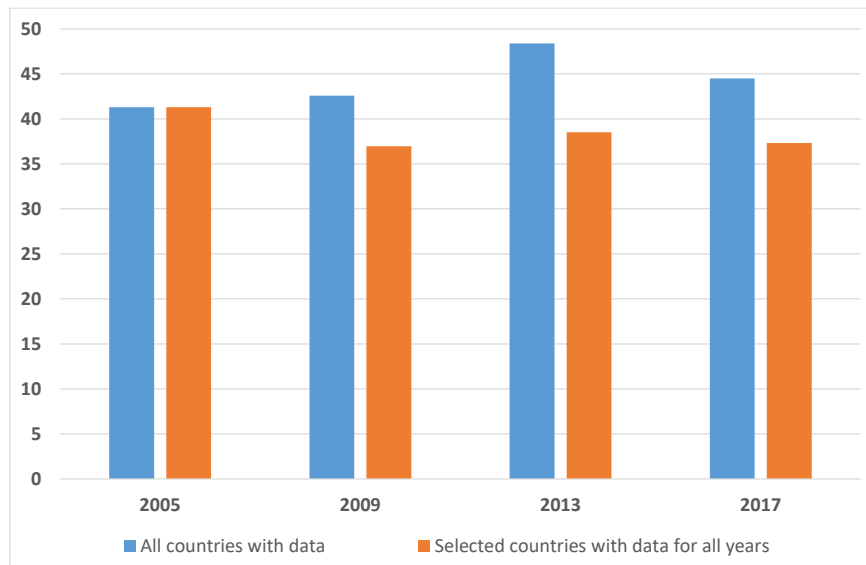
Source: own calculations based on EU-SILC database (released on 1/9/2019).

Notes. Bulgaria, Croatia, Cyprus, Malta, and Romania are missing from EU-28, not being part of the 2005 database.

In order to understand the nature of the convergence process, we used the σ -convergence concept (Monfort 2008), which refers to a reduction of disparities among regions in time. We calculated the coefficient of variation of the national median incomes (unweighted) for 2005, 2009, 2013, and 2017 for countries we had data for in a given year and, separately, for countries for which we had data in all examined years. This comparison can illustrate broader tendencies in the social development of the European Union. When looking at the coefficient of variation (i.e. the standard deviation of the country-level median values normalized to the mean, see Box 3) one can see a decline in variance across the observed years when calculated for the same country universe – indicating convergence in progress. However, when all countries are considered (due to increased data coverage for the given years), the value of the coefficient of variation gets larger – again, as it can be expected.⁶

⁶ Research relying on β -convergence methods and considering GDP per capita as indicator (Alcidi et al. 2018, ECB 2015) suggests that poorer member states and poorer regions have been converging towards a higher level of GDP per capita since 2000. Further, σ -convergence methods indicate that a convergence took place between 2000 and 2009 at national level and has stagnated since then (even showing some diverging patterns). Alcidi et al. (2018) also highlight that convergence at national level has been stronger than at regional level.

Figure 5 Coefficient of variation of national median net equivalent household incomes, in cross-section and in panel perspective, 2005-2017



Source: own calculations based on EU-SILC database (released on 1/9/2019).

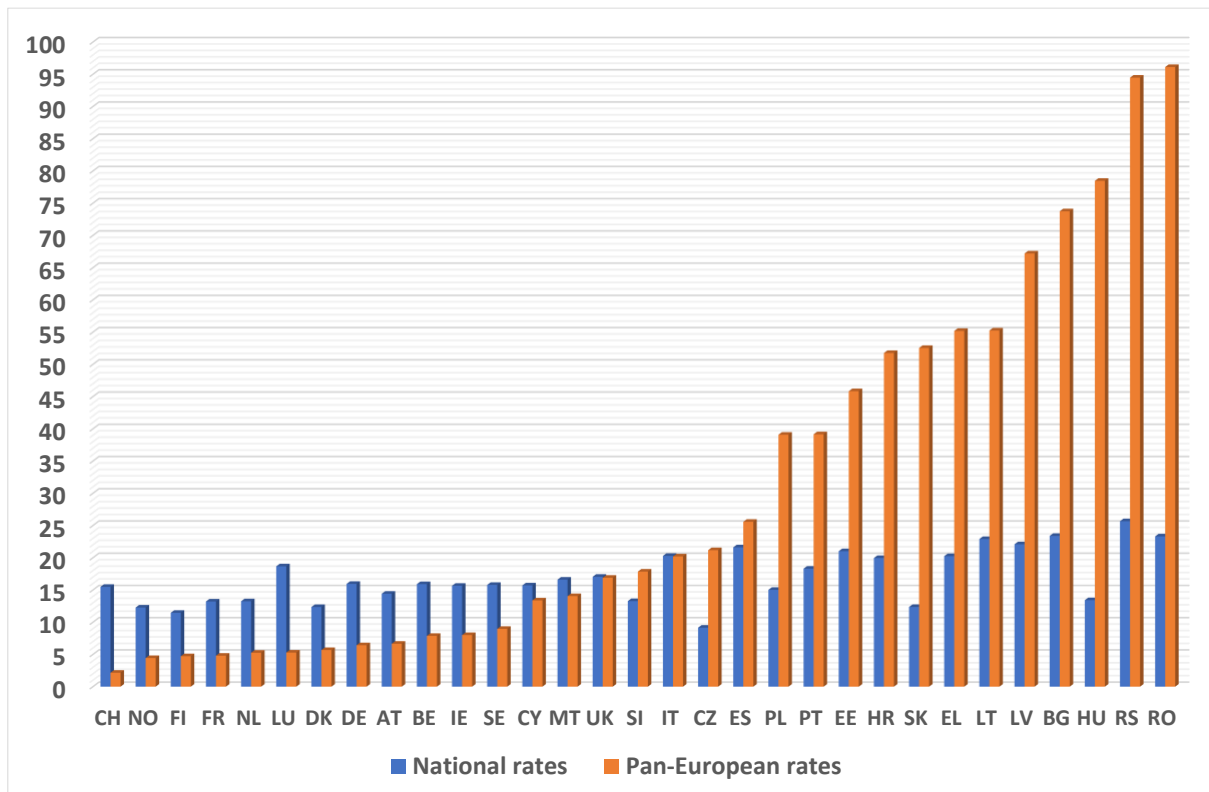
Notes. Missing countries in 2005: Bulgaria, Croatia, Malta, Romania, Switzerland, Serbia; in 2009: Croatia, Serbia; in 2017: Serbia.

3.2 The extent of the problem: the at-risk-of-poverty rate

In order for the security criterion of social citizenship to be fulfilled, it is essential that people have adequate income to be able to live a decent life in society. While decent incomes as such are normally set at an absolute level for welfare comparisons, for the sake of clarity and comparability across countries, we use a relative definition for the poverty threshold (as mentioned in Box 2, taking 60 percent of the median equivalised disposable income defined in national or pan-European terms).

A comparison of national-level and EU-level poverty rates (for the latter, see Figure 6) shows huge differences across countries in terms of the size of the group of poor people. The share of people who live from incomes below the EU poverty threshold is less than 3 percent in Switzerland while it is +/- 5 percent in Norway, Finland, France, Luxemburg, and Denmark. Their share exceeds 70 percent in Bulgaria and Hungary, reaching around 95 percent in Serbia and Romania. While variance in the pan-European poverty rates is mostly related to differences in the living standards across countries (as shown by differential GDP levels, for example), the cross-country variance of EU poverty rates is even larger than that of the GDP.

Figure 6 National and pan-European at-risk-of-poverty rates, EU-28, Norway, Switzerland, and Serbia, 2017 (%)



Source: own calculations based on EU-SILC database (released on 1/9/2019).

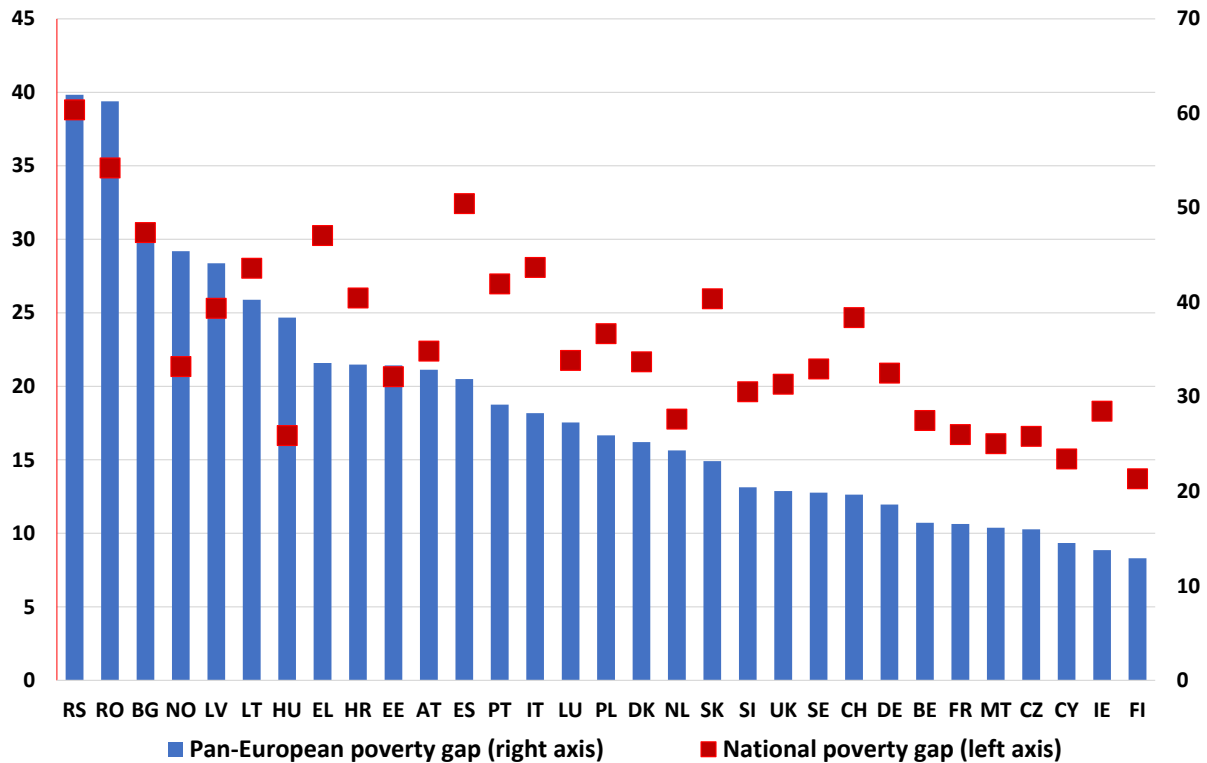
3.3 Efforts needed to reach adequate income levels: the relative median poverty gap

From the point of view of social citizenship, it is also necessary to examine the depth of poverty. Therefore, we present measures that focus on this aspect: relative median poverty gaps, that is the shortfall of the median equivalised disposable income of the national poor expressed as a percentage of the national poverty threshold (left axis) and the shortfall of the median equivalised disposable income of the pan-European poor expressed as a percentage of the pan-European poverty threshold (right axis), in each country, as shown in Figure 7.

In the figure, countries are ranked by the size of the relative median poverty gap as compared to the pan-European threshold. This pan-European gap also varies significantly across countries. In Serbia and Romania, people living at risk of poverty (defined against the European benchmark) fall short of the European poverty threshold by more than 60 percent. It may be surprising that this is also the case for Norway – a country with a much higher median income. However, for some of the countries the share of zero or negative incomes in the EU-SILC database is relatively large, exceeding 7 percent (in Norway, Luxemburg, Switzerland, and Denmark). This does not necessarily mean “poverty” as such, given that most of these negative incomes are results of temporary losses suffered by those self-employed. Countries with the lowest relative median poverty gaps are Finland, Ireland, Cyprus, and Czechia.

When it comes to the relative median poverty gaps measured by national standards, cross-country differences are smaller. The poverty gap is largest in Serbia, Romania, Bulgaria, Greece, and Spain (around 30 percent or more), while it is narrower in Finland, Cyprus, Malta, Czechia, Hungary, France, Belgium, the Netherlands and Ireland (lower than 20 percent).

Figure 7 Relative median poverty gap at national and pan-European level, EU-28, Norway, Switzerland, and Serbia, 2017 (%)



Source: own calculations based on EU-SILC database (released on 1/9/2019).

3.4 The effect of the crisis

When it comes to trends over time, we can clearly observe the effects of the Great Recession, and for most indicators, the already described convergence process as well. The *equivalized median income* was increasing from 2005 to 2009, but it showed a decrease in almost all countries following the crisis years (from 2009 to 2013 in the data). Unsurprisingly, countries hit the most by the crisis (e.g. Greece, Spain, and Cyprus) performed worst in this respect, with only a handful of states not being affected (e.g. Belgium, Denmark, France, and Poland). Recently, median incomes are increasing again, as shown by the data from 2017. The development of the *pan-European at-risk-of-poverty rate* shows very similar trends. The share of persons with incomes below the poverty threshold increased the most in Southern Europe (Greece, Spain, Cyprus, and Italy), mostly as a consequence of the crisis, while the largest decrease for the whole examined period could be observed in the new member states (in Bulgaria, Czechia, Estonia, Croatia, Latvia, Lithuania, Poland, and Slovakia). These trends signal that a convergence process has been taking place in Europe. The *national at-risk-of-poverty rates* show significantly less change over time, but overall, we can see an increase in recent years. The *pan-European poverty gap* is no exception in that Greece and Italy are among the countries with the largest increase following the crisis, but Denmark, Ireland, and Norway also saw a large rise in their poverty gap in the post-crisis period. Germany, the Netherlands, Iceland, and Switzerland are among the few states where the poverty gap decreased. Most recently, in 2017, the gaps have started to decrease again, indicating convergence. Similarly to the national level poverty rates, the *national poverty gaps* are largely stable, with only small changes taking place over time. The gap increased the most in Greece, Spain, Italy, Hungary, Estonia, and Denmark in the post-crisis period. There is no clear trend according to the 2017 data in the recovery period after 2013.

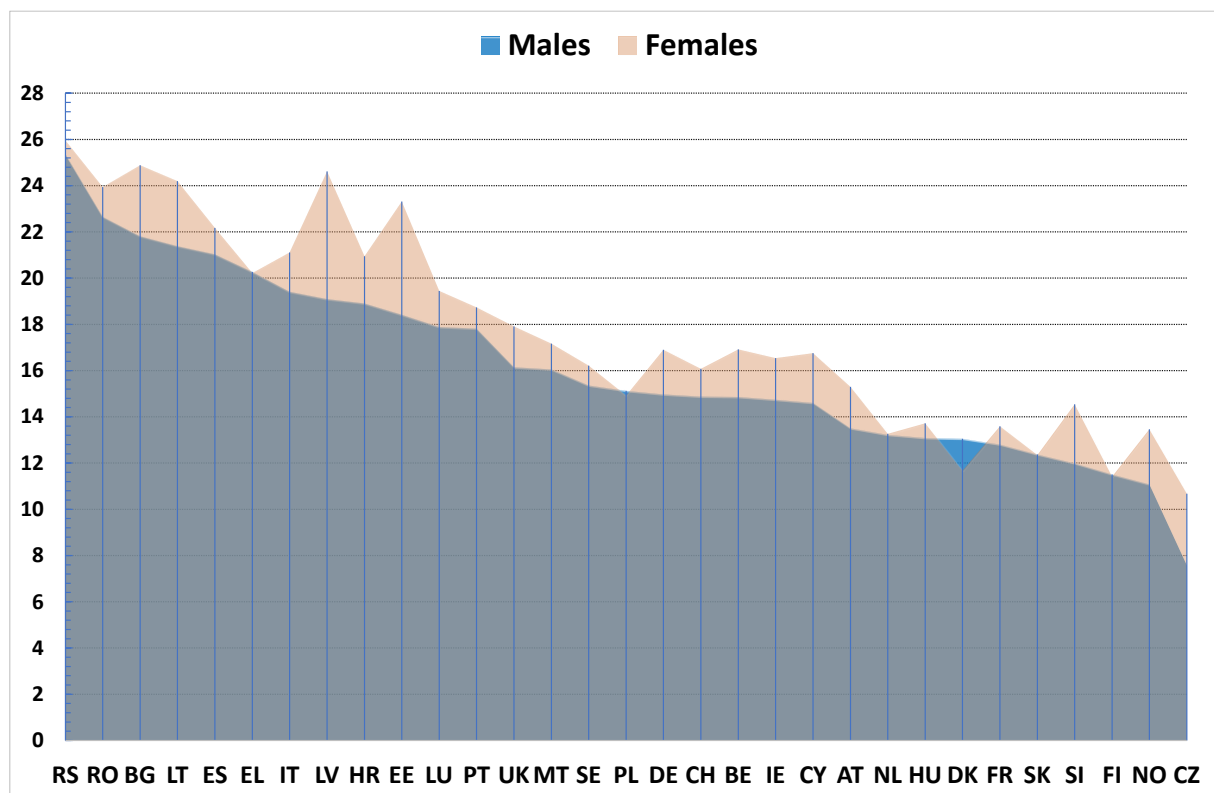
4 Group-specific results

In what follows, we look at the at-risk-of-poverty rates and relative median poverty gaps, to explore the extent of poverty and the gaps in the security dimension of social citizenship, relying both on its national and European dimensions. We present the distribution of the poverty rates and gaps at the pan-European and national level, broken down by sex (Figures 8 and 9 for rates and Figures 12 and 13 for gaps) and educational attainment (Figures 10 and 11 for rates and Figures 14 and 15 for gaps, for the national and pan-European poor, respectively).

4.1 Group-specific poverty rates

At the national level, poverty rates for women tend to be higher than for men (with the only exception of Denmark, where the poverty rate for men significantly exceeds the poverty rates of women. As Figure 8 indicates, the difference is minor or even non-existent in some countries (Greece, Poland, Netherlands, and Finland) while in some other countries the disadvantage of women tends to be very high (like, for example, in the three Baltic states, and in Bulgaria).

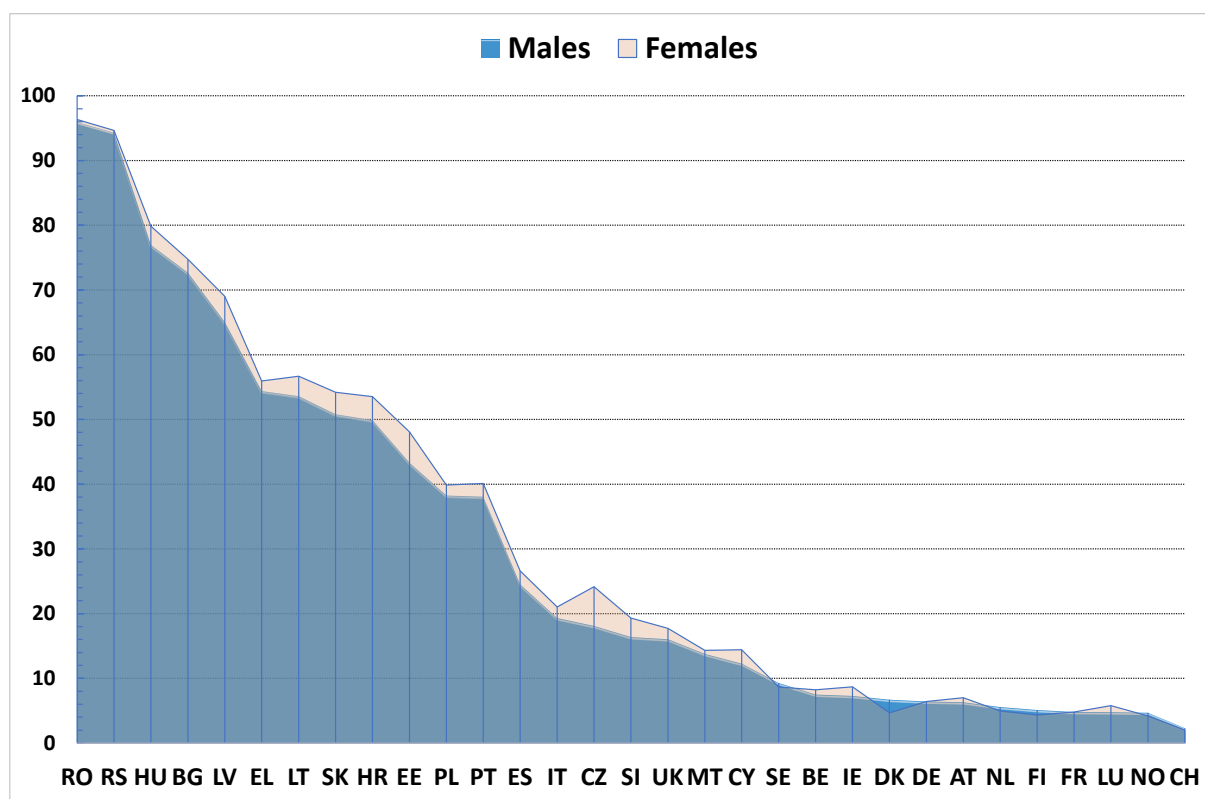
Figure 8 National poverty rates by country and gender, EU-28, Norway, Switzerland, and Serbia 2017 (%)



Source: own calculations based on the EU-SILC database (released on 1/9/2019).

Poverty rates defined at the EU level show less variation by gender compared to the national level results (Figure 9). This is in line with our expectations, given the fact that the EU threshold cuts the distribution in many societies at a level that is higher than the national threshold.

Figure 9 Pan-European poverty rates by country and gender, EU-28, Norway, Switzerland, and Serbia 2017 (%)

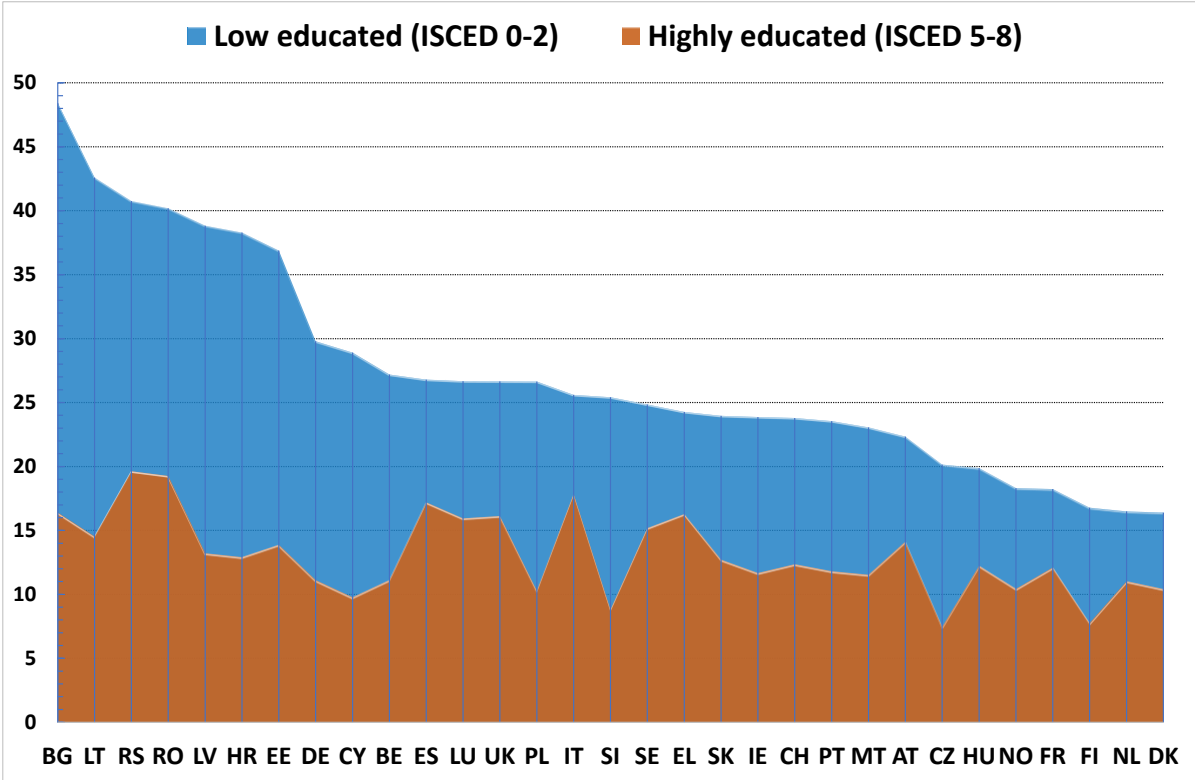


Source: own calculations based on the EU-SILC database (released on 1/9/2019).

The relative poverty rate, calculated at the national level is, in general, significantly larger for low-educated people (ISCED 0-2) compared to those with a diploma (ISCED 5-8) (Figure 10). Poverty rates for the low educated are at least 2.5 times higher than the rates for the highly educated in the Baltic states, Germany, Czechia, Slovenia, Bulgaria, Cyprus, and Croatia (in the latter three countries this ratio reaching a value of 3).

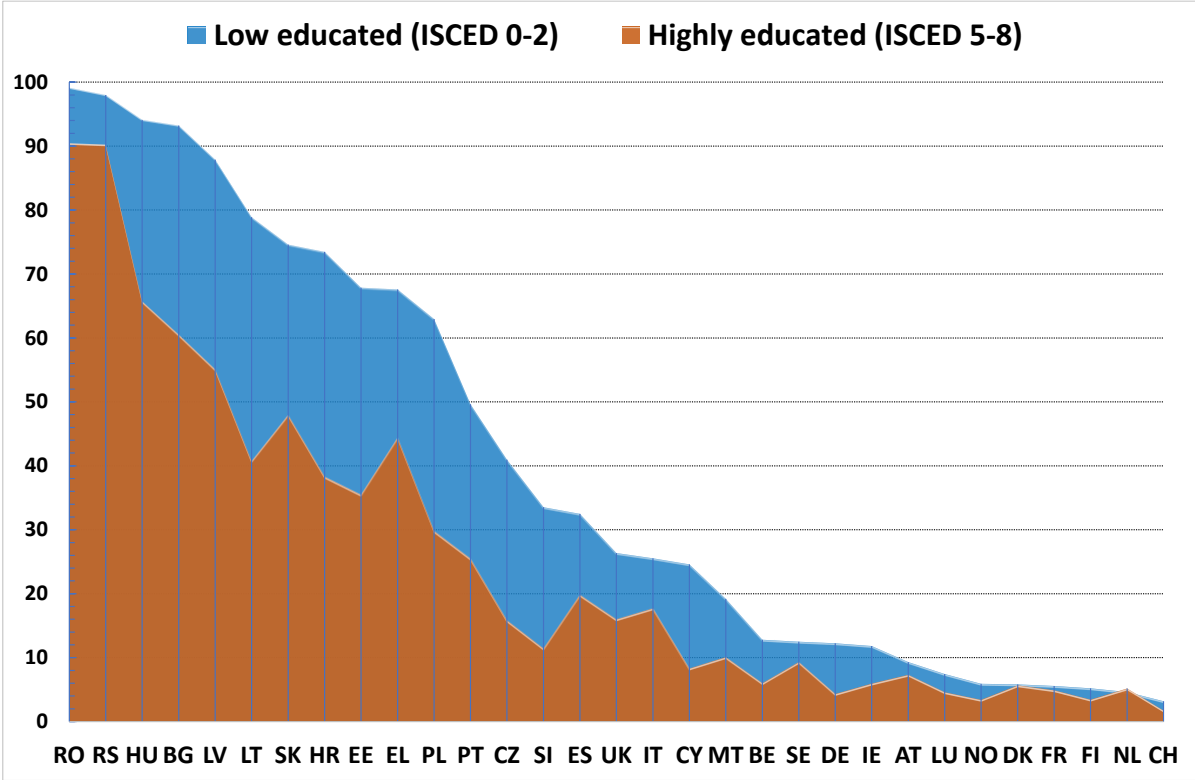
Figure 11 reveals the differences in the poverty rates defined at the European level between high and low-educated people. These differences are especially large between the low and highly-educated persons in Czechia, Germany, Slovenia, and Cyprus. In each of these countries, the pan-European poverty rates of the lower educated are more than 2.5 times higher than of those with a diploma.

Figure 10 National poverty rates by country and education, EU-28, Norway, Switzerland, and Serbia 2017 (%)



Source: own calculations based on the EU-SILC database (released on 1/9/2019).

Figure 11 Pan-European poverty rates by country and education, EU-28, Norway, Switzerland, and Serbia 2017 (%)

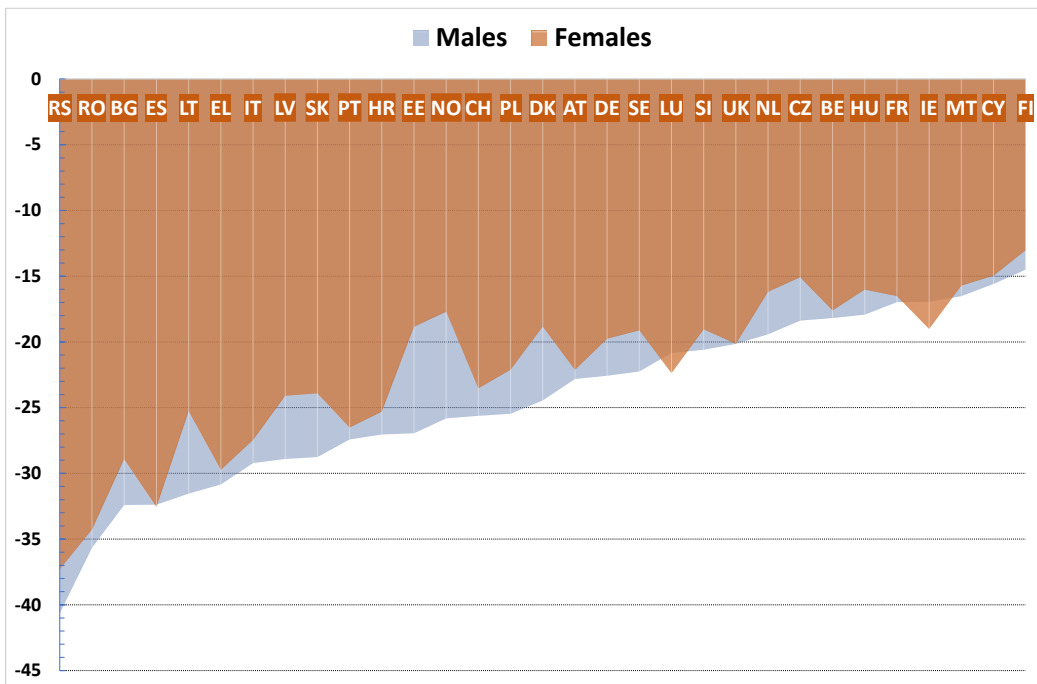


Source: own calculations based on the EU-SILC database (released on 1/9/2019).

4.2 Group-specific poverty gaps

At the national level, poverty is deeper for men than for women, except for a few countries where the difference is minor or even non-existent (Ireland, Luxembourg, Spain, and the UK). As Figure 12 indicates, the largest difference, exceeding 5 percentage points, can be observed in Norway, Estonia, Lithuania, and Denmark. Countries in Figure 8 are ranked by the value of the relative median poverty gap of men – largely following the same country ranking as it was found for the overall relative poverty gaps.

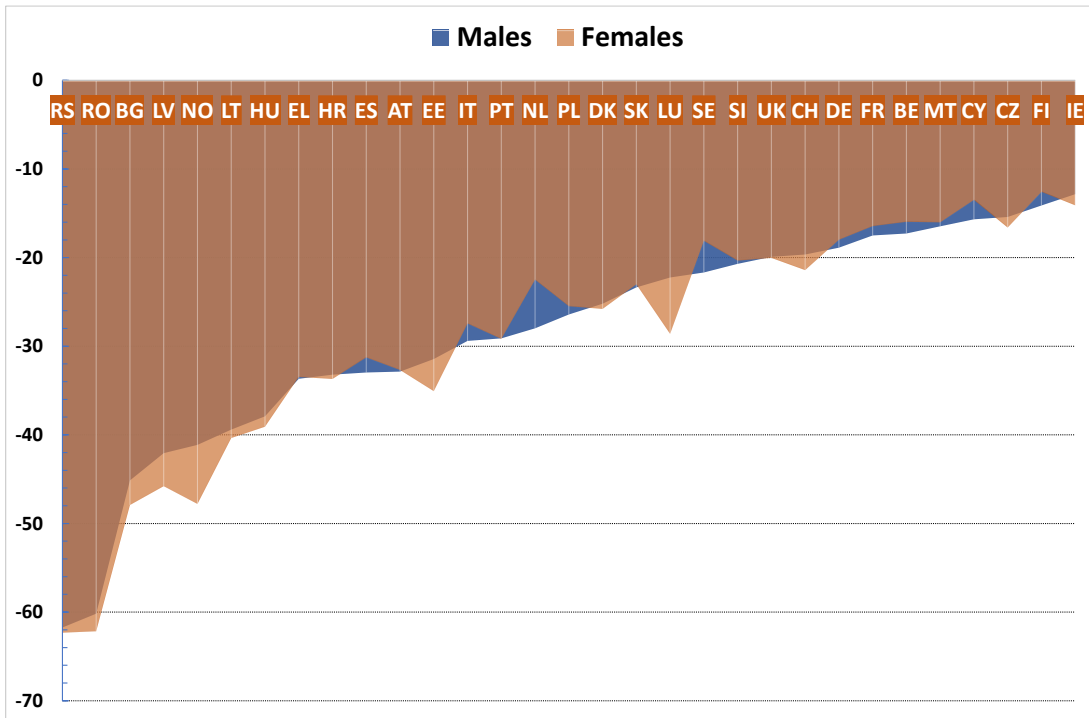
Figure 12 The relative median poverty gap at national level by country and gender, EU-28, Norway, Switzerland, and Serbia, 2017 (%)



Source: own calculations based on the EU-SILC database (released on 1/9/2019).

Relative median poverty gaps defined at the EU level show less variation by gender compared to national-level results (Figure 13). Again, this corresponds to our expectations, given that the group of people below the EU threshold is a lot more heterogeneous in many societies than that group at or below the level of the national threshold. The poverty gap is significantly larger for females than for males in Luxemburg, Norway, Estonia, and Bulgaria, and smaller is in the Netherlands, Sweden, and Cyprus.

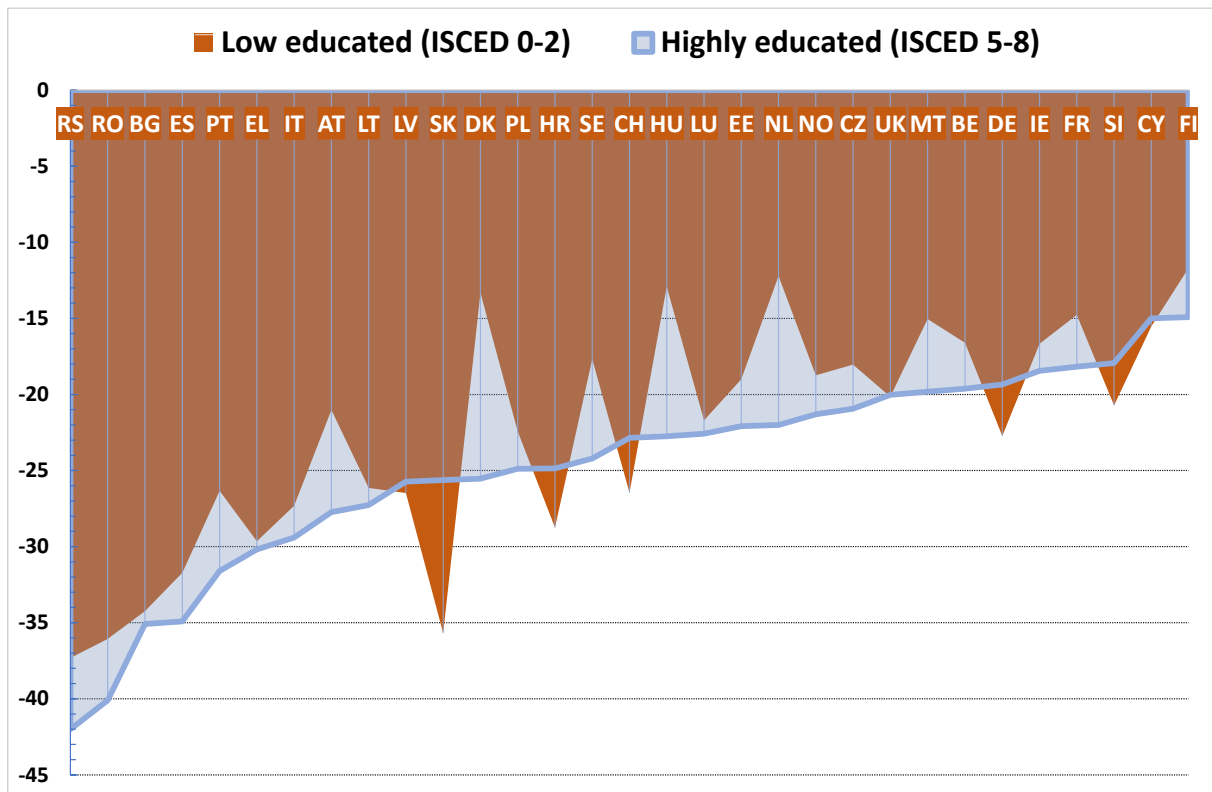
Figure 13 The relative median poverty gap at the pan-European level by country and gender, EU-28, Norway, Switzerland, and Serbia, 2017 (%)



Source: own calculations based on the EU-SILC database (released on 1/9/2019).

The relative median poverty gap calculated at the national level is larger for people with higher (ISCED 5-8) completed education compared to the low (ISCED 0-2) educated persons (Figure 14). Low-educated people are worse off in this respect in Slovakia, Croatia, Switzerland, Germany, and Slovenia. Poverty gaps are much smaller (by at least 6 percentage points) for the higher educated than for the lower educated in Denmark, Hungary, Netherlands, Austria, and Sweden, with Denmark showing an extreme 12 percentage point difference in the national level poverty gap between low and highly educated persons.

Figure 14 The relative median poverty gap at national level by country and education, EU-28, Norway, Switzerland, and Serbia, 2017 (%)

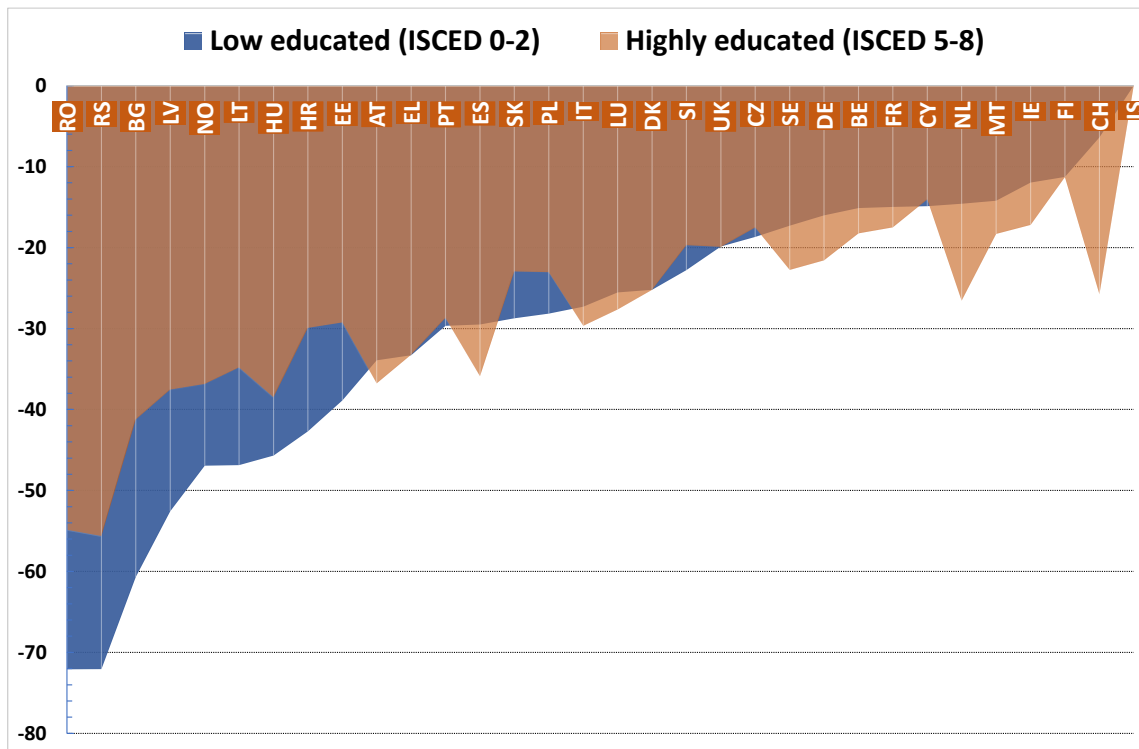


Source: own calculations based on the EU-SILC database (released on 1/9/2019).

Figure 15 displays the differences in the poverty gap defined at the European level between high and low education groups. These gaps are especially large for the low educated persons in Romania, Serbia, Bulgaria, Latvia, Norway, Lithuania, and Croatia. In each of these countries, the relative median poverty gap is by more than 10 percentage points higher for the low educated than for the higher educated. In Switzerland, however, the relative median poverty gap is around 25 percent for the higher educated, while showing only 6 percent for the lower educated⁷. This 20 percentage point difference is so high that it prompts further investigations to explain. Similarly, the Dutch figure (12 percentage points in favour of the low-educated) is remarkable in this respect.

⁷ This is a surprising result and we can only speculate about the potential reasons. Given that Switzerland was one of the countries with a high number of zero/negative income households, it could be that many of them belong to highly educated persons (e.g., company owners who run losses or, conversely, keep their resources within the company).

Figure 15 The relative median poverty gap at the pan-European level by country and education, EU-28, Norway, Switzerland, and Serbia, 2017



Source: own calculations based on the EU-SILC database (released on 1/9/2019).

5 Conclusions, policy recommendations, further research

Summary of results

In this paper, we provided a quantitative analysis of selected indicators of poverty and social exclusion, within the context defined by the security dimension of social citizenship. The benchmarks, against which we contrasted the security of households and individuals, were set at both national and European levels. While the notion of social citizenship should relate to every individual separately, for both policy and statistical purposes it is important to analyse the social citizenship of groups, defined by their group-creating characteristics (like sex or attained level of education). This paper has offered a contribution in this regard.

In our analysis, we relied on three main indicators of social exclusion, all based on household income: (i) the poverty threshold indicates a proxy for the level of security, (ii) the at-risk-of-poverty rate counts all citizens below the chosen threshold, while (iii) the relative median poverty gap quantifies the efforts needed to enhance citizens' position in the security dimensions to a level which is seen as adequate in the society. We presented our results for a full coverage of EU member states, as well as Iceland, Norway, Switzerland, and Serbia, where available. Most of the results in the main text cover the year 2017, while estimates for 2005, 2009, and 2013 are available in the Annex.

Our results can be summarized as follows.

- Comparing national poverty thresholds (60 percent of the national median equivalent household income) to the pan-European poverty line illustrates the huge differences in standards of living across the member states (mainly between East/South and West/North). There was a convergence, however, in median incomes between 2005 and 2017 (interrupted, but overall not reversed by the Great Recession).
- Accordingly, there is a large discrepancy between the variance of the *at-risk-of-poverty rates* at the national and pan-European level. While the former varies between 10 and 30 percent across member states, the latter's values span between 1 percent (Switzerland) and 92 percent (Romania), in 2017.
- At the national level, poverty rates for women tend to be higher than for men and for low-educated people than for highly educated. The differences are especially large in the three Baltic States (Estonia, Lithuania, and Latvia), both by sex and education. Discrepancies by sex and education are more reduced when it comes to poverty rates at the pan-European level.
- When it comes to the *poverty gaps*, the discrepancy between the variance of national and pan-European measures is less accentuated, although it still exists. At the national level, also referring to 2017 estimates, the gap varies between 15 percent and 40 percent, while at the pan-European level between 15 percent and 60 percent.
- At the national level, poverty is deeper for men than for women, as well as for low-educated than for highly educated. Relative median poverty gaps defined at the pan-European level, similarly to the poverty rates at the pan-European level, show less variation by both gender and education compared to national-level results.
- We could also observe the effects of the Great Recession on the trends in median income, at-risk-of-poverty rate, and relative median poverty gap, also affecting the convergence process at the European level.

Measurement of different dimensions of social citizenship, including the security dimension, is still a challenge we face (Halvorsen et al. 2021). Accordingly, further research should aim to improve in several respects the data infrastructure and the indicator development in this field. Below, we only highlight a few of these challenges that are related to the present work and that which we still aim to conduct within the frame of the EUROSHIP project.

Earlier literature has proven that poverty measurement and choices we make with respect to the income-based poverty indicators, may strongly influence robustness, cross-country results and as such, policy conclusions in a European frame. The most important among these is the choice of equivalence scales (e.g. Hagenars et al. 1994, Éltető and Havasi 2002, Cantillon et al. 2019, Mysíková and Želinský 2019), but the same holds for the poverty threshold itself (Cantillon et al 2019). Related to this latter, a focus on the subjective assessment of resources and their adequacy may extend measurement towards the influence dimension of social citizenship, as people could report themselves on their household's ability and needs to make ends meet.

While this paper focused exclusively on income measures, both the concept of poverty and the security dimension of social citizenship requires a multidimensional approach and therefore, the involvement of measures beyond income. The European Union has already made considerable progress in this field, by embracing material deprivation and low work intensity as headline indicators when setting the poverty and social exclusion target for the Europe 2020 strategy (European Commission 2010).

The data infrastructure still needs further improvement. One of the most important shortcomings of the underlying data (most notably, EU-SILC and EU-LFS), is their poor coverage at the NUTS-2 regional level. While improvements are in progress in some of the member states (Gábos et al. 2021), the microdata do not allow for a comprehensive analysis at the regional level, which would be crucial in capturing regional resilience and understanding the role of policies at this level. In addition, there is a need for both an adequate data infrastructure and more research to better monitor vulnerable groups and intersectionality (Gábos et al 2021).

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Annexes

Annex A1 Median equivalent net household income by country

Table A.1 Median equivalent net household income by country, EU-28, Iceland, Norway, Switzerland and Serbia, 2005-2017 (EURO PPS)

	2005	2009	2013	2017
BE	15 311	15 284	15 614	16 018
BG		4 341	3 996	5 293
CZ	8 137	9 252	9 178	10 631
DK	15 363	16 393	16 395	17 359
DE	15 710	16 399	16 448	17 663
EE	5 210	6 824	6 529	8 405
IE	15 061	15 075	14 499	15 859
EL	10 867	10 749	6 969	7 329
ES	11 509	13 222	11 115	12 084
FR	14 448	16 142	16 239	17 183
HR			6 014	7 690
IT	13 547	13 653	12 672	13 141
CY	14 521	16 285	13 307	13 629
LV	4 402	4 962	4 280	5 884
LT	4 374	6 239	5 650	7 261
LU	22 791	21 755	18 960	20 014
HU	5 610	5 622	5 149	5 532
MT		12 581	12 388	13 726
NL	16 022	17 802	16 061	17 204
AT	16 937	17 117	16 742	17 549
PL	5 230	7 102	7 525	8 877
PT	8 553	8 795	8 154	9 035
RO		2 740	2 442	3 145
SI	11 655	12 408	11 244	11 863
SK	4 222	7 072	7 940	7 707
FI	14 262	16 525	16 079	15 891
SE	13 872	16 293	16 386	15 920
UK	14 563	13 364	12 411	13 173
IS	17 193	17 537	10 869	
NO	18 449	21 512	21 440	19 455
CH		22 604	24 556	25 390
RS			3 352	3 134
EU	12 889	12 960	12 249	13 126

Source: own calculations based on EU-SILC (version released on 1/9/2019).

Notes: The blank cells indicate that either no data collection took place in that year or the data are not available in the EU-SILC user database.

Annex A2 Pan-European and national level at-risk-of-poverty rates by country, sex, and attained level of education

Table A.2 Pan-European at-risk-of-poverty rate by country and sex, EU-28, Iceland, Norway, Switzerland, and Serbia, 2005-2017 (%)

	Total				Males				Females			
	2005	2009	2013	2017	2005	2009	2013	2017	2005	2009	2013	2017
BE	7.8	8.3	7.0	7.9	7.7	7.8	7.0	7.5	7.9	8.8	7.0	8.2
BG		85.2	85.9	73.7		84.2	86.0	72.7		86.2	85.7	74.8
CZ	44.9	31.0	25.8	21.2	42.5	28.3	23.1	18.1	47.1	33.7	28.5	24.2
DK	5.7	6.2	5.6	5.7	5.5	6.6	6.0	6.7	5.9	5.8	5.1	4.7
DE	6.3	7.9	6.4	6.4	6.2	7.8	6.1	6.4	6.4	8.1	6.7	6.4
EE	73.5	60.1	58.1	45.8	71.5	57.6	55.4	43.3	75.2	62.3	60.5	48.1
IE	12.4	8.5	8.7	8.0	12.4	8.6	9.1	7.3	12.5	8.5	8.3	8.7
EL	27.1	27.1	54.9	55.2	26.0	26.2	53.3	54.4	28.2	28.0	56.4	56.0
ES	25.0	19.6	25.4	25.6	23.4	18.6	25.7	24.5	26.5	20.4	25.1	26.6
FR	8.3	6.2	4.6	4.8	7.9	5.8	4.4	4.8	8.7	6.5	4.7	4.8
HR			62.8	51.8			61.6	49.9			63.9	53.5
IT	16.7	16.3	17.7	20.2	15.0	14.8	16.8	19.3	18.2	17.7	18.5	21.0
CY	11.0	7.0	11.7	13.4	9.6	5.4	10.6	12.3	12.4	8.5	12.7	14.4
LV	82.5	75.5	79.9	67.2	81.1	73.6	78.6	65.0	83.8	77.2	81.1	69.0
LT	81.2	64.0	66.8	55.3	80.0	61.1	63.9	53.6	82.3	66.5	69.2	56.7
LU	1.5	1.8	3.1	5.3	1.6	1.7	3.2	4.8	1.4	2.0	3.1	5.8
HU	77.9	79.4	78.6	78.5	77.1	78.5	77.3	77.0	78.7	80.3	79.7	79.9
MT		17.0	15.3	14.0		16.3	15.1	13.8		17.6	15.6	14.3
NL	5.7	3.6	4.0	5.3	5.8	3.8	4.1	5.6	5.5	3.5	3.9	5.0
AT	4.3	6.2	6.0	6.7	4.3	5.9	5.7	6.3	4.3	6.6	6.3	7.0
PL	75.4	57.0	48.0	39.1	75.0	55.8	47.3	38.2	75.8	58.1	48.7	39.9
PT	42.9	40.6	42.2	39.2	41.5	39.2	41.5	38.1	44.2	41.9	42.9	40.1
RO		96.4	97.6	96.1		96.1	97.5	95.9		96.6	97.8	96.3
SI	16.2	12.8	17.8	17.8	14.2	11.2	16.5	16.4	18.1	14.4	19.0	19.3
SK	92.9	59.0	41.6	52.5	92.2	56.6	39.7	50.8	93.6	61.3	43.3	54.2
FI	7.4	4.9	3.8	4.7	6.9	4.9	4.3	5.1	7.8	4.9	3.4	4.4
SE	7.2	6.8	6.2	9.0	6.9	6.8	6.2	9.3	7.6	6.8	6.3	8.7
UK	14.0	15.8	15.3	16.9	14.0	15.2	14.8	16.1	14.0	16.4	15.8	17.7
IS	3.9	3.5	15.1		4.5	3.7	14.5		3.4	3.4	15.7	
NO	4.2	3.3	2.7	4.4	4.5	3.3	2.9	4.7	3.9	3.3	2.5	4.2
CH		3.2	1.4	2.2		2.9	1.4	2.3		3.4	1.3	2.0
RS			89.4	94.5			89.4	94.3			89.4	94.7

Source: own calculations based on EU-SILC (version released on 1/9/2019).

Notes. The pan-European at-risk-of-poverty rate is the percentage of persons whose income falls below the European poverty threshold (60% of the EU-wide median income). The blank cells indicate that either no data collection took place in that year or the data are not available in the EU-SILC user database.

Table A.3 Pan-European at-risk-of-poverty rate by country and level of education, EU-28, Iceland, Norway, Switzerland, and Serbia, 2005-2017 (%)

	ISCED 0-2				ISCED 3-4				ISCED 5-8			
	2005	2009	2013	2017	2005	2009	2013	2017	2005	2009	2013	2017
BE	10.1	12.3	10.2	12.8	6.2	5.9	5.9	6.8	7.5	7.0	5.9	6.0
BG		95.6	96.9	93.2		84.7	87.7	74.0		76.7	75.9	60.5
CZ	64.2	51.4	44.8	41.0	41.6	28.8	24.5	20.5	40.8	24.8	20.8	15.8
DK	5.6	5.7	5.6	5.8	6.5	6.6	6.6	5.6	5.1	6.2	4.8	5.7
DE	10.1	12.3	10.8	12.2	6.4	9.2	7.3	7.1	5.0	5.2	4.3	4.3
EE	88.1	77.7	76.3	67.8	75.6	63.3	62.7	50.2	63.7	48.6	47.7	35.5
IE	17.5	11.3	12.1	11.8	8.5	7.6	9.7	9.2	10.7	7.3	6.7	5.9
EL	36.7	37.4	66.2	67.6	20.7	22.8	55.0	55.2	21.0	20.7	45.1	44.4
ES	30.9	22.9	31.4	32.5	17.0	14.3	22.4	23.1	22.1	18.4	21.3	19.8
FR	11.3	8.3	5.9	5.6	6.6	4.7	4.1	4.1	7.1	5.7	4.2	4.9
HR			82.0	73.5			60.9	50.0			51.3	38.3
IT	20.7	20.1	21.4	25.5	10.6	11.1	14.2	15.4	15.7	15.6	16.3	17.7
CY	21.6	12.3	18.2	24.6	6.4	5.4	11.0	12.2	7.0	4.2	8.2	8.3
LV	93.0	89.1	93.4	87.9	84.0	77.4	83.9	72.1	73.0	64.2	68.6	55.1
LT	93.6	84.6	85.1	78.9	85.6	66.6	70.9	61.9	69.4	48.4	53.6	40.7
LU	1.9	1.6	3.6	7.4	1.1	1.9	2.9	4.4	1.4	1.9	2.9	4.6
HU	90.6	92.2	94.2	94.1	75.9	80.5	80.4	80.9	67.1	67.5	65.4	65.7
MT		19.8	18.0	19.2		6.8	8.0	9.4		17.4	14.9	10.1
NL	4.2	2.3	3.0	4.6	5.8	4.5	4.8	5.8	6.5	3.9	3.9	5.2
AT	6.5	9.3	6.4	9.3	3.3	5.1	5.2	5.0	4.3	6.0	7.1	7.3
PL	88.4	77.8	69.0	63.0	76.0	57.7	48.7	41.6	66.3	45.8	39.2	29.8
PT	45.2	43.8	47.8	49.6	22.3	22.6	29.0	30.9	45.9	42.1	40.0	25.5
RO		99.5	99.7	99.1		97.2	98.7	97.9		91.3	94.1	90.4
SI	28.6	24.2	33.6	33.5	11.0	10.6	16.8	17.5	13.1	8.4	11.4	11.4
SK	97.5	78.0	60.4	74.6	93.3	59.7	40.1	50.7	89.8	49.0	36.1	47.9
FI	10.6	6.9	4.7	5.2	8.9	5.9	5.4	6.1	4.1	3.0	2.3	3.4
SE	9.3	7.8	6.9	12.5	7.3	6.2	6.1	6.5	6.4	7.0	6.1	9.3
UK	21.1	24.4	21.3	26.4	11.8	13.7	15.3	18.4	12.5	14.2	13.6	16.0
IS	3.7	3.9	16.2		4.4	4.2	15.1		3.8	2.8	14.4	
NO	2.9	3.7	2.7	5.9	4.5	2.8	2.7	5.0	4.2	3.4	2.7	3.4
CH		5.3	1.9	3.2		2.5	1.4	2.2		2.8	1.2	1.7
RS			96.6	98.0			91.9	95.6			80.6	90.2

Source: own calculations based on EU-SILC (version released on 1/9/2019).

Notes: The pan-European at-risk-of-poverty rate is the percentage of persons whose income falls below the European poverty threshold (60% of the EU-wide median income). The blank cells indicate that either no data collection took place in that year or the data are not available in the EU-SILC user database.

Table A.4 National at-risk-of-poverty rate by country and sex, EU-28, Iceland, Norway, Switzerland, and Serbia, 2005-2017 (%)

	Total				Males				Females			
	2005	2009	2013	2017	2005	2009	2013	2017	2005	2009	2013	2017
BE	14.8	14.6	15.1	15.9	14.1	13.4	14.6	14.9	15.5	15.7	15.5	16.9
BG		21.7	21.0	23.4		19.7	19.7	21.8		23.6	22.2	24.9
CZ	10.4	8.6	8.6	9.1	9.7	7.5	7.7	7.6	11.0	9.5	9.4	10.7
DK	11.8	13.1	11.9	12.4	11.6	12.8	12.0	13.0	12.1	13.4	11.8	11.7
DE	12.2	15.5	16.1	15.9	11.4	14.7	15.0	15.0	12.9	16.3	17.2	16.9
EE	18.2	19.7	18.6	21.0	17.3	17.5	17.2	18.4	19.1	21.6	19.9	23.3
IE	19.7	15.0	15.7	15.6	18.9	14.9	15.7	14.7	20.6	15.1	15.7	16.5
EL	19.6	19.7	23.1	20.2	18.3	19.1	22.4	20.3	20.9	20.2	23.8	20.2
ES	19.6	20.4	20.4	21.6	18.4	19.4	20.9	21.0	20.8	21.3	19.9	22.2
FR	13.0	12.9	13.7	13.2	12.3	11.9	13.1	12.8	13.7	13.8	14.3	13.6
HR			19.5	20.0			18.8	18.9			20.3	20.9
IT	18.8	18.4	19.3	20.3	17.0	16.9	18.3	19.4	20.5	19.9	20.3	21.1
CY	16.1	15.8	15.3	15.7	14.5	13.7	14.1	14.6	17.6	17.8	16.5	16.8
LV	19.2	26.4	19.4	22.1	18.3	24.4	18.9	19.1	20.0	28.0	19.8	24.6
LT	20.5	20.3	20.6	22.9	19.7	18.9	19.4	21.4	21.2	21.6	21.6	24.2
LU	13.7	14.9	15.9	18.7	13.2	13.8	15.7	17.9	14.2	16.0	16.0	19.4
HU	13.5	12.4	15.0	13.4	13.9	12.8	15.5	13.1	13.2	12.1	14.5	13.7
MT		15.0	15.7	16.6		14.5	15.5	16.0		15.6	16.0	17.2
NL	10.7	11.1	10.4	13.2	10.6	10.8	10.2	13.2	10.8	11.3	10.6	13.3
AT	12.3	14.5	14.4	14.4	11.5	13.8	13.5	13.5	13.1	15.3	15.2	15.3
PL	20.5	17.1	17.3	15.0	21.3	16.9	17.3	15.1	19.9	17.4	17.3	14.9
PT	19.4	17.9	18.7	18.3	18.7	17.3	18.8	17.8	20.1	18.4	18.7	18.7
RO		22.3	23.3	23.3		21.4	23.3	22.6		23.2	23.3	23.9
SI	12.3	11.3	14.5	13.3	10.6	9.8	13.5	12.0	13.8	12.8	15.4	14.5
SK	13.3	11.0	12.8	12.4	13.2	10.1	12.8	12.4	13.5	11.8	12.9	12.3
FI	11.7	13.8	11.8	11.5	10.6	12.9	11.3	11.5	12.8	14.7	12.3	11.4
SE	9.5	14.4	16.0	15.8	9.0	13.6	14.7	15.4	10.0	15.2	17.2	16.2
UK	19.1	17.3	15.9	17.0	18.7	16.7	15.4	16.1	19.4	17.9	16.4	17.9
IS	9.7	10.1	9.3		9.8	9.2	9.6		9.6	11.0	8.9	
NO	11.4	11.7	11.0	12.3	10.3	10.1	10.3	11.1	12.5	13.2	11.7	13.5
CH		15.6	14.5	15.5		13.9	13.4	14.9		17.2	15.5	16.1
RS			24.5	25.7			24.9	25.4			24.1	26.0

Source: own calculations based on EU-SILC (version released on 1/9/2019).

Notes. The national at-risk-of-poverty rate is the percentage of persons whose income falls below the national poverty threshold (60% of the respective national median income). The blank cells indicate that either no data collection took place in that year or the data are not available in the EU-SILC user database.

Table A.5 National at-risk-of-poverty rate by country and level of education, EU-28, Iceland, Norway, Switzerland, and Serbia, 2005-2017 (%)

	ISCED 0-2				ISCED 3-4				ISCED 5-8			
	2005	2009	2013	2017	2005	2009	2013	2017	2005	2009	2013	2017
BE	21.4	23.4	25.4	27.2	11.7	10.5	11.7	14.4	13.3	10.9	11.4	11.1
BG		41.8	42.0	48.4		12.1	12.7	15.6		17.1	16.9	16.4
CZ	16.8	18.0	17.3	20.2	8.0	6.2	7.7	8.1	12.1	8.6	6.8	7.4
DK	14.7	17.5	14.0	16.4	11.2	12.5	13.2	12.7	10.4	10.8	9.9	10.4
DE	19.5	24.6	28.0	29.8	12.2	17.4	18.1	17.4	9.9	10.6	11.1	11.1
EE	26.2	32.4	28.2	36.9	17.2	20.5	20.2	23.7	15.3	13.1	13.9	13.9
IE	29.0	21.5	20.7	23.9	13.8	12.7	17.1	17.3	15.8	12.1	12.8	11.7
EL	27.1	27.2	27.5	24.3	14.2	16.5	23.1	20.7	15.2	15.0	19.4	16.3
ES	24.2	24.0	24.9	26.8	13.4	14.8	18.5	20.0	17.4	19.1	17.1	17.2
FR	17.8	17.7	19.1	18.2	10.2	10.2	11.7	11.1	11.1	11.4	12.4	12.1
HR			34.0	38.3			15.2	15.7			15.7	12.9
IT	23.4	22.8	23.3	25.6	12.0	12.6	15.5	15.4	17.7	17.5	17.7	17.8
CY	29.6	28.0	24.2	28.9	10.3	11.9	14.7	14.2	10.8	9.8	10.4	9.8
LV	30.1	43.0	29.0	38.8	17.4	23.8	19.2	25.1	13.9	18.5	14.6	13.2
LT	27.0	33.1	32.8	42.6	19.9	18.4	20.3	24.9	17.7	14.7	14.8	14.5
LU	18.3	20.0	21.6	26.7	8.2	10.2	10.7	15.5	13.7	13.9	15.1	15.9
HU	17.5	19.2	27.4	19.9	10.8	9.0	10.6	11.5	13.1	12.2	13.3	12.2
MT		17.5	18.5	23.1		6.0	8.0	10.9		15.4	15.3	11.5
NL	10.5	11.3	10.7	16.5	9.8	10.9	10.9	14.3	11.5	11.0	9.9	11.0
AT	19.9	22.5	19.1	22.3	9.4	11.7	11.4	11.5	11.5	13.6	16.2	14.1
PL	25.6	26.7	26.7	26.6	18.8	15.8	16.7	16.5	19.9	14.1	14.4	10.3
PT	19.0	19.0	21.5	23.5	9.3	8.9	10.7	13.6	23.0	19.3	18.2	11.8
RO		34.6	35.0	40.2		11.9	15.2	15.3		24.6	23.0	19.3
SI	22.5	21.8	28.4	25.4	7.9	9.1	13.2	12.5	9.9	7.5	9.4	8.8
SK	18.7	20.8	22.2	24.0	11.6	9.0	10.8	9.8	13.8	10.5	12.4	12.7
FI	17.5	21.7	18.6	16.8	12.9	14.4	14.0	13.2	7.1	8.9	7.0	7.7
SE	12.5	20.8	22.7	24.9	9.1	11.9	14.1	11.4	8.6	13.7	15.0	15.2
UK	29.8	27.0	22.3	26.7	15.7	14.9	15.8	18.5	16.9	15.5	14.1	16.1
IS	10.1	12.5	8.2		10.7	10.2	10.3		8.6	8.5	9.2	
NO	19.2	18.2	17.1	18.3	11.0	9.0	9.1	11.0	9.6	10.5	9.7	10.4
CH		26.7	25.3	23.8		13.2	14.0	15.5		12.7	10.7	12.4
RS			36.2	40.8			21.3	21.7			20.2	19.6

Source: own calculations based on EU-SILC (version released on 1/9/2019).

Notes: The national at-risk-of-poverty rate is the percentage of persons whose income falls below the national poverty threshold (60% of the respective national median income). The blank cells indicate that either no data collection took place in that year or the data are not available in the EU-SILC user database.

Annex A3 Pan-European and national level relative median poverty gaps by country, sex, and attained level of education

Table A.6 Pan-European relative median poverty gap by country and sex, EU-28, Iceland, Norway, Switzerland, and Serbia, 2005-2017 (%)

	Total				Males				Females			
	2005	2009	2013	2017	2005	2009	2013	2017	2005	2009	2013	2017
BE	14.3	17.6	17.1	16.7	14.9	17.3	17.1	17.3	14.0	17.6	16.9	16.0
BG		49.8	50.8	46.3		48.4	49.6	45.1		50.9	51.6	47.9
CZ	20.0	17.5	16.6	16.0	18.5	16.6	15.7	15.4	21.6	18.4	16.9	16.6
DK	29.3	35.4	43.0	25.2	35.7	30.3	43.0	25.2	22.8	36.0	44.2	25.8
DE	18.1	20.2	16.9	18.6	18.7	22.2	15.6	18.9	17.2	18.5	17.9	18.0
EE	44.5	35.6	35.2	33.3	43.3	33.7	33.5	31.4	45.4	37.4	37.1	35.1
IE	16.9	13.0	20.7	13.8	16.7	13.0	20.7	12.8	17.1	13.3	20.7	14.1
EL	28.4	28.5	38.2	33.6	26.8	28.5	38.4	33.7	29.0	28.4	38.1	33.5
ES	26.3	25.4	28.2	31.9	27.7	26.4	29.0	33.0	25.6	24.8	27.5	31.3
FR	16.6	17.1	21.0	16.5	16.5	17.1	22.5	17.5	16.8	17.1	19.0	16.4
HR			35.7	33.4			35.2	33.2			36.1	33.7
IT	24.1	23.2	29.0	28.3	24.6	23.2	30.0	29.4	23.5	23.2	28.5	27.4
CY	17.5	13.5	16.0	14.5	15.9	13.3	16.2	15.7	19.3	14.2	15.7	13.5
LV	50.3	49.7	50.4	44.1	48.4	49.0	49.2	42.1	51.4	50.4	51.6	45.8
LT	50.4	39.5	41.1	40.3	48.9	38.8	39.7	39.4	51.6	40.1	42.1	40.4
LU	20.2	22.6	22.5	27.3	19.0	22.5	22.5	22.2	26.4	22.6	22.5	28.6
HU	34.8	35.2	38.0	38.4	34.5	34.7	38.0	37.9	35.1	35.5	37.9	39.1
MT		16.7	18.8	16.2		16.1	18.5	16.5		17.0	19.0	16.0
NL	29.8	26.8	19.9	24.3	32.1	20.8	19.8	28.0	26.7	40.1	23.0	22.5
AT	26.5	25.2	30.7	32.9	24.9	27.6	30.6	32.9	28.4	25.2	32.7	32.7
PL	44.3	32.1	29.7	25.9	44.8	31.5	30.1	26.4	43.6	32.3	29.4	25.5
PT	31.1	28.3	29.2	29.2	30.6	28.2	29.5	29.1	31.3	28.3	29.0	29.2
RO		65.6	67.4	61.3		65.1	66.7	60.2		66.1	68.0	62.2
SI	21.2	20.6	22.2	20.4	20.9	20.1	22.6	20.7	21.9	20.8	21.8	20.3
SK	47.3	25.9	22.0	23.2	46.1	24.7	22.0	23.4	48.2	26.7	22.0	23.0
FI	14.3	15.2	15.9	12.9	16.9	16.4	17.9	14.1	12.7	13.5	14.9	12.6
SE	21.1	26.1	30.6	19.9	24.0	29.7	32.5	21.7	18.1	23.8	28.2	18.1
UK	22.1	20.0	19.6	20.0	23.6	20.9	20.5	19.9	20.6	19.7	19.0	20.0
IS	19.3	21.8	15.8		18.1	24.4	17.5		20.4	17.4	13.9	
NO	30.0	31.1	37.9	45.4	32.6	38.2	42.3	41.1	24.9	26.1	33.3	47.8
CH		26.2	19.3	19.7		27.3	19.3	19.7		23.6	20.6	21.4
RS			58.7	62.0			58.5	61.7			58.7	62.3

Source: own calculations based on EU-SILC (version released on 1/9/2019).

Notes. The pan-European relative median poverty gap is the distance between the median income of persons below the European poverty threshold and the threshold itself. The blank cells indicate that either no data collection took place in that year or the data are not available in the EU-SILC user database.

Table A.7 Pan-European relative median poverty gap by country and level of education, EU-28, Iceland, Norway, Switzerland, and Serbia, 2005-2017 (%)

	ISCED 0-2				ISCED 3-4				ISCED 5-8			
	2005	2009	2013	2017	2005	2009	2013	2017	2005	2009	2013	2017
BE	13.2	16.0	16.9	15.1	14.0	17.2	18.5	16.0	15.2	19.3	16.9	18.2
BG		63.2	64.0	60.7		43.8	46.0	40.4		45.3	47.3	41.2
CZ	23.1	21.5	19.0	18.7	17.9	15.1	15.7	14.6	22.7	20.7	15.9	17.5
DK	21.0	24.6	37.0	25.2	34.5	35.4	36.0	25.2	27.6	35.9	53.7	25.2
DE	18.2	20.2	14.2	16.0	15.9	19.7	14.9	18.6	19.2	22.0	20.6	21.6
EE	49.8	42.5	39.2	38.9	42.5	34.9	35.0	33.9	41.7	30.8	33.4	29.3
IE	17.3	13.0	20.8	12.0	16.9	14.4	20.0	14.9	16.5	11.5	20.0	17.2
EL	28.8	28.7	37.4	33.3	26.5	27.0	37.9	34.2	27.6	29.1	39.3	33.2
ES	25.6	23.6	26.5	29.5	29.3	25.5	30.5	31.1	27.3	28.0	29.9	35.9
FR	15.9	15.8	18.2	15.0	18.7	18.1	22.5	19.3	16.1	17.5	21.0	17.5
HR			45.2	42.7			31.6	28.8			34.2	29.9
IT	22.5	21.8	26.1	27.3	25.5	24.7	29.6	30.4	28.8	25.2	34.2	29.7
CY	19.3	16.3	15.7	14.9	15.6	12.7	15.0	13.5	16.2	12.4	16.9	14.1
LV	57.1	60.8	57.1	52.6	47.9	46.9	49.3	44.8	44.7	43.4	45.9	37.5
LT	55.7	44.5	47.2	46.9	48.1	37.1	39.9	39.2	48.2	37.1	37.9	34.8
LU	26.4	14.8	21.5	25.5	20.2	18.3	27.7	26.5	19.0	33.5	22.5	27.6
HU	37.8	40.5	45.6	45.7	31.6	31.8	34.5	34.3	35.7	35.2	36.2	38.5
MT		16.6	18.2	14.2		15.6	16.9	18.6		17.1	20.5	18.3
NL	27.6	21.1	13.4	14.6	32.0	25.2	31.7	28.6	28.9	40.1	15.1	26.6
AT	28.3	24.8	26.2	33.9	29.9	29.4	32.2	24.6	23.1	27.6	32.7	36.8
PL	46.9	35.9	31.9	28.2	42.3	30.2	28.6	26.4	45.4	31.8	29.6	23.0
PT	28.4	28.0	29.3	29.7	27.2	23.3	22.5	26.2	33.8	29.9	29.7	28.7
RO		73.2	75.0	72.1		59.8	62.9	56.8		65.2	63.7	54.9
SI	24.3	23.4	25.1	22.8	19.3	18.1	20.2	19.6	20.6	20.6	22.6	19.7
SK	54.4	31.1	26.6	28.7	45.6	24.0	20.1	21.8	45.2	25.9	23.6	22.9
FI	12.6	10.0	15.1	11.3	18.1	16.8	17.6	17.2	14.3	16.1	11.3	11.3
SE	18.0	21.6	24.8	17.3	24.0	30.3	30.9	22.4	19.9	24.1	30.7	22.7
UK	17.9	18.7	18.7	19.9	24.1	19.7	20.3	20.4	24.1	22.0	19.6	19.9
IS	21.4	24.4	11.7		23.2	28.4	19.4		17.5	16.6	15.8	
NO	24.4	31.4	37.1	46.9	25.4	35.0	44.2	50.0	32.6	27.5	33.3	36.8
CH		22.6	22.3	6.4		21.9	20.6	18.8		29.2	19.3	25.8
RS			66.1	72.1			55.3	60.2			54.4	55.6

Source: own calculations based on EU-SILC (version released on 1/9/2019).

Notes: The pan-European relative median poverty gap is defined as the distance between the median income of persons below the European poverty threshold and the threshold itself. The blank cells indicate that either no data collection took place in that year or the data are not available in the EU-SILC user database.

Table A.8 National relative median poverty gap by country and sex, EU-28, Iceland, Norway, Switzerland, and Serbia, 2005-2017 (%)

	Total				Males				Females			
	2005	2009	2013	2017	2005	2009	2013	2017	2005	2009	2013	2017
BE	17.8	18.1	19.2	17.7	18.0	18.9	20.1	18.2	16.8	17.7	18.5	17.6
BG		27.4	30.9	30.5		27.3	31.8	32.4		27.5	30.4	28.9
CZ	18.2	18.8	16.6	16.6	18.9	22.0	17.8	18.4	17.5	16.3	16.1	15.1
DK	15.6	18.4	23.5	21.7	15.5	21.9	25.5	24.5	15.9	17.1	17.9	18.8
DE	18.9	21.5	20.4	20.9	20.3	22.3	20.9	22.6	17.7	20.8	20.1	19.8
EE	24.0	17.0	21.5	20.7	28.6	20.7	27.4	26.9	20.7	15.5	16.9	18.9
IE	20.2	16.2	17.5	18.3	21.1	17.1	17.9	16.9	19.5	14.9	16.8	19.0
EL	23.9	24.1	32.7	30.3	23.7	24.4	32.9	30.8	23.9	24.1	32.6	29.7
ES	25.4	25.7	30.9	32.4	27.7	26.1	31.4	32.4	24.1	25.0	30.3	32.6
FR	16.5	18.2	16.8	16.7	16.6	18.8	16.7	17.0	16.3	18.0	16.8	16.5
HR			28.1	26.0			28.8	27.0			27.3	25.3
IT	24.2	23.1	28.2	28.1	24.5	22.8	29.3	29.2	23.7	23.3	27.6	27.5
CY	19.4	17.2	17.7	15.1	17.4	14.6	17.4	15.6	21.1	19.3	17.8	15.0
LV	27.2	29.0	27.5	25.3	33.3	31.7	30.3	28.9	23.4	27.4	25.8	24.1
LT	28.4	23.8	24.8	28.0	31.1	29.0	25.2	31.5	26.3	20.3	23.5	25.3
LU	18.6	17.6	17.5	21.8	19.5	16.9	18.0	20.8	17.7	19.2	17.4	22.4
HU	18.4	16.3	21.0	16.7	19.3	16.3	23.1	17.9	18.0	16.3	20.2	16.0
MT		16.4	19.1	16.1		15.8	18.7	16.5		16.6	19.4	15.7
NL	20.9	16.5	16.5	17.8	21.9	16.9	15.1	19.4	19.9	16.3	17.2	16.2
AT	15.3	19.2	21.3	22.4	15.2	19.1	22.7	22.8	15.3	19.2	20.7	22.1
PL	30.1	22.7	22.6	23.6	30.8	23.7	23.4	25.5	29.8	21.8	21.9	22.1
PT	25.9	23.6	27.4	27.0	25.5	24.9	28.4	27.4	26.2	23.0	27.0	26.5
RO		31.4	34.2	34.9		32.1	35.3	35.7		31.2	33.1	34.3
SI	19.0	20.3	20.4	19.6	20.3	20.7	20.8	20.6	18.4	20.1	20.0	19.0
SK	23.5	23.2	24.1	26.0	25.5	24.7	25.5	28.8	22.8	21.8	23.0	23.9
FI	13.5	15.1	15.0	13.7	14.7	16.6	17.2	14.5	12.8	14.6	13.2	13.0
SE	17.9	19.2	19.2	21.2	19.1	20.4	20.3	22.2	17.0	17.5	18.4	19.1
UK	22.7	20.6	19.6	20.2	23.9	21.0	20.0	20.2	21.6	20.5	19.3	20.2
IS	19.1	16.4	17.8		21.9	20.7	19.6		15.6	13.8	17.1	
NO	19.8	21.3	17.1	21.3	24.8	26.2	19.4	25.8	17.8	18.1	14.8	17.7
CH		21.7	19.1	24.7		21.5	19.1	25.6		21.7	19.1	23.5
RS			36.6	38.8			37.9	40.6			35.7	37.3

Source: own calculations based on EU-SILC (version released on 1/9/2019).

Notes: The national relative median poverty gap is defined as the distance between the median income of persons below the national poverty threshold and the threshold itself. The blank cells indicate that either no data collection took place in that year or the data are not available in the EU-SILC user database.

Table A.9 National relative median poverty gap by country and level of education, EU-28, Iceland, Norway, Switzerland, and Serbia, 2005-2017 (%)

	ISCED 0-2				ISCED 3-4				ISCED 5-8			
	2005	2009	2013	2017	2005	2009	2013	2017	2005	2009	2013	2017
BE	15.2	16.4	15.9	16.6	18.1	17.5	21.8	16.7	18.1	22.3	22.5	19.6
BG		29.1	31.5	34.2		19.3	22.6	20.2		31.3	40.0	35.1
CZ	18.9	24.3	17.3	18.0	17.5	15.8	15.5	14.1	18.2	19.6	22.0	20.9
DK	10.5	13.3	14.8	13.3	22.9	23.7	26.6	22.2	16.1	25.0	24.7	25.5
DE	19.0	21.1	20.9	22.7	19.2	22.5	21.1	21.1	18.3	20.1	18.8	19.4
EE	19.2	16.6	19.0	19.0	25.8	17.7	21.5	21.7	27.9	17.0	23.6	22.1
IE	18.7	14.5	18.2	16.7	19.5	18.3	17.6	18.8	23.1	17.1	15.9	18.4
EL	23.7	22.7	28.3	29.6	24.3	24.5	33.2	31.0	24.1	25.9	35.1	30.2
ES	23.8	24.0	28.5	31.7	31.0	26.7	31.7	29.9	27.1	28.6	31.9	34.9
FR	15.5	17.4	14.0	14.8	17.5	17.9	18.1	17.0	16.5	19.8	17.5	18.2
HR			29.3	28.7			26.7	25.2			28.5	24.9
IT	22.3	22.2	25.8	27.3	25.6	23.7	29.9	30.0	27.4	24.0	32.3	29.4
CY	21.1	18.3	17.2	15.5	17.4	17.2	16.6	15.1	18.2	17.0	19.3	15.0
LV	23.0	28.9	26.2	26.5	27.7	28.4	27.4	24.6	30.0	30.2	29.9	25.7
LT	26.8	21.5	21.6	26.1	30.2	26.0	25.4	28.3	27.6	25.1	25.6	27.3
LU	17.2	17.0	16.9	21.7	20.1	22.5	15.7	20.9	18.6	17.9	18.8	22.6
HU	18.9	17.5	23.7	12.9	18.0	15.6	20.2	19.3	18.4	16.6	20.8	22.8
MT		16.4	18.1	15.0		16.0	17.8	18.1		15.8	21.0	19.8
NL	16.2	14.8	11.4	12.2	25.2	22.5	21.6	17.5	22.5	16.3	18.1	22.0
AT	15.3	18.7	18.3	21.0	15.3	19.0	24.2	20.6	15.1	20.3	23.4	27.7
PL	29.2	22.3	23.3	22.4	29.7	21.8	22.0	23.8	32.4	24.4	23.3	24.9
PT	27.0	23.9	27.3	26.3	25.5	23.1	26.6	25.7	24.5	23.1	27.7	31.6
RO		29.9	33.5	36.1		28.7	28.7	27.9		37.2	41.6	40.1
SI	19.8	22.2	20.9	20.7	17.6	17.5	19.1	19.4	19.9	20.3	20.9	17.9
SK	22.3	21.5	29.8	35.7	23.5	22.5	20.3	22.1	26.3	25.9	29.0	25.6
FI	12.4	14.4	14.0	11.7	16.2	16.1	16.3	15.7	12.6	15.4	14.8	14.9
SE	15.7	14.6	16.0	17.7	20.3	21.4	20.3	20.5	17.2	20.8	20.4	24.2
UK	20.3	19.9	18.4	20.2	25.1	19.9	20.2	20.6	23.3	21.6	19.3	20.0
IS	15.3	14.8	14.5		20.6	20.9	20.5		21.9	16.4	19.7	
NO	14.1	15.9	13.1	18.7	22.3	23.8	20.6	28.4	26.4	24.5	19.4	21.3
CH		22.2	23.2	26.4		20.9	19.4	25.0		21.5	17.1	22.9
RS			38.2	37.3			33.8	38.6			40.6	42.0

Source: own calculations based on EU-SILC (version released on 1/9/2019).

Notes. The national relative median poverty gap is defined as the distance between the median income of persons below the national poverty threshold and the threshold itself. The blank cells indicate that either no data collection took place in that year or the data are not available in the EU-SILC user database.

Annex A4 Regional (NUTS-1) level results

Abbreviation of regions

BE1	Brussels Capital Region	FRL	Provence-Alpes-Côte d'Azur	PT3	Madeira
BE2	Flemish Region	FRM	Corsica	RO1	Macroregion One
BE3	Walloon Region			RO2	Macroregion Two
BG3	Northern and Eastern Bulgaria			RO3	Macroregion Three
BG4	South-Western and South-Central Bulgaria	FRY	Départements d'Outre Mer	RO4	Macroregion Four
		HR0	Croatia	SI0	Slovenia
CZ0	Czechia	ITC	North West	SK0	Slovakia
DK0	Denmark	ITF	North East	FI1	Mainland Finland
EE0	Estonia	ITG	Centre	FI2	Åland
IE0	Ireland	ITH	South	SE1	East Sweden
EL3	Attica	ITI	Islands	SE2	South Sweden
EL4	Nisia Aigaiou, Kriti	CY0	Cyprus	SE3	North Sweden
EL5	Voreia Ellada	LV0	Latvia	UKC	North East
EL6	Kentriki Ellada	LT0	Lithuania	UKD	North West
ES1	North West	LU0	Luxembourg	UKE	Yorkshire and the Humber
ES2	North East	HU1	Central Hungary	UKF	East Midlands
ES3	Community of Madrid	HU2	Transdanubia	UKG	West Midlands
ES4	Centre	HU3	Great Plain and North	UKH	East of England
ES5	East	MT0	Malta	UKI	Greater London
ES6	South	NL1	North Netherlands	UKJ	South East
ES7	Canary Islands	NL2	East Netherlands	UKK	South West
FR1	Île-de-France	NL3	West Netherlands	UKL	Wales
FRB	Centre-Val de Loire	NL4	South Netherlands	UKM	Scotland
FRC	Bourgogne-Franche-Comté	AT1	East Austria	UKN	Northern Ireland
FRD	Normandy	AT2	South Austria	ISO	Iceland
FRE	Nord-Pas-de-Calais-Picardie	AT3	West Austria	NOO	Norway
FRF	Alsace-Champagne-Ardenne-Lorraine	PL2	South Macroregion	CHO	Switzerland
FRG	Pays de la Loire	PL4	North-west Macroregion	RSO	Serbia
FRH	Brittany	PL5	South-west Macroregion		
FRI	Aquitaine-Limousin-Poitou-Charentes	PL6	North Macroregion		
FRJ	Languedoc-Roussillon-Midi-Pyrénées	PL7	Central Macroregion		
FRK	Auvergne-Rhône-Alpes	PL8	East Macroregion		
		PL9	Masovian Macroregion		
		PT1	Continental Portugal		
		PT2	Azores		

Table A.10 Median equivalent net household income by NUTS-1 region, EU-28, Iceland, Norway, Switzerland, and Serbia, 2005-2017 (EURO PPS)

	2005	2009	2013	2017		2005	2009	2013	2017		2005	2009	2013	2017
BE1	11 830	12 870	12 452	12 426	FRL					PT1				
BE2	16 118	16 037	16 770	17 208	FRM					PT2				
BE3	14 491	14 351	14 612	14 527	FRY					PT3				
BG3		3 988	3 706	4 917	HRO			6 014	7 690	RO1		2 878	2 568	3 492
BG4		4 680	4 338	5 647	ITC	15 695	15 820	14 682	14 951	RO2		2 428	2 036	2 629
CZ0	8 137	9 252	9 178	10 631	ITF	15 457	10 683	9 734	10 192	RO3		3 033	2 877	3 556
DK0	15 363	16 393	16 395	17 359	ITG	14 710	10 118	9 166	9 558	RO4		2 464	2 222	2 964
EE0					ITH	10 250	15 758	14 598	15 782	SI0				11 863
IE0	15 061	15 075	14 499	15 859	ITI	9 895	14 831	13 346	13 931	SK0	4 222	7 072	7 940	7 707
EL3	9 824	9 681	7 770	8 270	CY0	14 521	16 285	13 307	13 629	FI1	14 262	16 525	16 079	15 891
EL4	9 772	9 384	7 053	6 723	LVO	4 402	4 962	4 280	5 884	FI2				
EL5	12 846	12 099	6 244	7 107	LTO	4 374	6 239	5 650	7 261	SE1		17 238	17 329	16 662
EL6	10 210	11 220	6 244	6 662	LU0	22 791	21 755	18 960	20 014	SE2		16 071	16 116	15 683
ES1	11 359	12 851	11 074	12 676	HU1	6 596	6 496	5 871	6 271	SE3		14 904	15 492	15 286
ES2	13 824	16 182	14 364	15 409	HU2	5 647	5 669	5 201	5 796	UKC			11 490	12 028
ES3	13 761	16 398	13 854	14 713	HU3	5 021	5 016	4 663	4 879	UKD			11 741	12 439
ES4	9 789	11 960	9 916	10 830	MT0		12 581	12 388	13 726	UKE			11 382	12 759
ES5	12 453	13 924	11 771	12 579	NL1					UKF			12 079	12 721
ES6	9 748	11 289	8 981	9 770	NL2					UKG			10 885	12 366
ES7	9 605	10 432	9 635	9 882	NL3					UKH			12 975	13 849
FR1	16 795	18 692	19 102	19 520	NL4					UKI			12 876	14 788
FRB	13 712	15 343	15 773	16 693	AT1	17 443	17 219	16 648	17 750	UKJ			14 317	14 604
FRC	13 027	14 836	13 822	15 758	AT2	16 441	16 351	16 530	17 462	UKK			12 863	13 282
FRD	14 279	16 004	15 854	17 076	AT3	16 699	17 409	16 927	17 459	UKL			11 880	12 150
FRE	14 465	16 128	16 006	17 039	PL2	5 473	7 501	7 752	9 532	UKM			12 721	12 428
FRF	13 930	15 767	15 955	16 872	PL4	5 554	7 477	8 033	9 092	UKN			11 327	11 231
FRG	14 787	16 590	16 787	17 908	PL5	4 660	6 162	6 818	7 884	ISO	17 193	17 537	10 869	
FRH	13 284	15 289	16 105	16 319	PL6	5 217	6 968	7 447	8 826	NO0	18 449	21 512	21 440	19 455
FRI					PL7	5 484	7 538	8 059	9 431	CHO		22 604	24 556	25 390
FRJ					PL8	4 933	6 923	7 239	8 679	RS0				3 134
FRK					PL9									

Source: own calculations based on EU-SILC (version released on 1/9/2019).

Notes: The blank cells indicate that either no data collection took place in that year or the data are not available in the EU-SILC user database.

Table A.11 Pan-European at-risk-of-poverty rate by NUTS-1 region, EU-28, Iceland, Norway, Switzerland, and Serbia, 2005-2017 (%)

	2005	2009	2013	2017		2005	2009	2013	2017		2005	2009	2013	2017
BE1	17.6	19.3	18.0	17.5	FRL					PT1				
BE2	5.2	5.2	4.1	4.2	FRM					PT2				
BE3	9.5	10.5	8.5	11.4	FRY					PT3				
BG3		87.6	90.9	77.9	HRO			62.8	51.8	RO1		97.5	98.8	96.5
BG4		82.6	80.7	69.6	ITC	8.6	9.0	8.8	13.7	RO2		96.7	98.1	97.2
CZ0	44.9	31.0	25.8	21.2	ITF	8.0	28.0	30.7	30.3	RO3		93.5	95.0	93.5
DK0	5.7	6.2	5.6	5.7	ITG	11.6	31.3	32.7	38.3	RO4		98.3	99.2	97.7
EE0					ITH	29.2	8.1	9.3	10.2	SI0				17.8
IE0	12.4	8.5	8.7	8.0	ITI	31.7	11.3	14.0	16.6	SK0	92.9	59.0	41.6	52.5
EL3	33.0	33.5	45.8	46.1	CY0	11.0	7.0	11.7	13.4	FI1	7.4	4.9	3.8	4.7
EL4	33.8	35.1	55.0	61.5	LVO	82.5	75.5	79.9	67.2	FI2				
EL5	17.6	18.6	61.2	57.9	LTO	81.2	64.0	66.8	55.3	SE1		6.5	5.5	8.7
EL6	31.9	24.6	61.4	62.8	LU0	1.5	1.8	3.1	5.3	SE2		6.7	6.4	9.4
ES1	23.2	16.9	21.5	20.1	HU1	65.6	67.9	66.9	69.4	SE3		7.7	7.6	8.5
ES2	15.5	9.9	14.7	12.7	HU2	78.9	81.4	80.6	77.4	UKC			15.6	21.4
ES3	16.6	15.4	17.7	19.8	HU3	85.6	86.2	85.6	86.2	UKD			16.8	18.3
ES4	35.5	22.5	31.5	30.8	MT0		17.0	15.3	14.0	UKE			17.5	19.7
ES5	19.8	17.0	22.7	23.0	NL1					UKF			15.7	18.5
ES6	34.9	27.6	35.8	36.2	NL2					UKG			20.1	20.5
ES7	32.6	29.2	31.6	33.4	NL3					UKH			14.9	16.0
FR1	7.3	6.0	3.9	5.7	NL4					UKI			15.0	15.4
FRB	7.1	5.5	4.5	3.7	AT1	5.6	7.6	7.1	7.4	UKJ			10.5	11.2
FRC	11.6	7.6	6.1	5.6	AT2	4.0	5.3	4.8	6.1	UKK			12.4	12.4
FRD	7.6	6.4	4.4	4.8	AT3	2.9	5.3	5.4	6.1	UKL			18.0	18.0
FRE	6.4	5.0	3.9	4.0	PL2	71.6	52.0	45.3	33.7	UKM			14.3	20.3
FRF	9.9	6.3	5.0	4.0	PL4	71.3	53.8	43.0	36.3	UKN			18.9	21.1
FRG	7.2	4.6	3.7	3.3	PL5	82.9	67.7	56.3	49.3	ISO	3.9	3.5	15.1	
FRH	12.4	9.2	6.3	7.7	PL6	76.7	56.1	49.1	39.3	NOO	4.2	3.3	2.7	4.4
FRI					PL7	71.3	53.1	43.1	36.4	CHO		3.2	1.4	2.2
FRJ					PL8	79.0	58.9	50.9	40.1	RSO				94.5
FRK					PL9									

Source: own calculations based on EU-SILC (version released on 1/9/2019).

Notes. The pan-European at-risk-of-poverty rate is defined as the percentage of persons whose income falls below the European poverty threshold (60% of the EU-wide median income). The blank cells indicate that either no data collection took place in that year or the data are not available in the EU-SILC user database.

Table A.12 National at-risk-of-poverty rate by NUTS-1 region, EU-28, Iceland, Norway, Switzerland, and Serbia, 2005-2017 (%)

	2005	2009	2013	2017		2005	2009	2013	2017		2005	2009	2013	2017
BE1	29.2	27.8	33.5	33.3	FRL					PT1				
BE2	11.3	10.1	10.8	9.8	FRM					PT2				
BE3	16.8	18.4	16.7	21.2	FRY					PT3				
BG3		26.3	24.1	26.5	HRO			19.5	20.0	RO1		19.6	17.8	17.6
BG4		16.7	17.7	20.3	ITC	10.3	10.4	9.9	13.7	RO2		27.2	33.7	31.7
CZ0	10.4	8.6	8.6	9.1	ITF	9.4	31.5	32.6	30.6	RO3		15.7	14.9	16.8
DK0	11.8	13.1	11.9	12.4	ITG	13.3	34.3	36.1	38.4	RO4		27.4	26.5	27.3
EE0					ITH	32.1	9.7	10.4	10.2	SI0				13.3
IE0	19.7	15.0	15.7	15.6	ITI	35.6	12.9	15.2	16.6	SK0	13.3	11.0	12.8	12.4
EL3	23.7	24.4	20.1	15.5	CY0	16.1	15.8	15.3	15.7	FI1	11.7	13.8	11.8	11.5
EL4	27.5	26.4	23.6	21.6	LVO	19.2	26.4	19.4	22.1	FI2				
EL5	11.4	12.8	26.1	22.3	LTO	20.5	20.3	20.6	22.9	SE1		13.2	14.0	13.7
EL6	22.8	18.4	24.2	24.3	LU0	13.7	14.9	15.9	18.7	SE2		14.6	17.4	17.2
ES1	17.9	17.9	16.5	17.1	HU1	7.6	7.1	11.1	11.7	SE3		16.3	17.0	16.8
ES2	12.1	10.6	12.7	10.6	HU2	11.1	11.5	12.2	12.5	UKC			16.4	21.8
ES3	11.9	15.9	13.4	16.9	HU3	19.3	16.9	20.0	15.5	UKD			17.7	18.3
ES4	28.6	23.3	25.2	24.6	MT0		15.0	15.7	16.6	UKE			19.2	19.8
ES5	15.7	17.5	17.9	19.4	NL1					UKF			16.2	18.6
ES6	27.1	28.9	28.8	30.9	NL2					UKG			20.9	20.8
ES7	28.2	30.4	28.4	30.5	NL3					UKH			15.2	16.0
FR1	10.4	11.2	13.0	12.6	NL4					UKI			15.4	15.7
FRB	11.8	12.4	13.2	13.0	AT1	13.1	16.3	16.7	16.1	UKJ			10.9	11.4
FRC	18.6	16.1	18.1	15.6	AT2	13.1	13.9	13.0	14.7	UKK			12.9	12.5
FRD	12.7	13.6	14.3	11.5	AT3	11.0	12.9	12.4	12.2	UKL			18.8	18.6
FRE	10.2	9.9	12.5	11.2	PL2	19.1	14.2	16.2	12.4	UKM			14.5	20.3
FRF	15.0	14.7	14.7	12.4	PL4	16.4	14.0	14.8	15.1	UKN			19.2	21.1
FRG	11.6	9.8	10.9	12.0	PL5	25.2	23.5	22.2	21.3	ISO	9.7	10.1	9.3	
FRH	18.8	18.6	15.4	18.7	PL6	20.2	18.5	17.7	14.0	NO0	11.4	11.7	11.0	12.3
FRI					PL7	20.1	14.6	14.1	12.2	CHO		15.6	14.5	15.5
FRJ					PL8	23.5	18.4	17.9	14.1	RSO				25.7
FRK					PL9									

Source: own calculations based on EU-SILC (version released on 1/9/2019).

Notes. The national at-risk-of-poverty rate is defined as the percentage of persons whose income falls below the national poverty threshold (60% of the respective national median income). The blank cells indicate that either no data collection took place in that year or the data are not available in the EU-SILC user database.

Table A.13 Pan-European relative median poverty gap by NUTS-1 region, EU-28, Iceland, Norway, Switzerland, and Serbia, 2005-2017 (%)

	2005	2009	2013	2017		2005	2009	2013	2017		2005	2009	2013	2017
BE1	18.4	19.8	19.6	16.0	FRL					PT1				
BE2	11.8	19.3	15.9	16.3	FRM					PT2				
BE3	13.2	14.5	16.6	17.3	FRY					PT3				
BG3		53.0	52.0	48.3	HRO			35.7	33.4	RO1	63.4	65.3	57.4	
BG4		45.6	48.5	44.3	ITC	21.0	18.6	25.2	23.8	RO2	69.5	72.7	67.0	
CZ0	20.0	17.5	16.6	16.0	ITF	19.0	25.0	31.2	31.3	RO3	62.6	62.2	56.9	
DK0	29.3	35.4	43.0	25.2	ITG	20.0	26.1	37.4	31.6	RO4	68.6	69.9	62.7	
EE0					ITH	26.1	19.1	21.9	24.5	SI0				20.4
IE0	16.9	13.0	20.7	13.8	ITI	28.6	21.7	24.5	24.7	SK0	47.3	25.9	22.0	23.2
EL3	28.4	29.6	38.7	32.2	CY0	17.5	13.5	16.0	14.5	FI1	14.3	15.2	15.9	12.9
EL4	30.2	29.1	37.7	32.2	LVO	50.3	49.7	50.4	44.1	FI2				
EL5	22.1	26.5	39.0	34.5	LTO	50.4	39.5	41.1	40.3	SE1	23.8	34.2	28.2	
EL6	26.9	25.6	37.5	34.3	LU0	20.2	22.6	22.5	27.3	SE2	30.1	30.7	15.8	
ES1	24.0	23.6	22.7	34.6	HU1	29.7	28.3	34.3	35.7	SE3	25.6	22.6	27.6	
ES2	27.0	24.3	29.1	26.0	HU2	32.7	33.8	35.5	35.0	UKC			22.9	20.0
ES3	21.4	28.0	31.0	39.5	HU3	39.6	39.4	41.5	42.0	UKD			19.6	25.2
ES4	30.5	22.1	27.0	27.6	MT0		16.7	18.8	16.2	UKE			21.5	18.8
ES5	24.7	25.3	27.8	33.5	NL1					UKF			20.0	23.6
ES6	26.2	25.5	28.6	29.4	NL2					UKG			18.3	17.7
ES7	31.1	29.7	34.8	39.4	NL3					UKH			17.7	20.7
FR1	17.1	17.0	21.8	19.4	NL4					UKI			19.2	20.6
FRB	16.8	17.0	21.8	15.6	AT1	29.9	19.3	29.0	28.6	UKJ			24.4	14.6
FRC	16.3	18.1	11.2	13.0	AT2	18.6	25.2	36.8	65.3	UKK			19.3	19.6
FRD	15.5	14.6	23.6	21.3	AT3	25.9	29.2	35.3	24.6	UKL			16.9	20.8
FRE	14.9	13.7	20.5	15.2	PL2	43.3	31.0	29.5	25.9	UKM			21.4	23.2
FRF	16.9	16.7	17.6	21.1	PL4	41.6	28.9	27.7	27.4	UKN			21.9	18.6
FRG	13.6	22.9	38.3	18.1	PL5	47.2	35.7	33.1	27.6	ISO	19.3	21.8	15.8	
FRH	18.5	20.3	19.7	12.4	PL6	43.4	33.4	27.8	22.3	NOO	30.0	31.1	37.9	45.4
FRI					PL7	44.0	30.9	26.2	25.1	CHO		26.2	19.3	19.7
FRJ					PL8	45.8	32.7	30.2	25.9	RSO				62.0
FRK					PL9									

Source: own calculations based on EU-SILC (version released on 1/9/2019).

Notes. The pan-European relative median poverty gap is defined as the distance between the median income of persons below the European poverty threshold and the threshold itself. The blank cells indicate that either no data collection took place in that year or the data are not available in the EU-SILC user database.

Table A.14 National relative median poverty gap by NUTS-1 region, EU-28, Iceland, Norway, Switzerland, and Serbia, 2005-2017 (%)

	2005	2009	2013	2017		2005	2009	2013	2017		2005	2009	2013	2017
BE1	21.6	27.4	25.0	19.0	FRL					PT1				
BE2	14.9	15.5	15.7	15.0	FRM					PT2				
BE3	19.2	17.9	21.9	19.8	FRY					PT3				
BG3		29.4	29.1	30.1	HRO			28.1	26.0	RO1		30.9	38.0	26.3
BG4		23.3	32.3	30.7	ITC	19.5	19.7	24.1	23.8	RO2		34.0	39.0	40.1
CZ0	18.2	18.8	16.6	16.6	ITF	19.0	23.4	31.4	31.1	RO3		27.4	19.7	29.6
DK0	15.6	18.4	23.5	21.7	ITG	20.3	26.7	34.7	31.6	RO4		32.1	34.2	36.1
EE0					ITH	27.1	19.4	19.5	24.3	SI0				19.6
IE0	20.2	16.2	17.5	18.3	ITI	27.0	21.1	23.2	24.6	SK0	23.5	23.2	24.1	26.0
EL3	24.4	27.2	32.6	34.7	CY0	19.4	17.2	17.7	15.1	FI1	13.5	15.1	15.0	13.7
EL4	24.8	25.6	31.7	27.4	LVO	27.2	29.0	27.5	25.3	FI2				
EL5	22.1	20.4	31.8	29.4	LTO	28.4	23.8	24.8	28.0	SE1		19.7	19.0	23.7
EL6	24.5	17.2	35.9	29.9	LU0	18.6	17.6	17.5	21.8	SE2		18.4	19.3	19.8
ES1	22.2	23.4	25.1	36.9	HU1	15.0	15.9	26.3	33.0	SE3		18.7	18.4	17.7
ES2	25.2	24.7	27.6	23.9	HU2	17.2	14.7	19.9	15.7	UKC			22.5	20.3
ES3	28.5	29.2	31.4	41.6	HU3	20.0	17.5	20.8	14.4	UKD			18.9	25.2
ES4	27.9	21.8	27.5	28.9	MT0		16.4	19.1	16.1	UKE			17.6	19.1
ES5	23.3	26.1	32.5	34.7	NL1					UKF			21.1	23.9
ES6	25.3	26.0	30.7	29.5	NL2					UKG			18.6	17.4
ES7	27.9	28.8	35.2	36.0	NL3					UKH			17.6	21.0
FR1	21.1	21.1	17.7	22.3	NL4					UKI			19.3	20.9
FRB	14.8	17.2	17.1	15.3	AT1	19.4	20.3	23.4	21.9	UKJ			24.5	14.9
FRC	15.1	17.1	17.6	16.2	AT2	15.2	18.9	18.3	20.0	UKK			19.8	19.9
FRD	14.1	16.4	14.6	17.7	AT3	13.5	18.6	21.6	25.1	UKL			17.3	20.7
FRE	14.7	20.0	15.8	15.0	PL2	32.1	20.2	21.4	21.0	UKM			22.0	23.5
FRF	17.5	18.1	13.2	12.2	PL4	32.2	27.3	23.3	24.9	UKN			22.9	18.9
FRG	14.8	15.3	16.5	13.0	PL5	29.7	23.3	23.4	23.3	ISO	19.1	16.4	17.8	
FRH	17.6	19.1	19.8	19.8	PL6	25.7	23.4	19.3	27.3	NOO	19.8	21.3	17.1	21.3
FRI					PL7	32.6	18.9	25.7	19.8	CHO		21.7	19.1	24.7
FRJ					PL8	30.9	19.6	24.8	23.9	RSO				38.8
FRK					PL9									

Source: own calculations based on EU-SILC (version released on 1/9/2019).

Notes. The national relative median poverty gap is defined as the distance between the median income of persons below the national poverty threshold and the threshold itself. The blank cells indicate that either no data collection took place in that year or the data are not available in the EU-SILC user database.