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ENPOR

Actions to Mitigate Energy Poverty in the Private Rented Sector

Eva Suba

DELIVERABLE 4.5 Proceedings and material from the EU level events and policy support actions

30/09/2021

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Acronyms:

- EP= energy poverty
- PRS= private rented sector
- OSS= one-stop-shop

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1
EXECUTIVE SUMMARY

The Advisory Board shall meet twice a year to mainstream the ENPOR results into EU policies. ENPOR partners support the national and regional governments in Germany, Greece, Estonia, Italy, Croatia, Austria and the Netherlands to adapt ten existing policies for the private rented sector. This support started by the analyzing best practices, structural factors and conditions for such policies. The barriers and challenges faced by the policies in the ENPOR countries are currently being investigated through the Regional Action Groups (REACT Groups). In parallel, the energy poor households and the property owners as well as possible legal or market related obstacles shall be identified for each country together with their data on energy consumption. Identified policies will be fed to the Energy Poverty Dashboard, an interactive online tool.

The Advisory Board was established at the beginning of the project to support this plan on policy design improvements by applying co-creation methodology and stakeholder involvement including considerations on critical issues for tenants and property owners through the Policy Forum events, as well as gender issues that can influence the outcomes of these policies. Climate Alliance undertakes the alignment of the ENPOR work with the energy poverty work under the Covenant of Mayors for Europe initiative, thus developing the communication channels and knowledge exchange with the cities/regions facing energy poverty in the PRS. While in the original plan interacting with the Energy Poverty Observatory (EPOV) was designed to be taken over by the University of Manchester, at this moment of time, Climate Alliance took up the initiative to coordinate with the newly established EU Energy Poverty Advisory Hub, the follow-up initiative of the EPOV.

In the first year of the project, the ENPOR Partners wished to understand the perspectives and considerations of the Advisory board on the first findings outlined in our deliverables: Report on the Energy poverty in the PRS – overview and framework; Analysis of Private Rented Sector Policies and Measures; Structural factors impacting energy poverty policies. To this end, three online events have been organized:

1. ENPOR Launch Event: Energy Vulnerability in Private Rented Homes
2. ENPOR Policy Forum
3. Energy Poverty Workshop: organized in collaboration with the Covenant of Mayors Europe: 9th of September, 2021, 14:00-15:00 CET at part of the Climate Alliance International Conference.

The ENPOR Launch event focused on discussing the findings of the ENPOR Deliverables 2.1 and D2.2 and was an open online forum with the Advisory Board invited. The ENPOR Policy Forum targeted the ENPOR Advisory Board, while the Energy Poverty Workshop (also open event) had a closer look on ENPOR stakeholder engagement strategies highlighting the ongoing work of the REACT Groups and involved municipalities as well Covenant of Mayors signatories in the light of the renewed pledge of the Covenant of Mayors.

The first result in improving energy poverty policies is the acknowledgement of energy poverty in policy documents. The Declaration of Wels is the first policy declaration by municipalities that acknowledges the importance to adopt policy measures against energy poverty on local level.

2
POLICY FORUM: MAINSTREAMING ENERGY POVERTY IN EU-LEVEL POLICY INITIATIVES

The Policy Forum is the event format envisaged to open doors to relevant stakeholders of the field to reflect upon the findings of the ENPOR Project. Participants of the Forum preliminary consist of the ENPOR Advisory Board, and it is open to important stakeholders of the field according to the envisaged content of the meeting. The Advisory Board shall meet twice a year to mainstream the ENPOR results into EU policies. The external situation changed since ENPOR has been launched, and the Energy Poverty Observatory (EPOV) has been transformed into the Energy Poverty Advisory Hub (EPAH) run by a different Consortium. The Covenant of Mayors, in the same time, has renewed its pledge and started a process of extending the Energy Poverty Indicators of the Energy Poverty Pillar. These changes have been taken into consideration, and both the Covenant of Mayors and the new Consortium setting up the Energy Poverty Advisory Hub agreed to be part of the Advisory Board. Furthermore, the representative of the European Committee of Regions, Commission for Environment, Climate Change and Energy also joined the Advisory Board.

2.1
The Advisory Board

The ENPOR Advisory Board consist of leading researchers of the field, experts of stakeholders, sister project representatives, representatives of EU level policy instituions and initiatives. The Advisory Board is contiuously growing, as more and more organisations acknowledge the importance of fighting energy poverty in the private rented sector in order to reach a just transition in Europe.

The current members of the Advisory Board:

Name	Affiliation
Anca Sinea	EMPOWER project
Marielle Feenstra	University of Twente
Luciano Lavecchia	Banca d'Italia
Pierre Hautus	Union Nationale de la Propriété Immobilière
Steve Pye	University College London
Brenda Boardman	ECI – University of Oxford
Barbara Steenbergen	International Union of Tenants
Sergio Tirado Herrero	Universitat Autònoma de Barcelona
Sofia Simoes	The National Laboratory of Energy and Geology (LNEG)
Aimee Ambrose	Centre for Regional Economic and Social Research
Kimberley O Sullivan	

Christoph Struenck	
Eoin Kelly	BEUC-The European Consumer Organisation
Zita Kakalejcikova	Habitat for Humanity
Harriett Thomson	University of Birmingham
Caitlin Robinson	University of Liverpool
Rene Schellekens	Netherlands Enterprice Agency, RVO
Joao Pedro Gouveia	The EU Energy Poverty Advisory Hub
Miguel Morcillo	Covenant of Mayors EU
Davide Cassamagnano	Covenant of Mayors EU
Helene Sibileau	Buildings Performance Insititute Europe
Martha Myers	Right to Energy Coalition
Roland Gladushenko	European Insulation Manufacturers Association
Femke de Jong	European Climate Fundation
Kees Vringer	PBL Netherlands Environmental Assessment Agency
Jakub Sokolowski	IBS - The Institute for Structural Research (IBS)
Davide Sabbadin	European Environmental Bureau
Louise Sunderland	RAP- Regulatory Assistance Project
Haris Doukas	National Technical University of Athens
Niall Dunphy	University College Cork
Roberto Barella	Comillas University, Chair of Energy and Poverty - Institute for Research in Technology (IIT)
Alessandra Antonini	European Committee of Regions, Commission for the Environment, Climate Change and Energy (ENVE)

2.2
The First Year of the Policy Forum

According to the original plans, the Policy Forum first meeting should have taken place in Spring 2021. However, as the EPAH has not taken full shape as well as the CoM has been in the process of relaunching their energy poverty pillar, **the first meeting** was converted into the Launch event of the first ENPOR Deliverables D2.1 and D2.3 and the partners agreed to extend the scope and invitees to introduce the first ENPOR research results to a broader audience. To enhance the impact, ENPOR became a “Friend” of the Right to Energy Coalition in order to be able to engage active European actors in the field and participated at its open Coalition meeting.

The second meeting of Policy Forum took place in autumn 2021 with the scope of the original idea. This meeting was followed up by the Energy Poverty themed Workshop under the Covenant of Mayors’ umbrella during the Climate Alliance International Conference 2021 on the 9th of September 2021 that was organised in collaboration with EPAH as well. Both events are now accomplished and offer ENPOR further opportunities to feed in future findings to an ongoing collaborative process.

2.2.1 The First Policy Forum event: Launch event (24/02/2021)

The Launch Event of ENPOR's Report on Energy Poverty in the Private Rented Sector took place via ZOOM, 11:00 CET on the 24th of February 2021. Participants registered to receive the ZOOM link via e-mail. This event marked the kick-start of the ENPOR Project's series of activities around Europe, exploring ways to alleviate energy poverty in the private rented sector. The event aimed at discussing the Report and the related document "Analysis and assessment of existing policies in the PRS" to explore the challenges and the impacts of energy poverty in the context of privately rented dwellings. Both documents' links were sent and are available for download after the event. Climate Alliance organized the Zoom event, invitations were sent by all partners.

For the event, Climate Alliance invited Marine Cornelis, EU Climate Pact Ambassador as moderator of the event to discuss with Stefan Bouzarovski and Manon Burbidge (University of Manchester) Energy Vulnerability in Private Rented Homes.

Participants

Number of registrations: 88 (excluding project partners), actual participants: 78

University of Stuttgart - IER
FFM Isadora Duncan
Chair of Energy and Poverty - ICAI School of Engineering, Comillas Pontifical University
Klimabündnis Tirol
Austria
NC
SEALAB UNIWA
EuroACE - Energy efficient Buildings
Medjimurje Energy Agency Ltd.
Gebietsbetreuung Stadterneuerung
Koordination Gebietsbetreuung Stadterneuerung
Caritas Österreich
LIFE-project DoppelPlus
NEA
Eurac Research
CONICET UNLP TEAM, UNNOBA
Canale Energia
University of Twente/CSTM
becaria CONICET
Amexgen, A.C.
Managing Director, INZEB
Universidad de Chile
ENEA
Nature Energy
Delehanty Consulting
European Commission - Joint Research Centre
Federal Ministry for Climate Action, Environment, Energy, Mobility, Innovation and Technology
Independent
Eurofuel
FEEDS
Secretaría de Energía - Argentina
ISR-University of Coimbra
Universidad de San Martin Argentina
Social worker/ community worker @ Samenlevingsopbouw (Flanders, Belgium)
Citizens Advice Rossendale & Hyndburn, Centre for Alternative Technology (student)
EDF R&D
Citizens Advice
PhD candidate
University of Leeds
Carbon Trust
Conicet
BEUC
Independent Researcher
National Tecnical University of Athens
LIFE-DoppelPlus

FEANTSA
Naturgy Foundation
EASME
Iscte
University of Delaware
Die Umweltberatung
Austrian Chamber of Labour
Anima Confindustria
Friends of the Earth Europe
University of Nigeria
Bristol Energy Network
GSRI
Housing Europe
E-Control
Individual
Three Rivers DC
University of Camerino - School Law
OpenExp
BPIE
AEA
Cense, FCT-NOVA
Cardiff University
ADENE - Portuguese Energy Agency
FONDAZIONE GIANNINO BASSETTI
City of Frankfurt am Main
Supreme Audit Institution Belgium
AISFOR
ISPE Proiectare si Consultanta SA
Wien Energie GmbH
E-Control
CONICET-UNICEN
Međimurska energetska agencija d.o.o.
The Hong Kong University of Science and Technology
Energy Saving Trust
Institute of Building Research & Innovation Association
Focus Association for Sustainable Development

2.2.1.1 The Summary of the Event

Speakers

Marine Cornelis is one of the EU's Ambassador of the European Climate Pact and the director and founder of Next Energy Consumer, a Turin-based policy consultancy focused on the social aspects of the energy and climate transitions. She launched her company to help build a just transition, after having worked as an EU energy rights advocate for many years in Brussels.

Prof Stefan Bouzarovski chaired the European Union Energy Poverty Observatory, and currently chairs the COST ENGAGER Action. As an internationally leading expert in energy poverty and sustainability policy, he was named an 'ordinary hero' for his efforts to combat poverty and inequality across Europe in the 2019 EU Protects campaign.

Manon Burbidge holds an MSc in Human Ecology and is a Research Associate at The University of Manchester's School of Environment Education and Development (SEED). She has research interests in energy poverty, energy justice, political ecology and climate change.

The presentation is available via the project shared file repository.[1]

1

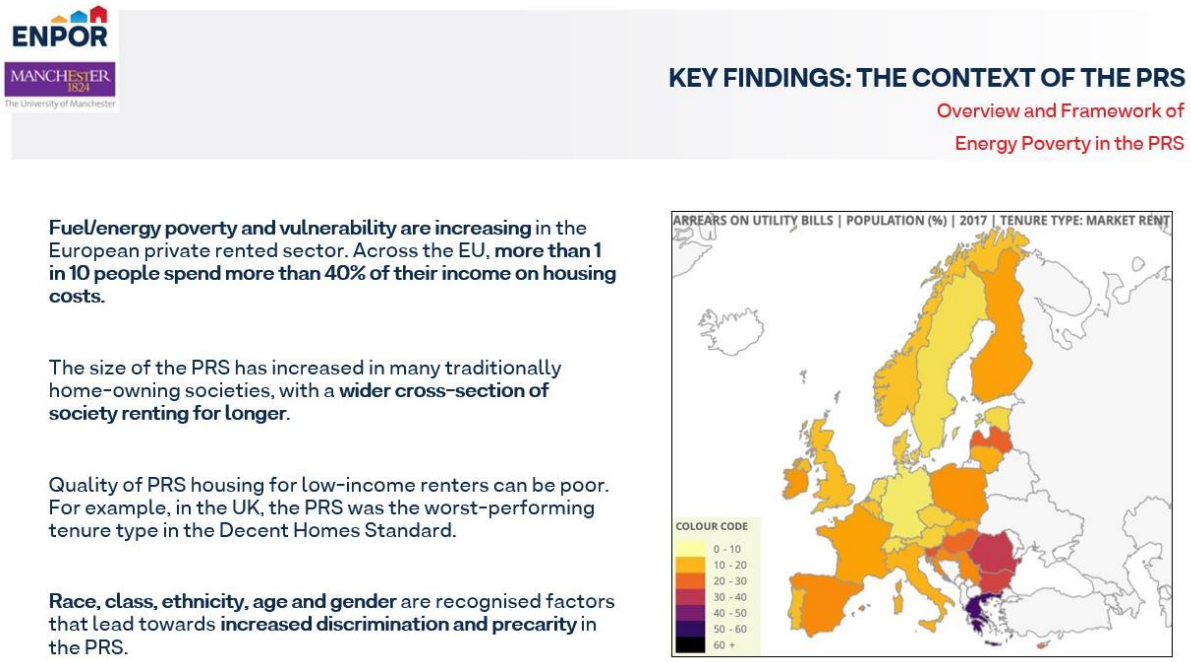

Figure 1 The presentation on ENPOR first results is also available via the project repository

Eva Suba, Climate Alliance, introduced the event and technicalities[2]. The Event was recorded only for reporting purposes. Vlasis Oikonomou, project coordinator, introduced ENPOR.

- H2020-funded project, running for 3 years (2020-2023). Diverse countries and organisation types as partners. Advisory Board and partners include tenants and landlords' organisations, great added value. Objectives of ENPOR reminded: focus on the PRS and split incentive, monitor the EP dimensions and support implementation of new policies. Brief introduction was given on the REACT groups, customising the solutions we provide (policies) to best address the challenges faced

https://ieecp.sharepoint.com/:p:/r/sites/H2020ENPORproject2/Shared%20Documents/General/Work%20Packages/WP2/WP2%20Communication%20Docs,%20Presentations%20etc/Presentation%20for%20ENPOR%20Launch%20Event.pptx?d=w1bf78f1755f44af7929632195225e5a8&csf=1&web=1&e=33JdR5

2

https://ieecp.sharepoint.com/:p:/r/sites/H2020ENPORproject2/Shared%20Documents/General/Work%20Packages/WP5/Events/Launch%20Events%20for%20Publications/D2.1ab%20Launch%20-%2024.02.2021/ENPOR_Launch%20event_24022021.pptx?d=w67ff05685d0a44249d827f5c4302a127&csf=1&web=1&e=cd1qio

at the implementation level. The main challenge that is addressed in the project was recapitulated: energy poverty in the PRS is hidden, hence addressing it presents a great challenge.

Marine Cornelis, took over to introduce Dr Bouzarovski and Ms Burbidge to give a short introduction to the report and highlight the challenges encountered and describe interesting elements.

- The ENPOR findings show that fuel poverty is increasing in the EU, especially in the PRS also due to austerity measures. The key barrier to retrofitting the PRS is the so-called split incentive / tenant-landlord dilemma (due to the contractual relationship between them). Landlords do not necessarily incentivize to invest in their properties' energy efficiency. Other barriers are financial (subject of support availability), regulatory and environmental ones. They explained that very different situations exist according to the countries. Solutions thus have to be contextualized as they don't apply to all countries, so there is no unique solution to the problem for all countries. ENPOR findings highlight that due to the various conflicts, there is a need for participatory measures.

In the second part of the event, the main results of the ENPOR policy analysis of the PRS measures were discussed. The findings are based on the collection of 35 policies across the EU and across the globe focused on improving energy efficiency that have implications or include measures targeting the PRS. Participants were invited to share if they have other examples. It was mentioned that many of the collected policies are not directly targeted at the PRS, only 10 were engaging exclusively landlords, or landlords and tenants, and only 2 were aimed only at tenants. Across all policies, just under half were aimed at low-income groups. The categorization is based on the dimensions of energy justice (where most policies are in the low access to justice and low access to resources). The discussed key findings concluded that policies and energy support measures perform insufficiently at the PRS and that very few address the tenant-landlord dilemma. A major obstacle identified to successfully implement policies is that public participation is very low in the PRS policies and the latter are insufficiently directed towards low-income tenants.

Marine Cornelis emphasised the need to do much more for PRS inhabitants and was surprised to see few mentions of the PRS in the energy / renovation wave policies. The latest announcements on behalf of the European Commission encourage consultation, thus the authors' expectations/views were requested on how the EU can implement changes.

- The subsidiarity principle is a challenge in the energy poverty policy. It would be good to get the Policy Forum's views on this. Good that this has entered the energy domain, yet the questions of tenancy remain, **who is responsible for renovation and where the challenges lie per Member State**. Vast discrepancies in the PRS in various countries with **different national challenges is an issue to be tackled on EU level, while targeted actions per country are needed** to detect where the challenges are and see which action is needed: more data needed, to connect tenure and energy efficiency, so that we can start developing better policies.

- In the United Kingdom the challenges come from the increasing **financialization** of the sector, being traded and sold on the market. Investment opportunities create gentrification, pushing tenants out. Traditional pathways to become an owner is moved around. Families can't buy anymore and move increasingly to social PRS. The policies therefore related to PRS are determined from high political priorities.

Ms Cornelis addressed **the renovation wave** next: the European Commission mentions the need for minimum mandatory standards for rental housing (also raised by the French citizen convention[3]: you can't rent homes / flats if their Energy Performance Certificate is below a certain threshold). **How can minimum energy efficiency standards for buildings be balanced with the scarcity of available housing**?

- This is a very political question. What research tells us: **if you want to improve energy efficiency in buildings, market transformation is the best approach** (energy performance certificates and labels, mandatory restrictions), not only for renting but also for selling. Scarcity of measures is a not a natural condition but a shortcoming of political measures, not because of tenants, and a conscious policy-making decision.
- **Mandatory energy efficiency standards** are one of the most important policy measures that can influence the alleviation of energy poverty in the PRS.

Finally good and problematic practices in policy-making were addressed:

In Lille, France, a mediating project between energy poor households and landlords was described that aimed at unveiling the different parties' needs (stakeholders interaction that supports tackling the split incentive) and leading to various outcomes such as supporting both parties in applying for available grants. The advantage of this measure is that it doesn't require a lot of effort to implement.

The report has analysed practices we looked at. Problematic practices are the one that offer tips or policies that mandate people what to do, therefore pure behavioural policies do not suffice and energy saving devices or toolkits are important but they have often a small impact.

- **Energy Performance Certificates in private buildings**: in case these are instruments that can be used to enforce change it is useful / constructive, also for the tenant, however some adjustments are needed. One of the often mentioned policies is one-stop-shops that ensure consistency with information provided to both tenants and landlords. Information provision is key. How one-stop-shops are realised is less relevant: having a visible presence, not physically but at least a portal summarising the different options, is very good. In countries where the sector is better regulated, if

[3] https://www.legifrance.gouv.fr/jorf/id/JORFTEXT000042953125

renting is a source of income for somebody, you will have more issues. If renting is a service, both parties seem more engaged.

- One of the main issues related to the private rented sector is **how to ensure that rents don't increase dramatically with renovation works**. Introducing the terminology "retroviction" (by Prof. Dr. Katrin Großmann)[4] in the field is suggested. A possible solution is mediation: local housing organisation / NGO can take the burden off the municipality and ensure that the involved expert is knowledgeable on the topic.
- Participation of landlords in the process is key: this can be ensured via **landlord associations**.

- **Just energy ombudsmen**: to support parties to enforce their rights, an Ombudsman or similar positions can be established.

Additional suggestions:

- Suggestion by participants: **subsidy to tenants after renovations**: The idea would be to give a subsidy to people to pay the rent. Landlords could raise the rent because of the improvements, but the governments would support the tenants to still afford their housing.
- To distinguish social measures and just improving the building stock through the PRS.

2.2.1.2 Communication measures

The event was communicated across the ENPOR social media communication channels and via partner channels, as the project website was not available yet. An invitation was posted via e-mail to the Advisory Board and advertised via social media and sent to sister projects.

Facebook event[5] (Event Reach: 440, Related Facebook Posts reach: 180 Facebook users)

Twitter post to share[6] (Reach: 2805, altogether Twitter reach during the event campaign: 13400)

LinkedIN [7] (Reach: 2126 during event campaign via 17 posts in the timeframe)

Figure 2 Top tweet about the event

[4] https://www.fh-erfurt.de/arc/index.php?id=1798
[5] https://fb.me/e/LPe7IoJ8
[6] https://twitter.com/EnporProject/status/1357252668570427393
[7] https://www.linkedin.com/feed/update/urn:li:activity:6763018360247652352

Figure 3 Banner of the First Policy Forum Launch Event

Follow-up Podcast:
Marine Cornelis followed up the event by recording and publishing a Podcast episode on the Energ'etic Podcast based on the event[8].

2.2.2 Policy Forum Event (2/9/2021)

The second Policy Forum event took place early September 2021, following the launch of all three reports and analysis performed in WP2: Report on energy poverty in the PRS – overview and framework, Analysis and assessment of existing policies in the PRS, Structural factors impacting energy policies.

The main aim of the second event was to invite the advisory board members to reflect on the findings of the first ENPOR results and to introduce them the co-creation methodology of the REACT groups to receive feedback and suggestions on tackling special challenges in the light of the Green Deal's implications on the national policies being improved under ENPOR.

For this event, partners invited the Advisory Board members specifically, with the intention to provide the different stakeholders the secure environment to offer sensitive insights, if needed. Thus, this event was not advertised for the public, but a follow-up event was announced early June as part of the Climate Alliance International Conference: the Energy Poverty Workshop

[8] https://anchor.fm/energethic/episodes/Housing-policies-should-focus-on-the-people-who-live-in-them--with-Stefan-Bouzarovski-and-Manon-Burbidge--ENPOR-project-ets6aj/a-a53l6bu

organized in collaboration with the Covenant of Mayors Europe. The narrative of linking the second Policy Forum with the open Workshop was to invite local authorities' perspectives to inform the policy forum activities and to offer a space for European Stakeholders to reflect on the new EU packages such as the Fit for 55 in the light of energy poverty in the PRS.

Participants: 23

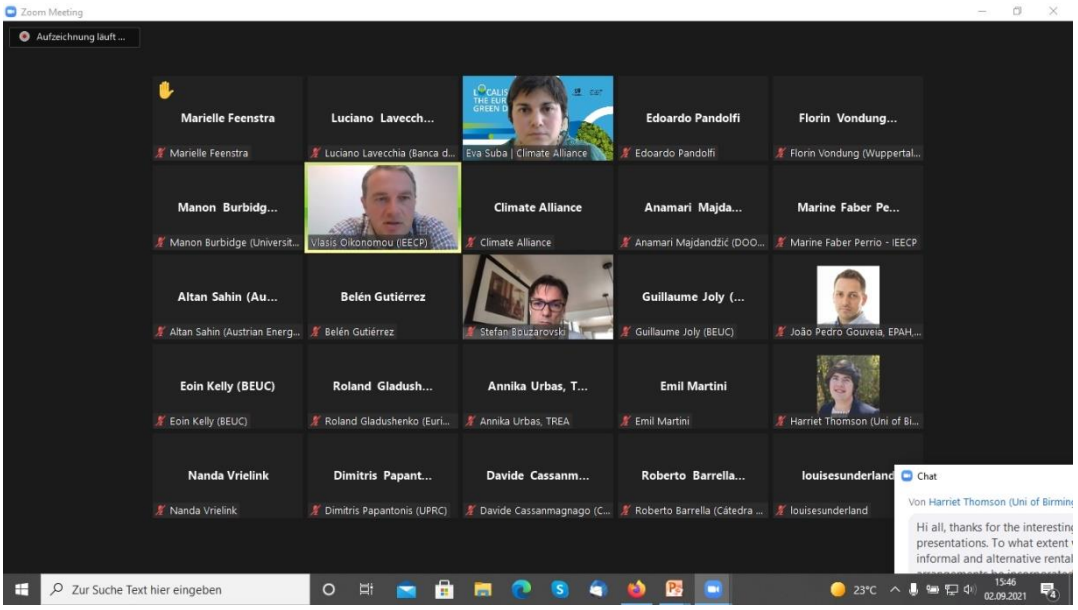

Figure 4 Participants during Q&A Session 2/9/2021

2.2.2.1 The Summary of the Event

The second Policy Forum was moderated by Eva Suba, on behalf of Climate Alliance, and included the following agenda:

15:00	Welcome and introduction to role of the Policy Forum
15:05	ENPOR's vision: Vlasis Oikonomou, Institute for European Energy and Climate Policy
15:10	Short presentation of the results of the first year: Manon Burbidge, University of Manchester and Florin Vondung, Wuppertal Institute
15:30	Tour de Table discussing the opportunities of ENPOR policy suggestions in European policy perspectives
16:00	Wrap up and Good-bye

Related documents available:

Report on the Energy poverty in the PRS – overview and framework [9]

Analysis of Private Rented Sector Policies and Measures[10]

Structural factors impacting energy poverty policies[11]

Eva Suba, CA, introduced ENPOR and the event. 26 participants gathered from ENPOR partners and the ENPOR Advisory Board. This event was the second Policy forum this year to test the project advancements and support with new ideas. The Board was established to support the project implementation and challenge partners. Vlasis Oikonomou, project coordinator, presented what happened in ENPOR in a year and illustrated the project methodology[12] to achieve these objectives (including consultation of the REACT groups, interventions on support schemes and replication through recommendations, policy assistance).

[9] https://www.enpor.eu/wp-content/uploads/2021/03/FINAL-Deliverable-2.1a_ENPOR.pdf
[10] https://www.enpor.eu/wp-content/uploads/2021/03/FINAL-Deliverable-2.1b_ENPOR-1.pdf
[11] https://www.enpor.eu/wp-content/uploads/2021/06/Structural-Factors-Impacting-Energy-Efficiency-Policy-Implementation-in-the-European-Private-Rented-Sector_public-1.pdf
[12] https://ieecp.sharepoint.com/:p:/r/sites/H2020ENPORproject2/Shared%20Documents/General/Work%20Packages/WP5/Events/Launch%20Events%20for%20Publications/D2.1ab%20Launch%20-%2024.02.2021/ENPOR_Launch%20event_24022021.pptx?d=w67ff05685d0a44249d827f5c4302a127&csf=1&web=1&e=5Xr158

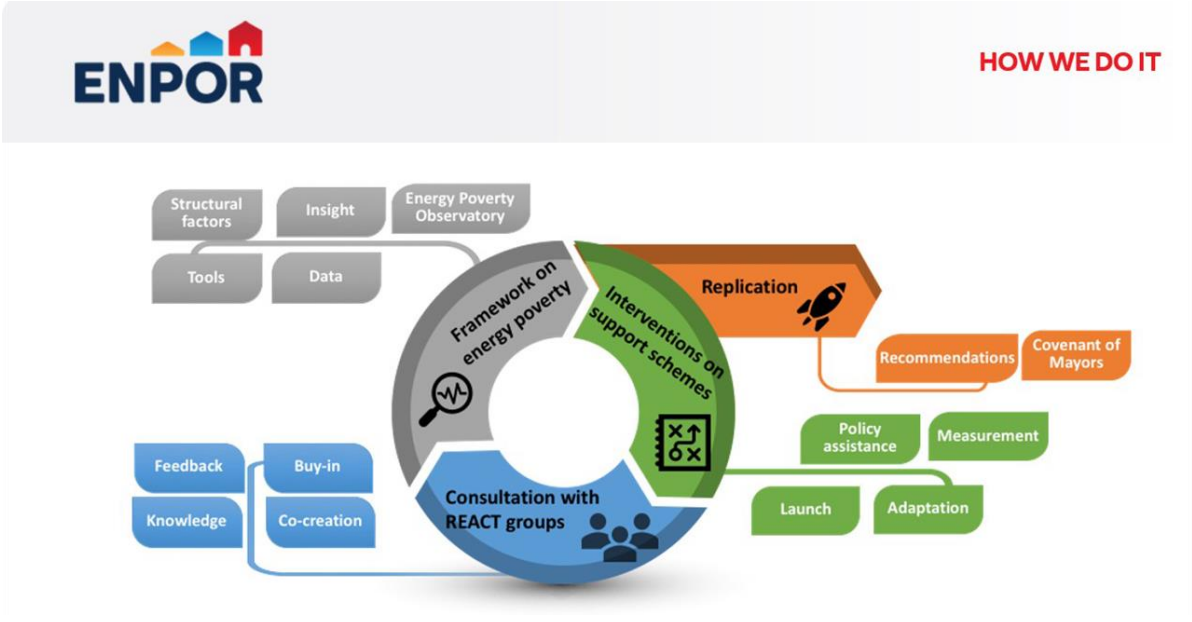

Figure 5 ENPOR Methodology

The Policy Forum perspective was emphasised by considerations on how ENPOR and the Fit-for-55 package link and how could the possible interacting policies be developed. In this regard, main question on how to involve both tenants and property owners to this debate as it is not about an investment choice directly was explored. To demonstrate the problem, the solution of changing the heating system was given leading to the challenge of who should carry out the investment as it may lead to a stronger split incentive problem.

HOW ENPOR CAN TAKE INTO ACCOUNT THE FIT-FOR-55 PROPOSALS

POSSIBLE INTERACTING POLICIES

Phasing out fossil fuel boilers

Changing incumbent fossil fuel boilers in the course of time due to regulation

Cost carried out by the property owner – would the cost of the new heating appliance be translated to rent?

Projections on costs of heat pumps for instance refer to 30-40% manufacturing cost reduction

Policies to support the cost for substitution to avoid lock-ins?

ETS on buildings

Cost increase on the fuel (gradual over time) imposed on the fuel suppliers

Cost increase (if not resolved otherwise) could be transferred to the user (tenant)

Financing support required to alleviate the burden (through ETS amounts)

How to involve both tenants and property owners to this debate as it is not about an investment choice directly? The solution is to change heating system – so who should carry out the investment – stronger split incentive problem

Following the introductional notes, Manon Burbidge from University of Manchester presented the WP2 results and reminded attendees that the first project reports are available on the project website. Manon presented the structure and methodology of the research feeding the overview and framework of EP in the PRS, and **the key findings**:

- Energy poverty increasing in the European PRS, size of PRS also increasing, and PRS has poorest energy performance relative to rest of housing stock;
- Key barrier to improving energy efficiency is the split incentive – other barriers and drivers to efficiency are environmental, financial, regulatory;
- Tenant choices regarding energy are limited by material characteristics of property but there are opportunities to gain agency;

Limitations:

- Current research is predominantly from Western Europe and UK,
- Missing research on experiences of ethnic minorities, those with disabilities, women and other vulnerable groups in the PRS and in particular the intersection of these vulnerabilities with energy poverty

The second publication presented was the analysis of the PRS policies and measures, again focusing on the structure and methodology. **Key findings** are:

- Most policies not targeted at the PRS directly. Not sufficiently targeted at tenants, especially low-income, vulnerable groups;
- Most policies from Western Europe/Anglophone contexts;
- Very few policies address the tenant-landlord dilemma or barriers to energy efficiency policy implementation;
- Difficulties with access to funding and information remains an issue;
- Most policies fail to address both access to justice and access to resources according to analysis.

The last publication focuses on the Structural Factors Impacting Energy Efficiency Policy Implementation in the European PRS. The purpose of the research was to assess and understand the barriers to energy efficiency implementation in the PRS.

A primary survey was conducted with stakeholders in the energy poverty sphere. Some **key results** are:

- Financial barriers seen as most important;

- Policy awareness was low-fair;
- National policies seen as most effective level of governance.

Expert viewpoints were collected from the ENPOR Consortium, which suggested, among others:

- One-Stop Shops;
- Mandatory EPCs and building regulations;
- Plug and Play solutions;
- Increased participation in landlords associations;
- Solutions don’t fit neatly into one category and in reality must incorporate all of the barriers.

Finally, the first glimpse to the Energy Poverty Dashboard (EPD), was offered. The Dashboard serves to visualise key indicators of energy poverty, from National to NUTS2 levels, using datasets from EU-SILC, EU EPOV, and Censuses and Household Budget Surveys. It is under construction currently and will be an interactive map of policies related to energy efficiency in the PRS. Users can submit policies for inclusion.

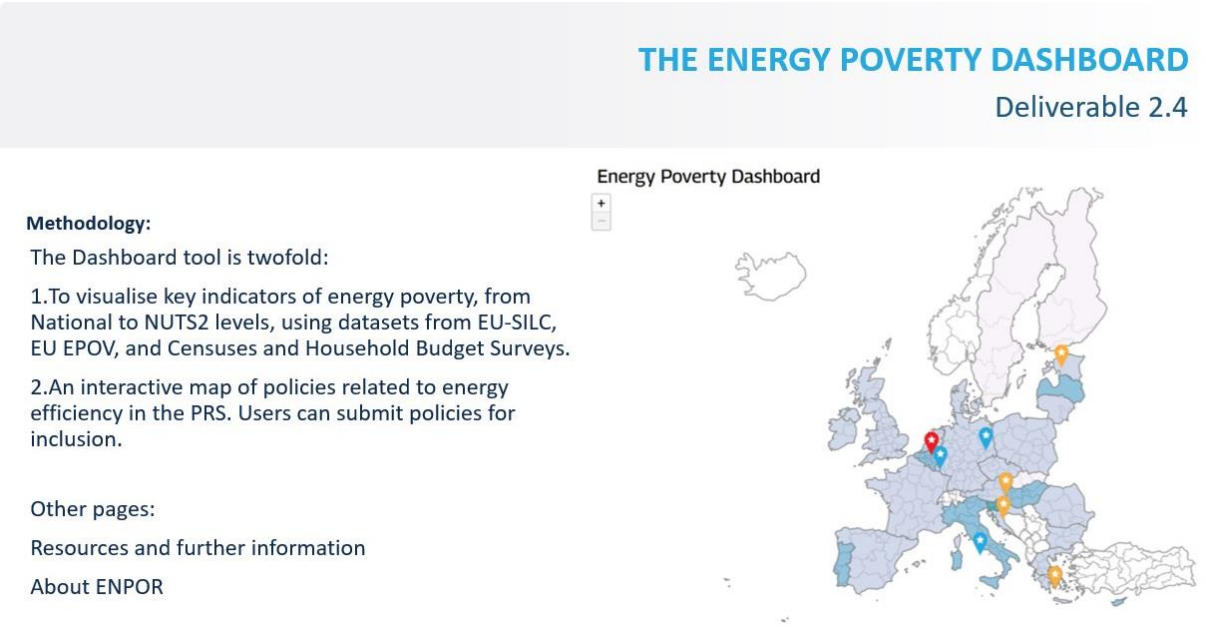

Figure 6 First Look at the Energy Poverty Dashboard

In the second part of the Forum, Florin Vondung from the Wuppertal Institute presented some of the results of the policy co-design process. The targeted developments of the 10 ENPOR policies were outlined, followed by the explanation of the stakeholder engagement, a mix of policy co-design and citizens involvement. The Stakeholder engagement strategy is outlined in a guideline document that was adapted by partners to national specificities. Stakeholder specific messaging were for instance developed and shared in the report. Most ENPOR countries have organised the REACT group meetings and discussed the 10 policies. Some preliminary results and strategies have been collected.

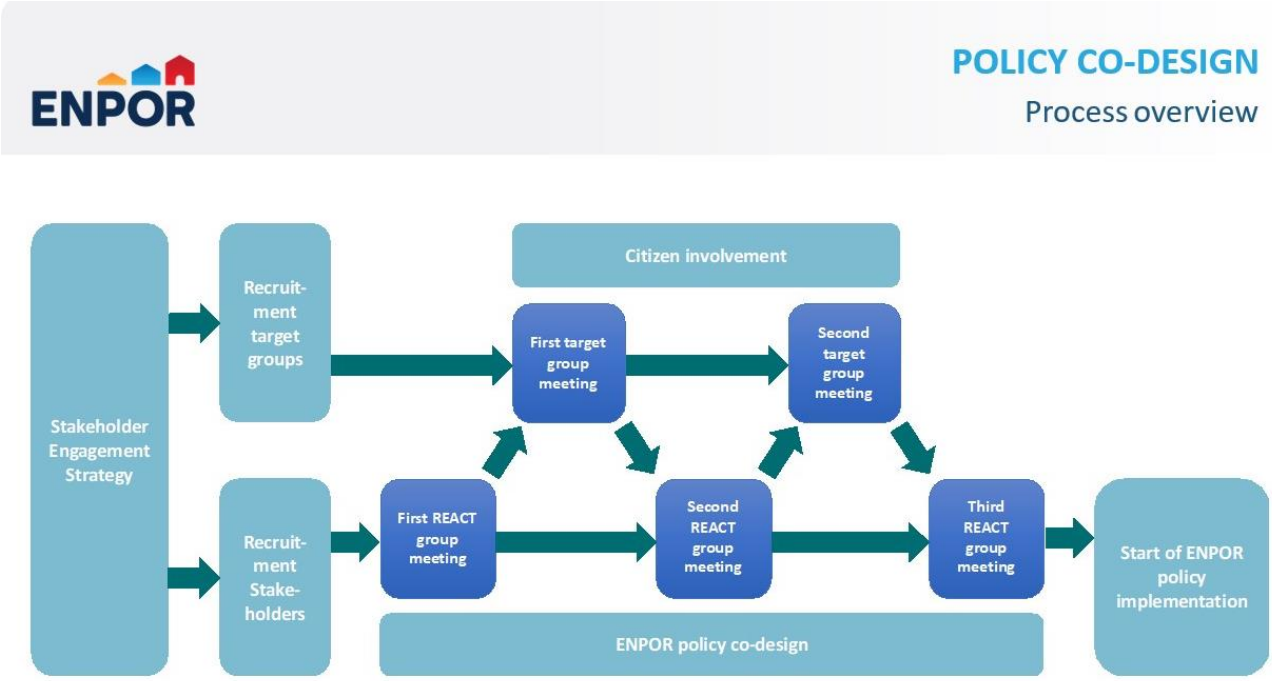

Figure 7 ENPOR policy co-design process

The ENPOR presentations were followed by a discussion round. Advisory Board members reflected on the current state of the art of the rpoject and offered further advice.

Luciano Lavecchia (Banca d'Italia) – Ecobonus policy seems to be a good example of what could be done, good for an analysis. From our perspective if the European Commission is putting efforts on deep renovation, then we should have Energy Efficiency mortgages with O% interest rate or others to serve as incentives.

Guillaume Joly (BEUC) - Regarding the policies analysis, how were the regulatory frameworks addressed, like multi-unit governance, property and rental law, etc and how the regulatory barriers could be solved by reforms (i.e. allowing financing by third party to address up-front costs, to circumnavigate landlords reluctance to investment)?

> ENPOR > Mainly by the analysis of existing measures, we worked with what is already there. That is why we need as many measures as possible to grow our pool. We used the procedural justice access. We could consider developing country factsheets. This is where we need your participation.

Harriet Thomson (Uni of Birmingham) - To what extent will informal and alternative rental arrangements be incorporated across the projects? E.g. people living in temporary forms of housing, occupied buildings, houseboats, houses of multiple occupancy, etc.

ENPOR> We will make use of justice concepts as the anchoring framework

Marielle Feenstra (Uni Twente) – How is the governance level considered?

ENPOR> In several cases, we work on the regional level rather than national. Multi-level governance. We have seen very good examples of regional and local policies. Better application potential. Please feel free to share with us even more examples.

Marielle shared the link of a Dutch energy transition paper [13]on multilevel governance and energy transition in The Netherlands to support further reflection on multilevel government concepts in PRS.

Marielle Feenstra - How do you access the data?

ENPOR> We check how accessible and applicable the policies are. Also for our recommendations. The PRS is already complex, and the dilemma is who will move first to do the investment.

ENPOR> Furthermore we invited the freshly set up Energy Poverty Advisory Hub (EPAH), the follow-up of the EU Energy Poverty Observatoy and Covenant of Mayors EU (CoM) to collaborate with us. The EPAH is currently collecting local actions. We need sharing of solutions.

Joao Pedro Gouveia, EPAH – yes, please reach out to me to contribute.

Davide Cassanmagnago (CoM) – we aim at collecting actions for the just transition and fighting EP

Roland Gladushenko (EURIMA) – We should consider how to make the work impactful: with the complicated building segment that we have, we could move away from the myth that carbon emission is not so high by sharing impactful numbers such as the % of PRS and % of what it represents in terms of potential reduction of the carbon emissions > to communicate of why the

[13] https://www.frontiersin.org/articles/10.3389/frsc.2021.645624/full?&utm_source=Email_to_authors_&utm_medium=Email&utm_content=T1_11.5e1_author&utm_campaign=Email_publication&field=&journalName=Frontiers_in_Sustainable_Cities&id=645624

segment is important and why only 2 policies integrating it are not enough!

> ENPOR> We can ask the policy forum to submit policies to include in the revised WP2 deliverables, towards the project end (especially if they are not in English and therefore tougher to find). Could be submitted through the Dashboard or sent by email.

The event wrapped up and the Follow-up Event was announced. The Energy Poverty themed Workshop under the Covenant of Mayors' umbrella during the Climate Alliance International Conference 2021 on the 9th of September 2021 organised in collaboration with EPAH was announced and partcipants invited. ENPOR co-organised this event and was represented by Florin Vondung (Wupperthal Institute) in collaboration with Ms Marlene Potthof, Head of Programme, explaining the development of the Energy Saving Cheque (Stromsparcheck) measure.

2.2.2.2 Communication measures

Invitation via e-mail: Policy Forum members were invited directly via email or personal contact. A common invitation was drafted by Climate Alliance to support partners ad followed up by joining instructions (see Annex).

On the web: the Announcement was posted on the website[14] and the research findings presented at the policy forum were shared via the website and on social media.

[14] https://www.enpor.eu/event/event-enpor-policy-forum-september-2-at-15h-cet/

2.3
The Energy Poverty Workshop (9/9/2021)

Figure 8 Conference Banner

The Workshop "Energy Poverty: Why is it important and how can municipalities fight it?" was organised by Climate Alliance in the framework of the Climate Alliance International Conference[15] on the 9 September, 14:00 to 15:30 | Online | in English. This session was co-organised with the Covenant of Mayors Europe and in collaboration with The Energy Poverty Advisory Hub, outPhit and the RegEnergy projects.

It was co-moderated by Eva Suba (ENPOR) and Davide Cassanmagnago (Covenant of Mayors).

The rationale of the session evolved around the idea that the current pandemic has shown the urgent need to tackle energy poverty if we are to create a social Europe that meets the needs of all its inhabitants. Municipalities also have a key role in making energy services such as heating and cooling affordable by setting up and supporting measures that contribute to using less energy and empower citizens to reduce energy poverty. The workshop explored the key drivers and barriers to alleviate energy poverty as well as solutions in a municipal setting.

Participants

The conference counted over 400 registrations, the Energy Poverty Workshop alone 102 registrations and 62 Participants.

[15] https://www.climatealliance.org/events/international-conference/2021-programme/2021-programme-9-september.html#c4277

Diputació de Valencia (Provincial Council of Valencia , Spain)
FFM Isadora Duncan
Municipality of Barcelona
Forum - ItaSIF
Aalto University
Municipality of San Giuseppe Vesuvio
Comillas Pontifical University (Madrid, Spain)
CENSE
Municipality of Offenbach am Main
Municipality of Mönchengladbach
Energie Tirol
CINEA
Canale Energia
Amexgen.org
INZEB
RMIT University
Municipality of Appiano sulla strada del Vino / Eppan
EuroVértice (various municipalities)
Privatperson
FISUEL
Municipality of Tulln
SIPRO-Development Agency Ferrara
Ecoserveis Association
Municipality of Frankfurt am Main
Municipality of Roßdorf
Municipality of Brest
Istanbul University
Municipality of Bruxelles
Women Engage for a Common Future e.V.
Municipality of Eisenach
Energieberatung Hofmann
BEUC
Independent Researcher
Arava
University of Athens
CINEA - EC
Municipality of Grüne/Hartkirchen
Municipality of Waiblingen
Municipality of Traun
Klimaatverbond Nederland
NEUE HEIMAT TIROL
The Polish National Energy Conservation Agency (KAPE)
University of Tartu
Municipality of Maintal
Sanem
Traza Territorio, SLL
Municipality of Mondsee
Privatperson
Province of Barcelona
City of Ghent
NGO Housing Europe
Factor ideas for change
City of Milano
Massafra (TA)
Medjimurje Energy Agency Ltd.
Self-employed
UNIDO
University of Camerino
Klimabündnis kärnten
Climate Alliance Italy
NGO Renewables Grid Initiative
City of Wülfrath
City of Stadl-Paura
REScoop.eu
City of Ansfelden
ADENE - Portuguese Energy Agency
European Commission
City of Ingolstadt
CA Tirol
Student
City of El Risell
Climate Alliance Italy
City of Wiesbaden
City of Dietzenbach
City of Zaanstad (Amsterdam Metropolitan Area)
AISFOR
Barcelona Province
CINEA-European Commission
Municipality of Vösendorf
Klimabündnis Niederösterreich

2.3.1 The Summary of the Workshop

This was the first workshop on energy poverty in the history of Climate Alliance conferences, joining forces with the Covenant of Mayors and ENPOR to support and learn from each other to better design and implement policy measures against energy vulnerability/poverty on a municipal level.

Municipalities have a key role to play in fighting energy poverty by making energy services such as heating and cooling affordable and through measures that help their citizens to use less energy in the first place. The experts and municipality representatives were invited to discuss good practices, planned measures and challenges while the project representatives were interested to learn local authorities perspectives and considerations.

In the 2030 framework of the Covenant of Mayors in Europe, alongside with taking action on mitigating climate change and adapting to its unavoidable effects, signatories commit to providing access to secure, sustainable and affordable energy for all. In the European context this also means taking action to alleviate energy poverty. Several relevant organisations and research projects formulated a definition of energy poverty/vulnerability that are summative or further detailed. For the first time, the EU Commission included an overall definition in its Green Deal as well. The ENPOR Project offers a good summary definition:

> "Energy poverty is a situation where a household cannot meet its domestic energy needs."

Figure 9 Event Banner

Workshop Objectives and Agenda:

1. Understand energy poverty and make it visible for municipalities
2. Empower municipalities to tackle it
3. Discuss policies and measures for municipalities to make energy more affordable; to ensure that we use less energy; and empower citizens and energy communities

Roundtable presentations: Policies and practices (30 min)
Lightning talks: Experiences and solutions (5 minutes each)
Discussion: Questions here (20 min)
Closing (15:30 CET)

ROUNDTABLE PRESENTATIONS: POLICIES AND PRACTICES

Climate Alliance's take on energy poverty
Tine Heyse, President, Climate Alliance

The position of the Covenant of Mayors[16]
Miguel Morcillo, Covenant of Mayors

The Energy Poverty Advisory Hub (EPAH) – A local-level approach[17]
Jeppe Mikel Jensen, EPAH

LIGHTNING TALKS: EXPERIENCES AND SOLUTIONS
Five minute lightning talks by municipalities and organisations that work closely with them on topics such as social welfare social housing will paint a picture of various experiences and solutions for further discussion.

Lessons and challenges for reducing energy consumption of vulnerable groups in municipalities: ENPOR and Stromsparcheck[18]
Marlene Potthoff, Caritas, Florin Vondung, Wupperthal Institute, Germany

16 https://www.klimabuendnis.org/fileadmin/Inhalte/6_Events/2021/CAIC21/CAIC21_WS_Energy_Poverty_Miguel_Morcillo_Covenant_of_Mayors_and_Energy_Poverty.pdf

17 https://www.klimabuendnis.org/fileadmin/Inhalte/6_Events/2021/CAIC21/CAIC21_WS_Energy_Poverty_Jeppe_Jensen_Energy_Poverty_Advisory_Hub.pdf

18 https://www.klimabuendnis.org/fileadmin/Inhalte/6_Events/2021/CAIC21/CAIC21_WS_Energy_Poverty_Marlene_Potthoff_Florin_Vondung_Lessons_and_challenges_for_reducing_energy_consumption_of_vulnerable_groups_.pdf

Marlene has been working in the environmental movement for over 20 years and organizes environmental communication projects, currently for the nationwide project Stromspar-Check Plus of the German Caritas Association. Florin is a research associate at the Wuppertal Institute for Climate, Environment and Energy focusing on the area of Energy, Transport and Climate Policy.
Florin and Marlene collaborate in the framework of the ENPOR Project (that is a currently running EU financed project on actions to mitigate energy poverty in the private rented sector to examine and further develop how the Energy Saving Check (Energy saving advice & installation of energy-saving products at home and free of charge for low income households across Germany) programme operating in cca 150 municipalities in Germany can be further developed from the private rented sector's perspective, a sector that has special aspects to consider especially from the municipalities' point of view.

Using Passive House as tool to fight energy poverty[19]

Harald Malzer, Neue Heimat Tirol, Austria

Home visits to support vulnerable populations in reducing their energy bills[20]

Anne-Marie Cabon for Gladys Grelaud, Directorate for Private Housing, Brest Métropole, France

Anne-Marie is working with Gladys at Brest Métropole, at the Strategy Division. She supports Gladys in how to implement EU policies on the local level. Gladys is Project Manager "Private Housing", Brest Métropole, France, in charge of energy poverty and substandard housing. She works on the urban planning of renewal project in the city centre of Brest. Brest supports the most vulnerable groups through home visits to reduce their bills and install minor equipment.

The voice of Frankfurt[21]

Jonas Geissler, City of Frankfurt, Germany

Mr Geissler is representing The "Energiereferat" = Energy Department of the Municipality of Frankfurt am Main in Hesse, the municipal energy and climate protection agency of the City of Frankfurt. The city of Frankfurt has set itself the climate protection targets for the year set up a completely (100 percent) regenerative energy supply for the city by 2050, with a simultaneous reduction of CO2 emissions by 95 percent. To achieve this goal, Frankfurt am Main must save 50 percent of the energy currently required. Thus the Municipality needs to consider energy poverty

19 https://www.klimabuendnis.org/fileadmin/Inhalte/6_Events/2021/CAIC21/CAIC21_WS_Energy_Poverty_Harald_Malzer_5-euro_living_at_NHT_passive_houses.pdf

20 https://www.klimabuendnis.org/fileadmin/Inhalte/6_Events/2021/CAIC21/CAIC21_WS_Energy_Poverty_Gladys_Grelaud_How_fight_against_fuel_poverty.pdf

21 https://www.climatealliance.org/fileadmin/Inhalte/6_Events/2021/CAIC21/CAIC21_WS_Energy_Poverty_Jonas_Geissler_Frankfurt_on_Energy_Poverty.pdf

issues as a just transition cannot happen without the citizens.

The voice of Ferrara[22]

Chiara Franceschini, Municipality of Ferrara, Italy

Chiara Franceschini is the director of SIPRO-Development Agency of Ferrara in northern Italy, a publicly owned institution encompassing all the local public authorities of Ferrara district. She has been dealing with planning and management of local development projects, support to local authorities for the definition of policies for territorial development in line with the European targets in terms of energy. Ferrara's experience is based on a package of initiatives addressed to citizens called: Eco-citizen Programme – domestic behavioural change in energy consumption, for raising awareness of citizens about energy efficiency issues.

The voice of Barcelona[23]

Rafael Ocaña, Province of Barcelona, Spain

With +20 years of professional experience, mainly in support of local environmental planning and management, Rafael was involved in the development of the Climate Action Plan of Mexico City, since 2018 he rejoined the environmental department of Barcelona Provincial Council, where he supports local governments to fight energy poverty, coordinating local plans of mitigation and adaptation to climate change.

The importance of energy agents identifying and addressing energy poverty locally[24]

Marta Garcia Paris, Ecoserveis, Spain, SUITE

Marta works as a project manager in Ecoserveis and has 15 years' experience tackling energy poverty at EU and national level. She manages projects and services that provide support to municipalities in energy poverty and energy transition. For example, she co-manages the public service at Barcelona municipality on energy poverty (Energy Advice points). She discusses the Scalability plans for supporting energy poor with an advisory network around Europe based on the ASSIST methodology. These plans were developed for Spain, Poland, Italy, Romania and Hungary as part of the SUITE project.

DISCUSSION AND CLOSING

22 https://www.klimabuendnis.org/fileadmin/Inhalte/6_Events/2021/CAIC21/CAIC21_WS_Energy_Poverty_Chiara_Franceschini_The_voice_of_Ferrara-_initiatives_for_a_good_energy_governance.pdf

23 https://www.klimabuendnis.org/fileadmin/Inhalte/6_Events/2021/CAIC21/CAIC21_WS_Energy_Poverty_Rafael_Ocana_The_voice_of_Barcelona.pdf

24 https://www.klimabuendnis.org/fileadmin/Inhalte/6_Events/2021/CAIC21/CAIC21_WS_Energy_Poverty_Marta_Garcia_SUITE_Scaling_up_innovation_together_for_energy_vulnerability.pdf

Discussion with all presenters: Davide Cassanmagnago, Climate Alliance

2.3.1.1 Main Findings of the Event

This session was the first workshop on energy poverty in the history of Climate Alliance conferences, joining forces to support and learn from each other to better design and implement policy measures against energy vulnerability/poverty on a municipal level.

Energy poverty adds **a social dimension to the climate crisis**. Helping vulnerable people is a moral duty closely related to climate-policy. Climate policies are often for the happy few. If poor families do not often benefit directly from the climate policies, they can get their share from the positive impacts of preventing climate change.

Climate policy should be inclusive and not leave anyone behind. In the 2030 framework of the Covenant of Mayors in Europe, alongside with taking action on mitigating climate change and adapting to its unavoidable effects, signatories commit to providing access to secure, sustainable and affordable energy for all.

The Energy Poverty Advisory Hub (EPAH) is a local initiative created and supported by the EU Com-mission's Directorate General for Energy to be the platform connecting all EU lead activities on energy poverty. Focused on a local-level approach to collect good examples and support with technical expertise while at the same time communicating at the national and EU level, the initiative is a good push to implement further actions and policies to fight energy poverty.

Municipalities have a key role to play in fighting energy poverty by making energy services such as heating and cooling affordable and through measures that help their citizens to use less energy in the first place.

The city of Frankfurt has set itself the climate protection targets for the year set up a 100% **regenerative energy supply for the city by 2050, with a simultaneous reduction of CO2 emissions by 95 percent. To achieve this goal, the Municipality needs to consider energy poverty issues** as a just transition cannot happen without the citizens. A set of measures have been launched, such as: Energy Savings Service, Refrigerator Grants, Frankfurt saves electricity, or Hesse fights energy poverty.

In Ferrara, Italy, a package of initiatives involving citizens called **Eco-citizen Programme** was launched, including Energy Cafés, to raise awareness of citizens about energy efficiency issues.

The Province of Barcelona (Spain) and Brest Métropole (France) have implemented audits and intervention in homes in situation of energy poverty, aiming at giving a **tailor-made advice** to vulnerable households and helping them to reduce their electricity bills. In 2020, Barcelona estimated that its actions helped to save 101€ per year per household and that the programme was very positively perceived by the inhabitants. Brest estimates that each home visit allows

saving 170€ per year on electricity and water for one household in average. If home visits are a way to fight against energy poverty, renovating buildings has the most positive impacts.

European projects also support the municipalities to fight against Energy Poverty: the ENPOR Project works on developing further the Energy Saving Check programme – a programme operating in around 150 municipalities in Germany providing Energy saving advice and installation of energy-saving products at home and free of charge for low income households across Germany – to the private rented sector's perspective.

The SUITE Project highlights the importance of energy agents identifying and addressing energy poverty locally and develops scalability plans for supporting energy poor with an advisory network around Europe.

2.3.1.2 Open questions from municipalities' point of view:

1. How to efficiently engage citizens in the implementation of actions against energy poverty?

2. How to clearly assign municipalities' responsible institutional department and staff for Energy Poverty issues (Buildings Department? Social Services Department? Climate Department? Energy Department? Communication Department?) ?

3. Where do municipalities stand in terms of technical and financial measures? If not in place yet, what is the main reason preventing the implementation of these measures?

4. Are municipalities using any indicators to assess and monitor energy poverty? If yes, what are these and how do you gather data related?

5. The role of citizens: what level of engagement of citizens do you experience in your activities? What ways do you see to enhance citizen engagement?

3
FIRST RESULTS AND CONCLUSIONS

3.1
Challenges

Most policies not targeted at the PRS directly. Not sufficiently targeted at tenants, especially low-income, vulnerable groups.

Various landscapes of energy poverty across Europe make it difficult to ensure replicability of good practices in policy measures.

The theme energy poverty is not high on national and local political agenda as tackling it requires coordination of climate, energy, social and housing, renovation, energy efficiency etc. policies.

Most policies fail to address both access to justice and access to resources. Soft policy measures such as energy advice need to be backed with a combination of technical (eg. Retrofitting, energy efficiency updates) and financial policies to be able reach higher impact.

The key barrier to retrofitting the PRS is the so-called split incentive / tenant-landlord dilemma (due to the contractual relationship between them). Landlords do not necessarily incentivize to invest in their properties' energy efficiency.

It is difficult to involve households in energy poverty and landlords in the same time due to conflicts over the split incentive dilemma.

Difficulties with access to funding and information remains an issue.

3.2
First Look at Solutions

1. National policies seen as most effective level of governance – national policies support local citizen involvement policies and implementation, thus national governments should develop their energy poverty strategies and policies but develop measures to address energy poverty that build on **close cooperation between all levels of administration**, enabling, in particular, close cooperation between regional and local authorities on the one hand, and civil society organizations and the private sector on the other.

2. **One-Stop Shops** could serve as the solutions to provide information to all actors of the field and provide blended financial and technical assistance to the households, landlords, and energy providers and policy makers as well.

3. Mandatory Minimum Energy Performance Standards (MEPS) in rented buildings and **building regulations** to push the renovation wave **need to be supported with policies solving the**

split-incentive dilemma: addressing energy poverty in multi-family buildings faces numerous barriers due to the social and financial structure of the inhabitants. MEPS should be introduced **in combination with financing** to limit the costs for inhabitants, which would accelerate the renovation rate as well – thus reduce CO2 emissions.

4. Increased **participation in landlords associations and tenants association** in mediation, co-creation of local policies – ENPOR's stakeholder engagement strategy could fuel this.

5. Solutions don't fit neatly into one category and in reality must **incorporate solutions** to all of the barriers.

6. Targeted **communication to households and landlords** in the PRS to reduce conflicts and provide information on the solutions with the help of NGOs and energy service providers (can be combined with one-stop-shops).

7. Ideas: **Just Energy Ombudsmen**: support parties to enforce their rights, an Ombudsman or similar positions can be established, **subsidy to tenants after renovations**: the idea would be to give a subsidy to people to pay the rent. Landlords could raise the rent because of the improvements, but the governments would support the tenants to still afford their housing, **Energy Efficiency Mortgages with 0% interest** (banks + government)

3.3
Successes: the Declaration of Wels

One of the major successes our collaborative effort with the Covenant of Mayors Europe is that Climate Alliance member Municipalities voted to adopt the **Declaration of Wels**[25] that adopted new just transition related goals. The Declaration of Wels: Climate Alliance Member Charter is a commitment to ambitious climate action and includes one newly adopted goals: climate justice, that encompasses the pledge to reach a just transition and to reduce energy poverty. For the first time, the Climate Alliance members adopted a pledge that inlcudes the recommendation (Recommentation Nr. 6) to fight energy poverty. This declaration was adopted by the General Assembly of municipalities on the 8th of September 2021, just one day before the Energy Poverty Workshop. The importance of tackling energy poverty is now officially recognised on the local municipality level by a city network counting over 1800 municipality members:

> "Fighting energy poverty is not a mitigation measure: it will not help you to decrease your CO2 emissions. But it helps people to survive."
>
> Tine Heyse, Mayor for Environment, Climate, Energy and North-South, City of Ghent, Belgium, President, Climate Alliance

25 https://www.climatealliance.org/fileadmin/Inhalte/1_About_us/Association_docs/CA_Charter_2021/Climate_Alliance_Member_Charter_EN_2021.pdf

This development prepares the ground to embed energy poverty related policies targeting the private rented sector on the municipality level and place the topic on the political agenda of municipalities.

3.4 Open Questions

1. To what extent can the experiences from national policies in ENPOR be transferred to other countries against the background of different national social policies?

2. How can the regulatory barriers be solved by reforms (i.e. allowing financing by third party to address up-front costs, to circumnavigate landlords reluctance to invest)?

3. Which possibilities do local, regional and national authorities have to actively involve people affected by energy poverty in the PRS in the development/implementation of solutions?

4. How can financial, technical and soft measures combined and be financed to reduce the split incentive problem?

5. How to measure actual change/improvement in energy poverty measures if PRS households are difficult to reach?

6. What are local authorities doing to combat energy poverty and is it enough?

7. Is energy poverty sufficiently placed on the political agenda on the national, regional and local level?

8. What are the concrete implementation steps to reduce energy poverty in a municipality/region including regulatory framework reforms, alternative housing etc?