Covenant of Mayors
for Climate & Energy
EUROPE

Reporting Guidelines on Energy Poverty

September 2026

I. INTRODUCTION

The commitment of European signatories defines the vision that by 2050, we will all be living in decarbonised and resilient cities with access to affordable, secure and sustainable energy. As part of the Covenant of Mayors movement, signatories commit to tackling energy poverty as one key action to ensure a just transition.

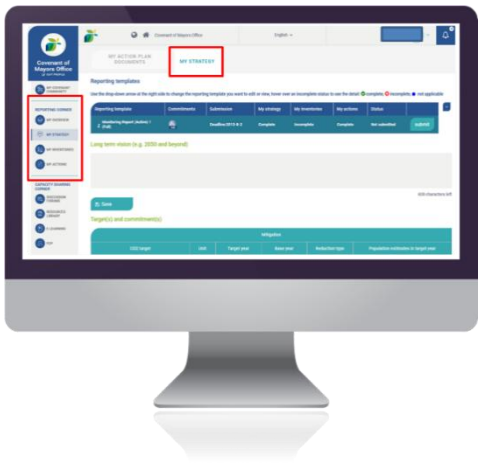
To support signatories in their planning and implementation efforts on energy poverty, the EU Covenant of Mayors Office, in cooperation with the European Commission's Joint Research Centre (JRC) and the Energy Poverty Advisory Hub (EPAH), and through engagement of a wide pool of practitioners, developed the energy poverty pillar of the Covenant reporting and monitoring framework. The framework has been consulted with a group of city practitioners working on energy poverty. The pillar is also aligned with the recommendations of the Global Covenant of Mayors (GCoM).

The EU Covenant of Mayors Office is closely collaborating with the EPAH - the leading EU initiative on energy poverty. EPAH provides a wide range of capacity building and hands-on support to local authorities across Europe, including though a dedicated Energy Poverty Helpdesk[1]. EU Covenant signatories are encouraged to consult the knowledge materials developed by the EPAH and approach their Helpdesk in parallel to using the Covenant framework on energy poverty. More information on the support provided by EPAH is contained in section III of these guidelines.

II. THE ENERGY POVERTY PILLAR IN THE EU COVENANT FRAMEWORK

The energy poverty pillar in the Covenant reporting and monitoring framework serves as an instrument for planning and implementation of energy poverty measures. It is flexible in order to allow catering to the different needs and local circumstances of signatories. The Covenant energy poverty pillar consists of: (i) goal; (ii) assessment; (iii) actions.

Goal



The goal on energy poverty in *MyCovenant* appears under **My strategy** in the Reporting corner > navigation tab **My strategy**.

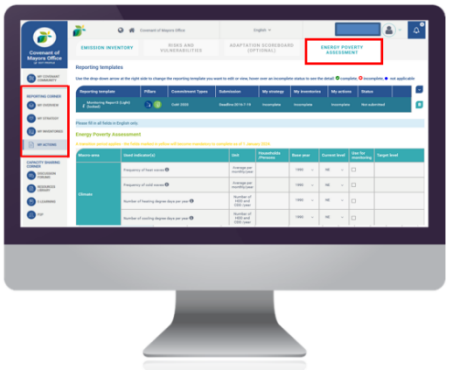
The formulation of the goal has been aligned with the text of the commitment document: to tackle energy poverty to ensure a just transition. Signatories are to select the target year of this goal and a base year.

This is how the energy poverty goal appears in *MyCovenant*:

Energy poverty		
Goal	**Target year**	**Base year**
Tackle energy poverty by [select target year] to ensure a just transition.	2030	2020

[1] See more about the Energy Poverty Helpdesk (info@energypoverty.eu) at https://energy-poverty.ec.europa.eu/get-support/helpdesk_en

Assessment



The assessment on energy poverty in *MyCovenant* appears under **My inventories** in the Reporting corner > navigation tab **Energy Poverty Assessment**.

The assessment contains a list of over 20 indicators, grouped in six macro-areas: climate, facilities/housing, mobility, socio-economic aspects, policy and regulatory framework, participation and awareness raising. A generic definition is included for each indicator, visible when hovering over the ⓘ symbol, along with the unit for the indicator.

The indicators in the energy poverty pillar have been collected and further developed through a series of exchanges with city practitioners and partners (JRC, EPAH and its predecessor the Energy Poverty Observatory), Eurostat, from various academic sources and available methodologies.

Signatories are encouraged to use **as many indicators as they find relevant**.

One indicator - **Percentage of population or households spending up to *[specify value]* % of their income on energy services** (marked in green in *MyCovenant*) and linked to the Global Covenant of Mayors reporting framework is the **only one mandatory** to be completed.

For the indicator(s) that signatories found relevant, the following values need to be provided:

- Selection if the indicator applies to **households or persons** (if applicable);
- **Base year**, from a drop-down list;
- **Current level**, from a drop-down list (if applicable); by default the notation key 'NE' (not estimated) is displayed.

There is also the possibility to select if the indicator for which data has been provided will be used for **monitoring** (by checking the monitoring box). In the case the monitoring box is checked, in the next monitoring period, the signatory needs to fill in the corresponding '**current level**' and the '**Target level**' fields. This will allow to track progress over time and compare with the initially selected base year.

This is how the energy poverty assessment appears in *MyCovenant*:

Energy Poverty Assessment

Macro-area	Used indicator(s)	Unit	Households / Persons	Base year	Current level	Use for monitoring	Target level
Socio-economic aspects	Percentage of persons / households spending up to [%] of their income on energy services	[%]	Households	Please select		☐	
Climate	Frequency of heat waves	Number of days/ year		Please select		☐	
	Frequency of cold waves	Number of days/ year		Please select		☐	
	Number of heating degree days per year	Number of HDD and CDD / year		Please select		☐	
	Number of cooling degree days per year	Number of HDD and CDD / year		Please select		☐	
Facilities / housing	F+G + H band (EPC) dwelling / total number of dwelling	[%]		Please select		☐	
	Energy consumption (electricity + heating) per capita / national energy consumption (electricity + heating) per capita	[%]		Please select		☐	
	Share of buildings renovated per year	[%]		Please select		☐	
	Share of households / population with presence of leak, damp, rot in their dwelling / total households or population	[%]	Households	Please select		☐	
	Percentage of households / persons within the municipality experiencing heating discomfort	[%]	Households	Please select		☐	
	Percentage of households / persons within the municipality experiencing cooling discomfort	[%]	Households	Please select		☐	
	Households / persons connected to the electricity grid / total households or persons	[%]	Households	Please select		☐	
	Households / persons connected to the gas grid / total households or persons	[%]	Households	Please select		☐	
Mobility	Population / households not having access to essential services within 1 hour by walking, cycling or public transport / total population	[%]	Households	Please select		☐	
	People / households living more than one 1 km from nearest public transport station / number of population	[%]	Households	Please select		☐	
Socio-economic aspects	Vulnerable households or persons / total households or persons	[%]	Households	Please select		☐	
	Arrears on utility bills / total population or households	[%]	Households	Please select		☐	
	Inability to keep home adequately warm	[%]	Households	Please select		☐	
	Inability to keep home adequately cool	[%]	Households	Please select		☐	
	High share of energy expenditure in income (2M)	[%]	Households	Please select		☐	
Policy and regulatory framework	Existence of energy poverty strategy	Yes / No	Households	Please select	NE	☐	
	Existing rent regulation	Yes / No	Households	Please select	NE	☐	
Participation / awareness-raising	Awareness-raising campaigns targeting vulnerable households	Yes / No	Households	Please select	NE	☐	
	Engagement and cooperation with local stakeholders on energy poverty	Yes / No	Households	Please select	NE	☐	

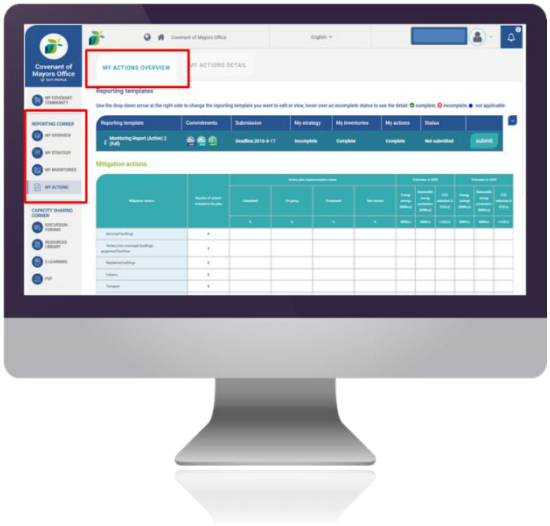
The indicators which appear by default in the energy poverty assessment have been considered widely applicable. However, throughout the process of development of indicators a much wider pool of indicators emerged. Therefore, it is possible to select additional indicators from a drop-down list. Once selected, the additional indicator will be added to the assessment and the various values described above can be selected. The complete list of indicators is contained in the annex to these guidelines.

Add another indicator

Choose one indicator to add

Any comments concerning the assessment and used indicators can be included in the **Comments** section.

Actions



The actions on energy poverty in *MyCovenant* appear under **My actions** in the Reporting corner > navigation tabs **My Actions Overview** and **Action Details.**

In the 'My Actions Overview' tab the signatory is to indicate only the **approximate number of actions** included in the action plan document, per macro-area. At the monitoring stage the action **implementation status** fields appear.

This is how the energy poverty assessment actions overview appear in *MyCovenant*:

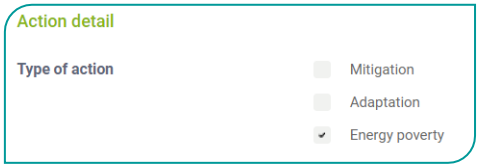
Energy poverty actions

Select the energy poverty macro-areas covered by your actions

Energy poverty macro areas	Status of implementation (Monitoring)
☐ Climate	Please select
☐ Socio-economic aspects	Please select
☐ Facilities / housing	Please select
☐ Mobility	Please select
☐ Policy and regulatory framework	Please select
☐ Participation / awareness-raising	Please select

When creating an individual action in the **'Action details'** navigation tab (via the button **'Add new'**), the signatory is to complete the generic information for actions which apply to any type of action irrespective if marked as mitigation, adaptation or energy poverty (e.g., title, origin, responsible body, description, implementation status, etc.).

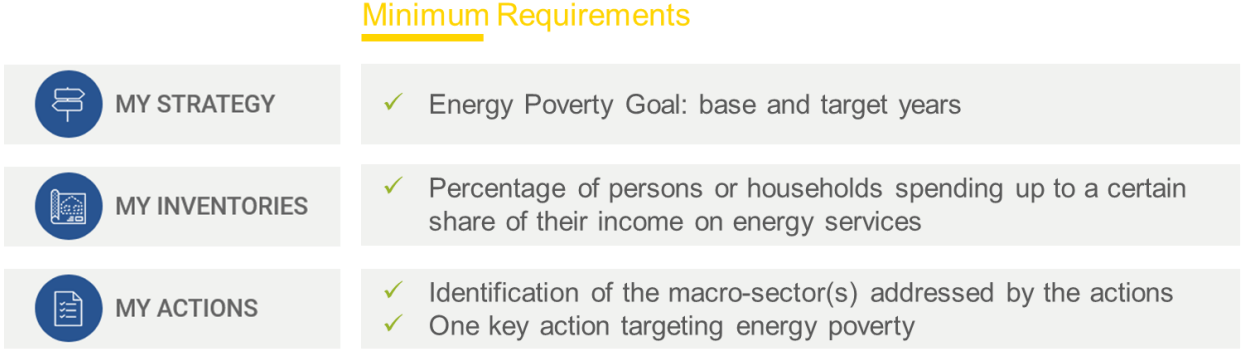
When an action is specifically marked as 'Energy poverty' action, the following energy-poverty specific information is to be provided:



- **Macro-area(s)** that the action addresses;
- **Expected outcomes**, including description (mandatory) and an indicator (optional).

This is how the energy-poverty specific action details appear in *MyCovenant*:

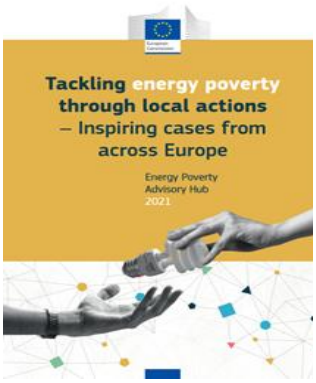
Minimum reporting requirements

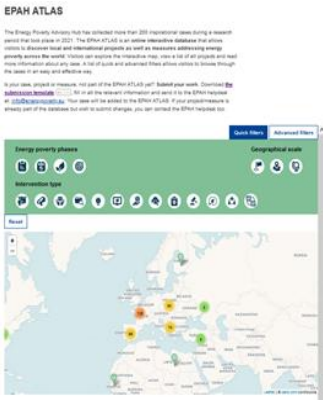


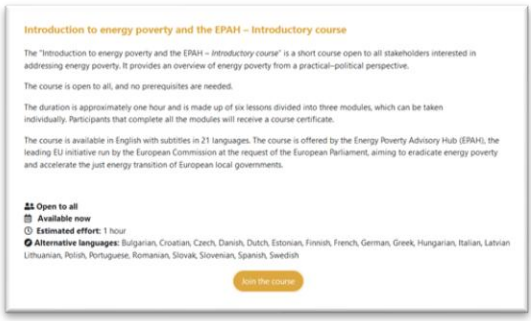
III. SUPPORT TO SIGNATORIES ON ENERGY POVERTY

The Energy Poverty Advisory Hub (EPAH) is the leading EU initiative run by the European Commission in close collaboration with the Covenant of Mayors Europe. It is a **collaborative network of stakeholders** aiming to eradicate energy poverty and accelerate the just energy transition of European local governments, through empowering municipalities to take actions.

EPAH's services are designed to support local authorities to effectively tackle energy poverty. EPAH's website provides inspiration and an avenue to discover local actions on energy poverty. Different European cities, villages and towns already started to address energy poverty by adopting a local approach that fits the needs of the communities. You can read the "Tackling energy poverty through local actions – Inspiring cases from across Europe" and explore the online EPAH Atlas to get inspired by many case studies and local measures.

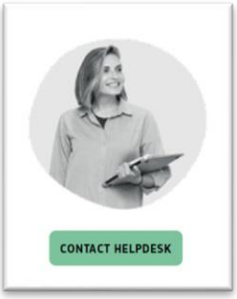






Understanding, measuring, and monitoring energy poverty is an important step to alleviate it. For this reason, EPAH provides free access to practical learning tools that can guide you in the process. Open **online training courses** enable participants to enhance skills and competences in order to develop their own approach to combat energy poverty. You will have access to information and guidance to the local indicators adopted by the EU Covenant Community to guide you in assessing the status of energy poverty at a local scale.

Several publications by EPAH can guide you to take concrete actions. Among these, the **three handbooks**, each dedicated to one of the main phases to develop energy poverty actions (**diagnosis**, **planning**, **implementing**), have been developed as a practical methodology specifically for local governments with intentions on taking actions on energy poverty such as the Covenant Community.



EPAH directly supports cities or municipalities who want to launch local actions on energy poverty and need guidance. The **EPAH helpdesk**, (info@energypoverty.eu), closely linked to the central helpdesk of the EU Covenant of Mayors, will point you in the right direction. Moreover, you will have the chance to apply for support dedicated to municipalities. Through this support cities will be guided by expert organisations and the EPAH team to take their next step in local energy poverty planning.

ANNEX

Energy poverty indicators

Macro-area	Indicators	Description	Unit
Climate	Frequency of heat waves	Frequency of heat waves per month in a year	Number of days/year
	Frequency of cold waves	Frequency of cold waves per month in a year	Number of days/year
	Number of heating degree days per year	Heating degree day (HDD) is a measurement designed to quantify the demand for energy needed to heat a building, it is based on the outside temperature where heating is needed	Number of HDD/year
	Number of cooling degree days per year	Cooling degree day (CDD) is a measurement designed to quantify the demand for energy needed to cool a building, it is based on the outside temperature where cooling is needed	Number of CDD/year
Facilities / housing	F+G + H band (EPC) dwelling / total number of dwellings	Percentage of buildings with Energy Performance Certifications (EPC) bands F, G and H in the municipality	[%]
	Energy consumption (electricity + heating) per capita / national energy consumption (electricity + heating) per capita	Share of municipal energy consumption per capita out of national energy consumption per capita	[%]
	Share of buildings renovated per year	Share of buildings renovated per year out of total buildings	[%]
	Share of households / population with presence of leak, damp, rot in their dwelling / total households or population	Share of population / households with leak, damp or rot in their dwelling, based on question "Do you have any of the following problems with your dwelling / accommodation? a leaking roof; damp walls/floors/foundation; rot in window frames or floor.	[%]
	Percentage of households / persons within the municipality experiencing heating discomfort	Share of household / persons experiencing heating discomfort out of total households	[%]
	Percentage of households / persons within the municipality experiencing cooling discomfort	Share of household / persons experiencing and cooling discomfort out of total households	[%]
	Households / persons connected to the electricity grid / total households or persons	Share of households /persons connected to the electricity grid out of total households	[%]
	Households / persons connected to the gas grid / total households or persons	Share of households / persons connected to the gas grid out of total households	[%]
	EPC bands of dwelling higher than B	Percentage of dwellings with EPC higher than B out of total dwellings with certificate	[%]
	Households with centralised heating system / total households	Share of households with a centralised heating system out of total households	[%]
	Ownership of heating and cooling systems	Share of households with heating and cooling systems out of total households	[%]

Macro-area	Indicators	Description	Unit
	Number of social housing apartments/total number of apartments	Percentage of social housing apartments in total number of apartments	[%]
	Average energy demand of social housing buildings / square metre	Share of energy demand of social housing of median national demand	[kWh/sqm]
	Low absolute energy expenditure (M/2)	The M/2 indicator presents the share of households whose absolute energy expenditure is below half the national median, or in other words abnormally low. This could be due to high energy efficiency standards, but may also be indicative of households dangerously under-consuming energy. M/2 is a relatively new indicator that has been used in Belgian to complement other expenditure and self-reported indicators. Note: this indicator is influenced by the underlying distribution of absolute energy expenses in the lower half of households. If the median is relatively high and the distribution below very unequal, the M/2 indicator is high	[%]
	Number of households with only oil boilers, wood calefactions, conventional gas boilers	Share of households with oil boilers, wood calefactions, conventional gas boilers out of total households	[%]
	Households with centralised cooling system / total households	Share of households with a centralised cooling system out of total households	[%]
	Households with centralised cooling system older than 10 years / total households with cooling system	Share of households with a centralised cooling system older than 10 years old out of total households with centralised cooling system	[%]
	Average age of the buildings	Average age of buildings per period of construction	Years
	Dwelling ownership	Percentage of households that own the dwelling out of total households	[%]
	Over and under occupation of dwellings	Percentage of households according to number of occupants	[%]
	Percentage of households / persons within the municipality with access to clean cooking fuels and technologies	Proportion of households / persons with primary reliance on clean fuels and technology is calculated as the number of people using clean fuels and technologies for cooking, heating and lighting divided by total population reporting that any cooking, heating or lighting, expressed as percentage. “Clean” is defined by the emission rate targets and specific fuel recommendations (i.e. against unprocessed coal and kerosene) included in the normative guidance WHO guidelines for indoor air quality: household fuel combustion.	[%]
Mobility	Population / households not having access to essential services within 1 hour by walking, cycling or public transport / total population	Percentage of population / households not having access to essential services (pharmacies, food stores, health facilities) within 1h by walking, cycling or public transport out of total population	[%]
	People / households living more than one 1 km from nearest public transport station / number of population	Percentage of people / households living more than one 1 km from nearest public transport station out of total population	[%]

Macro-area	Indicators	Description	Unit
	The local public transport travel frequently enough, covering the essential necessities for the population	Yes or no answer to the question: "do the local public transport travel frequently enough, covering the essential necessities for the population"?	Yes / No
	Social housing apartments not having easy access to public transport (*)/ all social housing apartments	Percentage of social housing households not having easy access to public transport out of total number of social housing	[%]
	Inhabitants / households receiving support to pay public transport services/public transport users	Percentage of inhabitants / households receiving support to pay public transport services out of total public transport users	[%]
Socio-economic aspects	Percentage of persons / households spending up to XX % their income on energy services	Share of persons / households spending up to a specific percentage of their income on energy services.	[%]
	Vulnerable households or persons / total households or persons	*[This description is an example only; municipalities can define on their own]* Households with lone parents, parents with more than three children, families with low income, households receiving social support, families with low level of education.	[%]
	Arrears on utility bills / total population or households	Share of (sub-) population / households having arrears on utility bills, based on question "In the last twelve months, has the household been in arrears, i.e. has been unable to pay on time due to financial difficulties for utility bills (heating, electricity, gas, water, etc.) for the main dwelling?"	[%]
	Inability to keep home adequately warm	Share of population / households not able to keep their home adequately warm.	[%]
	Inability to keep home adequately cool	Share of population / households not able to keep their home adequately cool.	[%]
	High share of energy expenditure in income (2M)	The 2M indicator presents the proportion of households whose share of energy expenditure in income is more than twice the national median share. Note: where income distributions are more equal, variance in energy expenditure translates to higher 2M shares. High variance in energy/income shares can occur due to structural differences in energy expenditure between household groups, as well as in situations where energy is often, but not exclusively, included in rent.	[%]
	Average price of electricity	Average price in [€] of the consumed electricity kwh in the municipal households	[€]
	Average price of gas	Average price in [€] of the consumed gas (m3/kwh) in the municipal households	[€]
	Energy related expenditure / local GDP	Relationship between the yearly energy cost the households and the local GDP, percentage average of the local GDP designated to the energy cost	[%]
	Citizens / households under poverty threshold / number of citizens / households	Percentage of the local population / households suffering from poverty, persons / households and families under	[%]

Macro-area	Indicators	Description	Unit
		the limit of incomes considering the family size	
	At-risk-of-poverty rate	People / households at risk of poverty or social exclusion (% of population). The at-risk-of-poverty rate is the share of people with an equalized disposable income (after social transfer) below the at-risk-of-poverty threshold, which is set at 60 % of the national median equalized disposable income after social transfers.	[%]
	Citizens / households with social support	Number of citizens / households receiving financial assistance from administrative institutions	[%]
	Money spent to support energy poor households or persons / in relation to local GDP	Percentage of public funds spent in support programs out of total local GDP	[%]
	Energy poor households / persons supported / total energy poor households asking for support	Percentage of energy poor households / persons that benefit from some kind of support program out of total number of households asking for support	[%]
	Energy poor households / persons supported / total energy poor households detected	Percentage of energy poor households / persons that benefit from some kind of support program out of total number of energy poor households	[%]
	Unemployment rate	The unemployment rate is a measure of the prevalence of unemployment and it is calculated as a percentage by dividing the number of unemployed individuals by all individuals currently in the labor force	[%]
	Persons aged under 12	Persons aged under 12 / total population	[%]
	Persons aged over 65	Persons aged over 65 / total population	[%]
	Persons with respiratory and circulatory problems	Persons with respiratory and circulatory problems / total population	[%]
	Persons with an education level under lower secondary school	Taking in account the International Standard Classification of education (ISCED from the UNESCO) a lower education level refers to an education level under lower secondary school	[%]
Policy and regulatory framework	Existence of energy poverty strategy	Yes or no answer to the question: "Is there an energy poverty strategy"?	Yes / No
	Existing rent regulation	Yes or no answer to the question: "Are there rent regulation"?	Yes / No
	Specific measures related energy poverty	Yes or no answer to the question: "Are there energy poverty specific measures"?	Yes / No
	Existing incentives for landlord's programs	Yes or no answer to the question: "are there incentives/programs for landlords"?	Yes / No
Participation / awareness-raising	Awareness-raising campaigns targeting vulnerable households	Preventing rent increases due to energy retrofits, balancing the PRS with interest in homeownership and social housing	Yes / No
	Engagement and cooperation with local stakeholders on energy poverty	Yes or no answer to the question: "Is there engagement and cooperation with local stakeholders for energy poverty reduction"?	Yes / No

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