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Public consultation on a Communication on the Citizens Energy Package for a Just Transition and Consumer Empowerment

Fields marked with * are mandatory.

Introduction

The Citizens Energy Package for a Just Transition and Consumer Empowerment is linked to the delivery of the Affordable Energy Action Plan. It aims to help make it affordable and easy for all citizens to benefit from the internal energy market and to ensure a just transition that leaves no one behind. This means accelerating the concrete achievement of the Just Transition goals and to implement on the ground the EU rules and policies on consumer empowerment and protection. It thus aims to help not only those citizens who are already engaged, but also the energy poor and vulnerable and in particular consumers for whom energy is a significant part of their cost of living, but who currently lack the capacity to act on energy markets or actively participate in it.

The Package has a three-fold goal: first, it includes measures to enhance the Just Transition principle that no citizen is left behind; it addresses measures tackling energy poverty and supports the complex process of decarbonising coal regions. Secondly, it encompasses a set of actions to facilitate consumer activation, i.e. to promote citizens' participation in energy production and exchange both individually (as prosumers) and collectively through energy communities and energy sharing. Third, it addresses issues that affects all citizens in respect of the energy transition, in particular the need to ensure energy affordability. This implies to ensure public acceptance by citizens, to better inform them, address barriers to affordability, building a mutual trust relationships with suppliers and DSOs, and enhancing the role of local players and initiatives where the energy transition takes place. The feed-back from respondents will be important for the Commission's work to support the smooth and coherent transposition of EU rules on energy consumers through guidance to the Member States.

The Package will also help deliver the Clean Industrial Deal, fulfilling its commitments and promoting flexible market participation that benefits all consumers. It will be closely linked to the electrification and digitalisation strategies with a focus on ensuring that these are delivered in a consumer-friendly way.

This open public consultation together with targeted consultations on the guidance documents aim to ensure a wide understanding and ownership of the whole Package by key stakeholders – regulators, consumer organisations, industry, local and regional administrations, civil society and citizens. This consultation is thus

complemented by other consultation for aand processes, such as Citizens Energy Forum and the Regulatory Round Table, outreach events to different types of stakeholders, and working groups on consumers and on energy poverty.

We are very much interested in hearing your views on the Citizens Energy Package as described above.

Thank you in advance for your contribution.

The following questionnaire consists out of 8 parts. It will start with questions on just transition and energy poverty, after which it will dive into questions on affordability and consumer empowerment and protection. It is not mandatory to respond to all parts, you are free to respond to those parts that are of interest to you.

The following topics will be part of the questionnaire

Section 1 on Just Transition and Energy Poverty

- 1. Questions on just transition, energy poverty and public acceptance
- 2. On disconnections

Section 2 on Consumer Empowerment

- 3. On energy communities
- 4. On active customers and energy sharing
- 5. On demand flexibility remuneration in retail contracts dynamic and hybrid contracts

Section 3 on Consumer Protection, Affordability and Public Acceptance

- 6. On ensuring energy offers are easily understandable and comparable
- 7. On limiting risk of supplier bankruptcies
- 8. On consumer protection in natural gas phase-out

About you

Finnish

French

*Langı	uage of my contribution
0	Bulgarian
	Croatian
0	Czech
0	Danish
0	Dutch
0	English
0	Estonian

0	Greek
0	Hungarian
0	Irish
	Italian
	Latvian
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0	Maltese
0	Polish
0	Portuguese
0	Romanian
0	Slovak
0	Slovenian
0	Spanish
0	Swedish
I am	giving my contribution as
0	Academic/research institution
0	Business association
	Company/business
0	Consumer organisation
0	EU citizen
	Environmental organisation
	Non-EU citizen
0	Non-governmental organisation (NGO)
0	Public authority
0	Trade union
0	Other
First	name
A	undreas
Surn	ame

*Email (this won't be published)

a.brieger@smeunited.eu

*Country of origin

Please add your country of origin, or that of your organisation.

This list does not represent the official position of the European institutions with regard to the legal status or policy of the entities mentioned. It is a harmonisation of often divergent lists and practices

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							Miquelon
0	Albania		Dominican	0	Lithuania		Saint Vincent
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	Belize		Ghana		Montserrat	0	Sri Lanka
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0	Bermuda		Greece		Mozambique	0	Suriname
	Bhutan		Greenland		Myanmar/Burma	0	Svalbard and
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	Bolivia		Grenada		Namibia	0	Sweden
	Bonaire Saint	0	Guadeloupe		Nauru	0	Switzerland
	Eustatius and						
	Saba						
	Bosnia and		Guam		Nepal	0	Syria
	Herzegovina						
0	Botswana		Guatemala		Netherlands	0	Taiwan
	Bouvet Island		Guernsey		New Caledonia	0	Tajikistan
	Brazil		Guinea		New Zealand	0	Tanzania
0	British Indian		Guinea-Bissau		Nicaragua	0	Thailand
	Ocean Territory						
0	British Virgin	0	Guyana		Niger	0	The Gambia
	Islands						
0	Brunei	0	Haiti		Nigeria	0	Timor-Leste
	Bulgaria		Heard Island and		Niue	0	Togo
			McDonald Islands	3			
	Burkina Faso		Honduras		Norfolk Island	0	Tokelau
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	Cambodia		Hungary		North Korea	0	Trinidad and
							Tobago

	Cameroon		Iceland		North Macedonia	0	Tunisia
0	Canada		India		Norway	0	Türkiye
	Cape Verde		Indonesia		Oman		Turkmenistan
0	Cayman Islands		Iran		Pakistan	0	Turks and
							Caicos Islands
0	Central African		Iraq		Palau	0	Tuvalu
	Republic						
0	Chad		Ireland		Palestine	0	Uganda
	Chile		Isle of Man		Panama	0	Ukraine
0	China		Israel	0	Papua New	0	United Arab
					Guinea		Emirates
0	Christmas Island		Italy		Paraguay	0	United Kingdom
0	Clipperton		Jamaica	0	Peru	0	United States
	Cocos (Keeling)		Japan		Philippines	0	United States
	Islands						Minor Outlying
							Islands
	Colombia		Jersey		Pitcairn Islands	0	Uruguay
	Comoros		Jordan		Poland	0	US Virgin Islands
0	Congo		Kazakhstan		Portugal	0	Uzbekistan
0	Cook Islands		Kenya	0	Puerto Rico	0	Vanuatu
	Costa Rica		Kiribati		Qatar		Vatican City
	Côte d'Ivoire		Kosovo		Réunion	0	Venezuela
	Croatia		Kuwait		Romania	0	Vietnam
0	Cuba	0	Kyrgyzstan	0	Russia	0	Wallis and
							Futuna
	Curaçao		Laos		Rwanda		Western Sahara
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pref pur ass regi the	The Commission will publish all contributions to this public consultation. You can choose whether you would prefer to have your details published or to remain anonymous when your contribution is published. For the purpose of transparency, the type of respondent (for example, 'business association, 'consumer association', 'EU citizen') country of origin, organisation name and size, and its transparency register number, are always published. Your e-mail address will never be published. Opt in to select the privacy option that best suits you. Privacy options default based on the type of respondent selected I agree with the personal data protection provisions								
	Section 1 on Just Transition and Energy Poverty 1. Questions on Just Transition and Energy Poverty								
trar Sta	01. What priority actions are needed at EU, national and local level to ensure that just transition and consumer rights become concrete throughout all the EU Member States? 5000 character(s) maximum								
	02. What are the main challenges to tackling energy poverty in the EU? (Please rate according to importance)								
		Very important	Important	Neutral	Less important	Not important	No opinion		
	High energy prices	0	0	0	0	0	0		

High energy prices	0	0	0	0	0	0
Effective identification of vulnerable and energy poor consumer	•	•	0	•	0	0
Lack of energy efficiency in housing	0	©	0	0	0	0
Limited access to renewable energy	0	©	0	0	0	0
		•				

Income inequality	0	0	0	0	0	0
Insufficient awareness and education about energy-saving measures and available assistance programs	0	0	0	0	0	0
Inadequate financial support schemes	0	0	0	0	0	0
Lack of political will	0	0	0	0	0	0
Other	0	0	0	0	0	0

For 'Oth	er', ple	ease s	pecify
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2	00 character(s) maximum

- 03. Do you think that, in addition to implementing existing EU legislation, other measures are needed to tackle energy poverty in the EU?
 - Yes, new or additional measures (legal or other) are needed at EU level
 - No, the focus should be on effectively implementing existing EU legislation on energy poverty with existing tools
- 04. Would setting mandatory target(s) help Member States address energy poverty?
 - Yes
 - No

2. On Disconnections

The energy crisis has exposed already energy poor and vulnerable consumers across the internal market to additional higher energy costs, further eroding their ability to continue paying their energy bills. Legislators have then reinforced the existing legislation on disconnections both for the electricity and gas market, asking Member States to take appropriate measures to prevent disconnections for vulnerable customers and customers affected by energy poverty.

As part of the Package, the Commission will publish guidance on transposition of article 28a of the Electricity Market Directive and Article 28 of the Gas Directive Recast which both legislate on protection from disconnection for vulnerable and energy poor customers.

01. What measure or practice do you consider effective to prevent disconnection from electricity or gas of vulnerable customers and customers affected by energy poverty?

(Please rate according to importance)

	Very important	Important	Neutral	Less important	Not important	No opinion
Promoting voluntary codes of conduct or a charter for suppliers and customers (arrangements may concern support for customers in managing their energy use and costs, including flagging unusual high energy spikes or use in winter and summer seasons, offering appropriate flexible payment plans, debt advice measures, self-metering readings, and improved communication with customers and support agencies)	•	•	•	•	•	•
Promoting customers' education and awareness (e.g. through one-stop-shops or advisory points)	0	0	0	0	0	0
Access to finance, vouchers or subsidies	0	0	0	0	0	0
Encouraging and facilitating the provision of meter readings	0	0	0	0	0	0
Targeted energy tariffs/allowances for vulnerable consumers	0	0	0	0	0	0
Structural measures to address the root causes of energy poverty (e.g., building renovations, energy efficiency measures, access to renewable energy sources, etc.)	0	0	0	0	0	0

Please, use this space if you wish to point out other effective measures/practices to
prevent disconnection from electricity or gas of vulnerable customers and customers
in energy poverty
2000 character(c) maximum

2	2000 character(s) maximum		

02. Which actions/measures could be most effective in preventing customers from accumulating debt? (Please rate according to importance)

	Very important	Important	Neutral	Less important	Not important	No opinion
Transparency and clear communication about energy consumption, costs, and payment obligations	0	0	0	0	0	0
Regular billing and payment reminders	0	0	0	0	0	0
Flexible payment plans taking into account the customer's income and expenditure	0	0	0	0	0	0
Debt counselling or energy efficiency advice to help consumers manage their energy costs and consumption	0	0	0	0	0	0
Targeted financial support or coverage/ subsidies/ energy cheques provided by local /regional/national authorities	0	0	0	0	0	0

prevent customers from accumulating debt
2000 character(s) maximum
03. Please, share any relevant best practice on protection of vulnerable customers
and customers affected by energy poverty from electricity and gas disconnections
and from debt accumulation.
5000 character(s) maximum

Please, use this space if you wish to point out other effective measures/practices to

Section 2 on Consumer Empowerment

3. On Energy Communities

Energy communities are legal entities that empower citizens, small businesses and local authorities to produce, consume and sell their own energy. These can cover various parts of the energy value chain, including production, distribution, supply, consumption and aggregation. These vary depending on their location, actors and energy services. Energy communities enable citizens to access low-cost renewable energy by owning production installation, and access information on increasing energy efficiency in households – helping consumers gain control of their bills. Energy communities benefit from an EU framework in the Electricity Market Directive (EU) 2019/944 and Renewable Energy Directive (EU) 2018 /2001).

01. How can the Commission support the realisation of the objectives of energy communities?

	Very important	Important	Neutral	Less important	Not important	No opinion
Awareness raising	0	0	0	0	0	0
Legislation	0	0	0	0	0	0
Capacity building support	0	0	0	0	0	0
Funding	0	0	0	0	0	0
Other	0	0	0	0	0	0

For 'Other', please specify:
2000 character(s) maximum
02. Would you find it useful if the Commission provides guidance to the EU Member
States on the following:
Maximum 6 selection(s)
Permitting and licensing
Access to financing and information
Access to markets
Public procurement
Other
None of the above
03. Are there any good practices that you think would be useful to highlight in such a guidance? 5000 character(s) maximum
04. Would you find it useful if the Commission includes a political objective in the Communication in relation to:
(Select topics you agree with) Maximum 5 selection(s)
Number of energy communities per municipality
Total installed renewable energy capacity by energy communities
Number of citizens engaged in energy communities
Other
None of the above

4. On Active Customers and Energy Sharing

With the introduction of a right to energy sharing in the Electricity Market Directive (EU) 2024/1711, households, businesses and public bodies can share self-produced renewable energy directly between each other without the need for a supply license. This practice empowers consumers to collectively operate or use renewable energy systems and access the generated electricity at affordable rates.

01. In relation to energy sharing, would you find it useful if the Commission provides guidance on:

(Please rate according to importance)

	Very important	Important	Neutral	Less important	Not important	No opinion
Data management	0	0	0	0	0	0
Consumer protection	0	0	0	0	0	0
Single point of contact	0	0	0	0	0	0
Energy sharing organisor	0	0	0	0	0	0
Involvement of energy poor and vulnerable households	0	0	0	0	0	0
Other	0	0	0	0	0	0

For 'Other', please specify:	
2000 character(s) maximum	
2. Are there any good practices that you think would be useful to highlight in such a	
uidance?	
5000 character(s) maximum	

- 03. Do you consider there is a need for an implementing act on data interoperability for energy sharing?
 - Yes
 - No

5. On Demand Flexibility Remuneration in Retail Contracts - dynamic and hybrid contracts

Demand flexibility should be actively promoted in the retail market with offers that provide lower prices for industries, and consumers who choose to participate. As part of its commitment to energy affordability and flexible market participation, the Affordable Energy Action Plan mandates the Commission to develop guidance for promoting the remuneration of flexibility in retail contracts. This aims to boost consumer engagement by incentivising adjustments in energy usage that align with supply and demand dynamics. To ensure broad participation, it is important that these incentives are clear, understandable, and financially attractive for consumers to opt in. Furthermore, increasing consumer participation involves providing them

with a range of choices and equipping them with the necessary tools and information to make educated decisions about their energy behaviour, thereby safeguarding their interests as they navigate an increasingly complex energy market.

01. What do you consider as benefits and challenges regarding the integration of demand flexibility into the retail energy market through flexible supply contracts (e.g., hybrid, dynamic pricing, time-of-use contracts)?

Benefits - Challenges	Very important	Important	Neutral	Less important	Not important	No opinion
Benefit: Lower electricity costs for consumers	0	0	0	0	0	0
Benefit: More efficient management of the system and lower prices overall	©	0	0	0	0	0
Benefit: Better integration of renewable energy sources	0	0	0	0	0	0
Benefit: Improved grid stability	0	0	0	0	0	0
Benefit: Increased consumer engagement and awareness, leading to better energy management	0	0	0	0	0	0
Benefit: Other	0	0	0	0	0	0
<u>Challenge:</u> Lack of smart metering infrastructure	0	0	0	0	0	0
<u>Challenge:</u> Insufficient regulatory framework	0	0	0	0	0	0
Challenge: Lack of standards or guidelines for dynamic or hybrid energy supply contracts	0	0	0	0	0	0
Challenge: Absence of dynamic or hybrid energy supply contracts	•	0	0	0	0	0
Challenge: Inconsistent regulatory approaches and national practices across the EU	0	0	0	0	0	0

		1									
	<u>Challenge:</u> Other	©	0	0	0	©					
	Benefit: For 'Other', please specify: 2000 character(s) maximum										
	. ,										
<u>Ch</u>	<u>allenge</u> : For 'Other', pleas	se specify:									
20	000 character(s) maximum										

02. What measures or actions are most important for promoting demand flexibility in retail markets?

	Very important	Important	Neutral	Less important	Not important	No opinion
Offering financial incentives or rewards for consumers participating in demand flexibility programmes	0	0	0	0	0	0
Developing user-friendly digital tools and platforms for real-time energy management	0	0	0	0	0	0
Enhancing the access to smart meter data and automation to support flexible consumption	0	0	0	0	0	0
Ensuring that the regulatory frameworks support fair remuneration of flexibility and consumer protection	•	0	0	•	•	0

Providing regular, transparent communication about the benefits and risks of flexible supply contracts, alongside educational campaigns to improve consumer awareness and understanding of such contracts	•	•	•	•	•	•
Facilitating collaboration between different stakeholders to ensure an efficient and competitive flexibility market	•	•	0	0	0	•
Other	0	0	0	0	0	0

For 'Ot	her',	please	specify	y:
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2000	2000 character(s) maximum						

03. What measures or commercial practices could be in place to protect consumers from excessive risks associated with price volatility in flexible supply contracts? (Please rate according to importance)

	Very important	Important	Neutral	Less important	Not important	No opinion
Introducing price limits to contain costs during excessive price peak periods	0	•	0	0	0	0
Offering hybrid contracts that blend fixed and dynamic pricing for balance and predictability	•	0	0	•	0	0
Ensuring availability of 'safety net' features such as guarantees or insurance against price spikes	0	0	0	•	0	0

Promoting access to real-time consumption data through smart meters to enable informed usage decisions	0	0	0	0	0	0
Implementing clear, simple, and accessible contract terms and conditions	0	0	0	0	0	0
Providing comprehensive information of the opportunities, costs and potential risks, and applying techniques to identify final customer's preferences (e.g. risk profile assessment)	©	©	©	©	•	•
Offering comparison tools that help consumers evaluate different contract options	0	0	0	0	0	0
Encouraging the development of risk-sharing mechanisms between consumers and suppliers	0	0	0	0	0	0
Other	0	0	0	0	0	0

For 'Other', please specify:

2000 charact	ter(s) maximum			

Section 3 on Consumer Protection, Affordability and Public Acceptance

General questions

01. What actions are needed at EU, national and local level and by whom to raise awareness about consumer protection, rights and opportunities for consumers to engage in the energy transition? Are you aware of any good practices?

5000 character(s) maximum

02. Are there any specific areas (e.g. clarity of energy bills, unfair commercial
practices, peer-to-peer trading) where you believe the EU could further focus to
increase consumer protection and engagement in the energy market? If so, which
areas should be prioritised?
5000 character(s) maximum
03. Do you think that additional measures are needed to enhance public acceptance
of renewables in the EU?

- - Yes, new or additional measures are needed.
 - No, existing rules and recommendations are sufficient and it is more important to focus on their implementation.

Should the additional measures be:

- Legislative
- Non-legislative

04. What type of interventions would be more effective in involving citizens and enhancing public acceptance of renewables in your view?

	Very important	Important	Neutral	Less important	Not important	No opinion
Indirect financial participation (benefit sharing) e.g. job creation	0	0	0	0	0	0
Direct financial participation e.g. buying stakes in the project, financing for local communities (municipalities, citizens)	0	0	0	0	0	0
Promoting communities' participation in renewable energy projects e.g. through the inclusion of measures to foster public acceptance in renewables auctions criteria	0	0	0	0	0	0
Communication measures e.g. education and information campaigns	0	0	0	0	0	0
Early engagement of citizens and involvement in the decision-making process	0	0	0	0	0	0
Other	0	0	0	0	0	0

For 'Other', please specify:
2000 character(s) maximum
05. What do you believe are the main retail challenges for affordable energy in your
Member State?
Maximum 3 selection(s)
High retail prices
Limited access to renewable energy options
Lack of (competitive) offers
Lack of access to smart solutions (e.g. smart meters, smart appliances and/or
aggregators)
Lack of information or awareness about energy-saving options
Other
For 'Other', please specify:
2000 character(s) maximum

6. Ensuring energy offers are easily understandable and comparable

Due to the increasing complexity of energy offers, consumers often find it difficult to fully understand the implications of suppliers' offers. Therefore, they should be provided with a summary of the key contractual terms and conditions in a prominent manner and in clear and concise language. The European Commission was tasked to provide guidance to Member States on a summary of the key contractual terms and conditions in both electricity and gas markets.

01. What are the key principles that should guide the presentation of energy offers to ensure consumers receive all necessary information in a user-friendly format and in a timely manner?

(Please rate according to importance)

	Very important	Important	Neutral	Less important	Not important	No opinion
Clear and simple language	0	0	0	0	0	0
Visually appealing design and layout	0	0	0	0	0	0
Timely presentation of information	0	0	0	0	0	0
Easy comparison of different energy offers	0	0	0	0	0	0
Personalization of information to individual consumer needs	0	0	0	0	0	0
Accessibility of information across different communication channels	0	0	0	0	0	0
Use of concise and straightforward terminology	0	0	0	0	0	0
Other	0	0	0	0	0	0

1 2 3	energy offer?
2	
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03. Have you identified good practices rega	ding a summary of key contractual terms
and conditions and/or other tools providing o	consumers with information on energy
offers in a user-friendly format allowing easy	comparison? Please elaborate.

7. On Limiting Risk of Supplier Bankruptcies

For 'Other', please specify:

2000 character(s) maximum

'Supplier Hedging' relates to the purchasing strategy of suppliers on the wholesale market. When suppliers do not ensure that their electricity portfolio is sufficiently hedged, changes in wholesale electricity prices can leave them financially at risk and can result in their failure and them passing on costs to consumers and other network users. Hence, suppliers should be appropriately hedged when offering fixed-term, fixed-price electricity supply contracts. In short, suppliers need to buy the electricity provided to you sufficiently in advance to protect against price hikes.

Article 18a of Directive 2024/1711 aims to ensure that National Regulatory Authorities enforce that suppliers have in place and implement appropriate hedging strategies.

01. Which elements of article 18a EMD are important to clarify further?

	Very important	Important	Neutral	Less important	Not important	No opinion
Definitions	0	0	0	0	0	0
Legal implementation Member States	0	0	0	0	0	0
Implementation/enforcement National Regulatory Authorities	0	0	0	0	0	0
Further considerations on types of risks for suppliers	0	0	0	0	0	0
Best practices by NRAs	0	0	0	0	0	0
Other	0	0	0	0	0	0

Any other elements or	comments you think	are important to	highlight? I	Please
elaborate.				

20	2000 character(s) maximum						

8. On Consumer Protection in Natural Gas Phase-out

Phasing out the use of natural gas in the household sector may be part of national, regional or local energy transition plans. If this is the case the consumers and especially energy poor and vulnerable consumers, need to be protected and supported to ensure that they do not suffer negative consequences. In accordance with the requirements of article 27 of the recast EU Directive on gas and hydrogen markets (2024/1788), the Commission is preparing guidance on principles and good practices that would apply after a decision has been made, in order to make the process of a natural gas phase-out consumer-focused, just and inclusive.

01. What are the main concerns for households when phasing-out natural gas?

	Very important	Important	Neutral	Less important	Not important	No opinion
Lack of alternatives to natural gas for heating and cooking	0	0	0	0	0	0
Higher energy bills	0	0	0	0	0	0
Lack of financial resources to invest in alternative heating sources	0	0	0	0	0	0
Complexity of access to funding or financing	0	0	0	0	0	0
Inconvenience of works for renovation and/or installation	0	0	0	0	0	0
Uncertainty/absence of national/regional/local plans and timelines for phasing out natural gas	0	0	0	0	0	0
Lack of information on plans and concrete actions to take	0	0	0	0	0	0
No availability of companies or workers for the installation	0	0	0	0	0	0
Difficult to take action for a rented home	0	0	0	0	0	0
Difficult to take action in a multi-apartment building	0	0	0	0	0	0
Other	0	0	0	0	0	0

ntified (explanations, sug	gestions, e	etc.)				
00 character(s) maximum						
What types of support w	ill bo ossor	atial for citi	zone no	tably vulne	vrablo cue	tomore
I customers affected by ϵ				-		
in their homes?	morgy pov	orty, 10 aoc		iii iiio piia	oo oat or i	iaiaiai
	Very important	Important	Neutral	Less important	Not important	No opinio
Clear and comprehensive information (what to do)	0	0	0	0	0	0
Practical advice (how to do it)	0	0	0	0	0	0
Financial advice (how to pay for it)	0	0	0	0	0	0
Financial support (grants, subsidies, loans, etc)	0	0	0	0	0	0
Fully developed packages of solutions (someone does it for you)	0	0	0	0	0	0
Support to bundle individual projects for joint purchasing or contracting (do it together to get a better deal)	0	0	0	0	0	0
Other	0	0	0	0	0	0

For 'Other', please specify:

03. Do you know of best practice examples where natural gas has already been phased out with a focus on consumers such as by involving consumer collectives, consumer organisations, national or local administrations, energy regulatory authorities, or other local actors? If yes, please describe briefly.

3	3000 character(s) maximum					

Contact

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