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| From: | Secretary-General of the European Commission, signed by Ms Martine DEPREZ, Director |
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| To: | Ms Thérèse BLANCHET, Secretary-General of the Council of the European Union |
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| Subject: | COMMISSION RECOMMENDATION on the summary of the key contractual terms and conditions of energy supply contracts |

Delegations will find attached document C(2026) 2853 final.

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COMMISSION RECOMMENDATION

of 30.4.2026

on the summary of the key contractual terms and conditions of energy supply contracts

{SWD(2026) 126 final}

COMMISSION RECOMMENDATION

of 30.4.2026

on the summary of the key contractual terms and conditions of energy supply contracts

THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union, and in particular Article 292 thereof,

Whereas:

- (1) Energy affordability is central to economic and social stability and trust in the European energy market. Effective market design and robust consumer protection foster competition, stimulate innovation and efficiency, and are expected to lead to lower costs and higher quality of services. This includes empowering consumers to compare energy supply offers, to understand supply contracts and to switch suppliers easily.
- (2) Smooth switching of electricity and gas suppliers is essential for a competitive energy market. While supplier switching is a right established in Directive (EU) 2019/944 of the European Parliament and of the Council¹ and Directive (EU) 2024/1788 of the European Parliament and of the Council², it may not always be effective in practice due to the complexity, lack of transparent and comparable energy offers, inconsistent terminology and presentation across suppliers, poor consumer awareness of the benefits, and aggressive or misleading marketing practices.
- (3) Transparent pre-contractual and contractual information, fair contractual practices, and clear and understandable energy bills should be accessible to persons with disabilities and are essential to ensuring affordable, sustainable, and inclusive access to energy.
- (4) Directive (EU) 2019/944 of the European Parliament and of the Council ensures consumers' access to clear, transparent and comparable energy offers and enables them to choose a contract that corresponds to their needs. In particular, it ensures that final customers are provided with a summary of the key contractual terms and conditions of electricity supply contracts in a prominent manner and in clear and concise language prior to the conclusion or extension of fixed-term, fixed-price electricity supply contracts and dynamic electricity price contracts. A similar requirement is set out in Directive (EU) 2024/1788 of the European Parliament and of the Council, which requires that final customers are provided with a single summary of the key contractual conditions of gas supply contracts in a prominent manner and in concise and simple language and that the supplier uses a common terminology.

¹ Directive (EU) 2019/944 of the European Parliament and of the Council of 5 June 2019 on common rules for the internal market for electricity and amending Directive 2012/27/EU (OJ L 158, 14.6.2019, pp. 125–199, ELI: <http://data.europa.eu/eli/dir/2019/944/oj>).

² Directive (EU) 2024/1788 of the European Parliament and of the Council of 13 June 2024 on common rules for the internal markets for renewable gas, natural gas and hydrogen, amending Directive (EU) 2023/1791 and repealing Directive 2009/73/EC (OJ L, 2024/1788, 15.7.2024, ELI: <http://data.europa.eu/eli/dir/2024/1788/oj>).

- (5) At the same time, the summary of the key contractual terms and conditions of energy supply contracts (the ‘summary’) needs to comply with the requirements of EU consumer protection legislation and with the rights and obligations stemming from the EU legislation on the protection of personal data³.
- (6) Consumers are often unaware of their current tariff type or whether their price is fixed or variable. This confusion can arise not only from limited consumer awareness and lack of comparable information across contracts but also from suppliers using different names for similar offers. In addition, significant gaps persist in energy literacy among different consumer groups, including elderly persons, and people affected by energy poverty. Many consumers have limited access to digital resources and some have few or no digital skills. Special attention should be paid to the requirements of persons with disabilities to ensure that the summary is accessible equitably.
- (7) Consumers are frequently subject to information overload or confirmation biases, which negatively affects their decision-making. To empower consumers to make informed choices, it is essential that they have access to user-friendly tools and transparent, comparable information to assess and select offers that meet their preferences and needs.
- (8) To improve transparency for heating, cooling and domestic hot water contracts, Article 21 of Directive (EU) 2023/1791⁴ also sets out that final customers and final users are to be provided with a summary of the key conditions of such contracts, including prices and tariffs, in a comprehensible manner and in concise and simple language. Commission Recommendation (EU) 2024/2481⁵ established guidelines for the interpretation of Articles 21, 22 and 24 of Directive (EU) 2023/1791.
- (9) The importance of providing consumers with clear, transparent and comparable information in a standardised format is well recognised in other sectors. For example, Commission Implementing Regulation (EU) 2019/2243⁶ establishes a template for the contract summary to be used by providers of publicly available electronic communications services. Similarly, Directive (EU) 2023/2225 of the European Parliament and of the Council⁷ on credit agreements for consumers aims to ensure that pre-contractual information is provided through the standard European consumer credit information form.

³ Regulation (EU) 2016/679 of the European Parliament and of the Council of 27 April 2016 on the protection of natural persons with regard to the processing of personal data and on the free movement of such data, and repealing Directive 95/46/EC (OJ L 119, 4.5.2016, pp. 1–88, ELI: <http://data.europa.eu/eli/reg/2016/679/oj>).

⁴ Directive (EU) 2023/1791 of the European Parliament and of the Council of 13 September 2023 on energy efficiency and amending Regulation (EU) 2023/955 (OJ L 231, 20.9.2023, p. 1, ELI: <http://data.europa.eu/eli/dir/2023/1791/oj>).

⁵ Commission Recommendation (EU) 2024/2481 of 13 September 2024 setting out guidelines for the interpretation of Articles 21, 22 and 24 of Directive (EU) 2023/1791 of the European Parliament and of the Council as regards the consumer related provisions (OJ L, 2024/2481, 23.9.2024, ELI: <http://data.europa.eu/eli/reco/2024/2481/oj>).

⁶ Commission Implementing Regulation (EU) 2019/2243 of 17 December 2019 establishing a template for the contract summary to be used by providers of publicly available electronic communications services pursuant to Directive (EU) 2018/1972 of the European Parliament and of the Council (OJ L 336, 30.12.2019, pp. 274–280, ELI: http://data.europa.eu/eli/reg_impl/2019/2243/oj).

⁷ Directive (EU) 2023/2225 of the European Parliament and of the Council of 18 October 2023 on credit agreements for consumers and repealing Directive 2008/48/EC (OJ L, 2023/2225, 30.10.2023, ELI: <http://data.europa.eu/eli/dir/2023/2225/oj>).

- (10) Standardisation of pre-contractual information and simple and uniform language and common terminology in pre-contractual information, contracts and bills used across all suppliers, comparison tools and, where applicable, intermediaries and energy service providers help consumers quickly grasp the main features of offers and compare them easily. Displaying key information prominently on the first page of the summary allows consumers to identify the main terms at a glance, including on mobile devices. The standardised vocabulary will ensure that suppliers and, where applicable, intermediaries and energy service providers use a common set of terms, making it easier for consumers to understand and compare offers, and enhancing market transparency.
- (11) The templates for the summary of the key contractual terms and conditions for electricity and gas supply contracts should cover different types of offers, including fixed, variable or dynamic prices, offers with products or services that are tied to, or bundled with, energy supply, and those allowing consumers to feed surplus electricity into the grid, to ensure that all relevant contractual information is communicated clearly and effectively, reflecting the complexity and variety of offers.
- (12) The summary should be provided before the final customer is bound by an electricity or gas contract or, where applicable, by the submission of a binding offer, ensuring that the final customer has sufficient time to review and understand the key contractual information and to make an informed decision. By receiving this information in advance, and not concurrently with the conclusion of a contract, final customers will have sufficient time to review and compare offers or consider the price modifications. Furthermore, in light of the diverse selling methods employed across the energy market, including online, offline and telemarketing, it is important to ensure that pre-contractual information remains clear, fair and accessible to all consumers across all sales channels. Clear information is a key safeguard against misleading practices.
- (13) Regulators play a pivotal role in ensuring the clarity, consistency and transparency of the energy market and adequate consumer protection. It is essential that they take proactive steps to enhance consumer awareness, understanding and the comparability of energy offers, thereby strengthening confidence in energy markets. At the same time, collaboration among relevant authorities, regulators, consumer organisations, suppliers and other stakeholders can lead to well-designed, consumer-friendly templates of the summary and facilitate their implementation.
- (14) Intermediaries play an increasingly important role in the energy sector by acting as bridges between energy suppliers and consumers. The requirements for contractual conditions should apply where contracts are concluded through intermediaries, such as comparison tools or entities offering contracts where energy supply is tied to or bundled with additional products or services, as well as to the summary.
- (15) This Recommendation promotes the clarity, transparency and comparability of energy offers. It is addressed to Member States or, where Member States have so provided, the regulatory authorities or other designated competent authorities of those Member States. The Recommendation is also highly relevant to energy suppliers, intermediaries and energy service providers, and Member States should assess its feasibility and apply relevant measure as appropriate.

HAS ADOPTED THIS RECOMMENDATION:

It is recommended that Member States take the following measures:

1. Require that the summary referred to in Article 11(1a) of Directive (EU) 2019/944 and Article 11(3) of Directive (EU) 2024/1788 (the ‘summary’) be provided in a timely manner prior to the conclusion or extension of any contract and in advance of any price changes, in a minimum number of pages, and that it be concise, clearly presented and accompanied by comprehensive explanations, and be provided free of charge.
2. Adopt standardised templates and a concise layout for the contract summary, set rules on how to fill in each section of it and require the consistency of the presentation and terminology across all suppliers and, where applicable, intermediaries and energy service providers. The templates should be designed to accommodate the different types of offers, including fixed, variable or dynamic price, offers with products or services that are tied to, or bundled with, energy supply and offers allowing consumers to feed surplus electricity into the grid. Where products or services are tied to, or bundled with energy supply, the summary should include a dedicated section describing them. To ensure that additional products or services do not interfere with the energy supply, additional products or services should be addressed in a separate contract and be clearly distinguished from the energy supply contract.
3. Ensure that the summary be provided on paper or another durable medium and be accessible to persons with disabilities in line with the accessibility requirements in Annex I of Directive (EU) 2019/882 of the European Parliament and of the Council⁸.
4. Submit the templates for the summary to the Commission and make them available to other Member States within six months of the adoption of this Recommendation.

Conduct behavioural testing of draft templates for the summary to ensure that they effectively communicate essential details and align with real consumer behaviour and comprehension.
5. Ensure that the summary includes at least the total price and its breakdown, an explanation as to whether the price is fixed, variable or dynamic, the supplier’s email address and the details of a consumer support hotline, and where relevant, information on one-time payments, promotions, additional services and discounts. In addition, for dynamic price and contracts with a flexible price component, the summary should include a clear explanation of the pricing formula determining the price, the index to which the formula is linked and where the final customer can monitor the evolution of the price, the frequency of price changes as well as illustrative cost projections to estimate future bills. The summary should also include a description of the service, including bundled products or services where relevant, as well as contract duration, conditions for renewal and termination, available payment methods and a link or a QR code with a link to independent comparison tools.

⁸ Directive (EU) 2019/882 of the European Parliament and of the Council of 17 April 2019 on the accessibility requirements for products and services (OJ L 151, 7.6.2019, pp. 70–115, ELI: <http://data.europa.eu/eli/dir/2019/882/oj>).

6. Establish a national glossary of mandatory, plain-language terms to ensure that suppliers and, where applicable, intermediaries and energy service providers use a common set of terms, making it easier for consumers to understand and compare offers, and enhancing market transparency.
7. Consult relevant stakeholders, including regulatory authorities, consumer organisations, suppliers, and other interested parties, during the development of the national standardised summary templates and the common terminology through a transparent process.
8. Ensure consistency and alignment in information and apply the requirements laid down in Article 11(1a) of Directive (EU) 2024/1711 to the summary of gas supply contracts, while taking into account the differences between electricity and gas markets.
9. Apply the guidelines for designing the summary as set out in the Annex to this Recommendation when transposing Article 11(1a) of Directive (EU) 2019/944 and Article 11(3) of Directive (EU) 2024/1788. Member States should also consider this Recommendation when transposing Article 21(1) of Directive (EU) 2023/1791.

Done at Brussels, 30.4.2026

For the Commission
Dan Jørgensen
Member of the Commission

