



REPLIES OF THE EUROPEAN COMMISSION

TO THE EUROPEAN COURT OF
AUDITORS' SPECIAL REPORT

on **Energy communities**

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This document presents the replies of the European Commission to observations of a special report of the European Court of Auditors, in line with Article 265 of the [Financial Regulation](#). These replies are to be published by the European Court of Auditors together with the special report.

I. THE COMMISSION REPLIES IN BRIEF

The Commission welcomes the report of the European Court of Auditors (ECA) on energy communities.

Energy communities enable collective and citizen-driven energy actions to support the clean energy transition. They can help increase public acceptance of renewable energy projects and make it easier to attract private investments in the clean energy transition. Energy communities can be an effective means of re-structuring our energy systems, by empowering people and local actors (SMEs, associations, public authorities etc.) to drive forward the energy transition locally and benefit directly from better energy efficiency, lower bills, reduced energy poverty and more local, green job opportunities.

The Commission has been supporting the EU Member States and Europeans to set up energy communities through several initiatives such as the Rural Energy Community Advisory Hub, the Energy Community Repository and the European Energy Communities Facility, recognising the potential contribution of energy communities to achieving a more secure, affordable and cleaner energy system for Europe.

The objective of having one energy community per municipality with a population of more than 10 000 was part of the wider objectives of the EU solar strategy¹. The aim is to help ensure that people have access to an energy community which they can join. It is a political objective that requires close cooperation between the Commission and the EU Member States in order for it to be achieved.

As set out in the 10th State of the Energy Union report² published in November 2025, over 8 000 energy communities exist across the EU. This is an impressive development, even if the above-mentioned objective set in the EU solar strategy was not achieved by the end of 2025.

The Commission takes note of the report's many valuable observations and recommendations. It is a clear call to the Commission for further action to guide EU Member States in the implementation of robust enabling frameworks for energy communities and self-production and consumption. It recommends clarity for apartment owners, incentives for storage solutions, and robust registration and monitoring systems, based on an assessment of potential and of barriers at Member State level.

The Commission agrees that further guidance is needed for energy communities to reach their full potential and will take this into account in the context of the Citizens Energy Package. The ECA's recommendations provide valuable input into the ongoing work on the Citizens Energy Package in this regard, notably in ensuring inclusiveness and access to energy communities for all people.

¹ EUR-Lex - 52022DC0221 - EN - EUR-Lex.

² https://energy.ec.europa.eu/strategy/energy-union/10th-report-state-energy-union_en.

II. REPLIES TO THE RECOMMENDATIONS

Recommendation 1 - Clarify access to the production, sharing and selling of renewable energy in apartments

The Commission should publish guidance and best practices on legal ways to involve apartment owners, directly or via owners' associations, in the production, sharing and selling of renewable energy.

Target implementation date: December 2026

The Commission **accepts** this recommendation.

The Commission intends to adopt a Commission recommendation to EU Member States on energy communities in the context of the Citizens Energy Package. The Commission will also issue guidance in 2026 to EU Member States on optimising the value of self-consumption, including within a multi-apartment building. The guidance will address energy sharing.

With the Citizen Energy Advisory Hub, the Commission will issue a practical guide that clarifies the different options available for apartment owners, so that they can inform their investment decisions and business models and more easily scale up as an energy community.

Recommendation 2 - Design SMART objectives for energy communities and reflect them in national energy and climate plans

- (a) The Commission should, based on a proper justification, design SMART objectives relating to the expected benefits of energy communities, such as the number of citizens involved or the renewable energy generation capacity of energy communities.***
- (b) In the recast of the Regulation on the Governance of the Energy Union and Climate Action, the Commission should consider proposing an obligation for national energy and climate plans to include energy communities' objectives that are aligned with relevant EU strategies and action plans.***

Target implementation date: December 2027

The Commission **accepts** sub-recommendation 2(a).

The Commission will consider the potential of citizen involvement or installed capacity of renewable energy sources as suitable objectives recognising that, given the open nature of energy communities, the number of citizens involved in an energy community is subject to greater fluctuation than the amount of installed renewable capacity.

The Commission **accepts** sub-recommendation 2(b).

The Commission recalls that it is not in a position to make specific commitments in relation to possible legislative proposals.

The Commission will propose a revision of the Governance Regulation to simplify, strengthen and modernise the governance of the Energy Union and Climate Action. Although the Commission cannot prejudge the scope of the revision, a key objective will be to integrate and simplify as much as possible monitoring and reporting under EU energy legislation, while providing decision-makers with more up-to-date information. Energy communities are already well anchored in the Electricity Directive and Renewable Energy Directive, which provide the appropriate legal basis and obligations for their promotion.

Recommendation 3 - Improve the registration and monitoring of energy communities

The Commission should publish improved guidance for Member States on how to register and monitor energy communities.

Target implementation date: December 2026

The Commission **accepts** this recommendation.

The Commission intends to address the issue of registration systems for energy communities in the context of the Citizens Energy Package and the planned Commission Recommendation to EU Member States on energy communities.

The work of the Citizen Energy Advisory Hub is also relevant in this regard.

Recommendation 4 - Report on the assessment of barriers to and the potential for developing renewable energy communities

The Italian Ministry for Environment and Energy Security and the Romanian Ministry of Energy should assess and report on the existing barriers to and potential for developing renewable energy communities.

Target implementation date: July 2027

The Commission **notes** that the recommendation is addressed to Italy and Romania.

Recommendation 5 - Promote the role of citizens and vulnerable households

- (a) The Commission should update and disseminate guidance on involving vulnerable households in energy communities and on developing incentives for energy communities to do so.***
- (b) The Polish Ministry of Climate and Environment, the Italian Ministry for Environment and Energy Security, and the Romanian Ministry of Energy should design provisions to promote the role of citizens in energy communities.***

Target implementation date: December 2026

The Commission **accepts** sub-recommendation 5(a).

The Commission intends to address the issue of involving vulnerable households in energy communities in the context of the Citizens Energy Package and the planned Commission Recommendation to EU Member States on energy communities. This will build on the existing Recommendation on energy poverty³ and the accompanying staff working document⁴, which addresses the role energy communities can play in relation to energy poverty, relevant Horizon and LIFE projects⁵, as well as on the study of the Joint Research Centre on energy communities and alleviating energy poverty⁶. The Commission will consider whether the current Commission Recommendation on energy poverty should be updated.

The Commission **notes** that recommendation 5(b) is addressed to Poland, Italy and Romania.

Recommendation 6 - Support energy storage

(a) *In its upcoming Citizens Energy Package, the Commission should encourage member states to incentivise energy communities to develop energy storage solutions.*

(b) *The Dutch Ministry of Climate and Green Growth and the Polish Ministry of Climate and Environment should provide incentives for energy communities to develop energy storage (alone or in combination with renewable energy generation) or other flexibility services in order to help to reduce grid congestion.*

Target implementation date: (a) December 2026, and (b) July 2027

The Commission **accepts** sub-recommendation 6(a).

The Commission intends to further encourage Member States to develop frameworks that incentivise energy communities to invest in storage solutions, including through better access to flexibility markets, price signals and financial support, in the context of the Citizens Energy Package and the planned Commission Recommendation to EU Member States on energy communities and self-consumption.

The Commission **notes** that recommendation 6(b) is addressed to the Netherlands and Poland.

³ Commission publishes recommendations to tackle energy poverty across the EU - Energy.

⁴ [Commission staff working document EU guidance on energy poverty - Energy.](#)

⁵ [TANDEM] Territorial Analysis of Decentralised Energy Markets | ESPON.

⁶ JRC Publications Repository - Energy Communities and Energy Poverty.