

Brussels, 12 June 2025  
(OR. en)

10055/25

**LIMITE**

**ENER 229  
CYBER 165  
RELEX 731  
PROCIV 69  
HYBRID 66  
TELECOM 187  
COMPET 507  
ENV 493  
CLIMA 200**

**NOTE**

From:	Permanent Representatives Committee (Part 1)
To:	Council
Subject:	Draft Council Conclusions on strengthening the Energy Union through reinforcing energy security - Approval

1. On 17 March 2025, the Council held a policy debate on the EU's energy security architecture (security of gas supply and electricity risk preparedness) – state of play and possible way forward. The debate was part of the Polish Presidency's ongoing priority to enhance the EU's energy security. Ministers agreed that the concept of energy security needs to be updated to address existing and new energy security challenges.
2. On 20 March 2025, the European Council recalled its commitment to achieve a genuine Energy Union and called for all efforts at EU and Member State level to be urgently stepped up with a view to contributing to the Union's energy security and infrastructure protection and resilience.

3. As a result of the above, on 30 April 2025 the Presidency shared with delegations a set of draft Council Conclusions on “Strengthening the Energy Union through reinforcing energy security”. The draft and its revisions (8041/25, 8525/25, 8940/25, 9218/25 and 9431/25) were discussed at the Energy Working Party on 8 May, 22 May, 28 May and 5 June and Member States were asked to provide written comments.
  4. At its meeting on 11 June 2025, the Permanent Representatives Committee discussed the draft conclusions in the context of preparations for the meeting of the TTE Council (Energy) on 16 June 2025. The Presidency concluded that a revised text would be submitted for approval to the Council.
  5. Against this background, the Council is invited to approve the draft Council conclusions, as set out in the annex to this note, at its meeting on 16 June 2025.
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**Draft****Council Conclusions on strengthening the Energy Union through reinforcing energy security**

THE COUNCIL OF THE EUROPEAN UNION,

1. RECALLING:

- a) that the primary aim of the Energy Union is to further develop the European single market, to provide safe, secure, clean and affordable energy for all EU citizens and businesses and protect against external pressure and global market instability, as well as price volatility and high supply costs;
- b) that since Russia's war of aggression against Ukraine the EU has accelerated its ambitious project of decreasing its dependency on fossil fuels and significant milestones have already been achieved, owing in particular to:
  - the Commission Communication of March 2022<sup>1</sup> proposing the outline for the REPowerEU Plan for more affordable, secure and sustainable energy, as well as stressing the key role of energy efficiency and clean energy sources for energy independence and resilience;
  - the Versailles Declaration of March 2022<sup>2</sup> highlighting energy security and the need to phase out the EU's dependency on Russian fossil fuels as soon as possible;

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<sup>1</sup> 7026/22

<sup>2</sup> Text available on: <https://www.consilium.europa.eu/media/54773/20220311-versailles-declaration-en.pdf>

- the Commission Communication on REPowerEU Plan of May 2022<sup>3</sup> on reducing dependency from Russian fossil fuels, diversification of energy sources, speeding up the clean energy transition and achieving a more resilient and interconnected energy system and a genuine Energy Union, which was followed by a series of important emergency legislative instruments adopted by the Council, as well as the legislation under the “Fit for 55” package;
- the European Council conclusions of April 2024<sup>4</sup> and of March 2025<sup>5</sup> underlining the importance of better protecting EU citizens and businesses from high energy costs, agreed energy targets and achieving a genuine Energy Union before 2030, by securing the supply of abundant, affordable and clean energy, that serves the dual objective of pursuing European energy sovereignty and climate neutrality, requiring ambitious electrification and investment in efficient grids, storage, interconnections and energy efficient solutions, while ensuring the Union’s competitiveness on a global level and calling on the EU institutions, the Member States and other relevant stakeholders to work together to deliver on those goals;
- the “European Climate Risk Assessment” report by the European Environment Agency of March 2024 and the Commission Communication of March 2024 on “Managing climate risks - protecting people and prosperity”;
- the Commission Communication “Towards an ambitious Industrial Carbon Management for the EU” of February 2024<sup>6</sup>;

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<sup>3</sup> 9787/22  
<sup>4</sup> EUCO 12/24  
<sup>5</sup> EUCO 1/25  
<sup>6</sup> 6306/24

- the Council Conclusions on Advancing Sustainable Electricity Grids Infrastructure of May 2024<sup>7</sup>, setting out measures to achieve an interconnected and resilient electricity network in Europe, to ensure energy security, achieve decarbonisation in the EU, and emphasise the need to protect the EU against new threats and the need for a coordinated set of energy security measures;
  - the Council Recommendation on the Blueprint to coordinate a response at EU level to disruptions of critical infrastructure of June 2024<sup>8</sup>;
  - the Commission Communication of February 2025 on the Action Plan for Affordable Energy which presents measures to lower energy bills, to accelerate the implementation of cost-saving structural reforms, to complete the Energy Union and to strengthen the EU energy systems to mitigate future price shocks;
  - the Commission Communication of February 2025 on the Action Plan for Cable Security which aims to further increase the security and resilience of submarine cables, including both electronic communications and electricity cables;
  - the Commission Communication on European Internal Security Strategy of April 2025 aimed at strengthening the EU capabilities to respond in particular to hybrid threats such as sabotage and malicious cyber activity against critical energy infrastructure;
- c) that the present Council conclusions do not prejudice the Commission's power of initiative under the Treaties and, in particular, do not pre-empt any future MFF discussions.

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<sup>7</sup> 10459/24  
<sup>8</sup> C/2024/4371

## 2. STRESSING:

- a) the importance of staying on track towards the EU's climate neutrality objectives, as accelerating the deployment of clean energy and improving energy efficiency will not only drive down energy costs but also contribute to energy autonomy, reduce the EU's dependency on fossil fuels and limit its exposure to their price volatility;
- b) the need to create a favourable environment for clean energy technologies contributing to climate neutrality, including energy storage and flexibility, and enhancing their domestic production capacities in a way that allow greenhouse gas emissions to be decreased in Europe and beyond in a technologically neutral and cost-effective way, as well as to protect the environment, combat pollution, conserve and restore nature and biodiversity and put emphasis on research, innovation and competitiveness of new technologies;
- c) the need for swift implementation of the existing legislation as a foundation for a genuine Energy Union that delivers competitiveness, affordability, security and sustainability for all and enables increased cooperation and solidarity between Member States, while reducing administrative burden;
- d) the importance of addressing significant and persistent disparities in energy prices between regions of the Union through, inter alia, better utilisation of cross-border capacity and increased investment in new cross-border energy interconnections where needed while NOTING that such price disparities undermine the proper functioning of the internal market and may hamper the competitiveness of Member States;
- e) the need for further diversification of energy supplies, enhancing the inter-regional energy connectivity and development of domestic energy resources in line with the EU energy and climate policy objectives and National Energy and Climate Plans to reduce the EU's vulnerability to external political and economic pressure and global price shocks and high dependencies in value chains, to protect vulnerable consumers in times of crisis, to strengthen the EU's global position by securing better access to critical raw materials and secure components and to strengthen domestic clean technology manufacturing capacities that contribute to climate neutrality by 2050;

- f) the importance of a flexible market ramp-up of hydrogen and its derivatives, in particular for decarbonising hard to abate sectors, while preserving the competitiveness of EU businesses and incentivising the EU production and its market uptake in order to create a diversified hydrogen supply;
- g) that the EU can take advantage of its full economic and political potential in an unstable global environment only when it stays united and speaks with one voice in relation to third countries while remaining committed to multilateralism in the global political dialogue and take decisive action against energy and climate disinformation;
- h) the importance of energy savings and energy efficiency measures as demonstrated during the energy crisis;
- i) that the strength of the EU's internal energy market is the cornerstone which allows the EU and its Member States to pursue an ambitious transformation of their energy sectors with a view to providing secure, sustainable, clean and affordable energy for their consumers, allowing them to access to the most competitive sources of energy, while taking into account national circumstances, in particular of landlocked, peripheral and energy isolated Member States, as well as energy islands and outermost regions, the potential for Member States to contribute to Union objectives and the right of Member States to determine their energy mix;
- j) after the blackout experienced by the Iberian Peninsula on 28 April 2025, the central role energy plays in our society and the need to secure its supply. The Council is looking forward to the conclusions of the current investigation, including on the role played by the interconnections during this incident and during its recovery phase;
- k) that Europe needs to reduce its strategic dependencies in sensitive sectors, including critical raw materials and secure components, while safeguarding its competitiveness and ensuring security of supply;

- l) that recent events damaging or preventing the construction of critical EU energy infrastructure, including Projects of Common and Mutual Interest (PCIs/PMIs) on land and at sea, highlight the need for the EU to utilise its broad array of diplomatic, legal and political tools to support and facilitate Member States' efforts in protecting their critical infrastructure, making it more resilient. Where relevant, better coordination should be sought between Member States, at regional and EU level and in synergy with NATO in full respect of the principle of Inclusiveness, Reciprocity, Transparency and EU's decision making autonomy, as well as with like-minded third countries where relevant, in monitoring and physically securing vital infrastructure.

3. TAKES STOCK OF THE PROGRESS ACHIEVED:

- a) under the 2022 REPowerEU Plan in decreasing the EU's reliance on imports of fossil fuels, from the Russian Federation in particular, and in lowering the consumption of fossil fuels in Europe, while accelerating the deployment of clean energy sources and maintaining stable supplies of energy for EU customers;
- b) in strengthening the EU legal framework on energy savings, energy efficiency and facilitation of deployment of renewable energy sources in line with the objectives of the REPowerEU Plan, through the adoption of specific legislation during the energy crisis of 2022-2024;
- c) in swiftly deploying and upgrading infrastructure aimed at boosting the capacity to provide flexible imports of energy from outside the EU and limit bottlenecks in intra-EU flows of energy;
- d) in successfully finalising key long-term infrastructure projects across the EU aimed at strengthening the energy security and resilience of the EU Member States, while NOTING that important interconnection gaps remain in the EU which hinders in particular the achievement of the objectives of the genuine Energy Union, including the EU 15% electricity interconnection target;
- e) on the extension and revision of the gas storage regulation with a view to maintaining security of gas supplies in winter allowing Member States to store gas in a more flexible way.



#### 4. WELCOMES:

- a) the presentation of the Commission Communication on the Action Plan for Affordable Energy, which sets out, in particular, structural measures to deliver a genuine Energy Union for competitiveness, affordability, security and sustainability, acknowledging the option for Member States to design and implement, as soon as possible, short-term measures, including, where appropriate, to limit the burden of high energy costs, including grid tariffs, on households and businesses to be prepared for potential energy crises, while maintaining effective market price signals and ensuring stability of financial and energy markets;
- b) the progress towards a genuine Energy Union and the further integration of the internal energy market, notwithstanding that some elements of the EU energy architecture and legislation may require simplification to decrease administrative burden for project promoters and companies in the energy sector and energy intensive industries while safeguarding the ambition of already agreed legislation and maintaining alignment with the original policy objectives, including environmental protection, ensuring their full implementation, as well as stability and predictability of the EU regulatory framework;
- c) the Commission initiative to launch an Energy Union Task Force consisting of high-level representatives of the Member States, institutions and relevant bodies;
- d) the planned establishment of a tripartite contract for affordable energy for Europe's industry aimed at creating a favourable investment climate in the energy sector and at increasing the competitiveness of European industry.

#### 5. HIGHLIGHTS:

- a) the need to pursue the already agreed 2030 objectives to decrease greenhouse gas emissions, increase the role of renewables, including hydropower and rapidly scalable wind and solar, as well as improve energy efficiency;

- b) that Member States have demonstrated their continued commitment to the objectives of the Energy Union, notably through the significant enhancement of their final National Energy and Climate Plans. Further efforts are still necessary to fulfil the five dimensions of the Energy Union and to ensure the full implementation of the 2030 framework;
- c) that Russia's war of aggression against Ukraine has resulted in large scale destruction of the Ukrainian energy system. Continued support from the EU and the Member States is required to stabilise energy supplies to Ukraine, strengthen resilience and improve nuclear safety and security. Coordinated international effort is needed to support reconstruction, decentralisation and decarbonisation of Ukrainian energy systems, in particular through in kind and financial support, and through structural assistance in transforming the Ukrainian energy sector and legal system by means of accelerated regulatory alignment with the EU with a view to achieving closer energy integration and taking into account Ukraine's status as a candidate country negotiating accession to the EU;
- d) the efforts made by Member States and the Union to provide support to the Republic of Moldova, contributing to its energy security and resilience, and taking into account its status as a candidate country negotiating accession to the EU, WELCOMES the Comprehensive Strategy for Energy Independence and Resilience of the Republic of Moldova and AIMS to support the Republic of Moldova, which faced an unprecedented energy crisis in the recent months and has successfully managed to diversify its energy sources and launch a process of decarbonising its economy and energy sector to increase its resilience, speed up its modernisation and facilitate regulatory alignment with the EU;
- e) the synchronisation of the Baltic States electricity systems with the Continental Europe System that successfully started on 9 February 2025 while REITERATING that the successful integration with the EU internal energy market contributes to security of supply and energy independence not only in the Baltic Sea region but in the entire EU, and that this will further strengthen the integration of renewable energy in the EU system;

- f) the role of Union's enhanced energy cooperation with Energy Community Contracting Parties focusing on security of supply, diversification of routes and sources, and energy transition and NOTES that 2025 marks 20<sup>th</sup> anniversary of the signature of the Energy Community Treaty in Athens;
- g) the need for a robust Connecting Europe Facility for Energy in order to adequately respond to and support the investment needs for deploying necessary new cross-border infrastructure for reaching a genuine Energy Union, with regards also to strengthening resilience and protection of new and existing critical energy infrastructure.

6. REITERATES that:

- a) in order to achieve a fully functioning internal energy market, the EU needs robust, interconnected, reliable and secure energy systems, including necessary dispatchable base-load generation;
- b) a comprehensive EU approach to strengthening and protecting the European energy systems is a key element of a successful process of decarbonisation of our economy;
- c) the EU has a key role in supporting the Member States in these objectives, including through co-financing and dedicated financing schemes, follow up actions and strengthening mechanisms of cooperation between network operators on cross-border, regional and national transmission and distribution planning, with a specific focus on delivering the necessary energy infrastructure, also in view of the electricity interconnection target for 2030, as well as streamlining the permitting, procurement and state aid procedures;
- d) the EU needs to also support Member States in strengthening national and cross-border capabilities at the EU level to protect, survey, reconstruct and repair the European infrastructure in case of major disruptions and damages, including those resulting from hybrid activities against the EU;
- e) Member States have sovereign right to explore and exploit their natural resources, in accordance with EU and international law, including the United Nations Convention on the Law of the Sea which also sets out the legal framework for activities in oceans and seas, including related to submarine cables and pipelines;

- f) all infrastructure projects in the Union territory should be implemented in full respect of international and EU law and the sovereignty and territorial integrity of Member States;
- g) the existing energy acquis may be in need of simplification, including under the Omnibus programme, in order to decrease the administrative burden on Member States, industry and citizens, and provide a level playing field for all operators, for example in the context of the Methane regulation<sup>9</sup>, while safeguarding the EU's strategic autonomy, ensuring stability and predictability in the EU regulatory framework and that the ambition of already agreed legislation is not undermined.

7. TAKES NOTE of:

- a) the Commission Communication of May 2025 on the Roadmap towards ending Russian energy imports<sup>10</sup>;
- b) the intention of the Commission to put forward, by June 2025, the proposals referred to in the Roadmap, including a detailed assessment of feasibility, competitiveness, assess the impact on pricing, legal and energy security, as well as national and regional implications.

8. CALLS ON the Commission to:

- a) continue its work towards diversifying away from and phasing out dependency on fossil fuel supplies in the spirit of the Versailles declaration from March 2022 and to reinforce efforts to achieve a fully integrated and interconnected energy market, while taking into account the right of Member States to determine their energy mix and the need to support diversification efforts of both landlocked and isolated Member States by strengthening alternative supply routes;

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<sup>9</sup> Regulation (EU) 2024/1787 of the European Parliament and of the Council of 13 June 2024 on the reduction of methane emissions in the energy sector and amending Regulation (EU) 2019/942 (OJ L, 2024/1787, 15.7.2024)

<sup>10</sup> 8686/25

- b) continue its work towards the completion of the Energy Union, in particular by facilitating the swift implementation of the adopted legislation, including the Governance Regulation, and ensuring the prompt and effective execution of the measures and initiatives set out in the Action Plan for Affordable Energy, where appropriate;
- c) present, at the latest by the last quarter of 2025, a comprehensive package of solutions aimed at expanding, strengthening, modernising and digitalising the EU energy transmission and distribution infrastructure, as well as making more efficient and resilient, which will allow for the continued transformation of EU energy systems with a view to reaching climate neutrality in 2050 and achieving a genuine Energy Union that delivers competitiveness, affordability, sustainability and security for all Europeans, by putting forward a European Grids Package;
- d) aim at the Grids package consisting of measures to, inter alia, simplify EU rules on grids and address system stability, better look into flexible demand, integrate EU, regional and national needs, ensure the delivery of projects, including the swift completion of flagship projects listed in the Action Plan for Affordable Energy, and develop effective cost sharing mechanisms for key cross-border projects of common interest which facilitate the contribution of Member States to Union objectives, while respecting the principle of subsidiarity;
- e) building on the implementation of the existing legislation, assess the need for further legislative proposals to accelerate permitting for energy infrastructure, storage and renewables while maintaining original policy objectives for an accelerated energy transition as part of the European Grids Package as indicated in the Action Plan for Affordable Energy and support Member States in its implementation;
- f) facilitate the completion of key PCIs/PMIs in all Member States and notably in the context of the High Level Groups on the Interconnections for South-West Europe, the North Seas Energy Cooperation, Baltic Energy Market Interconnection Plan and Central and South-Eastern Europe Energy Connectivity, and provide regular reporting on progress towards meeting the 2030 electricity interconnection target, as well as, where relevant, identify technical, regulatory or financial bottlenecks for infrastructure projects;

- g) assess the financing needs for existing and new energy infrastructure, taking account of the need to increase market integration, to reduce energy prices and to mitigate risks posed by hybrid attacks, with a special focus on:
- ending energy isolation,
  - removing infrastructure bottlenecks,
  - the necessary expansion of offshore infrastructure and
  - strengthening the security, resilience and repair capacities with respect to energy infrastructure and supply chains, especially in the case of major damage, in synergy where relevant with NATO and likeminded third countries, within the existing cooperation format, in line with EU rules on protecting EU classified information<sup>11</sup>, if considered relevant by Member States, against potential physical and cyber-attacks, both on land and at sea,
- and present its assessment to the Council and address the findings through upcoming proposals including the European Grids Package;
- h) strengthen domestic clean energy generation in Europe to allow all clean energy technologies to contribute to climate neutrality, storage and flexibility and to the process of transformation and decarbonisation of the EU energy mix in a cost-effective way and within an acceptable timeframe;
- i) further promote energy and climate cooperation with our global partners;
- j) support Member States in addressing their resource adequacy needs in a timely manner, in particular by streamlining the approval processes of capacity mechanisms while respecting Member States' competences to manage their security of supply;
- k) analyse and, if needed, present to the Council in 2026 initiatives and instruments aimed at increasing energy efficiency and electrification and at providing further incentives for energy savings in order to support the Member States in the implementation of existing legislation;

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<sup>11</sup> Council decision of 23 September 2013 on the security rules for protecting EU classified information (2013/488/EU)

- l) strengthen the cybersecurity architecture of the European energy system, in line with the NIS2 Directive<sup>12</sup> and NCCS Delegated regulation<sup>13</sup>, with a particular focus on enhancing the resilience of energy consumers, producers, transmission and distribution networks, terminals and storage facilities, in particular through improved coordination between Member States and the Union, deployment of advanced IT-based management tools, real-time monitoring, and early warning;
- m) present, after having carried out a thorough evaluation and impact assessment, a comprehensive review of the current EU energy security regulatory framework by the end of the first quarter of 2026, taking into account lessons learned from the energy crisis;
- n) present, as soon as possible, a comprehensive EU Heating and Cooling Strategy to support the uptake of clean and domestic heat and flexibility sources, such as geothermal energy, solar thermal energy and bioenergy;
- o) ensure synergies between innovation and industrial strategies, as well as EU actions in the field of EU's research, development and market uptake to strengthen the European role in the value chain of the energy transition, while avoiding the creation of new dependencies, as well as securing access to necessary critical raw materials;
- p) present in 2026 a strategic roadmap for digitalisation and AI in the energy sector to unlock the potential of digital solutions to decarbonise the energy system and boost its security and competitiveness.

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<sup>12</sup> Directive (EU) 2022/2555 of the European Parliament and the Council of 14 December 2022 on measures for a high common level of cybersecurity across the Union, amending Regulation (EU) No 910/2014 and Directive (EU) 2018/1972, and repealing Directive (EU) 2016/1148 (NIS 2 Directive), (OJ L 333, 27.12.2022, p. 80)

<sup>13</sup> Commission Delegated Regulation (EU) 2024/1366 of 11 March 2024 supplementing Regulation (EU) 2019/943 of the European Parliament and of the Council by establishing a network code on sector-specific rules for cybersecurity aspects of cross-border electricity flows (OJ L, 2024/1366, 24.5.2024)