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**Brussels, 06 May 2025**

**WK 5681/2025 INIT**

**LIMITE**

**ENER  
CYBER  
RELEX  
PROCIV**

**HYBRID  
TELECOM  
COMPET  
ENV  
CLIMA**

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## **CONTRIBUTION**

From:	General Secretariat of the Council
To:	Working Party on Energy
Subject:	Council Conclusions on energy security: LU comments (ST 8041/25)

Delegations will find in the annex the LU comments on the Council Conclusions on energy security (ST 8041/25).

Brussels, 28 April 2025  
(OR. en)

8041/25

LIMITE

ENER 101  
CYBER 107  
RELEX 493  
PROCIV 38  
HYBRID 37  
TELECOM 117  
COMPET 287  
ENV 280  
CLIMA 121

**NOTE**

From:	General Secretariat of the Council
To:	Delegations
Subject:	Draft Council Conclusions on strengthening the Energy Union through reinforcing energy security

In view of the Energy Working Party on 30 April 2025, delegations will find in the annex a draft of the abovementioned Council conclusions.

## Draft

## Council Conclusions on strengthening the Energy Union through reinforcing energy security

## RECALLING:

- that the primary aim of the Energy Union is to provide safe, clean and affordable energy for the EU citizens and businesses, while Europe's reliance on ~~imported~~ fossil fuels causes dependencies, energy price volatility, and high supply costs, and makes the EU vulnerable to external pressure, ~~and~~ global market uncertainty and geopolitical tension.
- that since Russia's war of aggression against ~~the~~ Ukraine the EU has embarked on an ambitious project of decreasing its dependency on fossil fuels and significant milestones have already been achieved, owing to in particular:
  - the Commission Communication of March 2022<sup>1</sup> proposing the outline for the REPowerEU Plan for more affordable, secure and sustainable energy
  - 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
  - the Commission Communication on REPowerEU of May 2022<sup>3</sup> on reducing dependency from Russian energy, speeding up the energy transition and achieving a more resilient energy system and a true 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 achieving a genuine Energy Union, by securing the supply of ~~abundant~~ sufficient, affordable and clean energy, that serves the dual objective of pursuing European energy sovereignty and climate neutrality and calling on the EU institutions, the Member States and other relevant stakeholders to work together to deliver on those goals

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<sup>1</sup> COM(2022) 108 final

<sup>2</sup> Text available on: <https://www.consilium.europa.eu/en/press/press-releases/2022/03/11/the-versailles-declaration-10-11032022/>

<sup>3</sup> COM(2022) 230 final

<sup>4</sup> EUCO 12/24

<sup>5</sup> EUCO 1/25

- the Council Conclusions on Advancing Sustainable Electricity Grids Infrastructure of May 2024<sup>6</sup>, which emphasis the need to be protected against new threats and a the need for a coordinated set of energy security measures
- *The “European Climate Risk Assessment” report by the European Environment Agency of 11 March 2024 and the Commission Communication of 12 March 2024 on “Managing climate risks - protecting people and prosperity” emphasising the need to strengthen Member States’ climate risk planning in the energy sector, given that climate change will continue to exert significant stress on European energy infrastructure and thus European energy security;*
- 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 and to strengthen the EU energy systems to mitigate future price shocks
- the Council Recommendation on a Blueprint to coordinate a response at EU level to disruptions of critical infrastructure, adopted in June 2024<sup>7</sup>
- 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

STRESSING:

- *The response to the energy crisis of 2022-23 has shown that the EU is capable of swiftly and effectively reacting to supply shocks on the European energy market, including through demand reduction, increased deployment of renewables, and diversification. However, the lessons drawn also indicate that one of the greatest challenges to EU energy security is its reliance on fossil fuels and the need of an updated, dynamic and more robust energy security architecture covering both the supply and demand side as well as infrastructure-related measures.*
- *the concept of ‘energy security’ needs to be addressed in a comprehensive manner to address the new market and geopolitical realities, climate risks, external threats, and the*

<sup>6</sup> ST 10459/24  
<sup>7</sup> (C/2024/4371)

security of energy infrastructure, including physical, cyber, and interdependencies between the various energy carriers.

- the planned revision of the energy security framework offers a unique opportunity to ensure energy security while accelerating the transition to renewable energies and electrification, enhanced energy efficiency, the physical security of infrastructure as well as intensified cooperation and solidarity.
- the importance of ~~staying on track towards~~ achieving the EU's 2030 climate and energy targets and 2050 climate neutrality objectives, as accelerating the deployment of renewable energy and improving energy efficiency will not only drive down energy costs but also reduce the EU's dependency on fossil fuels and its exposure to their inherent price volatility
- the energy transition offers an opportunity to Europe to remain competitive ~~while creating a level playing field for investments~~ in clean energy technologies that allow greenhouse gas emissions to be decreased in Europe and beyond, in a technologically neutral way
- the need for swift implementation of the existing legislation as a foundation for a genuine Energy Union that delivers competitiveness, security and sustainability
- the need for further diversification of energy supplies to reduce the EU's vulnerability to external political and economic pressure, ~~and~~ global prices shocks and to strengthen the EU's position in strategic global value chains, by securing better access to raw materials and components and investing in domestic clean technology manufacturing capacities
- 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
- 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
- that Europe needs to reduce its strategic dependencies on fossil fuels and a limited number of third country suppliers in sensitive sectors, including critical raw materials
- that recent actions aimed at damaging critical EU energy infrastructure on land and at sea require stronger coordination between the EU and NATO and at regional level in monitoring and physically securing vital electricity and gas interconnections between the Member States and with third countries.

TAKES STOCK OF THE PROGRESS ACHIEVED:

- under the 2022 REPowerEU Plan in decreasing the EU's reliance on imports of fuels, from the Russian Federation in particular, and in lowering the consumption of fossil fuels in Europe, while maintaining stable supplies of energy for EU customers
- in strengthening the EU's 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 composed of emergency regulation as well as forward-looking Green Deal legislation.
- The decline of demand for natural gas by 18% between August 2022 and May 2024, yet the EU remains exposed to global fossil-fuel price fluctuations, with 90% of its natural gas demand covered by imports. Whereas in 2024, renewables generated a new all-time high of 48% of electricity in the EU and newly installed wind and solar capacities reached record levels of 78 GW in 2024.<sup>8</sup>
- in swiftly deploying infrastructure aimed to boost the capacity to provide flexible imports of energy from outside the EU and limit bottlenecks in intra – EU flows of energy
- 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 work on important missing infrastructure links is still needed in some regions

#### WELCOMES:

- 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, while STRESSING the need to design and implement, ~~as soon as possible, short-term~~ measures to limit the burden of high energy costs on households and ~~industry~~ businesses and be prepared for potential energy crises
- the progress made in creating the Energy Union while NOTING that some elements of the EU energy architecture ~~and legislation~~ require ~~finetuning~~ improvement, in particular when it comes to exploring the full potential of all innovative solutions aimed at decarbonising the EU's electricity and gas sectors and its industry

<sup>8</sup> Action Plan for Affordable Energy COM (2025) 79 final



- the Commission initiative to launch an Energy Union Task Force consisting of high-level representatives of the Member States, institutions and relevant bodies to further strengthen coordination and governance of the Energy Union
- 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
- [Placeholder for additional wording on poss. REPowerEU Roadmap 2.0]
- the launch, ~~through the Omnibus workstream~~, of the simplification exercise ~~across important EU legislation~~ which has a profound impact on the operations of energy companies without undermining the agreed EU energy and climate objectives to ensure legal certainty and predictability essential for creating an attractive investment environment.
- ~~the work done so far in the Council on the extension and revision of the gas storage regulation with a view to maintaining security of gas supplies in winter while preventing speculations and manipulations on the gas market and allowing Member States to store gas in a more flexible way<sup>9</sup>~~

**Commented [REDACTED]:** LU would refrain from addressing ongoing legislative procedures in the conclusions, but rather keep a more strategic outlook.

#### HIGHLIGHTS:

- 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, increase resilience and nuclear safety, reconstruct and decentralise 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 negotiating accession to the EU~~
- that the Council aims to continue providing support to Moldova, which faced an unprecedented gas crisis in the beginning of 2025 and has successfully managed to diversify its energy sources and launch a process of decarbonising its economy and energy sector to increase its resilience and speed up its modernisation
- the integration of the Baltic States into the European Continental System on 9 February 2025 while REITERATING that the successful integration with the EU internal energy

<sup>9</sup> The wording of this subparagraph may be adjusted based on the results of interinstitutional negotiations on the gas storage regulation


market contributes to security of supply 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.

- *The importance of interconnections for ensuring energy security, and the need to address existing gaps throughout the EU.*
- *the EU's commitment to reduce imported fossil fuels, the rapid deployment of renewable energy, electrification, storage technologies and digital solutions offering effective tools to ensure European's energy security. Highlights the central role of demand reduction and energy efficiency measures as demonstrated during the energy crisis.*

CALLS ON the Commission to:

- continue its work towards fully phasing out fuel supplies from unreliable suppliers in the spirit of Versailles declaration from March 2022
- *support Member States in the swift implementation of the adopted legislation to ensure the reaching of the agreed 2030 energy and climate objectives and beyond.*
- ~~- *speedily assess which parts of the existing energy acquis may be subject to simplification under the Omnibus programme*~~
- present, at the latest by the last quarter of 2025, a comprehensive package of solutions aimed at *optimising*, expanding, strengthening, modernising, *flexibilising* and digitalising the EU ~~energy~~ electricity transmission and distribution infrastructure which will allow for the continued transformation of EU energy systems with a view to reaching *the EU's 2030 energy and climate objectives and ultimately* climate neutrality in 2050 *and advancing the integration of the EU internal energy market.* by putting forward a European Grids Package ~~consisting of legislative proposals and non-legislative measures~~ to, inter alia, simplify EU rules on grids, *put in place a European governance to strengthen* cross-border and distribution planning at to better integrate EU and regional needs *and ensure optimum use of the EU's internal energy market.* ensure the delivery of projects, and support fair *and proportionate* cost-sharing mechanisms *for projects with a cross-border impact* ~~or key cross-border projects of common interest~~
- put forward ~~legislative~~ proposals to accelerate permitting for energy infrastructure *and* storage *as already applicable for* ~~and~~ renewables, including streamlining environmental assessments and reducing permitting deadlines for an accelerated energy transition as part of the European Grids Package as indicated in the Action Plan for Affordable Energy



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- assess the financing needs for new energy infrastructure projects, with a special focus on identifying bottlenecks in intra-European interconnections and their effects on prices and security of supply, and draw up a supply strategy cross-border interconnections, removing infrastructure bottlenecks and strengthening the security and resilience of energy infrastructure, in cooperation with NATO and ~~like-minded third countries~~ allies, 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
  - improve the conditions for investing in energy generation in Europe ~~so as to allow for all clean energy technologies to contribute to the process~~ ensure a cost-effective transformation and decarbonisation of the EU energy mix
  - analyse and present to the Council in the first quarter of 2026 initiatives and instruments aimed at increasing energy efficiency and at providing further incentives for energy savings in order to support the Member States in the implementation of existing legislation
  - strengthen the cybersecurity architecture of the European energy system, with a particular focus on enhancing the resilience of transmission and distribution networks, in particular through improved coordination between Member States and the Union, deployment of advanced IT-based management tools, real-time monitoring, and early warning
  - present a comprehensive review of the current EU energy security regulatory framework by the end of the first quarter of 2026
  - *[placeholder for REPowerEU Roadmap 2.0 wording]*