



Council of the European Union  
General Secretariat

Brussels, 20 May 2025

WK 6669/2025 INIT

LIMITE

ENER  
CYBER  
RELEX  
PROCIV

HYBRID  
TELECOM  
COMPET  
ENV  
CLIMA

*This is a paper intended for a specific community of recipients. Handling and further distribution are under the sole responsibility of community members.*

## CONTRIBUTION

From:	General Secretariat of the Council
To:	Working Party on Energy
Subject:	Council Conclusions on energy security: ES comments (ST 8525/25)

Delegations will find in the annex the ES comments on the Council Conclusions on energy security (ST 8525/25).

Brussels, 7 May 2025  
(OR. en)

8525/25

LIMITE

ENER 109  
CYBER 119  
RELEX 517  
PROCIV 43  
HYBRID 39  
TELECOM 127  
COMPET 315  
ENV 295  
CLIMA 126

**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 8 May 2025, delegations will find in the annex REV1 of the draft proposal for the abovementioned Council conclusions.

New text is **bold underline** and deletions are ~~striketrough~~.

## Draft

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

## RECALLING:

- that the primary aim of the Energy Union<sup>1</sup> is **to further develop the European single market**, to provide safe, **secure**, clean and affordable energy for the EU citizens **and industries**, while Europe's reliance on ~~imported~~ fossil fuels causes energy price volatility, and high supply costs, and makes the EU vulnerable to external pressure and global market ~~uncertainty~~ **instability**;

**The electricity interconnection targets as reflected in the Regulation on the Governance of the Energy Union and Climate Action.**

- that since Russia's war of aggression against ~~the~~ Ukraine the EU ~~has embarked on an~~ **accelerated its** ambitious project of decreasing its dependency on fossil fuels and significant milestones have already been achieved, owing ~~to~~ in particular **to**:
  - the Commission Communication of March 2022<sup>2</sup> proposing the outline for the REPowerEU Plan for more affordable, secure and sustainable energy;
  - the Versailles Declaration of March 2022<sup>3</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>4</sup> on reducing dependency from Russian energy, speeding up the **clean** 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**;

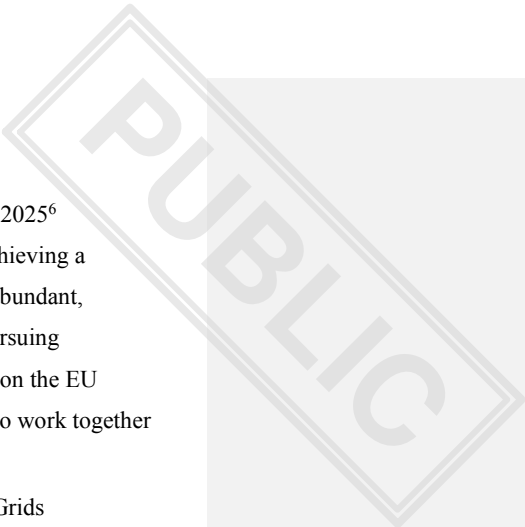
**Commented [A1]:** Agreed language according to Council Conclusions on "Advancing Sustainable Electricity Grid Infrastructure", approved by the TTE Council on 30 May 2024

<sup>1</sup> COM (2015) 080 final

<sup>2</sup> COM (2022) 108 final

<sup>3</sup> Text available on: <https://www.consilium.europa.eu/en/press/press-releases/2022/03/11/the-versailles-declaration-10-11032022/>

<sup>4</sup> COM(2022) 230 final

- 
- the European Council conclusions of April 2024<sup>5</sup> and of March 2025<sup>6</sup> underlining the importance of agreed energy targets and ~~of 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 and calling on the EU institutions, the Member States and other relevant stakeholders to work together to deliver on those goals;
  - the Council Conclusions on Advancing Sustainable Electricity Grids Infrastructure of May 2024<sup>7</sup>, which emphasise the need to ~~be protected~~ **protect the EU** against new threats and ~~a~~ the need for a coordinated set of energy security measures;
  - **the Council Recommendation on a 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 increase the security and resilience of the EU's infrastructure, including both electronic communications and electricity**;
  - ~~— 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;
  - **the Commission Communication of 6 May 2025 on the Roadmap towards ending Russian energy imports<sup>9</sup>**.

---

<sup>5</sup> EUCO 12/24

<sup>6</sup> EUCO 1/25

<sup>7</sup> ST 10459/24

<sup>8</sup> (C/2024/4371)

<sup>9</sup> **COM/2025/440**

## STRESSING:

- the importance of staying on track towards the EU's climate neutrality objectives, **as accelerating the deployment of renewable energy and improving energy efficiency will not only drive down energy costs but also reduce EU's dependency on fossil fuels and its exposure to their inherent price volatility;**
- **the need to create** ~~while creating~~ a level playing field for investments in clean energy technologies, **including energy storage and flexibility, and strengthening their domestic production capacities in such a way** that allow greenhouse gas emissions to be decreased in Europe **and beyond** in a technologically neutral way, **as well as to protect environment, combat pollution, conserve nature and biodiversity;**
- the need for swift implementation of the existing legislation as a foundation for a genuine Energy Union that delivers competitiveness, **affordability**, security and sustainability;
- the need for further diversification of energy supplies **and development of indigenous energy resources** to reduce the EU's vulnerability to external political and economic pressure and global prices shocks **and high dependencies in value chains,** ~~and to~~ strengthen the EU's **global** position ~~in crucial global value chains~~, by securing better access to **critical** raw materials and **secure** components and **to** ~~investing~~ in domestic clean technology manufacturing capacities **that contribute to climate neutrality by 2050;**
- 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;
- **the central role of demand reduction and energy efficiency measures as demonstrated during the energy crisis;**
- 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, **while taking into account national circumstances, in particular of energy isolated Member States;**

**Commented [A2]:** Spain underlines the importance of flexibility resources, including storage, demand response and grid-enhancing technologies, as a key enabler of a resilient and decarbonised energy system. Enhancing system flexibility is essential to allow a better integration of clean energy, reduce renewable energy curtailments and reinforce security of supply.

PUBLIC

- that Europe needs to reduce its strategic dependencies on ~~a limited number of third~~ country suppliers in sensitive sectors, including critical raw materials **and secure components:**
- that recent ~~actions aimed at events~~ damaging critical EU energy infrastructure on land and at sea **highlight the need for** ~~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 **reliable** third countries.

#### TAKES STOCK OF THE PROGRESS ACHIEVED:

- under the 2022 REPowerEU Plan in decreasing the EU's reliance on imports of ~~fuels~~ **energy**, 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;
- 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 cross-border 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 EU certain regions, which hinders the achievement of the EU-wide 15% electricity interconnection target by 2030. work on important missing infrastructure links is still needed in some regions;**
- **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>10</sup>.**

**Commented [A3]:** Spain regrets the lack of reference to the already agreed 15% interconnection target by 2030 and to the asymmetries between regions and Member States in this respect. The text should recall this target and reflect the need to assist those most lagging behind.

<sup>10</sup> The wording of this subparagraph may be adjusted based on the results of interinstitutional negotiations on the gas storage regulation

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, including, where appropriate, by Member States, to limit the burden of high energy costs on households and industry and be prepared for potential energy crises, while maintaining effective market price signals and ensuring stability of financial and energy markets;
- the progress made ~~in towards a genuine~~ ~~creating the~~ Energy Union while NOTING that some elements of the EU energy architecture and legislation require fine tuning, in particular when it comes to exploring the full potential of all innovative and technologically neutral solutions aimed at decarbonising the EU's ~~electricity and gas~~ energy sectors and ~~its industries;~~
- 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;
- the adoption of the Commission Communication of May 2025 on the Roadmap towards ending Russian energy imports, which sets out the EU-wide action plan for an effective and coordinated phase out of Russian energy imports from the EU market;
- the launch, through the Omnibus workstream, of the simplification exercise across important EU legislation which ~~has~~ is expected to have a profound impact on lowering the regulatory burden for companies in the energy sector ~~operations of energy companies~~ and energy intensive industries while maintaining alignment with the original policy objectives.



~~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>8</sup>~~

#### HIGHLIGHTS:

- **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;**
- 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 increase** resilience and **improve** nuclear safety **and security. Coordinated international effort is needed to support reconstruction, and 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;
- that the Council **takes note of the Comprehensive Strategy for Energy Independence and Resilience of Moldova and** 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~~ **and facilitate regulatory alignment with the EU;**
- 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 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 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.

CALLS ON the Commission to:

- continue its work towards fully phasing out ~~energy~~ fuel-supplies from unreliable suppliers in the spirit of Versailles declaration from March 2022 and to reinforce efforts to achieve a fully integrated and interconnected energy market;
- 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;
- put forward, by the end of June 2025, the proposals referred to in the Roadmap towards ending Russian energy imports involving concerned Member States and ensuring that the proposals are based on an adequate assessment of legal and economic impacts;
- ~~speedily assess which parts of the existing energy acquis may be subject to simplification under the Omnibus programme, while ensuring stability and predictability in the EU regulatory framework;~~
- present, at the latest by the last quarter of 2025, a comprehensive package of solutions aimed at expanding, strengthening, modernising, making more efficient and digitalising the EU energy transmission and distribution infrastructure 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 and security for all Europeans, by putting forward a European Grids Package consisting of legislative proposals and non-legislative measures to, inter alia, simplify EU rules on grids, strengthen cross-border and distribution planning with a specific focus on delivering on the electricity interconnection targets for 2030 and closing existing infrastructure gaps of less or not interconnected, peripheral, outermost or isolated regions and Member States, to better look into flexible demand, integrate EU and regional needs, ensure the delivery of projects, ~~and~~ support fair cost-sharing mechanisms for key cross-border projects of common interest;

**Commented [A4]:** In our view, Omnibus exercise is out of scope. It is important to ensure regulatory stability in the current simplification exercise in order to avoid uncertainties that negatively impact investments. We propose to remove this reference.

**Commented [A5]:** Spain welcomes the references made to the development of energy infrastructure, including the forthcoming European Grids Package. We strongly support the Commission's mandate to put forward proposals to reinforce transmission and distribution grids, simplify permitting, and enhance cross-border planning. We propose to reinforce the text with a wording on cross border interconnections and infrastructure gaps

- put forward legislative proposals to accelerate permitting for **clean** energy infrastructure, storage 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 **and to explore the establishment of a harmonised '28th regime' for strategic infrastructure of common interest, consolidating national permitting requirements and reducing delays in cross-border projects.**
- **present a roadmap for the completion of key Projects of Common Interest, including annual progress reporting on progress towards meeting the 2030 interconnection target, identifying technical, regulatory or financial bottlenecks and, where necessary, corrective measures for delayed or deprioritized interconnection projects.**

**Commented [A6]:** Important to focus on clean energy infrastructure

**Commented [A7]:** Spain highlights the need for dedicated financial instruments to support interconnection in less connected regions. We support exploring Green Interconnection Bonds and enhancing Connecting Europe Facility (CEF) use.

**Commented [A8]:** Spain reiterates its call for a comprehensive agenda to accelerate missing interconnection projects, including annual progress reviews and binding measures.

- assess the financing needs for existing and new clean energy infrastructure projects, with a special focus on removing infrastructure bottlenecks and strengthening the security, and resilience and repair capacities with respect to ~~of~~ energy infrastructure and supply chains, in cooperation with NATO and likeminded third countries, 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 legislative proposals including the European Grids Package and to explore the creation of dedicated EU-level financial instruments, such as Green Interconnection Bonds or targeted CEF allocations, for the cross-border electricity interconnections of less or not interconnected, peripheral, outermost or isolated regions and Member States;
- improve the conditions for investing in clean energy generation in Europe so as to allow for all clean energy technologies storage and flexibility to contribute to the process of transformation and decarbonisation of the EU energy mix;
- analyse and, if needed, present to the Council in ~~the first quarter of~~ [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, while ensuring competitiveness;
- strengthen the cybersecurity architecture of the European energy system, with a particular focus on enhancing the resilience of energy consumers, producers, 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 additional wording on energy infrastructure]

**Commented [A9]:** Spain highlights the need for dedicated financial instruments to support interconnection in less connected regions. We support exploring Green Interconnection Bonds and enhancing Connecting Europe Facility (CEF) use.

**Commented [A10]:** Spain underlines the importance of flexibility resources, including storage, demand response and grid-enhancing technologies, as a key enabler of a resilient and decarbonised energy system. Enhancing system flexibility is essential to allow a better integration of clean energy, reduce renewable energy curtailments and reinforce security of supply.