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(OR. en)

8041/25

LIMITE

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

**NOTE**

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From: General Secretariat of the Council

To: Delegations

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Subject: Draft Council Conclusions on strengthening the Energy Union through reinforcing energy security

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

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TREE.2.B LIMITE

**EN**

**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, 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
- 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

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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

- the European Council conclusions of April 2024<sup>1</sup> and of March 2025<sup>2</sup> underlining the importance of achieving a genuine Energy Union, 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>3</sup>, which emphasis the need to be protected against new threats and a the need for a coordinated set of energy security measures
- 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>4</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 importance of staying on track towards the EU's climate neutrality objectives while creating a level playing field for investments in clean energy technologies that allow greenhouse gas emissions to be decreased in Europe 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

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<sup>1</sup> EUCO 12/24

<sup>2</sup> EUCO 1/25

<sup>3</sup> ST 10459/24

<sup>4</sup> (C/2024/4371)

- 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 crucial 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 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 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
- 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 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 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 sectors and its industry
- 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
- 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>1</sup>

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<sup>1</sup> The wording of this subparagraph may be adjusted based on the results of interinstitutional negotiations on the gas storage regulation

## 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 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

## 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
- 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 expanding, strengthening, modernising 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, 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 to better integrate EU and regional needs, ensure the

delivery of projects, and support fair cost-sharing mechanisms for key cross-border projects of common interest

- put forward legislative proposals to accelerate permitting for 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
- assess the financing needs for new energy infrastructure projects, with a special focus on removing infrastructure bottlenecks and strengthening the security and resilience of energy infrastructure, 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
- improve the conditions for investing in energy generation in Europe so as to allow for all clean energy technologies to contribute to the process of 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]*

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Agence Europe