

Brussels, 3 June 2025  
(OR. en)

9431/25

LIMITE

ENER 163  
CYBER 148  
RELEX 661  
PROCIV 59  
HYBRID 55  
TELECOM 169  
COMPET 426  
ENV 406  
CLIMA 171

**NOTE**

---

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

---

In view of the Energy Working Party on 5 June 2025, delegations will find in the annex REV4 of the draft proposal for the abovementioned Council conclusions.

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

New text that appeared in doc. 8525/25 (REV 1), 8940/25 (REV 2) and 9218/25 (REV 3) is marked in **bold**.

Deletions that appeared in doc. 8525/25 (REV 1), 8940/25 (REV 2) and 9218/25 (REV 3) are marked in ~~*strikethrough italics*~~.

**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 **all ~~the~~ EU citizens and ~~industries-businesses~~ and protect against external pressure and global market instability, as well as**, ~~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;~~
- 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, **as well as stressing energy efficiency and the increase in clean energy sources for energy independence and resilience;**
  - 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;

---

<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/media/54773/20220311-versailles-declaration-en.pdf>

- the Commission Communication on REPowerEU **Plan** of May 2022<sup>4</sup> on reducing dependency from Russian ~~energy~~ **fossil fuels, diversification of energy sources**, speeding up the **clean** energy transition and achieving a more resilient **and interconnected** energy system and a ~~true~~ **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>5</sup> and of March 2025<sup>6</sup> underlining the importance of **better protecting EU citizens and businesses from high energy costs, 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, **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>7</sup>;

---

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

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

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

<sup>7</sup> COM (2024) 62 final

- the Council Conclusions on Advancing Sustainable Electricity Grids Infrastructure of May 2024<sup>8</sup>, **setting out ~~which~~ measures to achieve an ~~emphasise the need~~ interconnected and resilient electricity network in Europe, to ensure energy security, achieve decarbonisation in the EU, and 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 the Blueprint to coordinate a response at EU level to disruptions of critical infrastructure of June 2024<sup>9</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 the EU's infrastructure submarine cables, including both electronic communications and electricity cables;**
- ~~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>10</sup>;**
- **the present Council conclusions do not prejudge the Commission's power of initiative under the Treaties and, in particular, do not pre-empt any future MFF discussions.**

---

<sup>8</sup> ST 10459/24

<sup>9</sup> ~~(C/2024/4371)~~

<sup>10</sup> COM/2025/440

STRESSING:

- the importance of staying on track towards the EU's climate neutrality objectives, as **accelerating the deployment of ~~renewable~~-clean 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 and contribute to energy autonomy;**
- **the need to create ~~while creating~~ a level playing field for ~~investments in~~ clean energy technologies contributing to climate neutrality, including energy storage and flexibility, and ~~strengthening~~ 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;**
- 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;**
- **the importance of addressing preventing significant and persistent disparities in energy prices between regions of the Union, ~~which undermine the proper functioning of the internal market and may hamper the competitiveness of Member States~~ 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;**

- the need for further diversification of energy supplies, **enhancing the inter-regional energy connectivity and development of ~~indigenous~~ 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 prices shocks **and high dependencies in value chains, ~~and~~ to protect vulnerable consumers in times of crisis**, 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~~ strengthen ~~in~~ domestic clean technology manufacturing capacities that contribute to climate neutrality by 2050;**
- **the importance of a flexible ~~development~~ 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 ~~and avoiding creation of new import dependencies in order to create a diversified hydrogen supply;~~**
- 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;**
- **~~the central role~~ importance of ~~demand reduction, where possible, and energy savings~~ 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, **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;**
- that Europe needs to reduce its strategic dependencies ~~on unreliable a limited number of third country suppliers~~ in sensitive sectors, including critical raw materials **and secure components, while safeguarding its competitiveness and ensuring security of supply;**

- that recent ~~actions aimed at 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 ~~require stronger~~ the EU to support and facilitate Member States' efforts in protecting their critical infrastructure, making it more resilient, as well as better** coordination between **Member States, ~~the EU and NATO and~~ at regional and EU level and in synergy with NATO and with reliable third countries where relevant**, in monitoring and physically securing vital ~~electricity and gas interconnections~~ **infrastructure 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~~ **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;
- 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 **and upgrading** 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 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 ~~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.**

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 NOTING the option for Member States** *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, **including grid tariffs**, on households and *industry businesses* 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 creating the* **towards a genuine Energy Union and the further integration of the internal energy market** while NOTING that some elements of the EU energy architecture and legislation **may require** *fine tuning* **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, ensuring their full implementation and thus stability and predictability of the EU regulatory framework;** *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 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 administrative regulatory burden for companies in the energy sector operations of energy companies and energy intensive industries while maintaining alignment with the original policy objectives.*

## TAKES NOTE of:

- ~~the adoption of the Commission Communication of May 2025 on the Roadmap towards ending Russian energy imports, which sets out~~ proposes the EU-wide action plan for an effective, gradual 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:

- **the need to pursue the already agreed 2030 objectives to decrease greenhouse gas emissions, increase the role of renewables, including rapidly scalable wind and solar, and improve energy efficiency;**
- **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 e 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;**
- **the efforts made by Member States and the European Commission 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, ~~that the Council takes note of and~~ WELCOMES the Comprehensive Strategy for Energy Independence and Resilience of the Republic of Moldova and ~~aims~~ AIMS to ~~continue providing~~ support ~~to the~~ Republic of Moldova, which faced an unprecedented ~~energy gas~~ crisis in the ~~beginning of 2025~~ 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, ~~and~~ speed up its modernisation and facilitate regulatory alignment with the EU;**
- the ~~integration~~ **synchronisation** of the Baltic States ~~into~~ **electricity systems with the Continental European ~~Continental~~ 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;
- **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;**

- 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.

**REITERATES that:**

- in order to ~~achieve~~ a fully functioning internal energy market, the EU needs robust, interconnected, reliable and secure energy systems;
- a comprehensive EU approach to strengthening and protecting the European ~~grids~~ energy systems is a key element of a successful process of decarbonisation of our economy;
- the EU has a key role in supporting the Member States in these objectives, including through 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~~ the electricity interconnection target for 2030, as well as streamlining the permitting, procurement and state aid procedures;
- 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 within and between Member States in case of major disruptions and damages, including those resulting from hybrid activities against the EU.

**CALLS ON the Commission to:**

- continue its work towards ~~fully~~ **diversifying away from and gradually** phasing out **of fossil fuel** ~~energy fuel~~ supplies ~~and diversify 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, 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;**

- 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;
- put forward, by the end of June 2025, the proposals referred to in the Roadmap towards ending Russian energy imports, including a detailed assessment on possible feasibility, competitiveness, pricing, ~~and~~ legal and energy security, as well as national and regional implications;
- speedily ~~assess~~ **explore** which parts of the existing energy acquis may be ~~subject in need of~~ ~~to~~ simplification, **including** under the Omnibus programme, **in order to decrease the administrative burden on Member States, industry and citizens, for example assessing the Methane regulation<sup>11</sup> as it might impact the cooperation with economic operators from outside of the EU, while safeguarding the EU's strategic autonomy, reiterating the ambition of already agreed legislation and 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 resilient** 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, sustainability and security for all Europeans**, by putting forward a European Grids Package;

---

<sup>11</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)**

- **to ensure that the package** ~~consists ing~~ of ~~legislative proposals and non-legislative~~ measures to, inter alia, simplify EU rules on grids **and address system stability, strengthen cross-border and distribution planning** to better **look into flexible demand**, integrate EU, ~~and~~ 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** ~~support fair~~ 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;
- **building on the implementation** ~~and the assessment of the existing legislation~~, **assess the need for further** ~~put forward~~ legislative proposals, ~~if needed~~, 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 **and support Member States in its implementation;**
- **facilitate the completion of key PCIs/PMIs** ~~Projects of Common Interest~~, **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 identify technical, regulatory or financial bottlenecks for infrastructure projects, where relevant;

- assess the financing needs for **existing and** new energy infrastructure ~~projects~~, **taking account of the need to increase market integration in order to reduce energy prices, 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, ~~and~~ **resilience and repair capacities with respect to energy infrastructure and supply chains, especially in the case of major damage**, in ~~cooperation~~ **synergy where relevant** with NATO **within the existing cooperation format**, and likeminded third countries, **in line with EU rules on protecting EU classified information**<sup>12</sup>, 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~~ **strengthen domestic clean** energy generation in Europe so as to allow for all clean energy technologies **contributing to climate neutrality, storage and flexibility in a cost-effective way to contribute** ~~within an acceptable timeframe~~ to the process of transformation and decarbonisation of the EU energy mix **and further promote energy and climate cooperation with our global partners**;
- **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**;
- 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;

---

<sup>12</sup> **Council decision of 23 September 2013 on the security rules for protecting EU classified information (2013/488/EU)**

- strengthen the cybersecurity architecture of the European energy system, **building on in line with the NIS2 Directive<sup>13</sup> and NCCS Delegated regulation<sup>14</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;
- 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**;
- 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**;
- ensure coordination between EU's research, development, market uptake of innovation and industrial strategies to strengthen the European role in the value chain of the energy transition, while avoiding the creation of new **import and technological dependencies**, as well securing access to necessary critical raw materials;
- 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.

---

<sup>13</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>14</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)