Follow-up to the European Parliament non-legislative resolution on Security of energy supply in the EU

1. **Rapporteur:** Beata SZYDŁO (ECR / PL)

2. **References:** 2025/2055(INI) / A10-0121/2025 / P10_TA(2025)0146

3. **Date of adoption of the resolution:** 8 July 2025

4. **Competent Parliamentary Committee:** Committee on Industry, Research and Energy (ITRE)

5. **Brief analysis/ assessment of the resolution and requests made in it:**

The European Parliament's resolution calls for a comprehensive overhaul of the EU's energy security framework in response notably to ongoing geopolitical tensions and climate challenges. It notably stresses the need for a resilient energy infrastructure and for a definitive phase out from Russian fossil fuels.

Key requests from the resolution include an EU-wide ban on Russian fossil fuel imports by 2027 at the latest and no return to Russian energy imports, streamlined and accelerated permitting for renewables projects and electricity installations and networks, stronger EU-wide action to protect critical energy infrastructure, and more cooperation between energy companies and ENISA on cybersecurity. The resolution also highlights the need for solidarity among Member States and a future-proof framework based on resilience, efficiency, and clean energy production. The Commission welcomes the European Parliament's supportive stance.

6. **Response to requests and overview of actions taken, or intended to be taken, by the Commission:**

The Commission shares most of the European Parliament's analysis in this report. It reiterates the importance of energy security for EU's economic competitiveness and societal resilience. It shares the view of the European Parliament that the EU should move towards a more integrated and horizontal understanding of energy security, with a close attention to emerging risks such as climate change adaptation or hybrid threats. Concerning the specific requests expressed in the report, the Commission brings the below points to the attention of the European Parliament.

On renewables and flexibility

In the context of the energy transition, accelerating the deployment of renewable energy sources and integrating them into the grid require enhanced flexibility solutions to ensure proper functioning of the

balancing markets and maintain secure and stable grid operation. Flexibility is therefore recognised as a strategic priority that underpins both the resilience of the energy system and progress towards a cleaner energy mix. Greater flexibility enables the efficient use of renewable generation and existing infrastructure, while helping to minimise overall system costs. As such it is also key for the affordability of energy bills.

The recent Electricity Market Design reform has introduced a framework to foster the development of non-fossil flexibility, with a particular focus on demand response and energy storage solutions. Under this reform, Member States now have the option to implement dedicated State aid schemes to support non-fossil flexibility. In June, the Commission published specific State aid guidelines for such schemes, the Clean Industrial Deal State Aid Framework. Under the new electricity regulation, Member States must also carry out a national assessment of their flexibility needs by summer 2026 and then every two years, based on a common European methodology developed by the European Network of Transmission System Operators for Electricity **(**ENTSO-E) and the EU Distribution System Operators (DSO) Entity. Using these assessments, each Member State will define indicative targets to increase non-fossil flexibility.

The reform also allows for the development of a Demand Response Network Code that aims to tackle the remaining regulatory barriers to non-fossil flexibility and to establish a harmonised EU framework. The draft Network Code prepared by the Agency for the Cooperation of Energy Regulators (ACER) is currently under review by the Commission, and is expected to be adopted in 2026.

As part of the broader Clean Industrial Deal, the Commission presented an Affordable Energy Action Plan on 26 February 2025, which is structured around four key pillars. The development of flexibility solutions is part of the pillar focused on lowering energy costs, which emphasises the critical role of non-fossil flexibility. This pillar includes specific actions, such as Commission supporting Member States in removing barriers to market access for demand response and storage, and Commission bringing forward proposals to accelerate permitting for storage.

As storage has an increasing importance in EU energy security of supply, the Commission follows a technology neutral approach, emphasising that all storage technologies are needed, and different solutions play different role in addressing short- or longer-term needs arising from different generation and consumption patterns. Specifically, the Commission would like to underline the increasing importance of long/multi-day duration energy storage solutions in future energy systems, also in close relation with system integration.

Innovative technologies and forms of renewable energy deployment complement the deployment of conventional renewable technologies and can contribute to reach out the EU’s energy and climate targets,

including the indicative target for innovative renewable energy technology. The Commission has recently adopted a recommendation and a guidance on innovative technologies and forms of renewable energy deployment[1]. They cover mainly those technologies and forms of deployment that have the highest technological readiness levels, like ocean energy or agrisolar, but also recognise that there are other relevant innovative renewable technologies and forms of deployment which can also benefit from the recommendations and guidance outlined. They focus primarily on permitting barriers specific to innovative renewable technologies and forms of deployment, but also address other significant barriers, including financial ones.

The Commission acknowledges the untapped potential of geothermal, not only in terms of volume, but also as an important component of an integrated energy system, that can be supported through the promotion of heat pumps, district heating and thermal storage. The Commission is aware of barriers that geothermal faces related in particular to planning and permitting, data availability and financing, and will dive into those in the preparatory work on the heating and cooling strategy for which the call for evidence and the public consultation was lunched in summer 2025[2]. EU legislation adopted over the last years can provide solutions to many challenges faced by geothermal and clean heating in general. That's why the timely transposition and implementation of existing legislation can go a long way towards addressing these issues. The Commission knows that Member States will require support to deliver, for instance to help local authorities with planning, or raise awareness of businesses on available solutions. Lastly, next to policy, many initiatives are ongoing to tackle these barriers and the development of a common Geological Service for Europe by the European association of Geological Surveys, funded by the EU. The first way to promote geothermal energy is therefore to raise awareness about what is being done – at local, national and European level – and identify replicable best practices.

On electrification and hydrogen

Hydrogen and direct electrification are complementary and will be part of the future energy system in line with an energy system integration approach. The Commission is conducting a study on industry decarbonisation looking at the respective roles of electrification and hydrogen, in particular in decarbonizing hard-to-abate sectors. The Clean Industrial Deal and the ongoing work on lead markets confirm once more the relevance of hydrogen for hard-to-abate sectors.

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[1] (C(2024)2660 final and SWD(2024)333 final, respectively.

[2] The call for evidence and public consultation on the Heating and Cooling Strategy were opened on 28 August 2025. The call for evidence closed on 9 October, while the Public Consultation will be open until 20 November 2025.

The Electrification Action Plan intends to set forward a granular analysis of the different demand sectors and sub-sectors, to identify in particular industrial processes for which direct electrification provides a cost-effective solution. Indirect electrification through hydrogen plays an important complementary role in those sub-sectors where electrification does not provide such a cost-effective solution.

Other Commission initiatives are meant to set conditions for the ramp up of hydrogen. A comprehensive regulatory framework has been put in place, covering market regulation, infrastructure development and certification of renewable hydrogen. We will closely monitor the ramp-up of the hydrogen industry, including through a dedicated study, until the legal review clause date in July 2028.

The Clean Industrial Deal also announced the creation of an Industrial Decarbonisation Bank to finance the green transition of industries, aiming for EUR 100 billion in funding based on funds in the Innovation Fund, additional revenues resulting from parts of the ETS as well as the revision of InvestEU. The new State aid framework accompanying the Clean Industrial Deal (CISAF) will also play a role in the ramp up of the hydrogen market.

On future military needs and the revision of the Oil Stocks Directive

The Commission is aware that military capabilities for the long-term depend on a timely and sufficient supply of liquid fuels from the European market. The strategic nature of fuel and fuel infrastructure was already acknowledged and identified by the Action Plan Military Mobility 2.0. The White paper for European Defence – Readiness 2030 of 13 March 2025 further proposed to identify immediate and future energy supply bottlenecks together with relevant partners, in particular NATO.

In addition, the ReFuelEU Aviation Regulation has already set clear targets for Sustainable Aviation Fuels (SAF) supply at EU airports and will be a key instrument in supporting availability and production of SAF in Europe. The Sustainable Transport Investment Plan expected later this year will set out an industrial strategy to further incentivise SAF production in Europe. Considering that a significant share of aviation fuels is transported by the Central European Pipeline System managed by NATO, cooperation is essential to enable the continued and uninterrupted access to aviation fuels.

As announced in the Affordable Energy Action Plan, the Commission intends to revise the EU energy security framework. The Commission services are currently assessing how the energy security framework and in particular the oil stocks directive, could be enhanced to better respond to new emerging threats. The Commission is working on a staged approach, with a first step in Q1 2026 focusing on gas and electricity, and with a second step focusing on oil.

On the role of interconnectors for energy security

The Commission acknowledges the importance of meeting the 15% electricity interconnection target set out in Regulation (EU) 2018/1999 and monitors progress on interconnection capacity as part of the National Energy and Climate Plans (NECPs). In addition, the EU regulatory framework on Trans-European energy networks (TEN-E) provides tools to assess infrastructure needs, notably through the Ten-Year Network Development Plan (TYNDP) package developed by ENTSOs. The Union list of Projects of Common Interest (PCIs) and Projects of Mutual Interest (PMIs) supports projects that address system needs at the EU level, contributing to the internal energy market, enhancing energy security, and mitigating the impacts of climate change. In addition, the High-Level Groups support these projects to progress towards the current interconnection target.

Going forward, the Commission will present the European Grids Package, which is expected to be adopted by the end of this year. Among others, the Package will include measures to strengthen cross-border energy infrastructure planning.

On critical entities resilience

The Commission is closely supporting Member States with the implementation of Directive (EU) 2022/2557. As part of these activities, the Commission is already developing non-binding guidelines, in close cooperation with Member States, to promote a coherent Union approach on the resilience of critical entities. Moreover, as stated in article 20, the Commission will develop best practices, guidance materials and methodologies, and cross-border training activities and exercises to test the resilience of critical entities. In the context of the revision of the energy security framework, the Commission will also look at exercises for increasing preparedness in the energy sector.

To respond to the increase of acts of sabotage or likely acts of sabotage of critical maritime infrastructure, in the Baltic Sea in particular, the Commission and the High Representative presented in February of 2025 the Action Plan on Cable Security, which includes actions on prevention, detection, response and repair, and deterrence. Moreover, the EU has a revised Maritime Security Strategy and Action Plan which includes civil-military exercises and enhance dialogue and cooperation with third countries and international partners on maritime security issues of common interest. In both documents, it is recommended the full deployment of the Common Information Sharing Environment (CISE) to enhance the EU situational picture for the security of maritime infrastructures; at the same time deeper cooperation with NATO on maritime security is promoted. In this regard, the Commission has been actively participating in tabletop and joint exercises with NATO, such as Coherent Resilience 2023 – Baltic (CORE 23-B) and Integrated Resolve PACE 2024.

The Commission is engaging with Ukrainian experts to learn from their experience following the invasion from Russia. Based on their experience, it seems that decentralized energy systems, like solar power and wind power systems, are more resilient, since the impact of an attack is reduced compared to an attack on a centralized system, and targeting decentralised power systems is resource intensive. Likewise, battery storage and interconnection strengthen the resilience of the energy system. These aspects are being weighed and the lessons learned from the Ukrainian experience will be reflected in the proposal for revision of the energy security framework.

On the supply of key clean technologies and critical raw materials

The Clean Industrial Deal sets out the Commission's approach to strengthening EU industrial competitiveness while advancing decarbonisation. It underlines the importance of ensuring a secure supply of key clean technologies, components and critical raw materials. In this context, the ongoing implementation of the Net-Zero Industry Act and the Critical Raw Materials Act is essential.

The ongoing revision of the EU public procurement framework aims to enhance flexibility, streamline procedures, and foster innovation across sectors, while maintaining transparency and competition. The Commission is committed to ensure that the updated rules will support the Union's climate and industrial objectives by facilitating faster, more agile, and innovation-friendly procurement processes that will address inter alia specific needs of strategic sectors and enhance Europe's strategic autonomy.

On Russian fossil fuels phase-out

To prevent any return of Russian gas to Europe, on 17 June 2025 the Commission adopted a legislative proposal[3] to gradually phase out the import of Russian gas and oil by the end of 2027, which has been sent to the European Parliament and Council of the EU for the co-decision legislative process. The proposal aims to redefine our trade energy relationship with Russia, which has proven to be unreliable and conducts an unacceptable war against Ukraine that we cannot contribute to finance. It proposes: (i) a ban on Russian gas imports (both pipeline and LNG) in a step-wise approach: (a) new contracts with suppliers of Russian gas banned as of 1 January 2026 and full phase-out at the end of 2027; (b) transitional phase for existing contracts: for short-term supply contracts – ban as of 17 June 2026; for long-term supply contracts – ban as of 1 January 2028; (ii) ban on long term LNG terminal services to entities from or controlled by Russia as of 1 January 2026, in line with ban on gas imports a long-term terminal service

[3] COM(2025) 828 final: Proposal for a Regulation of the European Parliament and of the Council on phasing out Russian natural gas imports, improving monitoring of potential energy dependencies and amending Regulation (EU) 2017/1938.

contracts prohibition kicks in as of 1 January 2028.

The legislative proposal is accompanied by an assessment of impacts, which concludes that these proposals will have a limited impact, both from a security of supply and price perspective. The phase out of Russian imports would mitigate economic vulnerabilities and shield the Union from sudden supply disruptions and price spikes as experienced in the past.

This proposal constitutes a sovereign act of the Union, without any discretion for Member States concerning its application. This should enable EU importers to invoke force majeure (i.e., an unforeseeable event preventing a party to fulfil its contractual obligations) in order to terminate their contracts. As stated in the proposed Regulation, 'with a view to the recent practice of the Russian Federation to unilaterally change agreed court and arbitration procedures in a manner not compatible with international customary law or bilateral investment treaties entered between Member States and Russia, it follows from international law that affected companies and Member States cannot be held liable for any judgments, arbitral awards, including investor-State arbitral awards, or other judicial decisions adopted under procedures which are illegal under international customary law or under a bilateral investment treaty, and against which the person or Member State concerned does not have effective access to the remedies under the relevant jurisdiction. With respect to financial responsibilities concerning possible investor-to-state dispute settlement resolution cases, reference is made, to Regulation (EU) 912/20144, where applicable.'

The Commission has, within the framework of RepowerEU, proposed a gradual phase out Russian Gas, including LNG. This includes among other actions the development of national plans to systematically reduce reliance on Russian gas, and a stepwise phasing out of gas, first under spot and subsequently under long-term contracts at the latest by 2027. Under the 18th sanctions package, the EU has expanded the shadow fleet list of vessels to reinforce the effectiveness of its sanction's regime. As part of this measure, several vessels were required to commit to ceasing LNG transport from the Yamal and Arctic LNG 2 projects. The 19th package introduces a ban on imports of Russian liquefied natural gas (LNG) into the EU, starting from January 2027 for long-term contracts, and within six months following the entry into force for short-term contracts, and tightens the existing transaction ban on two major

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[4] Regulation (EU) No 912/2014 of the European Parliament and of the Council of 23 July 2014 establishing a framework for managing financial responsibility linked to investor-to-state dispute settlement tribunals established by international agreements to which the European Union is party, OJ L 257, 28.8.2014, p. 121.

Russian state-owned oil producers (Rosneft and Gazprom Neft). When it comes to the Russian oil sector, the EU is listing a Tatarstani conglomerate active in the Russian oil sector and taking measures against important third country operators enabling Russia's revenue streams. This involves sanctioning Chinese entities- two refineries and an oil trader - that are significant buyers of Russian crude oil. Furthermore, the EU is imposing additional sanctions across the shadow fleet value chain. Among others, additional 117 vessels part of Russia's shadow fleet, have been made subject to a port access ban and a ban on the provision of a broad range of services related to maritime transport, bringing the total number of designated vessels to 557. This action reinforces the EU's strategic objective of phasing out Russian gas and strengthened the sanctions framework. While AggregateEU supported the diversification on EU's gas supplies in the energy crisis triggered by Russia, its legal basis and the legal basis for the new gas mechanism make the participation of companies voluntary.

Preparedness and risk assessments

Preparedness is inherently embedded in energy security policy. The revision of the energy security framework will strengthen the preparedness of the EU energy system in view of the current geopolitical context and increased electrification, while also paying close attention to emerging risks, such as climate change impacts, cyber and physical attacks to critical energy infrastructure. The Commission will propose specific measures for the energy sector.

Under the Electricity Risk Preparedness Regulation (EU) 2019/941, every four-year ENTSO-E has to identify the most relevant crisis scenarios for each region in close coordination with the Electricity Coordination Group, on the basis of a methodology developed by ENTSO-E and approved by ACER. The methodology update and the crisis scenario identification were last carried out in 2024. The close collaboration with ENTSO-E on the risk assessments therefore already exists. Similarly, under the gas Security of Supply Regulation (EU) 2017/1938, ENTSOG, in collaboration with the Gas Coordination Group, identifies gas disruption scenarios and runs an EU-wide simulation of those scenarios that is the basis for further regional and national risk assessment by Member States. This exercise is performed every 4 years unless more frequent updates are deemed necessary.

However, the fact that the EU required additional measures to combat the energy crisis, points to the need for more robust risk assessments and scenario planning, taking better account of gas and electricity interactions, cybersecurity, hybrid threats, access to critical energy transition minerals and climate change impacts. The upcoming impact assessment will therefore explore ways to reinforce risk assessments.

Energy solidarity and standardisation

As underlined by the European Court of Justice in the "OPAL case",

energy solidarity is a key principle of the EU energy acquis: it is not only a guiding concept, but an unwritten requirement. While it is already enshrined in the current EU energy security legislations (both the Electricity Risk Preparedness Regulation and the Gas Security of Supply Regulation), the upcoming revision of the framework will aim at making this principle more operational in times of crises. Policy options in the supporting impact assessment will notably look at the expansion of solidarity rules beyond mere energy flows.

However, under Regulation (EU) 2012/1025, the responsibility to develop harmonised European standards lies on the European Standardisation Organisations (ESOs), such as the European Committee for Standardisation (CEN). The Commission shall adopt an annual Union work programme for European standardisation which shall identify strategic priorities and indicate standards that the Commission intends to request from the ESOs.