

Annual Activity Report 2025

Directorate-General for Energy

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Introductory message by the Director-General



In 2025, DG ENER delivered the first full year of work under the leadership of **Commissioner Dan Jørgensen**. Guided by the **President's Political Guidelines for 2024–2029** and the objective of Europe's sustainable prosperity and competitiveness, our priority has been clear: make the Energy Union deliver faster, with affordable energy prices, and with greater security — while keeping Europe firmly on course towards climate neutrality by 2050.

In an increasingly volatile geopolitical environment, energy remains both an economic foundation and a strategic vulnerability. Persistently high prices and the widening gap with global competitors reinforced the urgency of action. More recently, the disruption of energy flows through the Strait of Hormuz and renewed instability in the Middle East have shown once again how exposed global oil and gas markets remain to geopolitical shocks, and how quickly such shocks can feed into European prices and industrial confidence. In this context, we helped translate the **Competitiveness Compass** into concrete delivery — focused on affordability, investment, infrastructure and the technologies that underpin Europe's industrial resilience.

A defining feature of 2025 was moving rapidly from strategy to implementation. The **Clean Industrial Deal** and the **Affordable Energy Action Plan**, launched in the first 100 days of the new Commission, set the direction: immediate relief where needed, and structural measures to lock in predictability for households and industry. Throughout the year, we advanced work to modernise and expand grids — notably through the **European Grids Package** — accelerate permitting, and strengthen system flexibility and efficiency, while supporting the continued shift towards renewables and energy efficiency. These are essential levers to cut emissions and reduce exposure to imported fossil fuel price shocks.

Security of supply and crisis preparedness remained central. From the synchronisation of the Baltic States with the continental European network, to reinforcing gas storage and advancing a gradual, coordinated **phase-out of Russian gas from EU markets**, we strengthened the resilience of Europe's energy system. Recent disruption in maritime energy routes has further underlined the importance of preparedness, diversification and stronger coordination at EU level. In this vein, bilateral engagement deepened, focusing on Ukraine - via G7 energy co-chairmanship - and Moldova's energy diversification and reform agenda. The **Energy Union Task Force** provided renewed political momentum for deeper market integration and more effective cross-border cooperation.

We also strengthened the investment and external dimensions of energy policy - mobilising financing for grids and efficiency, advancing energy diplomacy and diversification partnerships, and supporting Member States in delivery.

In addition, with our new responsibility for housing policy, we established the Housing Task Force and presented the first ever **European Affordable Housing Plan**, to help tackle the structural causes of the housing crisis with action to improve affordability alongside sustainability and quality. This also reflects the links between energy costs and households' overall living costs.

Looking ahead, the **Commission Work Programme 2026 - “Europe’s independence moment”** - captures the challenge before us: intensified global competition for clean technologies and critical raw materials, ongoing security threats, rising exposure to geopolitical events and surging electricity demand driven by electrification and artificial intelligence. Europe’s energy transition must therefore deliver on three fronts: security, affordability and competitiveness. This means accelerating the build-out of grids, storage, renewables, efficiency and flexibility, while reducing strategic dependencies and shielding households and industry from fossil fuel price volatility.

This Annual Activity Report provides a detailed account of our achievements in 2025 against the objectives set out in DG ENER’s Strategic Plan 2025-29 and Management Plan 2025. It also explains how we delivered these results, including the management of resources and the internal organisation of the Directorate-General. For more information, please visit: <https://ec.europa.eu/energy/>

With thanks to everyone across DG ENER who contributes daily to delivering a secure, affordable and clean energy system - and supporting affordable and sustainable housing - I wish you an interesting read.

Ditte Juul Jørgensen

DG ENER IN BRIEF



The Directorate-General for Energy (hereafter ‘DG ENER’ or ‘the DG’) is responsible for the development and implementation of the **European energy policy**, under the political guidance of Commissioner Dan Jørgensen since the start of the new Commission on 1 December 2024.

As of 31 December 2025, DG ENER had 602 establishment plan staff and 103 external staff (Contract Agents and Seconded National Experts). Four Directorates (A, B, C and F) are based in Brussels, while

another two Directorates (D and E) plus the Euratom Supply Agency (ESA) are based in Luxembourg. DG ENER activities are supported by the ‘Shared Resources Directorate’ (SRD), shared with and administratively assigned to DG MOVE. In 2025, the SRD had 94 staff, all based in Brussels. The work of the DG is also supported by CINEA, ACER, F4E Joint Undertaking ⁽¹⁾. As of February 2025, DG ENER has welcomed a new Task Force responsible for **housing policy**.

DG ENER contributes to ensuring sustainable prosperity in Europe with its competitiveness and security-driven approach to decarbonisation. European energy policy will both accelerate Europe’s clean and just energy transition to be the first climate-neutral continent by 2050 and make energy secure and affordable for citizens and companies. The DG sets out policies to develop an innovative, resilient and integrated energy system, to deliver affordable, secure, reliable and clean energy to citizens and businesses in line with the Green Deal, the Competitiveness Compass and the Clean Industrial Deal.

The EU primary law concerning the energy sector consists of the Treaty on the Functioning of the European Union (TFEU) and the Treaty establishing the European Atomic Energy Community (EURATOM Treaty). Under Article 194 TFEU, energy is a shared competence between the Union and its Member States. DG ENER works closely with Member States to ensure sustainable prosperity and competitiveness.

EU competitiveness is under pressure in an uncertain global landscape. Persistently high energy prices have an impact on households and industry, and retail electricity prices have been at record levels. The growing price gap between the EU and main global competitors remains and demands urgent and strategic action. The Clean Industrial Deal (CID) and the Affordable Energy Action Plan (AEAP) present an ambitious vision for a genuine Energy Union with a comprehensive set of actions to bring affordable, clean and secure energy to European industry and households.

Nuclear energy is an integral part of the EU energy mix, representing close to a quarter of European electricity generation and the largest source of climate neutral electricity. Nuclear energy policy is governed by the EURATOM Treaty, a *lex specialis* in relation to the TFEU,

⁽¹⁾ Additional details on the functioning of CINEA, ACER and F4E JU as well as the supervisory measures put in place by DG ENER are covered in Annex 7 to the AAR.

applying to the nuclear energy sector and covering the civil use of nuclear energy. DG ENER develops and monitors the implementation of the Euratom legal framework for the safe use of nuclear energy, the safe and responsible management of radioactive waste and the protection of EU citizens from radiation. The DG supports the Commission in ensuring that civil nuclear materials are not diverted from intended uses, and that relevant international agreements are complied with, through the implementation of Euratom safeguards. Finally, the DG contributes to the development of fusion energy technologies through the International Thermonuclear Experimental Reactor (ITER) project.

Expenditure supporting the work of DG ENER in 2025:

- *CEF-Energy programme (implemented by CINEA)*
- *LIFE Clean Energy Transition sub-programme (implemented by CINEA)*
- *Horizon Europe & Horizon 2020 legacy on energy efficiency and societal challenges calls (implemented by CINEA)*
- Procurements and other operational expenditure (5%)
- Subsidy to ACER (3%)
- Financing the ITER project via F4E JU (76% of total payments in 2025)
- The Nuclear Decommissioning Assistance Programmes (NDAP) (12%)
- Nuclear Energy including the operation of nuclear safeguards (3%)

DG ENER substantially contributed to the preparation of the proposal for the next Multiannual Financial Framework (MFF), the implementation of InvestEU (as co-chair of the Sustainable Infrastructure Window), the implementation of the Recovery and Resilience Facility (assessing the energy-related parts of the payment requests and amendments proposed by the Member States to their Recovery and Resilience Plans) and the preparation of the European Semester (energy annex, and energy related Country Specific Recommendations). In 2025 DG ENER also contributed to preparing the implementation of the Social Climate Fund, namely contributing to the development of specific guidance, one for the preparation of

the Social Climate Plans, and another on the application of the 'Do No Significant Harm' principle.

For more information on the activities of DG Energy, please visit our website: <https://ec.europa.eu/energy>

EXECUTIVE SUMMARY

The annual activity report is a management report of the Director-General of DG ENER to the College of Commissioners. Annual activity reports are the main instrument of management accountability within the Commission and constitute the basis on which the College takes political responsibility for the decisions it takes as well as for the coordinating, executive and management functions it exercises, as laid down in the Treaties ⁽²⁾.

This executive summary has **four subsections**:

- a. **Key results and progress towards** the achievement of the Commission's general objectives and department's specific objectives
- b. **The presentation of the key performance indicators** (KPIs) to illustrate the policy highlights identified in the department's 2025-2029 strategic outlook
- c. **Key conclusions on internal control and financial management**
- d. **Informing the Commissioner**

A. Key results and progress towards achieving the Commission's general objectives and department's specific objectives ⁽³⁾

Within the **Competitiveness Compass** framework, the Commission, with an important contribution by DG ENER, adopted on **26 February** 2025 the **Clean Industrial Deal (CID)**, a bold plan to support the competitiveness and resilience of our industry. The CID outlines concrete actions to turn decarbonisation into a driver of growth for European industries. This includes **lowering energy prices, decarbonising energy-intensive industries, securing the supply chain for net-zero technologies, creating quality jobs** and the **right conditions for companies to thrive**.

As part of the **CID**, the Commission, backed by DG ENER and in line with its **Specific Objective 1 "Lowering energy costs for all"**, unveiled on the same day an **Affordable Energy Action Plan** (AEAP) ⁽⁴⁾, detailing immediate and structural measures to provide competitiveness, affordability, security, and sustainability for citizens and businesses.

⁽²⁾ [Article 17\(1\) of the Treaty on European Union](#).

⁽³⁾ For Executive Agencies the title of this section should be: 'Implementation of the Agency's Annual Work Programme - highlights of the year'.

⁽⁴⁾ COM/2025/79

The four pillars of the Action Plan for Affordable Energy



Regarding infrastructure, the European Commission adopted the **Grids Package**, ensuring a comprehensive and strategic framework to modernise and expand Europe's electricity grids to accommodate the integration of domestic clean energy, the electrification of demand and the connection of economic sectors such as data centres or industrial plants.

A **significant milestone in the energy transition** was reached in 2025 as wind and solar energy overtook fossil fuels to become the leading electricity sources in the EU, a true historic shift. Energy efficiency marked another major achievement, highlighted by the recognition of a **New Impetus for Energy Efficiency** by the European Commission. This initiative reinforced efficiency solutions as pivotal elements of Europe's energy and industrial strategies.

Given the challenging geopolitical landscape and Europe's competitiveness challenges, **"Completing the Energy Union"**, DG ENER **Specific Objective 2** is essential to ensuring secure, affordable, and clean energy for our citizens, businesses, and industries. The European Commission and the Polish Council Presidency launched the **Energy Union Task Force** on 16 June 2025. Made up of senior representatives from the Commission and EU countries, the group will strengthen cooperation on key energy policies to complete the Energy Union and support action for energy affordability.

Significant progress was made also in line with **Specific Objective 3 "Attracting investments and ensuring delivery"** thanks to initiatives like the **energy efficiency for small and medium-size enterprises** which should benefit more than 350 000 companies across Europe, the launch of the **EU Energy and Raw materials Platform** or the publication of the **Nuclear Illustrative Programme** on nuclear development trends and needs.

At the same time, DG ENER worked relentlessly on pursuing **Specific Objective 4 "Being ready for potential energy crisis"** with the political agreement reached by the end of 2025 on a **gradual and coordinated plan to eliminate Russian gas from EU markets**, the

synchronisation of the Baltic States the adoption by the co-legislator of the **extension of the Gas storage regulation measures for winter preparedness**.






Achieving an efficient and secure energy system at lower costs demanded also **close cooperation** within the European Union and **with new reliable partners** along the **Specific Objective 5 “Strengthen Europe’s energy diplomacy”**.

Finally, within its new responsibility, DG ENER contributed to **“affordable and sustainable housing”**, its **Specific Objective 6** with the publication of the **European Affordable Housing Plan** on 16 December.

The work of DG ENER through 2025 has set a solid foundation to continue strengthening Europe’s energy system, lowering energy costs and providing affordable housing to European citizens. This Annual Activity Report (AAR) provides a detailed outline of our achievements in 2025 related to the objectives set in DG Energy’s Strategic Plan 2025-29 and Management Plan 2025.

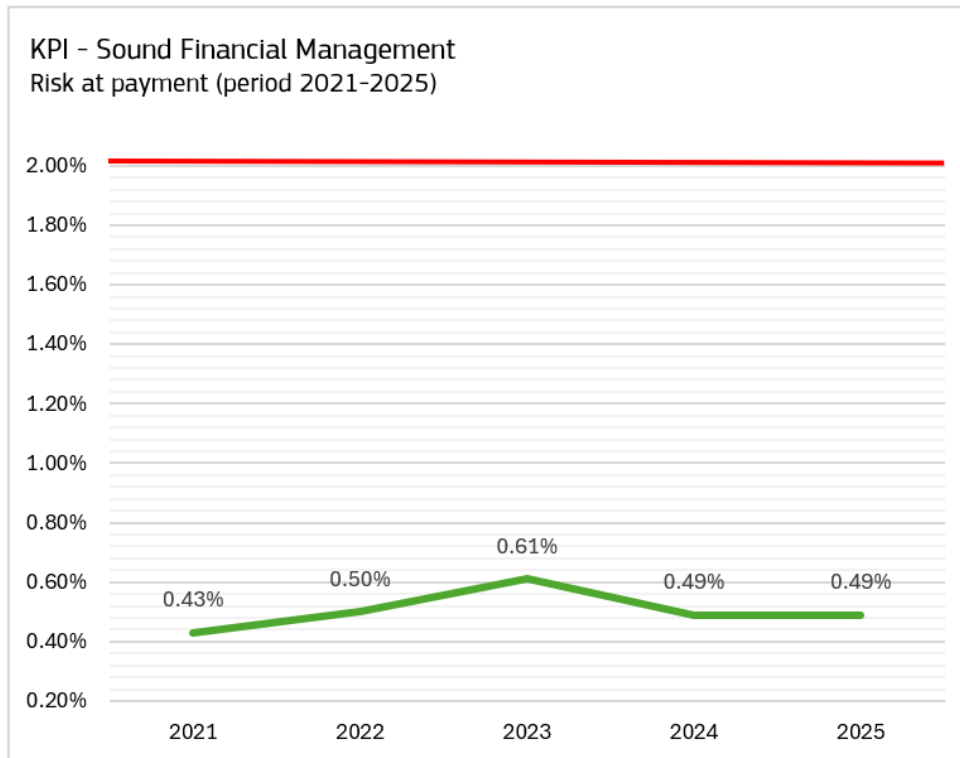
To support those actions, DG ENER developed an **external communication and outreach strategy for the mandate**, and a specific action plan for the year. Communication actions were crafted to strike a balance between the messaging targeted at stakeholders and at citizens at large. Various new materials (visual, audiovisual, web content) were developed to this effect. DG ENER also continued working closely with European Commission Representations in the Member States.

B. Key performance indicators

KPI #	KPI Title	Baseline (2023*)	Latest known results (2024*)	Interim milestone (2027)	Target (2029)
Specific objective 1.1: Lowering energy costs for all					
1.1.1	100 GW annual renewable capacity increase	64	69	 100 GW annual increase	100 GW annual increase
Specific objective 1.2: Completing the Energy Union					
1.2.1	Electricity in final energy consumption measured in %	22,9%	23,4%	 28.1-28.7%	30.7-31.6%
Specific objective 1.3: Attracting investments and ensuring delivery					
1.3.1	Total employment on production of energy from renewable sources over Total employment on all activities measured in %	0,7%	0,7%	 at least 0.6%	at least 0.6%
Specific objective 1.4: Being ready for potential energy crisis					
1.4.1	Energy dependence measured in	62,5%	55,7%	 54%	51%
Specific objective 1.5: Strengthen Europe's energy diplomacy					
1.5.1	Adoption and subsequent implementation of key multilateral and bilateral energy agreements	Actions being initiated	Various partnership signed	 Clear implementation on the ground	Listed energy agreements all concluded. Increase of energy trade flows with selected countries (Saudi Arabia, US, Latin America, GETF countries).
Specific objective 1.6: Contributing to affordable and sustainable housing					
1.1.6	Adoption of the European Affordable Housing Plan and implementation of the action plan thereof	Actions initiated by the EAHP	n.a.	EAHP actions set for delivery by 2027 are implemented (where EC is in lead) or being implemented (where Commission is in support to Member States)	All actions of the EAHP are implemented

Caption: The table features a colour-coded (left-right) bar system to visually represent the evolution of the indicator in comparison with the target. A green colour (bar on the right) indicates that the indicator is moving in the correct direction, whereas a red colour (bar on the left) suggests that the indicator needs to change course. For numerical indicators, the size of the bar also indicates proximity (distance) to the target.

Comments: Baseline is 2022 for KPI 1.4.1. Baseline is 2025 for KPI 1.5.1. Latest known results are from 2025 for KPI 1.4.1 and 1.5.1. KPI 1.6.1 cannot be measured in 2025 since the baseline only starts on 16.12.2025 with the adoption of the EAHP.



Caption: The visual element illustrates the evolution of the Risk at Payment (%) over the period 2021–2025. The average risk at payment in 2025 is 0.49%.

Comments: The indicator remained relatively stable over the period, peaking in 2023, and has stabilised since 2024 (0.49%).

C. Key conclusions on internal control and financial management

DG ENER has systematically examined the available control results and indicators, including those from supervised entities to which it has entrusted budget implementation tasks, as well as the observations and recommendations issued by the internal auditor and the European Court of Auditors.

The transition in 2025 to the Commission’s new accounting system, SUMMA, has required the adjustment to a new system and has impacted budget implementation tasks, processes and financial management activities, particularly during the first part of the year. This has required careful management to ensure the same data quality as in previous years. In some cases, this may have resulted in lower performance for some standard financial indicators such as the timely payments.

All the above elements have been assessed to determine their impact on management's assurance about the achievement of the control objectives. Please refer for further details to section 2 on Internal Control and Financial Management.

In conclusion, management has reasonable assurance that, overall, suitable controls are in place and working as intended; risks are being appropriately monitored and mitigated. Improvements are necessary concerning Internal Control Principles 10 and 11 ⁽⁵⁾. The Director-General, in his capacity as Authorising Officer by Delegation, has signed the Declaration of Assurance.

D. Provision of information to the Commissioner

In the context of the regular meetings during the year between DG ENER and the Commissioner on management matters, the main elements of this report and assurance declaration have been brought to the attention of Commissioner Dan Jørgensen, responsible for Energy and Housing.

⁽⁵⁾ Internal Control Principle 10: Selects and develops control activities
Internal Control Principle 11: Selects and develops general control over technology

1. KEY RESULTS AND PROGRESS TOWARDS ACHIEVING THE COMMISSION'S GENERAL OBJECTIVES AND SPECIFIC OBJECTIVES OF THE DEPARTMENT ⁽⁶⁾

The sections below detail how DG ENER's work contributed to achieving its six specific objectives and how these contributed to the **General objective 1: A new plan for Europe's sustainable prosperity and competitiveness**.

New tools, to improve our energy legislation and make it more effective and less cumbersome, like **implementation dialogues**, **stress tests** and **reality checks** have also been introduced as detailed below.

Rationalisation of report obligations	Performance information
<p>In March 2023, the Commission announced the goal to reduce the reporting burden by 25% for companies and administrations, without undermining the policy objectives. To contribute to this objective, DG ENER adopted its rationalisation plan in February 2024, based on in-depth screening of all the reporting and planning obligations of the energy and climate acquis, and interlinkages between reporting in the energy/climate sectors with sustainability reporting obligations in other policy areas, including those resulting from the European Green Deal and the REPowerEU plan. The rationalisation plan includes 14 actions, 8 actions have been completed by the end of 2025, with the rest ongoing.</p>	<p>With a view to implement the criteria for a strengthened common control approach on the reliability of performance information on EU financial programmes, DG ENER has put in place an assurance process based on the EC control framework and the necessary procedures to identify possible significant weaknesses.</p> <p>DG ENER relied on trusted sources such as ESTAT as well as information provided by partner organisations and implementing bodies. It carried out the necessary controls to assess the reliability of the performance information.</p>

Implementation dialogues	Date	Stakeholders
<p>Permitting for renewable energy projects and related infrastructures ⁽⁷⁾</p>	<p>11 June 2025 (in the context of the EU Sustainable Energy Week)</p>	<p>Various stakeholders from across the EU, representing the entire renewable energy value chain and including renewable energy developers and installers, grid operators, civil society, and public authorities, had an open and rich exchange of views led by Commissioner Jørgensen.</p>

⁽⁶⁾ An executive agency uses as heading: "Implementation of the Agency's annual work programme - Highlights of the year".

⁽⁷⁾ It complemented the implementation dialogue organised by Commissioner Roswall on environmental assessments and permitting in April 2025.

Energy efficient product legislation (Ecodesign Directive, Energy Labelling Regulation and the Tyre Labelling regulation)	14 October 2025	Key stakeholders from across the EU, including representatives of companies most affected by the rules, stakeholders contributing to or checking or enforcing their application, addressing the value-chain approach and representatives with other interests that are at play, led by Commissioner Jørgensen.
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Stress tests and reality checks on:	Output
<i>Internal Market for Electricity Directive (EU) 2019/944</i>	<i>Stress test: Analysis included in the Report “Assessment of progress towards the Energy Union and Climate Action objectives” - SWD/2025/351 – 6 November</i>
Security of Supply Regulation (EU) 2017/1938 and Regulation (EU) 2019/941 on risk preparedness in the electricity sector	<i>Stress test: Fitness check SWD/2025/435 – 22 December</i>
<i>Council Directive 2009/71/Euratom establishing a Community framework for the nuclear safety of nuclear installations</i>	<i>Stress test: Implementation of priority topics identified by Nuclear Safety Directive 2022 Progress Report</i>
Council Regulation (EU) 2021/101 establishing the nuclear decommissioning assistance programme of the Ignalina nuclear power plant in Lithuania	<i>Stress test: New proposal adopted on 3 September – COM(2025)476/2</i>
Energy Product legislation. Ecodesign for Sustainable Products Regulation (EU)2024/1781, Energy Labelling Framework Regulation (EU) 2017/1369 and Tyre Labelling Regulation (EU) 2020/740	<i>Reality Check on energy product legislation ⁽⁸⁾ – event on 8 December</i>
Safety of offshore oil and gas operations Directive 2013/30/EU and Prospection, exploration and production of hydrocarbons Directive 1994/22/EC	<i>Reality check: 22 October at EUOAG EU Offshore Oil and Gas Authorities Group (EUOAG)</i>
Basic safety standards for protection against the dangers arising from ionising radiation and related health and safety standards – Article 31 Euratom Treaty	<i>Reality checks: various meeting of the Group of experts - European Commission (plenary sessions on 10-11 June and 18-19 November)</i>
Radiological impact - Article 37 Euratom Treaty	<i>Reality checks: Plenary meeting of the dedicated group of experts on 14-15 October – Expert group on Radiological impacts</i>
European Nuclear Energy Forum (ENEF)	<i>Reality check: Meeting on 6-7 October - European Nuclear Energy Forum</i>
Medical applications of ionising radiation	<i>Reality check: Ongoing activity. Steering Group on Quality and Safety (SGQS) Meeting regularly to support the implementation in Member States of activities in the area of quality and safety of medical applications of ionising radiation.</i>

⁽⁸⁾ [Reality Check on energy product legislation - Energy - European Commission](#)

Specific objective 1.1 Lowering energy costs for all

Having spearheaded the coordination efforts on the **Action Plan for Affordable Energy** ⁽⁹⁾ and contributed largely to the **Clean Industrial Deal** ⁽¹⁰⁾ - adopted within the initial 100 days of the new Commission—the Directorate-General for Energy, has overseen their implementation and monitored their delivery throughout 2025. The actions taken were aimed at providing immediate relief to consumers while establishing a long-term transformation towards a decarbonised, competitive, and secure energy system.

1.1.1. Affordable bills

In 2025, the Commission successfully completed the technical groundwork essential for the political adoption of the **Citizens Energy Package** ⁽¹¹⁾, adopted on 10 March 2026. A call for evidence and an open public consultation concluded on 11 September 2025. The Package concentrates on delivering affordable energy, empowering citizens, safeguarding energy-poor consumers and ensuring the implementation of strengthened EU consumer protection standards in the electricity and gas markets notably by delivering specialised assistance to Member States.

The Commission enhanced its cooperation efforts with local authorities and civil society by establishing a **Citizen Advisory Energy Hub** ⁽¹²⁾ and facilitating a **prominent event of the Covenant of Mayors** ⁽¹³⁾, attended by Presidents from the Commission, Parliament, and Committee of Regions. Collaborating closely with Member States, the Commission played a key role in aiding the transposition of the revised legal framework concerning the protection of vulnerable and energy-poor consumers and encouraged the sharing of best practices.



In 2025, the **Energy Poverty Advisory Hub** ⁽¹⁴⁾ was a crucial instrument in empowering local stakeholders to design and implement effective measures, thus fostering improved policy coherence across EU, national, and local levels.

⁽⁹⁾ COM/2025/79

⁽¹⁰⁾ COM/2025/85

⁽¹¹⁾ [Citizens Energy Package: Commission starts consultation process - European Commission; Communication on the Citizens Energy Package - Energy - European Commission](#)

⁽¹²⁾ [Citizens Energy Advisory Hub - Citizen Energy Advisory Hub](#)

⁽¹³⁾ [Mayors gather in Brussels to showcase how local climate leadership is securing Europe's future | EU Covenant of Mayors](#)

⁽¹⁴⁾ [Energy Poverty Advisory Hub | Energy Poverty Advisory Hub](#)

1.1.2. Electricity supply costs

In 2025, the Commission took **a series of measures to reduce electricity supply costs** by starting to deliver on the Action Plan on Affordable Energy and thoroughly following up on the implementation of existing EU electricity regulations. It emphasised promoting long-term electricity contracts to counter high and volatile gas prices which impact electricity prices, expediting permitting processes, and reinforcing grids and flexibility as outlined in the Action Plan for Affordable Energy, aiming for significant electricity price reductions across the EU through action by the Commission and Member States.

The most significant accomplishment of the year in this context has been the adoption, on **10 December** of the **European Grids Package**, which aims to address the key challenges for cross-border energy infrastructure in the EU and the presentation of the **Energy Highway initiative**, while tackling specific barriers such as regarding permitting or grid connection.

A common European project for the common European good



Greater direction and coordination at EU level to map and plan the grids infrastructure.



Enhance security and resilience of physical energy infrastructure.



Speed up and streamline permitting processes for renewable projects, while ensuring public acceptance and benefit-sharing.



Make existing infrastructure more efficient, reinforced by new technology, flexibility, and storage capacity.

The package combines the following elements:

- [Communication 'European Grids Package'](#) ⁽¹⁵⁾
- [Revision of the TEN-E Regulation](#) ⁽¹⁶⁾
- [Directive to amend the Renewable Energy Directive, the Electricity Market Design and Gas Directive as regards acceleration of permit granting procedures](#) ⁽¹⁷⁾
- [Guidance on efficient and timely grid connections](#) ⁽¹⁸⁾
- [Guidance on design of contracts for difference](#) ⁽¹⁹⁾
- [Impact Assessment](#) ⁽²⁰⁾

⁽¹⁵⁾ COM/2025/1005

⁽¹⁶⁾ COM/2025/1006

⁽¹⁷⁾ COM/2025/1007

⁽¹⁸⁾ C/2025/8473

⁽¹⁹⁾ C/2025/8479

⁽²⁰⁾ SWD/2025/2000



Just before the adoption of this Package, the Commission granted on **1 December** to 235 cross-border energy projects, the status of **Projects of Common Interest (PCIs) and Projects of Mutual Interest (PMI)** ⁽²¹⁾ – the second list adopted since its launch in 2023. This list includes 113 electricity, offshore and smart electricity grid projects that will be

essential for integrating the growing share of renewables.

Looking at other major Commission’s delivery chronologically, on **2 June**, the Commission adopted a **Guidance document on anticipatory investments for developing forward looking electricity networks** ⁽²²⁾. A key deliverable of the Affordable Energy Action Plan and the Grids Action Plan ⁽²³⁾, the guidance will help Member States creating the right conditions for grid investments to reflect future needs, ensuring affordability for consumers and strengthening the competitiveness of industry.



In the framework of [European Sustainable Energy Week](#), an **Implementation Dialogue** was organised on **11 June** by Dan Jørgensen, Commissioner for Energy and Housing. It gathered various stakeholders to discuss the implementation of EU legislation on **speeding up and simplifying permitting processes** to achieve the goal of at least 42.5% renewable energy in final energy consumption by 2030.

On **19 June**, as announced in the CID, the European Investment Bank (EIB), in close cooperation with the Directorate-General for Energy, launched counter-guarantee products to: i) support production scale-up of grid infrastructure across Europe (**Grid Manufacturing Guarantee – EUR 1.5 billion**); ii) help scale-ups and industrial players secure long term clean electricity (**PPA Counter-Guarantee Pilot – EUR 500 million**).

On **25 June**, the Commission, with contributions from the Directorate-General for Energy, adopted a new **Clean Industrial Deal State Aid Framework** ⁽²⁴⁾ to expedite the development of clean energy, and support industrial decarbonisation and clean technology, strengthening industry competitiveness.

As a follow-up to the Action Plan for Affordable Energy and to support the implementation of the revised Renewable Energy Directive and Electricity Market Design, on **2 July** the Commission adopted a **Recommendation on innovative technologies and forms of renewable energy deployment, the establishment of areas for grid and storage**

⁽²¹⁾ C(2025)8144

⁽²²⁾ C/2025/3291

⁽²³⁾ COM/2023/757

⁽²⁴⁾ [Clean Industrial Deal State Aid Framework \(CISAF\) – Competition Policy](#)

infrastructure, and future proof network charges ⁽²⁵⁾. This act was accompanied by three guidance documents ⁽²⁶⁾, each covering one of these aspects.

In 2025, DG ENER continued also working on the establishment of a new **Network Code on Demand Response** engaging with ACER and Member States, to enhance flexibility and interoperability, address regulatory barriers and foster a harmonised framework for the functioning and integration of the EU electricity system. A targeted consultation ⁽²⁷⁾ closed on **12 September**.

The Commission continued implementing the Accele-RES initiative by providing technical support to Member States on the transposition of the revised RED, i.e. by replying to questions from Member States via the new online tool, by organising bilateral meetings and by providing additional guidance on some provisions (i.e. Article 20a).

Gas markets

While demand for gas declines, it remains a significant part of our energy mix. Protecting EU consumers from fluctuations in fossil fuel prices helps achieving significant short-term reduction in retail prices.

To this purpose, the Directorate-General for Energy has engaged in the **Gas Market Task Force** (GTMF) along with other Commission services and EU agencies to scrutinise the EU natural gas markets. In this light, DG FISMA and DG ENER conducted also a **targeted consultation** ⁽²⁸⁾ to gather input to **improve the efficiency and resilience of EU commodity derivatives markets, including gas products, and their oversight**.

As regards hydrogen, the **delegated act on low-carbon hydrogen** ⁽²⁹⁾ was adopted and published in the Official Journal on 21 November. It operationalises the formal definition of low-carbon hydrogen and explains how to calculate the required 70% GHG emissions savings compared to the use of unabated fossil fuels. In addition, the Commission closely followed the transposition and implementation of the hydrogen market rules, including the adoption of an **opinion on the statutes of the European Network of Network Operators for Hydrogen** (ENNOH) ⁽³⁰⁾. The Commission also continued the preparatory work related to the **international leg of the European Hydrogen Bank** (EHB) supported by work on studies notably on a potential future import auction under the EHB. It also launched the Hydrogen Mechanism under the EU Energy and Raw Materials Platform to support the market development of hydrogen in July 2025 and brought together Member states to informally exchange on their developments and plans in the meetings of the Hydrogen Energy Network (HyEnet).

⁽²⁵⁾ C/2025/4024

⁽²⁶⁾ C/2025/4011; C/2025/4012 and C/2025/4010

⁽²⁷⁾ [Targeted Consultation to support the establishment of a new network code on demand response - European Commission](#)

⁽²⁸⁾ [Targeted consultation on the review of the functioning of commodity derivatives markets and certain aspects relating to spot energy markets 2025 - Finance](#)

⁽²⁹⁾ C/2025/4674

⁽³⁰⁾ C/2025/2004

1.1.3. Energy efficiency



The Commissioner for Energy and Housing, Dan Jørgensen, pledged a [renewed commitment towards energy efficiency](#) at the IEA Global Energy Efficiency Conference in Brussels on **13 June**. The presented **Energy Efficiency Roadmap** will support and simplify implementation of the energy efficiency directive, mainstream energy efficiency in policy making, facilitate its financing and investment, enhance international cooperation and boost awareness in energy efficiency. The work is centred on 10 concrete areas, with concrete deliverables and events ⁽³¹⁾.

Along the prioritised actions, the Directorate-General for Energy conducted in 2025 preparatory work for the launch of the **Energy Efficiency Action Forum with EU countries** meant to accelerate progress in efficiency and close the gap towards the 2030 target.

On **11 September**, the **Energy efficiency in SME's initiative** ⁽³²⁾ led by the European Investment Bank (EIB) and supported by the European Commission was launched to help SMEs using proven energy-saving technologies, to lower their energy bills and boost their resilience and competitiveness. The initiative aims to mobilise total investment of over €65 billion by 2027 for energy savings by SMEs, helping to close a market gap in Europe.

On buildings, significant progress was made in implementing the recast Energy Performance of Buildings Directive (EPBD). On **30 June**, the European Commission published **a support package on the recast EPBD** ⁽³³⁾. Comprising a delegated regulation, an implementing regulation and a comprehensive set of guidance documents, the package offered practical guidance as Member States look to transpose the directive into national law by May 2026.

The Directorate-General for Energy further promoted during 2025 digitalisation in building renovations, adapted the **EU Building Stock Observatory** ⁽³⁴⁾ to the new recast, and advanced the citizen-led renovation initiative.

The Commission further assisted market participants in scaling up the availability of energy efficiency solutions and investments, including through the implementation of the **European Energy Efficiency Financing Coalition** ⁽³⁵⁾.

Significant progress was also achieved in implementing the Ecodesign for Sustainable Products Regulation (ESPR). Within the realm of **Ecodesign and Energy Labelling**, the Commission adopted on **16 April** the **2025–2030 working plan** ⁽³⁶⁾ to promote sustainable, repairable, circular and energy efficient products across Europe, in line with the Clean Industrial Deal and the Competitiveness Compass and facilitated on **14 October** an **Implementation**

⁽³¹⁾ [New impetus for energy efficiency - European Commission](#)

⁽³²⁾ [More than 350,000 European companies to get energy efficiency support under major EU financing initiative - European Commission](#)

⁽³³⁾ [C\(2025\) 4132 – C\(2025\)7529 \(all languages\)](#)

⁽³⁴⁾ [EU Building Stock Observatory](#)

⁽³⁵⁾ Further details under the Specific Objective 1.3

⁽³⁶⁾ COM(2025)187

Dialogue ⁽³⁷⁾ alongside a **reality check**. Revised standards for external power supplies were adopted as part of the second phase of the "common charger initiative," and a draft on space and water heaters was published for feedback. New requirements were implemented for tumble dryers as well as for the standby energy consumption of a broad spectrum of electric devices. The Directorate revitalised the **European Product Registry for Energy Labelling** ⁽³⁸⁾, nearly doubling its usage in 2025, thereby enhancing market transparency and enforcement.

Specific objective 1.2 Completing the Energy Union

To improve coordination and strengthen the governance of the electricity system, completing a true Energy Union - featuring a fully integrated energy market and a unified governance framework - is essential to avoid potential system cost increases.

The existing governance mechanism is meant to help the EU and Member States meet their climate and energy objectives through strategic planning, reporting, and monitoring. Alongside those rules, on 28 May, the Commission adopted the **assessment of the final updated National energy and climate plans (NECPs)** ⁽³⁹⁾ ⁽⁴⁰⁾, the strategic delivery vehicles to collectively reach the 2030 energy and climate policy goals.



Building on this assessment, DG ENER also **started in 2025 the preparation of the revision of the Governance Regulation**. This initiative aims to keep Europe on track to meet its climate goals, while mainstreaming, strengthening and modernising those rules and putting forward an enabling framework for the decade ahead securing Europe's competitiveness and sustainability. An **open public consultation** ⁽⁴¹⁾ and a **call for evidence** were published on **18 December**.

The 10th Report on the **State of the Energy Union** ⁽⁴²⁾ published on **6 November** included reflections on the future post-2030 framework and assessed progress on NECPs, based on the biennial Progress Reports submitted by Member States, and Affordable Energy Action Plan implementation.

The **Energy Union Task Force** was a key initiative under the Action Plan for Affordable Energy, which will contribute to ensuring that the right framework is put in place to deliver

⁽³⁷⁾ [Implementation dialogue on energy efficient product legislation with Commissioner Dan Jørgensen - Energy](#)

⁽³⁸⁾ [EPREL Public website](#)

⁽³⁹⁾ COM/2025/274

⁽⁴⁰⁾ Estonia, Slovakia were adopted later on 16 September (SWD/2025/282) and Belgium on 21 January 2026 (SWD/2026/24).

⁽⁴¹⁾ [Update of the governance of the Energy Union and climate action](#)

⁽⁴²⁾ COM/2025/667 & SWD/2025/351

affordable and secure energy to European consumers. It delivers political impulse to examine and identify technical or regulatory adjustments to national processes, developments or regulations that facilitate the completion of the Energy Union, supportive action for affordable energy, and other areas of cross-border relevance. It was launched at the Energy Council of 16 June and **met multiple times in 2025** ⁽⁴³⁾.

The Commission adopted its **annual Progress Report on the Competitiveness of Clean Energy Technologies** ⁽⁴⁴⁾ on 26 February. The report assessed the EU's position in net-zero technologies analysing challenges such as high energy costs, supply chain dependencies, and labour shortages, while identifying opportunities to strengthen industrial competitiveness and resilience.

To boost competitiveness, the Commission adopted on **23 May delegated** ⁽⁴⁵⁾ and **implementing** ⁽⁴⁶⁾ **acts under the Net-Zero Industry Act**. At the same time, in the framework of that legislation, the Commission supported in November **a new and more ambitious governance of the Strategic Energy Technology Plan** ⁽⁴⁷⁾, the EU tool to coordinate research and innovation policies between Member States, focusing on developing and scaling up strategic energy technologies in a fast and cost-competitive way.



DG ENER also reinforced efforts to unlock the potential of **digital solutions and artificial intelligence** in the energy sector, advancing work on smart grid indicators and conducting an **open public consultation** ⁽⁴⁸⁾ and a call for evidence which concluded on **5 November**. This process fed into the preparation of the **Strategic Roadmap on Digitalisation and AI in the Energy Sector**, expected to be adopted in 2026.

Intensive stakeholder engagement contributed to the preparation of the **Electrification Action Plan** and the **Heating and Cooling Strategy**, key initiatives under the Action Plan for Affordable Energy expected to be adopted in 2026. An **open public consultation** and a call for evidence concluded on **20 November** ⁽⁴⁹⁾, complemented by stakeholder workshops.

As regards the implementation of the **Industrial Carbon Management Strategy** ⁽⁵⁰⁾, several actions were undertaken. The work is carried out in close cooperation with DG CLIMA. The most important action led by DG Energy is the **preparation of a legislative initiative** to be

⁽⁴³⁾ [Energy Union Task Force - European Commission](#)

⁽⁴⁴⁾ COM/2025/74

⁽⁴⁵⁾ Delegated Act listing the components that are primarily used for manufacturing net-zero technologies C/2025/2901

⁽⁴⁶⁾ Implementing Act listing the subset of main specific components to be considered under the access-to-market provisions C/2025/9033; Implementing Act specifying the pre-qualification and award criteria for auctions for the deployment of energy from renewable sources C/2025/2900

⁽⁴⁷⁾ [Strategic Energy Technology Plan](#)

⁽⁴⁸⁾ [Artificial intelligence and digitalisation for energy – a roadmap](#)

⁽⁴⁹⁾ [Have your say on the EU's Electrification Action Plan and the Heating and Cooling Strategy](#)

⁽⁵⁰⁾ COM/2024/62

adopted by the Commission in 2026 **on CO2 transportation infrastructure and markets**. The call for evidence ⁽⁵¹⁾ closed on 11 September while the related open public consultation was closed on 9 January 2026.

DG ENER has launched calls for evidence and open public consultation during the 2025 summer in the preparation of a **communication on an EU Fusion Strategy** ⁽⁵²⁾ to accelerate fusion commercialisation as an innovative, decarbonised energy source for the future and a **communication on Small Modular Reactors** ⁽⁵³⁾ to support the acceleration of their development and deployment of Small Modular Reactors in Europe during the 2030s.

Work continued in 2025 to ensure that the Euratom legal framework on nuclear safety, **radioactive waste management and radiation protection** is correctly and effectively transposed and implemented in the EU Member States. DG ENER continued carrying out **conformity checks under the Basic Safety Standards Directive** ⁽⁵⁴⁾ and followed up the implementation of the **amended Nuclear Safety Directive** ⁽⁵⁵⁾.

The Directorate-General for Energy made also **significant progress in the field of non-power applications of nuclear and radiation technology**. The implementation of the Strategic Agenda for Medical Ionising Radiation Applications (SAMIRA) Action Plan continued in close collaboration with DGs SANTE, CNECT, RTD and JRC.

In 2025, the legal framework applicable to nuclear safeguards at the EU level was updated with the entry into force of the new **Regulation on the application of Euratom safeguards** ⁽⁵⁶⁾ **on 6 July**. The Regulation was formally adopted by the Commission on 26 May following the Council approval of 18 February 2025. It ensures the continued effectiveness and efficiency of Euratom safeguards in guaranteeing the peaceful use of civil nuclear materials in the EU in the light of developments in the fields of nuclear and information technology.

In addition, the annual **Euratom Safeguards Reports for 2023 and 2024** were also adopted by the Commission in 2025, respectively, on **15 May and 19 November**.

DG ENER continued to put emphasis on the **implementation and enforcement of EU energy legislation** to ensure that all the Member States have fully and correctly transposed the provisions of the related Directives, including by following up on **infringement cases** ⁽⁵⁷⁾. It prioritised non-communication cases, particularly those related to the non-transposition of the Clean Energy package Directives and those that could support implementation of the Action

⁽⁵¹⁾ [Legislative initiative on CO2 transportation infrastructure and markets](#)

⁽⁵²⁾ [Commission launches Call for Evidence to support first-ever EU-wide Fusion Strategy](#)

⁽⁵³⁾ COM(2026)117; [Commission unveils strategy to bring Europe's first SMRs online by the early 2030s - Energy](#); [Commission invites views to shape its Small Modular Reactor Strategy](#)

⁽⁵⁴⁾ Council Directive 2013/59/Euratom

⁽⁵⁵⁾ Council Directive/2014/87/Euratom

⁽⁵⁶⁾ [Regulation - Euratom - 2025/974 - EN - EUR-Lex](#)

⁽⁵⁷⁾ DG ENER coordinated and prepared the adoption of 230 decisions on infringements, with 69 cases closed, 119 decisions of letters of formal notice (amongst which 106 new non-communication cases for incomplete transposition of Directives

Plan for Affordable Energy. DG ENER continued to make **full use of the Dialogue** (previously ‘EU Pilot’) tool to communicate with Member States with a view to resolving legal issues ⁽⁵⁸⁾.

The 2025 Annual Progress Report on Simplification, Implementation and Enforcement of Commissioner Dan Jørgensen ⁽⁵⁹⁾ was published on **21 October**.

Specific objective 1.3 Attracting investments and ensuring delivery

A genuine Energy Union, founded on domestically sourced clean and affordable energy for all European consumers, necessitates considerable investment over the coming decade, alongside robust governance.

As outlined in the Action Plan for Affordable Energy, in 2025 DG ENER has laid the groundwork for sectoral **Tripartite Agreements for Affordable Energy**. These agreements will aim to unite Member States, financial institutions, and pertinent stakeholders in the energy and industrial sectors to tackle specific market uncertainties and foster an investment climate conducive to cost-effective and reliable energy production and supply to industrial players.

In the latter half of 2025, the Directorate-General for Energy started preparing a **Clean Energy Investment Strategy** ⁽⁶⁰⁾. This strategy, adopted on 10 March 2026, encompasses initiatives to improve the link between available private capital and Europe’s pipeline of energy projects. To support this strategy, the European Investment Bank intends to deliver more than €75 billion of financing over 3 years.

DG ENER offered critical expertise and support to Member States in implementing energy reforms and investments, particularly within the frameworks of the **Recovery and Resilience Plans** (RRPs) and the REPowerEU Plan. It contributed to evaluating amendments and payment requests related to the energy components of RRP. DG ENER also worked together with DG REGIO to support Member States in making best use of cohesion funds for energy priorities, providing guidance and encouraging reallocation of funding towards the new energy priority focused on interconnectors and supporting infrastructure (including charging infrastructure). It assessed the cohesion policy programme amendments proposed by the Member States as part of the mid-term review ⁽⁶¹⁾ and ensured a continuous dialogue within the Energy and Management Authorities network (EMA). As part of the **2025 European Semester**, it prepared energy annexes for the Country Reports and formulated energy-related Country-Specific Recommendations for all Member States, placing a stronger emphasis on the role of energy in enhancing the EU’s economic competitiveness, security and resilience. Furthermore,

⁽⁵⁸⁾ DG ENER opened 48 dialogues, of which 31 have already been closed, with only nine pursued further under the infringement procedure

⁽⁵⁹⁾ [2025 Annual Progress Report on Simplification, Implementation and Enforcement of Commissioner Dan Jørgensen - European Commission](#)

⁽⁶⁰⁾ COM(2026)116; [Clean energy investment - Energy - European Commission](#)

⁽⁶¹⁾ From EUR 34.6 billion re-allocated as part of the mid-term review of the cohesion policy funds, EUR 1.2 billion have been mobilised across eleven Member States for the new energy priority proposed.

preparations for the **implementation of the Social Climate Fund (SCF)** continued and DG ENER contributed to the assessment of the draft Social Climate Plans submitted by the Member States, as well as to developing guidance for the Member States for energy and buildings related measures.

As part of the proposals for the EU's multiannual financial framework (MFF) 2028-2034, DG ENER together with DG MOVE developed the **legislative proposal for the continuation of the Connecting Europe Facility (CEF)** ⁽⁶²⁾ in the next budget period (2028-2034). The College adopted the proposal on **16 July** proposing a fivefold increase of the budget under CEF – energy from EUR 5.8 billion to EUR 29.91 billion. The largest part of the budget (EUR 865 billion) is allocated for the future National and Regional Partnership Plans (NRPPs), which are expected to have a significant energy component ⁽⁶³⁾ Over autumn, DG ENER supported the Council in the negotiation of the General Approach, which was reached on 15 December, with CEF being the first MFF proposal that has reached a General Approach. In parallel, DG ENER assisted the European Parliament to prepare its position on the CEF proposal.

Under the existing MFF and the **2025 CEF call**, the Commission allocated EUR 650 million in grants to help financing 14 cross border energy infrastructure projects. These projects will strengthen the EU's energy security, increase the integration of renewable energy and, as a result, Europe's competitiveness.

In the context of **CEF-Renewable Energy (RES)**, the Commission updated the list of cross-border renewable energy projects, which now includes thirteen projects, and **awarded grants for works and studies** for an amount of **EUR 76 million** following the dedicated call for proposals organised by CINEA. In 2025, the Commission also awarded **EUR 54.2 million of grants to solar PV projects** in Finland **and onshore wind projects** in Estonia, funded by a voluntary payment of Luxembourg, following the cross-border tender under the EU renewable energy financing mechanism, which supports cooperation between Member States for the cost-effective achievement of the renewable energy targets.

With the EU Energy and Raw Materials Platform, DG ENER also seeks to empower EU companies in sourcing energy products and raw materials, contributing to competitiveness, decarbonisation, and diversification. Its efforts ensure that EU funds effectively promote the clean and affordable energy transition.

⁽⁶²⁾ COM/2025/547

⁽⁶³⁾ NRRPs will be developed based on the RPPs model, and a 43% climate target was proposed for them. In the RPPs, more than 25% of the funds have been allocated for energy measures (EUR 150 billion out of a total of EUR 577 billion), and a 37% climate target.



The Directorate-General for Energy also advanced the **preparation of the Support Package for Financing Energy Efficiency** ⁽⁶⁴⁾ adopted early 2026, which provides recommendations to implement “one stop shops” in Member States and to unlock private investments. As one of the priority deliverables of the new Energy Efficiency roadmap, the Commission and EIB launched **a new EUR 17.5 billion**

financing initiative ⁽⁶⁵⁾ in September to support energy efficiency projects by SMEs, through debt instruments and project development assistance.

The **European Energy Efficiency Financing Coalition** expanded its membership and activities substantially in 2025; it is now a truly three parties initiative under the leadership of the Commission, involving all 27 Member States, 69 financial institutions and 41 industry members. The Coalition’s main aim is to facilitate the mobilisation of private financing for energy efficiency. The Coalition held its first General Assembly and launched two EU expert Working Groups, on Renovation and SMEs, and started to roll out their National Hubs.

It also steered the implementation of **EUR 133 million** in the **LIFE Clean Energy Transition programme** ⁽⁶⁶⁾ and achieved through the **European Local Energy Assistance (ELENA) facility EUR 47 million worth of grant contracts** signed ⁽⁶⁷⁾, representing estimated investments of over EUR 1,7 billion.

To stimulate investment in innovative clean energy technologies, DG ENER also worked together with DG RTD, DG CLIMA and DG MOVE to implement the **Horizon Europe Cluster 5 Work Programme for 2025** ⁽⁶⁸⁾ with a **budget of EUR 1.145 billion**, focusing on climate, energy, and mobility. The Directorate-General for Energy also contributed to shaping the 2026–2027 Cluster 5 Work Programme, adopted in December 2025 with a budget of EUR 2.2 billion.



The Commission adopted a new **Nuclear Illustrative Programme** ⁽⁶⁹⁾ (PINC) on 13 June 2025 for the opinion of the European Economic and Social Committee. The PINC provides an EU-wide and fact-based overview of nuclear development trends and investment needs until 2050 prepared in accordance with Article 40 of the Euratom Treaty. Following the EESC Opinion adopted in early December, the Final 8th

⁽⁶⁴⁾ COM(2026)118; C(2026)1526; C(2026)1523; [The Commission reaffirms its commitment to boost energy efficiency financing - Energy](#)

⁽⁶⁵⁾ [More than 350,000 European companies to get energy efficiency support under major EU financing initiative - European Commission](#)

⁽⁶⁶⁾ [EU supports the clean transition with over €358 million of investment](#)

⁽⁶⁷⁾ [ELENA – European Local Energy Assistance](#)

⁽⁶⁸⁾ [Cluster 5: Climate, Energy and Mobility - Research and innovation](#)

⁽⁶⁹⁾ COM/2025/315 and SWD(2025) 160

PINC ⁽⁷⁰⁾ has been prepared for adoption in early 2026. Meanwhile, 10 new investments projects in nuclear activities were submitted to the Commission.

Furthermore, the Directorate-General for Energy led the work of several Commission services (GROW, RTD, JRC), to advance the implementation the **European Industrial Alliance (IA) on Small Modular Reactors (SMRs)**, which endorsed in September the **Strategic Action Plan for 2025-2029**.

Specific objective 1.4 Being ready for potential energy crisis

On **9 February, Estonia, Latvia, and Lithuania successfully integrated into the EU's internal electricity** market by joining the European continental network through Poland. This synchronisation of the Baltic states, a long-term endeavour by DG ENER, not only enhances the security of supply for the entire Union but also promotes the integration of renewable energy into the system. Ultimately, this advancement is set to benefit consumers by reducing energy costs.

The Commission proposed on **5 March to prolong the current Gas Storage Regulation** ⁽⁷¹⁾ until the end of 2027. Trilogues were successfully concluded in June, enabling timely implementation for the 2025 storage cycle. Amidst the present geopolitical climate and fluctuating global gas markets, this two-year extension will play a crucial role in maintaining the security of energy supply throughout the EU and stabilising the European gas market.

On **6 May**, the Commission adopted the **REPowerEU Roadmap** ⁽⁷²⁾, setting out the objective of achieving full EU energy independence from Russia. The adoption of the Roadmap was followed by the **Proposal for a Regulation on phasing out Russian natural gas imports, improving monitoring of potential energy dependencies and amending Regulation (EU) 2017/1938** ⁽⁷³⁾, adopted on **17 June**. A political agreement between the co-legislators was reached in December 2025. The REPowerEU gas regulation prohibits the import of natural gas from Russia and prepares the phase-out of Russian oil imports. It is a gradual, but permanent, ban on Russian natural gas imports, aiming to strengthen Europe's energy security and independence. The Commission has been in regular contact with national authorities and stakeholders, including through the organisation of regular workshops, to ensure a smooth implementation.

DG ENER provided tailored support to the most affected Member States, notably Slovakia and Bulgaria, and established a dedicated **Diversification Task Force** to facilitate market access and better use of infrastructure. Cooperation with neighbouring Member States continued through the CESEC regional forum.

⁽⁷⁰⁾ COM(2026)120; [Communication Nuclear Illustrative Programme presented under Art40 of the Euratom Treaty – Final - Energy](#)

⁽⁷¹⁾ COM/2025/99

⁽⁷²⁾ COM/2025/440

⁽⁷³⁾ COM/2025/828

In parallel, all emergency and preventive action plans were reviewed, and the regional risk groups for gas security of supply were updated

In the **electricity sector**, the **Iberian blackout of 28 April** triggered follow-up actions by Member States and ENTSO-E to assess facts, causes, impacts and issue recommendations ⁽⁷⁴⁾.

Throughout the year, the Commission collected feedback on updated risk preparedness plans, conducted a cybersecurity assessment of the wind sector, and supported Member States in implementing the Network Code on Cybersecurity.

On **12 March**, the European Commission released a report by DG ENER assessing the **approval process for capacity mechanisms in the EU** and proposing measures to streamline it. Accompanying the report, proposals were published to simplify the approval process within the Clean Industrial Deal State Aid Framework (CISAF). These efforts aim to simplify procedures for Member States.

DG ENER also completed on 22 December a **fitness check of the Electricity Risk Preparedness Regulation and the Gas Security of Supply Regulation** ⁽⁷⁵⁾ in view of their revision.

In the **oil sector**, successive EU, UK and US sanctions –particularly those affecting Lukoil– required continuous monitoring of security of supply. Dedicated working groups were established to support specific Member States and Serbia.

In 2025, the Directorate-General for Energy bolstered energy and raw materials security via demand aggregation and joint purchasing initiatives, notably launching the **EU Energy and Raw Materials Platform** (EU ERMP) on 2 July. The Platform comprises three main mechanisms: the **Hydrogen Mechanism** (H2M), the **Raw Materials Mechanism** (RMM), and the **Gas and Biomethane Mechanism**. The H2M, informed by stakeholder engagement, began operations on 12 November, and was quickly met with substantial interest. By the end of 2025, 97 suppliers had placed supply offers in connection with over 260 projects. For the RMM, developed in collaboration with DG GROW, registration started in November ⁽⁷⁶⁾. The Gas and Biomethane Mechanism's design incorporated stakeholder feedback and workshops. The adaptable EU ERMP can expand over time, responding to dynamic geopolitical shifts. Through these initiatives, DG ENER developed expertise in hydrogen, raw materials, and biomethane, establishing itself as a vital contact for industrial stakeholders.

DG ENER also operated the **final round of AggregateEU**, introduced during the 2022–2023 energy crisis to implement demand aggregation and support a more coordinated purchase of natural gas, before its discontinuation in March 2025.

Within the Security of Supply strand for non-power applications of nuclear and radiation technology, a **feasibility study for the European Radioisotope Valley Initiative** (ERVI) has been completed and an ERVI Stakeholder Forum meeting was organised to discuss the needs for further action with Member States, industry and other stakeholders.

⁽⁷⁴⁾ The ENTSO-E expert group is expected to publish its report in early 2026.

⁽⁷⁵⁾ SWD/2025/435

⁽⁷⁶⁾ A matching round is planned for March 2026

Amidst the ongoing Russian aggression against Ukraine, the Directorate-General for Energy has been closely collaborating with other services and stakeholders to **monitor Ukraine’s nuclear facilities**, particularly the Zaporizhzhia nuclear power plant, assessing risks and ensuring the **EU's readiness for radiological emergencies**.

Progress was made in integrating Ukraine into the **European Community Urgent Radiological information Exchange system** ⁽⁷⁷⁾ (ECURIE) for radiological emergencies, complemented by the provision of additional radiation monitoring stations in the Chernobyl Exclusion Zone via the **European Radiological Data Exchange Platform** ⁽⁷⁸⁾.

Amid geopolitical tensions, nuclear fuel cycle security remains crucial, with the EU advancing the roadmap to cease Russian energy imports, **promoting VVER** ⁽⁷⁹⁾ **fuel diversification away from Russia**. Discussions with fuel manufacturers and collaboration with RTD led to all EU utilities operating VVER reactors securing alternative fuel supply contracts by the end of 2025.

Specific objective 1.5 Strengthen Europe’s energy diplomacy

Under the priority of a new plan for Europe’s sustainable prosperity and competitiveness, the Directorate-General for Energy strengthened EU energy diplomacy through various strategic action areas, working closely with partners and industry.

The **adoption and implementation of key multilateral and bilateral energy agreements** advanced sustainable, secure and

affordable energy systems worldwide, in line with the Paris Agreement. These included the Clean Tech and energy Memorandum of Understanding with Saudi Arabia, a new EU–US energy partnership embedded in the broader trade relationship, the Clean Trade and Investment Partnership with South Africa, and the MoU with the Latin American and Caribbean Energy Organisation. By **COP30 meeting** in Belem (10–21 November), more than 80 countries had joined the **Global Energy Transition Forum (GETF)** ⁽⁸⁰⁾, increasing energy trade flows and reinforcing global cooperation.



On 16 October, a Joint Communication was adopted titled **“EU global climate and energy vision: securing Europe's competitive role in world markets and accelerating the clean transition”** ⁽⁸¹⁾, which sets out the EU’s global climate and energy strategy for the

⁽⁷⁷⁾ [Emergency preparedness and response](#)

⁽⁷⁸⁾ [European Radiological Data Exchange Platform](#)

⁽⁷⁹⁾ VVER (Water-Water Energetic reactor) fuel

⁽⁸⁰⁾ [Global Energy Transition Forum](#)

⁽⁸¹⁾ JOIN/2025/25 [EUR-Lex - 52025JC0025 - EN - EUR-Lex](#)

2025–2029 mandate. The Communication outlines tools to strengthen the EU's place in global markets and drive sustainable change that also supports the EU's industrial and technological strengths, as well as engagement with non-EU partners to address the external dimensions of EU energy and climate policies.

The **16th Clean Energy Ministerial (CEM)** ⁽⁸²⁾ meeting took place on 25–27 August in South-Korea, featuring a well-attended side event bringing together current and prospective members of the Global Energy Transition Forum (GETF). The CEM meeting focused on carbon free energy in industry and power; future fuels including hydrogen; and Artificial Intelligence for energy.

DG ENER played also an active role in the EU energy diplomacy through **co-hosting on 12–13 June the International Energy Agency (IEA) Global Energy Efficiency Conference in Brussels** ⁽⁸³⁾, with over 50 governments endorsing the Joint Outcome Statement. It also continued to chair the EE Hub hosted by the IEA and bringing together countries that represent 70% of the global energy consumption.

The EU's diversification efforts in the complete nuclear value chain were advanced by establishing or reinforcing reliable and enduring commercial and diplomatic relations with like-minded third countries, with an emphasis on enhancing conversion and enrichment capacities. In its interactions with third nations planning to incorporate nuclear energy into their decarbonisation strategies, Europe insisted on upholding the highest standards of nuclear safety, including the closure of non-compliant nuclear installations when necessary.

In 2025, **post-Fukushima stress tests** focused on the safety margins of new **nuclear power plants in Türkiye** with a final report for the Akkuyu Nuclear Power Plant (Türkiye) published in early 2025, and the review of the implementation of recommended safety improvements in Armenia.

The Commission continued supporting in 2025 **nuclear safety in Ukraine** during Russia's aggression. Working with **Ukraine's Nuclear Safety Regulatory Authority (SNRIU)**, DG ENER, alongside EEAS, demonstrated international support for Ukraine at the International Review Meeting of the Joint Convention in Vienna and the International Atomic Energy Agency (IAEA) General Conference. DG ENER engaged ENSREG in gathering regular updates from SNRIU and supported discussions on nuclear safety strategies during armed conflicts. At multilateral forums, the Directorate-General for Energy resisted numerous Russian attempts to claim the Zaporizhzhia nuclear power plant and integrate it into Russia's grid.

In 2025, the European Commission continued its engagement with the **International Renewable Energy Agency (IRENA)**, reflecting commitment to advancing global renewable energy integration. Key interactions included participation in January's IRENA Assembly and subsequent Council meetings in September and October. The central topics of discussion included the work programme and budget for the 2026–27 biennium, with the EU and its Member States advocating for operational efficiency and prioritisation of key initiatives.

Under the **Energy Community framework**, efforts centred on implementing the Electricity Integration Package, advancing decarbonisation, and bolstering energy security among the nine

⁽⁸²⁾ [16th Clean Energy Ministerial \(CEM16\) | Clean Energy Ministerial](#)

⁽⁸³⁾ IEA Global Energy Efficiency Conference

Contracting Parties. On 17 July, Commissioner for Energy and Housing Dan Jørgensen participated in Athens in the Informal Ministerial Council of the Energy Community, marking the 20th anniversary of this key forum for cooperation between the EU and its neighbours. The 23rd Energy Community Ministerial Council in December emphasised energy security and market coupling, with significant progress by Serbia and Moldova. DG ENER supported the enlargement process under the **energy chapters, including screening of chapters for Moldova and Ukraine, and recommendations to all EU candidates in the 2025 Enlargement Reports. Bilateral engagement continued to intensify** with focus on support to Ukraine, including by coordinating international efforts as co-chair of the G7+ Ukraine energy support group, as well as to Moldova, supporting its full diversification from Russian energy and concentrating efforts of Moldova's Reform Agenda, while also engaging with Serbian authorities to address energy security and regulatory alignment.

Relations with the UK continued to improve. Two meetings of the EU-UK Specialised Committee on Energy were held in June and November. Following the 19 May EU-UK Summit, the Commission and the UK agreed to explore in detail the necessary parameters for the UK's possible participation in the EU's internal electricity market, On 22 December 2025 the Commission proposed to the Council to launch formal negotiations.

Specific objective 1.6 Contributing to affordable and sustainable housing

With house prices rising over 60% and rents over 20% in the past decade, millions of Europeans struggle to afford housing. This crisis affects labour mobility, education access, and family formation, impacting EU economic competitiveness and social cohesion.

Addressing the housing crisis is a priority in President von der Leyen's Political Guidelines. During the 2025 State of the Union, the commitment to affordable, sustainable housing was reiterated. In October 2025, the European Council called on the Commission to propose an ambitious affordable housing plan, respecting subsidiarity and national competence, with further Presidency conclusions provided in December 2025.

The Commission launched a **Housing Task Force on 1 February** within DG ENER to coordinate efforts across the EU and support Member States and local authorities in tackling the housing crisis and facilitating investment in affordable housing.

In 2025, the Task Force consulted the public and stakeholders, and it collaborated with various EU bodies to develop the first-ever **European Affordable Housing Plan (EAHP)** ⁽⁸⁴⁾, adopted on **16 December**. The EAHP contains ten main actions (and several sub-actions supporting each key actions). These actions aim to increase housing supply, encourage investment and reforms, address short-term rentals in stressed areas, and aid those most affected. As part of the mission letter of Commissioner Jørgensen, the mid-term review of the Cohesion policy now allows Member States to allocate additional funding for affordable housing. The next MFF is

⁽⁸⁴⁾ COM/2025/1025; [The European Affordable Housing Plan - Housing - European Commission](#)

expected to provide for financing of affordable, social and sustainable housing under different financing instruments, too.

The Plan **introduces a European Housing Alliance** to drive implementation, involving Member States, cities, regions, and other stakeholders. To maintain momentum, the Commission announced the EU Housing Summit for 2026.

2. INTERNAL CONTROL AND FINANCIAL MANAGEMENT

Management monitors the functioning of the internal control systems on a continuous basis and carries out an objective assessment of their efficiency and effectiveness. In annex 7, there is a list and details of the reports that have been considered. The results of the above assessment are explicitly documented and reported to the Director-General.

2.1. Control results

Management uses control results to support its assurance and reach a conclusion about the cost-effectiveness of those controls, meaning whether the right balance between the following elements is achieved:

- **Effectiveness** The level of error found, based on the controls carried out.
- **Efficiency** The average time taken to inform or pay.
- **Economy** The proportionality between the costs of controls and the funds managed.

2.1.1. Overview of the budget and relevant control systems (RCS)

DG ENER's assurance building and materiality criteria are outlined in Annex 5 whilst Annex 6 describes the main risks together with the control processes to mitigate them and the indicators used to measure the performance of the relevant control systems (RCS).

The systematic analysis of the available evidence provides sufficient guarantees as to the completeness and reliability of the information reported and results in the full coverage of the budget delegated to the Director-General of DG ENER.

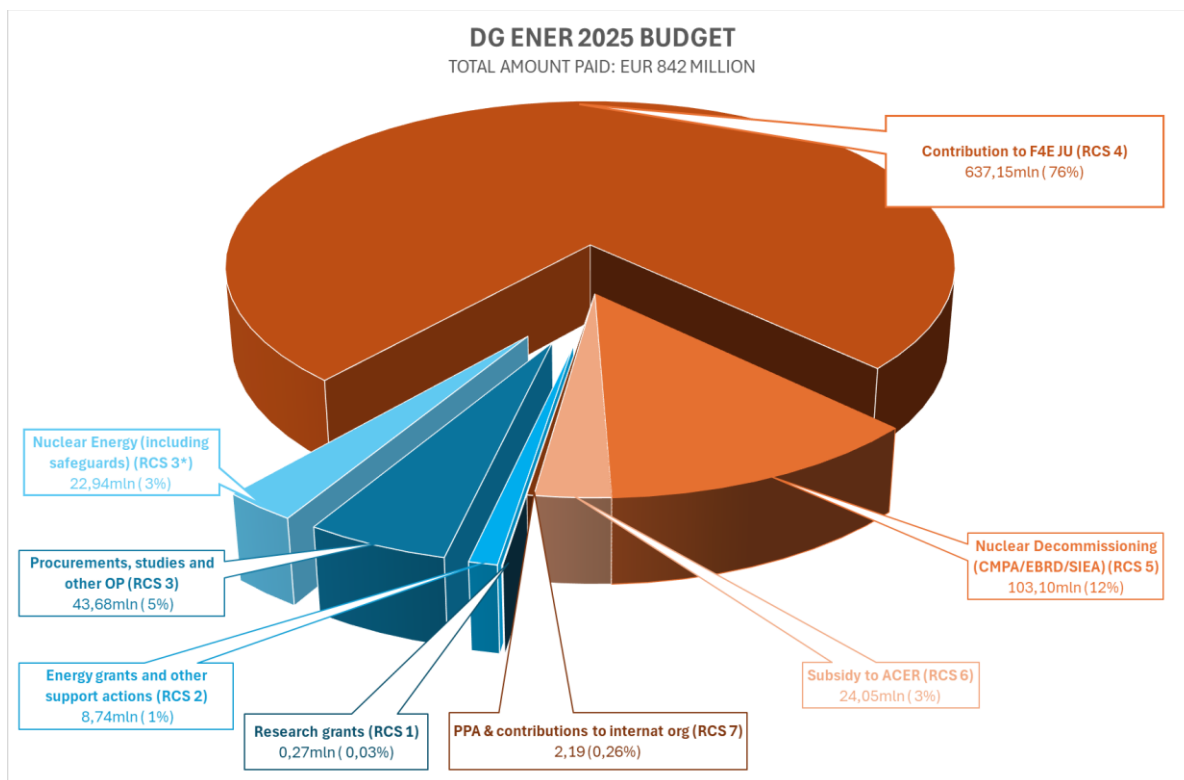
The **total payments of DG ENER in 2025** amount to EUR 842.12 million. In 2025, DG ENER achieved 89% execution of its **payment appropriations**. DG ENER further implemented 98% of its **commitment appropriation** (EUR 677 million). As in the past few years, DG ENER's main budget management mode for the year was indirect management.

- **Under direct management (9% of the expenditure)** DG ENER principally manages procurements, studies and other operational expenditure described in detail in Annex 6, RCS 3, which also covers the payments related to nuclear energy (including safeguards). DG ENER has a limited exposure to research grants (Horizon Europe) and energy grants (prerogative) (RCS 1 and 2) ⁽⁸⁵⁾. In addition, the payments of membership fees and other support actions to international institutions (prerogative & CEF) are also covered by RSC 2.

⁽⁸⁵⁾ Less than 2% of the total payments of DG ENER for 2025.

- **Under indirect management (91% of the expenditure)** DG ENER has entrusted tasks to F4E JU (RCS 4) and the NDAP bodies (RCS 5) as well as the ACER decentralised agency (RCS 6). Other payments under indirect management (RCS 7) include pilot projects and preparatory actions, and contribution agreements with international organisations.

The chart below provides an overview of DG ENER's implementation of its programmes and activities.



In addition to this expenditure, DG ENER manages tangible assets related to the operations on nuclear safeguards, a share in the legacy of the European Energy Efficiency Fund and a share in the CEF Financial Instrument (see Annex 6 (RCS 9) and Annex 7 for further details).

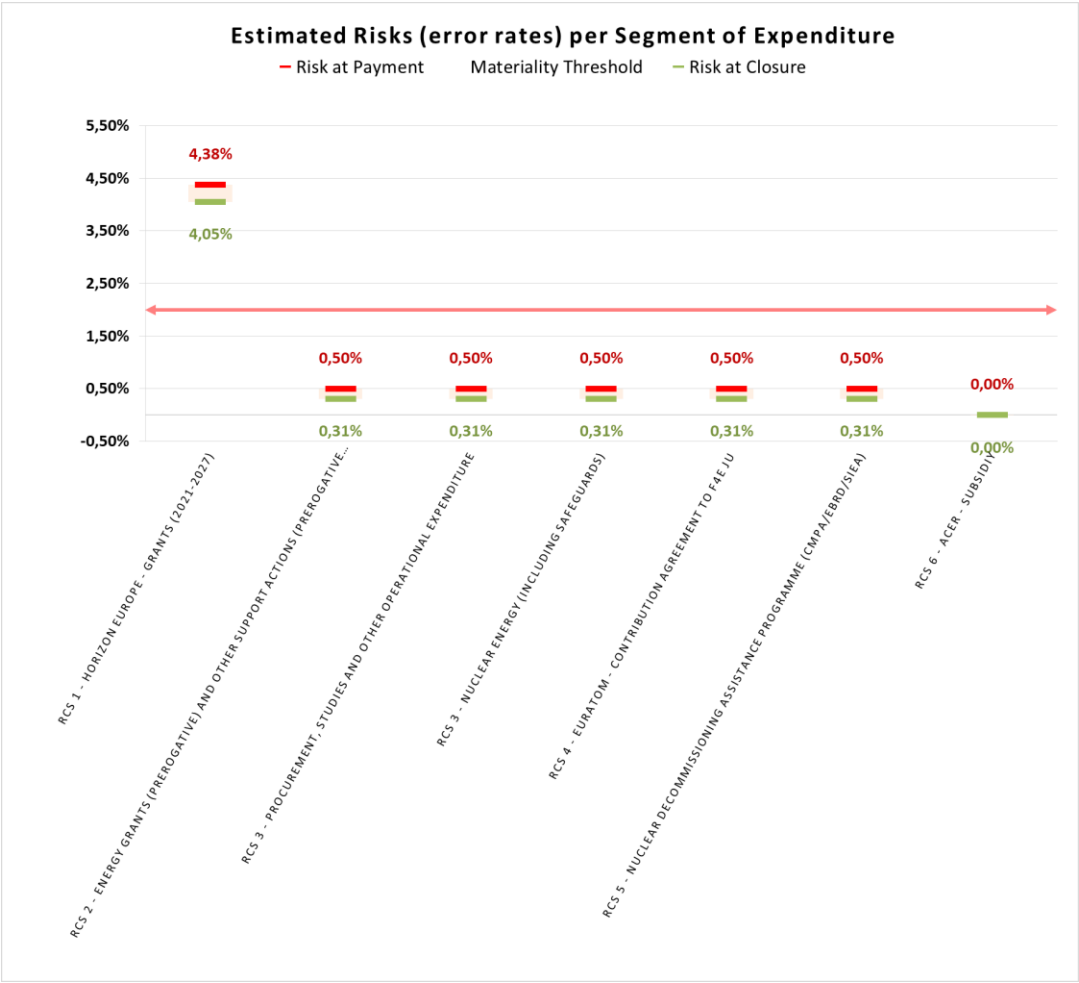
The revenues assigned to DG ENER include EUR 7.2 million encompassing recovery of expenses, financial income, and other exchange revenues.

2.1.2. Effectiveness of controls

a) Assessment of control results per segment of expenditure

DG ENER has established a system of **internal controls and checks**, aiming to ensure sound financial management and to build reasonable assurance on the legality and regularity of all financial transactions it is responsible for. These controls are embedded in the roles and responsibilities of the different actors as per **DG ENER's Control Strategy**. The main indicators are the residual error rate, the risk at closure and the financial performance of the

funds, which takes into account the multiannual character of programmes and the nature of the payments concerned.



Control objective

The overall control objective is to ensure that risks relating to the legality and regularity of the underlying transactions are adequately managed. The main indicator, the **residual error rate** affecting the relevant expenditure of 2025, remains below 2%. For the expenditure under the Horizon Europe programme (see RCS 1), the control system aims achieving a residual level of error under 2%. For other grants (RCS 2) and procurements (RCS 3) and nuclear safeguards under direct management (RCS 3), the objective is to remain strictly under the 2% threshold. For expenditure under indirect management (RCS 4, 5, 6 & 7) the control objective is to also obtain the necessary assurance as regards the legality and regularity and performance of the operations managed by the entrusted entities. Further details on DG ENER’s assurance building and materiality criteria are outlined in Annex 5. For the supervision of CINEA (RCS 10), the control objective is to obtain the necessary assurance as regards the performance of the operations of the Agency in respect of the energy programmes it implements.

Assessment of the control results

DG ENER’s Control Strategy comprises all control activities applicable to the operational and financial implementation of its spending programmes.

ENER's portfolio mainly consists of segments with a low risk profile (procurements, administrative agreements, support to International Institutions) thanks to their management mode and the nature of the beneficiaries, and the performance of the related control systems. The total relevant expenditure increased from EUR 643 million in 2024 to EUR 721 million in 2025.

Regarding the **directly managed actions**, the ex-ante controls put in place by DG ENER contributed to the achievement of the policy and operational objectives and provided an assurance that the projects are running adequately. The ex-post controls on segments involving grants had a positive deterrent effect, fostering system improvements and a better compliance.

One segment has a relatively high error rate, i.e., the directly managed research grants (RCS 1). As regards the **Horizon 2020 grants**, the cumulative residual error rate was estimated at 1.78% in 2025 vs 2.62% in 2024. The estimated residual error rate for the directly managed Horizon 2020 funds remains within the estimated band of 2%-5% for this programme. As regards **Horizon Europe grants**, the residual error rate was estimated at 4.05% for the framework programme. These error rates are calculated based on the ex-post financial audits and ex post technical reviews results available when drafting the Annual Activity Report. Due to the still relatively small number of completed audits and technical reviews, the error rate calculation is highly sensitive to extreme results.

Most errors continue to relate to incorrect claims for actual personnel costs that are mainly due to beneficiaries' wrongful application of the Horizon Europe rules, despite the introduced simplifications. Newcomers and Small and Medium Enterprises (SMEs) remain those more prone to errors in comparison to the more experienced/large size beneficiaries.

As for H2020, the Horizon Europe error rates—and in particular the residual one—should be considered within a time perspective. The implementation of the audit results and extension of audit findings over time will tend to lower the cumulative residual error rate, thereby increasing its difference with the representative detected error rate.

The cumulative residual error rate is, at the end of 2025, above the 2% materiality threshold. However, in application of the “De Minimis” rule, and considering that the segment represents 0.06% of the payments with a financial impact estimated at EUR 0.02 million there is no need for a quantified reservation (see Annex 9).

For the segment of **energy grants** (prerogative) and **other support actions** (prerogative & CEF) (RCS 2) one recent audit was performed without observations. This segment also includes the budgetary support provided by DG ENER to the Energy Community Secretariat and as such is not affected by an error rate. However, the governance of the secretariat is complex (see Annex 7 for details). DG ENER therefore uses a conservative error rate of 0.5% for the whole segment.

Regarding procurements including **nuclear safeguards** (RCS 3), payments are made in accordance with contractual provisions and therefore at low risk of error. DG ENER uses a conservative error rate of 0.5%.

The same conservative error rate is used regarding the contributions to NDAP and F4E JU under **indirect management**. The key elements considered for the assurance are: the delegation of

implementation of the Euratom contribution to the **ITER project** through procurements managed by F4E JU; the delegation of implementation to the **NDAP**, for which DG ENER relies on updated pillar assessments for its relationship with the **European Bank for Reconstruction and Development (EBRD)** and the National Agencies in Lithuania (**CPMA**) and Slovakia (**SIEA**). The reports received from the entities implementing NDAP and F4E JU provide the necessary assurance. The control objective is considered fulfilled. The subsidies to ACER and ESA are considered error free. A conservative error rate of 0.5% ⁽⁸⁶⁾ is used for the contribution to the **UN Environmental Programme**, whereas a conservative 2% error rate is used for other pilot projects and preparatory actions.

DG ENER is a parent DG for **CINEA**. The controls performed to the monitoring of the agency and the steering of its governance provided DG ENER with a reasonable assurance that the Agency implemented effectively the programmes, protected the financial interests of the EU and that there are no particular issues, events or problems that could have a material impact on the assurance. DG ENER confirms the effective fulfilment by CINEA of the implementation of the Energy programmes delegated to it ⁽⁸⁷⁾.

While **F4E JU** is an autonomous EU body and has the full responsibility for the design and operation of its controls, DG ENER is responsible for the oversight, within the framework of a supervision strategy, of its operations and of its work to implement the Euratom contribution to **ITER**. It does not aim at a daily monitoring of all transactions carried out by the entrusted entities, but to ensure that the internal governance of the F4E JU allows for the achievement of its objectives. In 2025, DG ENER, as representative of the Commission in the different governance entities of the JU ⁽⁸⁸⁾ maintained its effort to improve the governance of the project both at ITER and F4E JU levels, and updated its F4E supervision strategy. While the situation at ITER is improving, DG ENER is focusing its efforts in ensuring that a performance gap does not develop between the acceleration of the project at ITER level and F4E's actual delivery of the Euratom contribution.

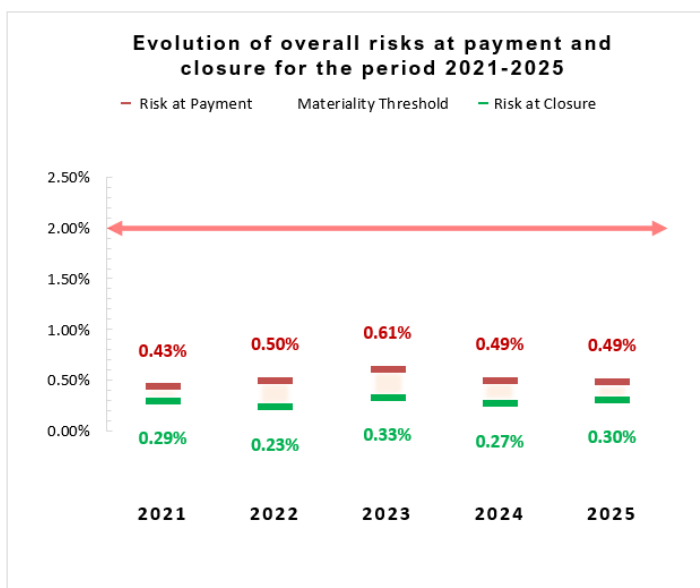
DG ENER ensures the supervision of **ACER**. In 2025, ACER carried out its work in line with the objectives agreed with DG ENER. The monitoring and supervision activities are effective and ensured regular information and steering of the work of ACER towards achieving Commission objectives allowing decisions on potential actions in adequate time.

⁽⁸⁶⁾ The LIFE residual error rate calculated by CINEA is 0.39%.

⁽⁸⁷⁾ See CINEA's AAR and Annex 7 of DG ENER AAR for further details on the agency performance.

⁽⁸⁸⁾ Administrative and Management Committee, Bureau and Governing Board.

b) Estimation of the overall risk at payment and risk at closure



The estimated overall **risk at payment** for 2025 expenditure is the AOD's best conservative estimate of the amount of relevant expenditure during the year that is not in conformity with the contractual and regulatory provisions applicable at the time the payment was made. A proportion of the underlying errors will be corrected in subsequent years and until the end of the programming cycle, corresponding to the conservatively estimated future corrections for 2025 expenditure. The difference between the risk at payment and the

estimated future corrections results in the estimated overall **risk at closure** ⁽⁸⁹⁾.

There is a stable trend since 2021, mainly due to the prevalence of large segments under indirect management presenting stable risk profiles.

For an overview at Commission level, the departments' estimated overall risk at payment, estimated future corrections and risk at closure are consolidated in the AMPR.

c) Quantitative benefits of controls: Preventive and corrective measures

DG ENER continued to perform **ex-ante controls** and **ex-post controls** as an effective mechanism for detecting and correcting errors.

In 2025, due to the transition to SUMMA, only preventive measures exceeding EUR 500 000 are reported. All corrections made by DG ENER fall below this threshold and therefore are outside the reporting scope.

Ex post controls resulted in corrective measures of EUR 1.28 million.

d) Assessment of control results for non-expenditure items

The intangible assets managed by DG ENER as well as the tangible assets related to its 'Euratom Safeguards' activity are under the reporting thresholds ⁽⁹⁰⁾. As regards the specific

⁽⁸⁹⁾ This is the AOD's best, conservative estimation of the expenditure authorised during the year that would remain not in conformity of applicable regulatory and contractual provisions by the end of implementation of the programme.

⁽⁹⁰⁾ EUR 0.47 million for tangible assets and EUR 2.64 million for intangible

off-balance sheet items, **DG ENER's current procedures and controls are considered as robust and effective**. It also covers contingent liabilities, which correspond to the guarantees given in the framework of the CEF Debt Instrument. The control objective is to ensure the protection of the interest of the EU through alignment of priorities and safeguarding of the funds committed as guarantees. These guarantees remained stable. The report received from the EIB regarding the DG ENER share in the CEF Debt Instrument indicates a positive economic result amounting to EUR 0.7 million.

There were no contingent liabilities in respect of on-going legal cases in 2025.

The value of the shareholding in the European Energy Efficiency Fund (EEEF), a legacy fund under the form of a SICAV ⁽⁹¹⁾ remained stable.

e) Fraud: prevention, detection, and correction

DG ENER has developed and implemented its own **anti-fraud strategy** since 2012, based on the methodology provided by OLAF. The strategy is updated every 2–3 years following a fraud risk assessment, with the latest revision approved by the **November 2023 Control Board Meeting** for the period 2023–2025. It covers the definition of fraud, potential fraud risks in DG ENER's activities and operating environment, key objectives, and preventive measures. A further revision for 2026–2028 is currently underway.

Implementation of the strategy is monitored and reported to senior management through **Control Board meetings** held three times a year (March, June, and November). Awareness-raising activities emphasise the link between fraud prevention, internal control, legislative initiatives, and cybersecurity. While a **risk screening exercise** and a **dedicated workshop** were initially planned for 2025, these have been postponed to **2026** to align with service availability and the upcoming strategy update.

Continuous efforts strengthen fraud prevention capabilities, including cooperation with OLAF, staff awareness initiatives (such as newsletters, training, and newcomer events), and participation in Commission anti-fraud networks (FDPnet, FAIR). Specific actions focus on improving scrutiny of higher-risk activities and establishing cooperation mechanisms. All **necessary actions** have been implemented except for the organisation of a dedicated awareness raising session for NDAP entities, screening of sensitive functions and organisation of a dedicated antifraud training, that are postponed to 2026 to take into account the availability of the services and the need to update the strategy for the period 2026–2028.

Corrective measures based on OLAF recommendations are reported on in the context of annual monitoring exercises conducted by OLAF, in accordance with Article 11 of Regulation 883/2013 ⁽⁹²⁾.

Other **results achieved** during the year thanks to the antifraud measures in place are continuous operations related to communication with staff, support to OLAF and EPPO

⁽⁹¹⁾ Société d'Investissement à Capital Variable

⁽⁹²⁾ [Regulation - 883/2013 - EN - EUR-Lex](#)

operations, implementation of OLAF recommendations, and participation in Commission antifraud networks (FDPnet, FAIR).

On the basis of the available information, **DG ENER has reasonable assurance that the antifraud measures in place are effective.**

2.1.3. Efficiency of controls

The assessment of the most relevant key indicators and control results shows that DG ENER is compliant with the rules and efficient with the budget execution.

The **'timely payments' indicator** (i.e., payment accepted amount in time/payment accepted amount in EUR) was **67%** ⁽⁹³⁾, which is lower than 95% Commission average. One large payment to Fusion for Energy JU was late by 2 days with no financial consequences (no late payment interests). Given its high value, the indicator could not entirely recover at the end of the year. In terms of number of late payments DG ENER achieved 95% target for payments on time. Stricter monitoring based on DG BUDG improved dashboards will be put in place in 2026.

As there was no grant signed by DG ENER in 2025, the **time-to-grant** and **time-to-inform** indicators are not relevant.

DG ENER maintained its efforts towards an efficient budget implementation and monitoring, under its annual budget implementation action plan and procurement plan. Furthermore, the transition to SUMMA planning was accompanied by dedicated knowledge building.

The transition in 2025 to the Commission's new accounting system, **SUMMA**, has required the adjustment to a new system and has impacted budget implementation tasks, processes and financial management activities, particularly during the first part of the year. This has required careful management to ensure the same data quality as in previous years. In some cases, this may have resulted in lower performance for some standard financial indicators, such as the timely payments (see Annex 4).

2.1.4. Economy of controls

Ex-ante controls contribute to the achievement of the policy and operational objectives and provide an assurance that the projects are running adequately. **Ex-post controls** have a positive deterrent effect within the programme, which will foster system improvements and a better compliance with regulatory provisions.

⁽⁹³⁾ The indicator is given by the ratio between the amount paid on time (EUR 551.32 million) on the amount paid (EUR 828.93 million).

Overall, the total **cost of the controls** performed by DG ENER, including non-expenditure items and cost of organizational controls in 2025, was **EUR 14.3** ⁽⁹⁴⁾ million or 1.7%. This cost is proportionate to the activities and comparable to the costs for 2024 of EUR 13.3 million (see Annex 7, in particular table Y).

The relatively high costs reported regarding directly managed grants correspond to a situation where the DG implements very few projects directly while retaining supervisory and control duties linked to the programmes.

The **costs related to financial and supervisory controls** for F4E JU, NDAP and ACER remain **under 2%**.

Details of the estimated cost related to shared/pooled control activities carried out by the European Research Executive Agency (REA) and hosted by DG R&I (Common Implementation Centre including Common Audit Service) for the Research and Innovation family are reported in the AARs of REA and DG R&I.

2.1.5. Conclusion on the cost-effectiveness of controls

Based on the most relevant key indicators and control results reported above, **DG ENER has assessed the effectiveness, efficiency and economy of its controls of its financial management and reached a positive conclusion on the cost-effectiveness of the controls for which it is responsible**. This can be attested by an overall trend of stable error rates and low costs of controls.

The efficiency and the effectiveness of the controls are supported by quantitative and qualitative benefits, identified for the relevant stages of the process. The costs of the controls remain overall low and the higher cost items are justified by objective needs or by specific circumstances, thus providing a positive impact on the assurance.

In conclusion, DG ENER considers that the current control system fulfils the intended control objectives efficiently and represents a good balance between the invested efforts (internal control costs and remuneration fees), the obtained error rates (effectiveness of controls) and delivery of objectives (efficiency).

2.2. Audit observations and recommendations

This section sets out briefly the state of play for all **audit observations and recommendations** reported by auditors related either to performance aspects or to internal control and financial management. Further details for IAS and ECA audits can be found in Annex 8.






⁽⁹⁴⁾ Of which EUR 10,39 million (1.25% of related payments) of ex ante controls, EUR 0.84 million (1.43% of the verified value) of ex post controls and EUR 3,12 million related to non-expenditure related controls.

Where an audit has detected weaknesses affecting an internal control principle or the department’s assurance, a detailed analysis is provided further below in section 2.3 and, where applicable, the incidence on the AOD’s assurance is presented in section 2.4, accordingly.

Internal Audit Service

In its contribution to the 2024 Annual Activity Report process, the Internal Audit Service concluded that the internal control systems in place for the audited processes are effective, except for the observations from the audit on IT security risk management at the Commission. Two very important recommendations from IAS audit on IT security risk management at the Commission, issued in January 2025, were accepted and are being implemented. The recommendations were reflected in the annual internal control self-assessment.

Reported	Audit Title	Accepted Recommendation (critical or very important)	State of play in 2025	Impact on the assurance for 2025
2025 ⁽⁹⁵⁾	IT security risk management at the Commission – DG ENER	Very important: IT Security risk assessment and treatment		
		Very important: Risk appetite and acceptance criteria		

State of play		Assurance	
	Action plan implemented or awaiting review from IAS		No impact on the assurance
	Action plan implementation is ongoing		Impact on the assurance
	Preparation of the action plan		

European Court of Auditors

The ECA audit findings do not indicate any systemic problem in DG ENER’s internal controls or financial management and rather focus on policy development and implementation.

⁽⁹⁵⁾ Final audit report issued in January 2025.

Reported ⁽⁹⁶⁾	Audit Title	Accepted Recommendation	State of play in 2025	Impact on the assurance for 2025
2025	2024 ECA Annual Report	N/A	✓	✓
2020	SR 03 2020 The Commission contributes to nuclear safety in the EU.	3 (2 closed – 1 2023, 1 2024; 1 ongoing – deadline 31/12/2030)	🕒	✓
2022	SR 22 2022 EU support to coal regions.	1 (1 closed – 1 2024)	✓	✓
2023	SR 03 2023 - Internal electricity market integration	8 (4 closed – 2 in 2023, 2 in 2025)	🕒	✓
2023	SR 18 2023 EU climate and energy targets.	2 (1 closed – 1 2025)	🕒	✓
2023	SR 22 2023 Offshore renewable energy in the EU.	2 (2 closed – 1 2024, 1 2025)	✓	✓
2023	SR 24 2023 Smart cities - Tangible solutions, but fragmentation challenges their wider adoption.	2 (1 closed – 1 2025)	🕒	✓
2023	SR 29 2023 The EU's support for sustainable biofuels in transport.	7 (1 closed – 1 2024)	🕒	✓
2024	SR 09 2024 Security of the supply of gas in the EU.	8 (1 closed – 1 2025)	🕒	✓
2024	SR 11 2024 The EU's industrial policy on renewable hydrogen.	6 (3 closed – 3 2025)	🕒	✓

State of play		Assurance	
✓	Action plan implemented	✓	No impact on the assurance
🕒	Action plan implementation is ongoing	🚩	Impact on the assurance
📄	Preparation of the action plan		

2.3. Assessment of the effectiveness of internal control systems

The Commission has adopted an **Internal Control Framework (ICF)** based on the highest international standards ⁽⁹⁷⁾

⁽⁹⁶⁾ 2025 Annual Activity Report reports all audits completed and recommendations issued during this period (AAR2024-AAR2025) by internal and external auditors. The table also includes all audits from previous years, for which recommendations were either closed during the reporting period or not yet fully implemented.

⁽⁹⁷⁾ The Committee of Sponsoring Organizations of the Treadway Commission Internal Control Integrated Framework, the golden standard for internal control systems.

DG ENER has adapted the Internal Control Framework to its specific characteristics and organisational structure. The internal control systems are suited to achieving its policy and internal control objectives in accordance with the internal control principles, having due regard to the risks associated with the environment in which it operates.

DG ENER has assessed its **internal control system** during the reporting year and has concluded that it is effective, and the components and principles are present and functioning well overall, but **some improvements are needed** as a moderate deficiency was identified related to Internal Control Principle 11: following the IAS audit on IT security Risk Management, this deficiency was closely monitored during 2025. The implementation of mitigating actions is in line with the action plan. One minor internal control deficiency, related to Principle 10, was furthermore identified in relation to timeliness of payments and settlement of late interests.

DG ENER self-assessment of internal controls focused on verifying the presence and effective functioning of the Internal Control Framework components and principles as a system throughout 2025. It was based on four main building blocks: monitoring indicators, audits results and recommendations, control incidents and management reporting.

It also looked at the state of play of deficiencies identified in 2024 (see Annex 8 for further details).

The **critical risk** related to the implementation of the ITER project was acted upon and partially mitigated. The evolution of the risk is dependent of both ITER Organisation (IO) as an entity and of the ITER project as a whole. Progress has been achieved at ITER Organisation (IO) level. However, the project itself still faces technical or regulatory obstacles to the completion of the construction. DG ENER furthermore identified a critical risk in relation to the performance gap that could develop between the acceleration of the project at IO level and the delivery of the Euratom contribution (see Annex 7 for more details).

2.4. Conclusions on the assurance

The controls carried out by DG ENER for the management of the budget, implemented directly or indirectly, were effective, efficient and economical for the reporting year.

The high cost of control observed for directly managed grants has no material impact on the overall economy of the controls. The resources assigned in 2025 to the activities described in this report were used for their intended purpose and in accordance with the principles of sound financial management. The control procedures put in place give the necessary guarantees concerning the legality and regularity of the underlying transactions, safeguarding of assets and information and the prevention, detection and correction of fraud and irregularities.

The conservative assessment of the AOD is that the overall amount at risk at closure is not material and corresponds to about 0.30% of the relevant 2025 expenditure. Taking into account the multiannual character of the main programmes, no new reservation is introduced in this AAR.

Concerning **directly managed expenditure**, DG ENER implements appropriate ex-ante and ex-post controls. DG ENER also received unqualified declarations of assurance from the respective AODs for expenditure co-delegated to DG HR and the PMO. Regarding **indirectly managed**

expenditure, DG ENER maintained a critical risk on the ITER Programme ⁽⁹⁸⁾. DG ENER considers that it is too early to assess the impact of the on-going revision of the ITER baseline. DG ENER closely monitors and participates to the process and considers that its assurance for 2025 is not impaired. There is no indication of any other element that would impair the assurance. The information received from F4E JU, CINEA, the NDAP entrusted entities and from ACER is considered as adequate and reliable.

DG ENER assessed its **internal control systems** and concluded that the internal control framework is implemented and functioning as intended, however two moderate or minor internal control deficiencies in relation to the control over technology and timely payments were identified. DG ENER identified the necessary corrective actions, which will be implemented in 2026. Risk management processes worked as intended and contributed to the good operation of the control systems. DG ENER demonstrated its agility as an organisation in the management of its budget and its adaptability through efforts in the field of HR management and IT security.

In relation to the **recommendations issued in 2025 by ECA and the IAS**, none is considered to have a material impact on the declaration of assurance of DG ENER. All accepted recommendations issued by the IAS have led to specific action plans addressing the underlying issues. The first steps are taken towards their implementation, and the recommendations are not yet due. The current residual risk from the ECA audit recommendations remaining open for DG ENER does not impair the declaration of assurance. The audit results, the internal control assessment and the control indicators do not reveal any significant weaknesses and do not fulfil any of the materiality criteria laid down in Annex 5.

The relatively high error rate of the Horizon Europe grants does not lead to a financial reservation, considering its limited financial impact ("**De Minimis**" rule – see section 2.1.2) and thus does not have impact on the assurance. Therefore, no quantified reservation is required for the current annual activity report (see Annex 9).

In conclusion, based on the elements reported above, **management has reasonable assurance that, overall, effective controls are in place and working as intended; risks are being appropriately monitored and mitigated; and necessary improvements and reinforcements are being implemented**. The Director-General, in her capacity as Authorising Officer by Delegation has signed the Declaration of Assurance.

⁽⁹⁸⁾ Note that however that scope of the critical risk for 2024/2025 is focused on revision of the ITER schedule and cost baseline and that the issues affecting F4E JU were mitigated.

2.5. Declaration of Assurance

Declaration of Assurance

I, the undersigned,

Director-General of DG ENER

In my capacity as authorising officer by delegation

Declare that the information contained in this report gives a true and fair view ⁽⁹⁹⁾.

State that I have reasonable assurance that the resources assigned to the activities described in this report have been used for their intended purpose and in accordance with the principles of sound financial management, and that the control procedures put in place give the necessary guarantees concerning the legality and regularity of the underlying transactions.

This reasonable assurance is based on my own judgement and on the information at my disposal, such as the results of the self-assessment, ex-post controls, the work of the Internal Audit Service and the lessons learnt from the reports of the Court of Auditors for years prior to the year of this declaration.

Confirm that I am not aware of anything not reported here which could harm the interests of the institution.

Brussels, 31 March 2026

(signed)

Ditte Juul-Jørgensen – AOD

⁽⁹⁹⁾ True and fair in this context means a reliable, complete and correct view on the state of affairs in the DG/Executive Agency.

3. A MODERN AND SUSTAINABLE PUBLIC ADMINISTRATION

3.1. Human resource management

In 2025, DG ENER underwent several **organisational changes** which impacted its core human resource processes and faced multiple changes in management positions. Following the mandate of the new Commission, a **Housing Task Force (TFH)** was created on 1 February 2025 to coordinate the different aspects of housing policy across the Commission. Several DG ENER colleagues moved to the TFH, including its management positions, and colleagues from six other DGs were placed at disposal of the TFH in DG ENER's premises.

Furthermore, as of 1 June 2025, DG ENER welcomed its new Directorate F for **Energy Security and International Relations**, following the College decision to convert the Energy Platform Task Force into a permanent Directorate. The Energy Platform Task Force was created on March 2022 at the peak of the crisis to help reduce the EU dependence on Russian energy under REPowerEU.

Concerning open **EPSO selection procedures**, the reserve list of the Administrator (AD) grade 7 specialist competition in the field of nuclear energy was published in June 2025. DG ENER started onboarding laureates from the reserve list, reinforcing its pool of nuclear safeguards inspectors and policy officers in the area of nuclear energy, mostly in Directorate E, based in Luxembourg.

In 2025, DG ENER's **HR management** has continued to pay particular attention to staff by actively listening to needs, keeping positive and flexible working conditions to retain and attract talent through several initiatives. In advance of the **2025 Commission Staff Survey**, ENER's internal communications team implemented all actions undertaken since the 2023 Staff Survey.

In this regard, the highlight of 2025 was the organisation of DG ENER's All Staff Event, held in **Luxembourg** for the first time, as part of its strategy to bring both of ENER sites working closer together. HR Roadshows were again held in Brussels and Luxembourg for staff and managers separately; and the DG and DDGs continued the live video debriefs to all staff followed each management meeting. Other actions include in-house training programme of webinars for staff; management development programme with an all-management seminar in Luxembourg; and a senior management leadership walk in Brussels.

DG ENER's SharePoint-generated weekly Newsletter encourages ENER staff to visit ENER Hub to find out what is going on. ENER's **internal communications team** continues to improve the intranet in line with the evolution of all Commission's collaborative tools, and has launched a series of micro-trainings, and is preparing training on how to use AI at the Commission with ENER's AI champion.

Ethics and security matters are placed at the core of DG ENER's HR principles. All staff was required to sign a declaration on their obligations on ethics established in the **EU Staff Regulations**, in particular as regards conflicts of interest and confidentiality. In addition, DG ENER keeps a proactive approach regarding physical and cyber security, continuously reminding staff of their obligations on how to handle sensitive information through awareness-rising campaigns, and monitoring the posts with sensitive functions. Finally, DG ENER updated its **internal rules** on crisis management to ensure an optimal response in case of emergency.

DG ENER's equality network pursued its work on raising awareness on equality and diversity agenda, while the **Equality Platform for the Energy Sector** held two meetings in 2025, promoting inclusive and sustainable practices across the energy industry. The Platform has also launched a new initiative, a mentoring scheme, designed to strengthen a more structured, systematic transfer of Diversity, Equality and Inclusion (DEI) knowledge between Platform members.

3.2. Digital transformation and data management

Digital Transformation and cybersecurity

In 2025, DG ENER advanced its digital transformation and efficiency of its operations in alignment with the **Corporate Digital Strategy** ⁽¹⁰⁰⁾. Through its Shared Resources Directorate (SRD), DG ENER is a Member of the **Information and Technology Cybersecurity Board** (ITCB), actively contributing to its decisions and shaping the corporate digital and cybersecurity landscape.

The key strategic **IT Governance body** of the DG ENER, the **Digital and Cybersecurity Steering Committee (DC SC)**, has met twice in 2025 and acknowledged progress on all strategic components of implementation of **Commission's Cybersecurity Strategy 2025-2026** within DG ENER.

DG ENER strengthened its **digital culture** by conducting **info sessions** about M365 / SharePoint opened to the whole DG staff. The **SharePoint-based intranet** was further developed advancing with the digital culture. Fewer trainings than initially planned were delivered this year to further develop digital skills, as the process was disrupted by staffing issues and the target could therefore not be reached. The deputed services within DG ENER have undergone a reorganisation establishing a dedicated team responsible for digital culture, including the planning, delivery, and monitoring of trainings, with a structured annual plan to ensure more consistent implementation going forward.

To ensure a **seamless digital environment**, DG ENER continued its **IT landscape modernisation** by catching up with technological debt and migrating additional systems to the

⁽¹⁰⁰⁾ [European Commission Digital Strategy - European Commission](#)

cloud. The delivery of IT solutions by SRD within DG ENER progressed smoothly, with operational systems demonstrating high reliability and performance throughout the year. Following corporate direction towards digital sovereignty, DG ENER continued migrating its IT systems to open-source technology. Additionally, DG ENER fostered the integration of reusable corporate solutions like Corporate Audit Trail and eTranslation into operations.

To help the implementation of the Interoperable Europe Act and enhance **digital-ready policymaking**, DG ENER developed **training materials**, organised **training sessions**, and rolled out an **advisory service** to help policy units with their policy digitalisation, from co-drafting of legal texts to approval from the corporate IT Cybersecurity Board.

In relation to the **business-driven digital transformation** close collaboration between digital and policy units to jointly address digital components of policy actions early in the process is key to **impactful and efficient policies**. Senior managers supported scale up of such an approach to all relevant policy areas. Furthermore, in the wake of the renewed effort to embed **more IT and digital into the policy-making cycle**, and the growing relevance of **digital sovereignty**, the IT unit has launched a DG wide reflection exercise on the role of IT and digital in DG ENER. This exercise is currently running, with a widespread consultation of key stakeholders throughout the DG.

Committed to **secure, and resilient infrastructure**, DG ENER consistently adopted the **Continuous Security Assurance service**, enhanced cybersecurity risk management, and started to review the security plans of all systems. With endorsement of DC SC, DG ENER has agreed to introduce mandatory personalised coaching for new system owners (Head of Unit level), particularly focusing on the responsibilities of system owners as regards to cybersecurity of IT systems and their involvement in the process of preparing, approving and implementing **IT Security plans**. At the same time, efforts to boost **cybersecurity awareness** among staff were heightened, and the process of addressing critical vulnerabilities persisted. Although the geopolitical situation heightened risks, DG ENER systems and staff experienced no significant IT security incidents in 2025.

Data Management

DG ENER's overall data maturity level in 2025 is basic. Nevertheless, throughout the year DG ENER continued to work on strengthening its data management practices and took concrete steps to further develop its data capabilities:

- **Data management:** In 2025, DG ENER progressed on implementation of data governance and data management and has supported the Commission at the corporate level through its participation in the Information Management Steering Board (IMSB), the Internal Market Family (IMF), and the network of Local Data Correspondents (LDCs).
- **Ownership and responsibilities:** DG ENER moved ahead with actions with the EC Data Catalogue and definitions of Data Roles despite severe delays faced during the recruitment of a new LDC assigned to that. The data owner and data steward have been recognised as core roles following the data governance framework of the Commission, with the LDCs coordinating its local deployment.

- **Data quality:** A pilot has been launched in SRD.2 with objective to promote data awareness, data quality, and the recognition of data as an asset. This initiative ultimately aligns with the Commission's roadmap as outlined in the EC Data Strategy.
- **Data skills:** The first stakeholders identified as data steward and/or data owner received initial instructions about their roles. Further training will be provided during 2026.

Information Management

In the field of **document management**, sustained monitoring ensured that the proportion of unfiled registered documents remained below the 2% target (below 1% throughout the year).

Training activities covering document management practices, electronic workflows and security were organised, contributing to improved compliance and further supporting the shift towards a more efficient, paperless working environment.

Information management initiatives continued to drive the transition towards a paperless environment by reducing reliance on paper storage and promoting the systematic use of electronic workflows.

Data Protection

DG ENER continued internal training on data protection, raising awareness of privacy statements, records management, and obligations of operational data controllers. Efforts to implement the Commission **Data Protection Action Plan** progressed, ensuring proper records of processing operations and improving the quality and accessibility of information provided to data subjects. The record keeping obligation has been fulfilled. Records are published in the public register of the European Commission's **Data Protection Officer (DPO)**.

Data Protection Coordinator (DPC) has been involved in the work of the Commission's Data Protection Officer and the European Data Protection Supervisor, while also addressing data protection issues in projects involving DG ENER units, other Commission services, and decentralized agencies.

3.3. Sound environmental management



The European Commission's Political Guidelines for 2024–2029 reaffirm the EU's crucial role in mitigating environmental impacts and emphasise the implementation and delivery of the Green Deal objectives. DG ENER implements its initiatives through the European Commission's **Eco-**

Management and Audit Scheme (EMAS) program. The priorities include maximising the efficient use of resources (such as energy, water, and paper), reducing CO₂ emissions, promoting waste reduction, recycling, and sustainable mobility.

In line with the **EU Green Deal** the **Communication on Greening the Commission**, DG ENER privileges videoconferencing and aims at reducing business missions, in its commitment to **decrease its carbon footprint** and contributing to the Commission's objective of achieving **climate neutrality by 2030**. As part of its reporting, DG ENER closely monitors its travel-related emissions. These efforts are further supported by the adoption of the **new Guide to Missions** in May 2025, with a focus on greening principles and the environmental sustainability of staff mission travel. Although long-distance travel and missions involving multiple staff members have increased in recent years as part of DG ENER's outreach work to mitigate the energy crisis, including missions outside the EU, the DG has successfully reduced overall emissions from staff missions by 11% compared to 2024, in line with the Commission's objectives.

In 2025, DG ENER maintained its efforts to **raise awareness** concerning CO₂ emission and waste reductions. It participated to **corporate energy saving** and **sustainable commuting actions**, such as BEST energy saving actions, Walking Challenge, VeloMai, Take the Stairs and other Greening Campaigns.

Concerning the **Green Public Procurement**, in 2026 DG ENER has mainly procured services related to studies and intellectual services, which are not concerned by the priority sectors for implementing Green Public Procurement. Nevertheless, DG ENER has included as far as possible requirements to be respected by the contractors when the services to be provided included the organisation of events and conferences (such as avoiding printed material, organisation of sustainable events/experts meetings/workshops) seeking to reduce their environmental impact. In these cases, tenderers have been requested to apply the [Guidelines on organising sustainable meetings and events at the Commission](#) and place displays to communicate the sustainable arrangements that have been put in place.

