



EUROPEAN
COMMISSION

HIGH REPRESENTATIVE
OF THE UNION FOR
FOREIGN AFFAIRS AND
SECURITY POLICY

Brussels, 16.10.2025
JOIN(2025) 25 final

**JOINT COMMUNICATION TO THE EUROPEAN PARLIAMENT, THE COUNCIL,
THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE
COMMITTEE OF THE REGIONS**

**EU global climate and energy vision: securing Europe's competitive role in world
markets and accelerating the clean transition**

1. INTRODUCTION

We are living through a period of high political tensions, shifting alliances and evolving diplomatic norms. In a world being rapidly reshaped by climate change and environmental degradation, disruptions in value chains and fierce global competition, Europe and European industries face challenges and existential choices on how to transition sustainably in the global marketplace. Effective multilateralism and diplomacy are essential to tackle these challenges, convince other countries to step up their climate ambition, boost our energy security, and accelerate the irreversible global clean transition.

Building on the Clean Industrial Deal, our transformational business plan for Europe, this Joint Communication of the European Commission and the High Representative sets out a **vision to shape a global clean and resilient transition. This is our international strategy for securing Europe's place in global markets and for driving sustainable change that also supports our industrial and technological strengths.**

The clean transition brings many opportunities. This is particularly relevant as the EU is dependent on imports of fossil fuels and other key resources. To keep pace with other major powers, we must secure and expand Europe's role in the global clean transition. This will require significant investments, but the cost of inaction is far greater in the face of the escalating economic, security, human and health impacts of climate change, pollution and biodiversity loss. We must take the Clean Industrial Deal global, strengthening existing partnerships and forging new ones that are mutually beneficial.

A well-functioning multilateral system and a rules-based international order with the United Nations at its core, is in Europe's interests. The EU's message to its global partners is clear: we are working to fulfil the goals set out in the Paris Agreement; we are a reliable partner that plays by the rules; and we are open to cooperation.

Multilateral cooperation works. Ten years since the Paris Agreement was adopted, it is delivering results. In 2015, the world was on a path to reach 3.7 °C of warming by 2100. Today, current policies set the world on a path to reach 2.7 °C, while full implementation of all 2030 nationally determined contributions (NDCs) and long-term pledges would reduce warming to 2.1-2.3 °C ⁽¹⁾. The EU has reduced its emissions by 37% and now produces only 6% of global greenhouse gas emissions ⁽²⁾, a figure commensurate with its share in world's population. The EU and its Member States are the biggest climate finance contributor in the world. Guided by science, we are delivering on our commitments and will continue to do so. Others must now step up, both to cut emissions and scale up finance.

At COP28, nearly 200 countries including the EU made a breakthrough collective pledge on the clean energy transition. Governments agreed to triple renewable power capacity globally and double energy efficiency improvements by 2030 and to transition away from fossil fuels in energy systems in a just, orderly and equitable manner so as to achieve net zero by 2050. The IEA currently projects global renewable energy capacity to grow 2.6 times by 2030, driven by record deployments and increasing competitiveness with fossil fuels ⁽³⁾. However,

(1) [Nationally determined contributions under the Paris Agreement. Synthesis report by the secretariat | UNFCCC.](#)

(2) China represents 29%, the US 11% and India 8%. [EDGAR report 2025, European Commission Joint Research Centre.](#)

(3) [IEA Renewables 2025](#)

significant efforts are still needed on energy efficiency to meet these goals. Europe's commitment and leadership on setting these goals emphasises the role of effective multilateralism and diplomacy in accelerating the global clean transition.

The EU will keep adapting its energy and climate diplomacy to the new reality. Our diplomatic outreach - carried out in close cooperation with the EU Member States under the Team Europe approach - will protect the EU's core interests, drive global climate and environment action, promote climate adaptation, and ensure the security of energy supply and access to raw materials. Our diplomacy will also better respond to the impacts Europe's clean transition inevitably has on our partners outside Europe. We will continue to assist our partners in developing their own ambitious climate and energy policies, fostering carbon pricing, and promoting standards for a fair transition. We will also address the new physical and hybrid security threats to critical infrastructure that the climate, environment and water crises exacerbate, and that endanger both European interests and those of our partners.

This is Europe's offer to the world: we stand ready to continue building coalitions and deepen our partnerships to accelerate the global clean transition and drive sustainable and resilient growth worldwide, as a credible, forward-looking and trusted partner.

2. FACING UP TO A CHANGING WORLD: ADVANCING GLOBAL CLIMATE ACTION, ENERGY SECURITY AND CLEAN INDUSTRIALISATION

2.1. A world in transition

Our vision builds on the **major global shifts that have taken place since the Paris Agreement in 2015**. Back then, a global clean transition was only a possibility. Today, it is a reality. **Clean investments have overtaken fossil fuel funding**: for every EUR 1 invested in fossil fuels globally, EUR 2 are invested in clean energy ⁽⁴⁾. What once was framed as a cost to bear for the sake of our livelihood, has become an engine of competitiveness, resilience and prosperity. Falling technology costs and shifting investments are reshaping the global economy. The question is no longer whether the transition will occur, but how fast, where, and who will benefit.

At the same time, the global economy has started decoupling from emissions, with emissions rising by only 0.8% in 2023 while the global economy grew by 3%. In the EU, GDP grew by 68% from 1990 to 2023, while emissions fell by 37% over the same period, showing the continued decoupling between emissions and economic growth ⁽⁵⁾. A major driver of this is the increase in low-emission sources of electricity generation.

However, limiting global warming to 1.5 °C requires deeper, more rapid and sustained global greenhouse gas emission cuts: 43% by 2030 and 60% by 2035 compared to 2019 levels before reaching net-zero CO₂ emissions by 2050 ⁽⁶⁾. This requires a managed and accelerated transition **away from fossil fuels**, a massive expansion of **renewable energy**, becoming more **energy efficient** in all sectors, promoting resource efficiency and the circular economy, and accelerating the deployment of **zero- and low-carbon technologies**. Sharp reductions in non-CO₂ emissions, notably methane and fluorinated gases, and decarbonisation of key sectors – notably transport and industry – are also essential.

⁽⁴⁾ [IEA World Energy Investment 2025](#)

⁽⁵⁾ COM/2024/498 final: [EU Climate Action Progress Report 2024](#)

⁽⁶⁾ [IPCC Sixth Assessment Report \(AR6\) Synthesis Report, Summary for Policymakers](#)

The global clean transition is accelerating – progress since 2015 ⁽⁷⁾

- **Global greenhouse gas emissions have increased by 8.5% since 2015, while global real GDP has increased by 40.9%.**
- **Global renewable energy capacity has increased by 140% since 2015, from 1 849 GW to 4 443 GW in 2024.**
- **582 GW of new renewable energy capacity** was added globally in 2024 representing 80% of total electricity demand growth, **a 283% increase versus 2015** (152 GW).
- **Renewable electricity production is cheaper than that from fossil fuels:** from 2015 to 2024 the average global levelized cost of electricity of solar photovoltaics fell by 68%, onshore wind by 56%, and offshore wind by 49% ⁽⁸⁾.
- **63 nuclear reactors are under construction** around the world, representing more than **70 gigawatts (GW) of capacity**, one of the **highest levels seen since 1990**.
- **In 2024, EUR 1.0 trillion of global investment was made in fossil-based energy versus EUR 2.0 trillion in clean energy – a 2:1 ratio in favour of clean energy.** Investment in clean energy rose by 78% compared to 2015 (EUR 1.4 trillion in fossil versus EUR 1.1 trillion in clean).
- The EU share of these clean energy investments was 19%, or EUR 334 billion – a **total increase of 111% since 2015** (EUR 158 billion).
- **Global manufacturing capacity for clean energy technologies is expanding rapidly:** between 2021 and 2023, production capacity increased from just over 450 GW to 1.2 TW for solar photovoltaic modules, from 125 GW to 180 GW for wind, from 10.5 to 22.2 million units for electric vehicles, from 1.1 TWh to 2.5 TWh for batteries, and tripled to 25 GW for electrolyzers.
- There were **36.3 million clean tech jobs globally in 2024 – up 21% since 2019** (30 million). 100 000 new clean tech jobs were created in the EU in 2023, representing 4% of all job growth.
- 80 jurisdictions had **national carbon pricing instruments** in place or under development in 2025 – double the 40 jurisdictions in 2015.

Fossil fuels and their producers still shape geopolitics and generate 80% of global primary energy use. Since the oil crises of the 1970s, fossil fuel dependency has been repeatedly weaponised by some fossil fuel producers, most recently Russia. But this cuts both ways: economic dependence on fossil fuel exports makes Russia and some other producers vulnerable. An alternative path is possible: **some major producers, for example in the Gulf, are choosing to adapt** and invest in renewable electricity and hydrogen and its derivatives.

⁽⁷⁾ [IRENA Renewable Energy Statistics 2025](#), [IEA World Energy Investment 2025](#), [IEA World Energy Employment 2024](#), [IEA Energy Technology Perspectives 2024](#), [IEA World Energy Outlook 2024](#), [IEA Global Energy Review 2025](#), 2024 EUR/USD conversion values.

⁽⁸⁾ EUR 0.040/kWh for solar PV, EUR 0.031/kWh for onshore wind, and EUR 0.073/kWh for offshore wind versus EUR 0.067/kWh for coal and EUR 0.079/kWh for gas, [IRENA Renewable Power Generation Costs 2024](#).

While fossil fuels will continue to be used during the transition, for economies reliant on fossil fuel imports or exports, the secure long-term choice is to build on clean and affordable energy.

The role of renewable energy and clean technologies as growth drivers will expand. By 2040, renewables, nuclear and other forms of clean energy are projected to supply 50% of global energy. The global clean technologies market is expected to grow from EUR 600 billion in 2023 to over EUR 2 trillion by 2035.

2.2. Protect and promote Europe's industry

The EU must reap the benefits of that growth and has set a 15% target of global production of clean technologies in the Net Zero Industry Act. The EU has the potential to export more clean tech solutions to countries looking for alternatives. While the EU market for clean technologies is expected to grow to EUR 375 billion in 2035, the EU needs to accelerate efforts to reap the benefits of growing clean tech markets in the EU and across the world ⁽⁹⁾.

The EU pioneered research and innovation in renewable energy, sustaining industrial leadership through incremental domestic demand and exports. In 2023 Member States provided nearly EUR 8.5 billion in funding for the Energy Union research and innovation priorities, combined with over EUR 2 billion of relevant Horizon Europe projects. This amount places the EU in the lead among major economies in clean energy technologies public spending ⁽¹⁰⁾.

However, clean technology leadership is shifting. In recent years, through an assertive long-term industrial policy supported by state subsidised overcapacity and through sheer scale, **China has captured significant portions of entire value chains and become a global leader in clean technologies**. In 2024, China manufactured over 70% of global electric vehicles, 80% of wind turbines and 90% of solar photovoltaic modules ⁽¹¹⁾.

While from 2015-2023 95% of the increase in clean energy capital expenditure took place in advanced markets and China; **now the clean transition is spreading worldwide**. In Africa, imports of solar panels surged by 60% between June 2024 and 2025 to 15 GW, with 25 countries importing over 100 MW each ⁽¹²⁾. The electric car market is booming, with sales across developing and emerging economies in Africa, Asia, and Latin America rising by 60% in 2024 ⁽¹³⁾. For example, 60% of new cars sold in Ethiopia were battery electric vehicles in 2024 after the country banned internal combustion engine imports ⁽¹⁴⁾. 65% of electricity generated in Latin America and the Caribbean in 2024 came from clean sources ⁽¹⁵⁾. The global battery market is expected to double over the next five years, and the wind turbine market is growing by over 10% annually. These global shifts are not only about climate action; they are also about sustainable development, replacing expensive fossil fuel imports with affordable renewables.

⁽⁹⁾ [IEA Energy Technology Perspectives 2024](#)

⁽¹⁰⁾ Progress on competitiveness of clean energy technology COM (2025)74 final

⁽¹¹⁾ García-Herrero & Mu, “[China can decarbonise the world – but even that won’t fix its overcapacity problem](#)”, 24 September 2025, Brugel

⁽¹²⁾ EMBER, [The first evidence of a take-off in solar in Africa](#), 26 August 2025

⁽¹³⁾ [IEA Global EV Outlook 2025](#)

⁽¹⁴⁾ Ethiopian Ministry of Water and Energy et al., [Ethiopian Energy Outlook 2025](#), May 2025

⁽¹⁵⁾ EMBER, [Latin America and Caribbean Region Overview](#), 26 August 2025

But this is not enough: the transition is now happening worldwide, but it is not happening fast enough outside of advanced markets and China. European energy and climate engagement must encourage third countries to do more, also by addressing China's dominance in this field. Africa hosts 60% of the best global solar potential but less than 2% of investment and over 600 million people lack access to electricity⁽¹⁶⁾). Investment in manufacturing and deployment is still hampered by real and perceived risk, a lack of supporting infrastructure and underdeveloped capital markets.

In addition to the EU Clean Industrial Deal that aims at turning decarbonisation into a driver of growth for European industries, the EU will continue identifying, assessing and managing risks to its economic security as will be further elaborated in the upcoming Economic Security Doctrine.

2.3. Decarbonisation and the clean transition are advancing in the EU

Against this global backdrop, it is in the EU's interest to continue decarbonising its economy and industry in order to capture a fair share of global clean technology markets and ensure our clean tech businesses are competitive at global level. For European business and investors to benefit they need predictability and certainty. The **Clean Industrial Deal** – the EU's plan for competitiveness and decarbonisation – is the basis to do this. With this plan we are tackling the main hurdles slowing down our businesses and strengthening the business case in today's challenging geopolitical context. We are improving access to affordable energy, materials and resources, increasing public and private investments, developing lead markets, improving skills and creating quality jobs. The EU is moving away from an expensive and volatile fossil-fuelled economy.

We are already delivering results that strengthen both our economy and our climate ambition. The EU is on track to meet its 2030 greenhouse gas emissions reduction target - at least 55% net domestic reduction compared to 1990 - and to achieve climate neutrality by 2050, in line with the **EU Climate Law** and the **European Green Deal**. As Europe enters the fourth winter of Russia's war of aggression against Ukraine, the **REPowerEU plan** and roadmap to phase out Europe's dependencies on Russian energy has accelerated the EU's clean energy transition, which has been further facilitated by hard-hitting EU sanctions on Russia's energy sector. As a result, the EU has taken action to diversify suppliers, deepen trade relations, boost renewable energy and energy efficiency and make energy savings. Looking ahead, the proposed amendment to the Climate Law with a 2040 emissions target will provide further predictability and stability, driving investments in the EU's clean transition.

In 2024, renewables generated 47% of EU electricity and final energy consumption decreased by 5.7% from 2021 to 2023 ⁽¹⁷⁾. Between 2021 and 2023, EU electricity consumers saved EUR 100 billion thanks to electricity generated by new solar photovoltaics and wind capacity ⁽¹⁸⁾. The EU's nuclear fleet is now performing at a high-capacity factor of over 80%, contributing to baseload supply and decarbonisation goals, all while being an important component for industrial competitiveness and security of supply in certain Member States (While EU energy prices driven by imported fossil fuels remain high compared to the price levels before Russia's weaponisation of energy exports in 2021, slowly but surely, we are

⁽¹⁶⁾ [IEA World Energy Investment 2025](#) & [IEA Africa Energy Outlook 2022](#)

⁽¹⁷⁾ Eurostat (dataset [nrg_ind_eff](#))

⁽¹⁸⁾ [IEA Renewable Energy Market Update – June 2023](#)

pushing them down for consumers and industry by shifting to renewable and clean energy, while also exploring other clean energy sources, an effort we are continuing with the **Affordable Energy Action Plan**.

The EU has shown that **our decarbonisation model is also a growth model**. The **EU Emissions Trading System (ETS)**, has created strong financial incentives for the transition, helping to cut power and industrial GHG emissions by nearly 50% between its launch in 2005 and 2023, while the EU economy has continued to grow. Going forward, the Carbon Border Adjustment Mechanism (CBAM) will prevent carbon leakage. Investments in clean energy grew to EUR 335 billion in 2025, creating 1.8 million new jobs ⁽¹⁹⁾. **EU industry is stepping up its manufacturing capacity for clean technologies and related investment**. The EU is at present a net exporter of net-zero technologies such as hydropower, solar thermal and grid technologies. In 2024 the EU exported almost EUR 300 million of hydropower technologies. In the same year, the EU also exported over EUR 6.5 billion in grid components ⁽²⁰⁾. In parallel, the EU has launched 60 strategic projects under the Critical Raw Materials Act, 13 of which are outside the EU, bolstering the EU's extraction, processing and recycling capacity for critical raw materials essential for our clean and digital transitions, in line with the upcoming **Circular Economy Act**. The Commission will also come with a **Bioeconomy Strategy**.

Digitalisation is key to accelerating Europe's clean industrial and economic transformation. Digital tools including AI, digital twin and blockchain, can strengthen energy and resource efficiency, manage grid optimisation, reduce waste, and improve circularity. By embedding these digital innovations into global partnerships, the EU can accelerate the clean transition while strengthening competitiveness, transparency, and environmental accountability worldwide.

The new **Clean Industrial Deal** is taking off. Measures such as the increase in InvestEU risk-bearing capacity, the new Clean Industrial Deal State Aid Framework and the proposal for a European Competitiveness Fund are strengthening and better aligning the use of both EU and national resources to leverage and de-risk private financing. Together with the Net-Zero Industry Act, these measures will support the clean transition, strengthen manufacturing and deployment of net-zero technologies in the EU, create **lead markets** for clean products and diversify our supply chains.

The EU will shortly come forward with an **Industrial Accelerator Act** to create lead markets for clean tech products, **low-carbon labels** for energy intensive products, and a **Battery Booster Package** to support the EU battery ecosystem, as part of the Automotive Action Plan.

As Europe advances its clean transition and works to boost industrial competitiveness, it must also build a credible security posture for the future, strengthening the EU role in driving robust climate adaptation policies in Europe and internationally. Whether it is in the melting Arctic where sea lanes are opening up, the scorching heat of the Sahel where rogue powers exploit fragile societies and sow conflict for their own gain, or whether we face extreme weather events that wreak havoc on our society and military infrastructure, it is essential to better integrate the climate, peace and security nexus in the EU's external policy, including in the Common Security and Defence Policy (CSDP) and in international cooperation and partnerships. Climate change and the availability of new preparedness and energy technologies will alter how our society and militaries operate and how they strengthen the resilience of their

⁽¹⁹⁾ [IEA World Energy Investment 2025](#) & [IRENA Renewable energy and jobs: Annual review 2025](#)

⁽²⁰⁾ Eurostat (COMEXT DS-059341, 2024)

infrastructure. The remarkable succession of innovation cycles in Ukraine towards a cutting-edge military adaptation and increased resilience is a case in point. Access to on-spot energy for reasons of security and economy is essential. Finally, also with a view to the growing importance of dual-use technology, it is imperative that the EU manages the interplay between its security imperatives and its clean transition goals and uses opportunities in this regard where possible.

In conclusion, the EU is decarbonising its domestic economy, pursuing a just transition, and supporting the global transition by investing in research and by exporting clean technologies. This fully echoes the domestic and external dimensions of the European Green Deal and the Clean Industrial Deal of reaching climate neutrality by mid-century while modernising our economies. This is closely linked with our ability to work with partners around the world to support them in their clean transition efforts.

3. STRATEGIC ENGAGEMENT WITH GLOBAL PARTNERS

As set out in the Clean Industrial Deal, the EU is adopting a strategic approach to mutually beneficial energy and climate cooperation focusing on diplomacy, technical and regulatory cooperation and economics, joining up efforts with Member States at country level. We will seek to deepen our bilateral partnerships and build on multilateral and plurilateral alliances to drive a just, circular and resilient global transition.

3.1. Forging mutually beneficial economic partnerships for a prosperous future

Fostering clean economic partnerships is at the heart of the external dimension of the Clean Industrial Deal. Building on trade agreements or sustainable investment facilitation agreements (SIFAs), Clean Trade and Investment Partnerships, or tailor-made memoranda of understanding, notably on sustainable value chains or business-to-business cooperation, these partnerships intend to support mutually beneficial solutions, leverage cooperation and integrate supply chains with the view to further support transition at a global scale.

As already implemented as part of EU trade agreements, the EU will galvanise existing and forthcoming clean economic partnerships to incentivise our partners in developing credible and actionable pathways to achieve the goals of the Paris Agreement, including through their NDCs.

The EU will promote investment projects in partnership with European and partner country businesses and financial institutions. Taking a Team Europe approach, the EU will leverage its diplomatic network, existing enabling structures, matchmaking platforms and tools, and organise **Clean Transition Business Fora** and **high-level business and trade promotion missions**. The aim is to promote the use and deployment of EU clean technologies and ensure that EU-financed investments and projects in partner countries are aligned with EU interests. The EU will also explore the potential for providing export credit support for EU clean tech. Most notably, the EU will support the financing and execution of **large flagship projects** in partner countries through the Global Gateway Strategy such as renewable power plants, clean tech manufacturing facilities and research and development, bringing together EU and local business, financial institutions and academia, and education and training providers. To guide and scale up these projects, an **EU External Clean Transition Business Council** will be established to advise the Commission on clean tech investment priorities in partner countries based on operational needs. An **EU Special Coordinator for the Global Clean Transition** will coordinate this action, engaging with businesses and supporting the Team Europe approach.

Trade agreements are an important driver for sustainable growth both in the EU and in partner countries, especially with respect to commitments to implement the United Nations Framework Convention on Climate Change (UNFCCC) and the Paris Agreement. The EU already has the largest network of **free trade agreements** (FTAs) in the world, covering 76 countries and 44% of all EU trade in goods, and is continuing negotiations with several partners ⁽²¹⁾. EU FTAs include chapters on energy, raw materials, regulatory cooperation, trade and sustainable development. They contribute to facilitating trade and investments in clean energy value chains and ensure undistorted access to critical raw materials while supporting clean and more efficient production methods and market access opportunities for green goods and services. Digitalisation will be a key enabler of this clean trade, supporting data-driven policy design, cross-border interoperability, and digital product passports to monitor resource and emissions performance. In parallel, we have launched negotiations towards new **clean trade and investment partnerships** to provide faster, more flexible and bespoke support tailored to meet the needs of the EU and its partners. The first such partnership is under negotiation with South Africa.

Over the last four years, the EU signed over 40 bilateral clean transition partnerships worldwide, complementing similar initiatives by our Member States. We will implement these partnerships in closer coordination between the EU and the Member States. The EU will also continue to promote the global coal phase-out as well as low-emission and climate resilient development through initiatives such as the **Just Energy Transition Partnerships**. The **EU Energy and Raw Materials Platform** will also be a key tool to link policy and business – supporting cooperation on raw materials, hydrogen, batteries and other clean energy sectors.

3.2. Strengthening multilateralism and alliances to meet our global commitments

The EU will strive to maintain the political momentum for the global clean transition at every level. A key aspect of this is our **unwavering commitment to multilateralism** and a rules-based international order and support for strengthened institutional structures better able to respond to new realities. The obligations of states to cooperate and take collective and ambitious climate environmental measures was recently reaffirmed through the International Court of Justice advisory opinion.

The **Paris Agreement** is now fully operational, and multilateral climate action has made a clear difference. And yet gaps remain between collective ambition and concrete implementation. The EU will continue to work within the **United Nations Framework Convention on Climate Change** (UNFCCC) with allies and partners and through **plurilateral** and **bilateral** fora and initiatives to implement the outcomes of the first global stocktake under the Paris Agreement and to set and implement ambitious climate action plans. The EU will also support action to increase the efficiency of the multilateral climate process towards delivering progress on global climate goals.

The EU will pursue these goals in the **G7** and **G20** and keep advocating for an orderly and just transition away from fossil fuels, with the support of the **International Energy Agency** (IEA) and the **International Renewable Energy Agency** (IRENA). Through the **Global Energy Transitions Forum**, the EU will continue bringing together political and business leaders to accelerate the work with partner countries to triple global renewable energy capacity and

⁽²¹⁾ The EU has recently concluded negotiations on new FTAs with Mercosur, Mexico and Indonesia. Other negotiations are ongoing for FTAs with Australia, India, Malaysia, the Philippines, Thailand and the United Arab Emirates.

double energy efficiency improvements by 2030. Further outreach includes working with partners on trade-related climate measures in the **WTO**, engaging in the **Coalition of Trade Ministers for Climate** and actively participating in the plurilateral initiative on Fossil Fuel Subsidy Reform and in the **OECD** ‘Coalition of the Willing’ transparency exercise.

The EU will work to accelerate the deployment of zero- and low-emission technologies in industries and in sectors with hard-to-abate emissions, including within the G7, the **Climate Club**, the OECD’s **Inclusive Forum on Climate Mitigation Approaches**, and under the **Clean Energy Ministerial** and **Mission Innovation**. The EU will push processes to decarbonise international transport under the **International Civil Aviation Organization** and the **International Maritime Organization**, including through supporting its Net-Zero Framework, and will actively promote a global push for renewable and low-carbon fuels in maritime and aviation transport. We will also continue action to tackle non-CO₂ emissions, including by co-leading the **Global Methane Pledge** and implementing the **Montreal Protocol** on substances that deplete the ozone layer. At the same time, the EU will continue working to advance other multilateral agreements to address biodiversity loss, desertification and pollution in an integrated way, and to support action on cross-cutting issues with multilateral environmental protection initiatives such as water and forests and promoting **ecosystem services and nature-based solutions**.

Advancing the clean transition, adaptation, and building resilience in partner countries helps to reduce the costs of insecurity. This is a key part of the EU’s approach. The EU is committed to strengthen action addressing the nexus between **climate change, environmental degradation, and security and resilience** by engaging at multilateral (UN and NATO) and bilateral levels (through security and defence partnerships and security and defence dialogues) and will implement the actions set out in the 2023 **Joint Communication on the Climate-Security Nexus**. The EU will also work with partners to address the security and environmental risks posed by substandard ships and risky navigation practices.

The EU will continue working with global and regional alliances to pursue climate and industrial goals. We will continue to support government-to-government and multi-stakeholder alliances that seek to advance long-term energy transition aims, such as the **International Solar Alliance**, the **Global Offshore Wind Alliance**, the **Beyond Oil and Gas Alliance** and the **Powering Past Coal Alliance**.

3.3. Policy and regulatory cooperation

Regulatory and policy cooperation is essential to support partner countries in the design and implementation of effective climate, energy and industrial policies. The EU takes a systemic approach to cooperation with partner countries, covering industrial transformation, energy transitions, emission and pollution reduction, adaptation and resilience, and nuclear safety, complemented by research and innovation, digitalisation and sustainable finance.

To promote this approach the EU drives policy, regulatory and knowledge exchanges and provides technical assistance in bilateral **high-level energy and climate dialogues**, as well as mobilises EU public sector expertise to support reform processes around the world. We will keep working together with other partners to ensure coordinated regulatory frameworks, including through **Green Alliances** (with Japan, Canada, Norway) and **Green Partnerships** (with the Republic of Korea, Morocco) with their joint action plans, as well as through other sectoral initiatives. We will also keep engaging with subnational authorities under the **Global Covenant of Mayors for Climate and Energy** to implement concrete projects and exchange best practices.

Carbon pricing is a central element of the EU's climate policy toolkit. It is one of the most cost-effective ways to reduce emissions, promote innovation and generate revenue to fund the transition. The recent adoption and expansion of carbon pricing policies by major economies such as China, Japan and Brazil confirm that this policy is central to achieve global climate goals²². Considering the considerable upside of countries around the world introducing carbon pricing, the European Commission's **task force** on carbon pricing supports others in developing robust policies and ensuring high environmental integrity approaches to international carbon markets. The EU will continue supporting knowledge sharing in this field via MoUs on emissions trading systems and steering the **Florence Process** for key jurisdictions with emissions trading programmes. In addition, CBAM provides a transparent, rules-based carbon price signal for imports to the EU market: avoiding carbon leakage, and thereby also incentivising decarbonisation outside Europe.

The EU will also continue to engage proactively with partner countries to ensure better coherence between internal and external EU policies. We will take a granular approach to assessing the potential cross-border impacts of new EU legislation. We will build on the successes of Global Gateway. Jointly setting up mutually beneficial partnerships, we will listen to the needs of these countries, including in the area of decarbonisation (see 3.5 below). While CBAM gradually enters into application, we intend to maximise the contribution of Global Europe to developing countries' decarbonisation and adaptation needs, in line with the instrument's 30% climate and environment spending target. This would help alleviate concerns raised on EU legislation as well as strengthen partnerships and support broader regulatory reforms. To this end, we will also mobilise EU Member States' expertise as well as targeted use of **Technical Assistance and Information Exchange (TAIEX)** for the clean transition.

International cooperation on **standardisation** in sustainable and resource-efficient technologies also forms a crucial part of the work to promote a thriving global clean tech market, while also unlocking investment and lowering costs. To that end, the EU will continue actively engaging in relevant **international standards organisations**. This will support the expansion of lead markets for clean products and technologies across the world, creating export and investment opportunities for EU companies and improving opportunities for partner countries to access EU markets.

3.4. Combat information manipulation attempts

As the European Union bolsters its competitiveness and security with the clean transition, hostile actors intentionally manipulate and interfere with the global information space, both in science and politics.

Such actors seek to falsely portray renewable energy as a failure and the EU's energy and climate policies and sanctions on Russian energy as short-sighted, damaging, and ineffective. The key to tackling this disinformation and misinformation is of course ensuring strong climate and energy research, and public dissemination of data and knowledge: as one of the largest global funders of climate and energy research, the EU is uniquely placed to continue doing this.

The EU monitors and analyses these climate-related **foreign information manipulation and interference (FIMI)** incidents, raises public awareness around the issue, promotes fact-based

²² Carbon pricing now covers around 28% of global GHG emissions, with 43 carbon taxes and 37 ETSs in place; cf [World Bank State and Trends of Carbon Pricing 2025 report](#)

information and supports independent media and fact-checking initiatives. The EU will **continue to address any disinformation and climate-related FIMI** that tries to slow down the global energy transition and climate action. The EU will double down on such FIMI operations by exposing and disrupting them, equipping EU diplomats with skills and know-how needed to refute climate-related FIMI worldwide and promoting fact-based information.

The EU is also strengthening **international cooperation on climate and energy-related dis- and misinformation**, funding the development of tools to counter these practises, in cooperation with partners and through fora such as the Information Integrity on Climate Change initiative.

3.5. Scaling up finance to deliver clean growth and development

The pace of the clean energy and industrial transitions depend on our collective global ability to mobilise and scale up public and private finance. Throughout, we will work to make **all finance flows consistent with a pathway to low emissions and climate-resilient development**. To support developing countries in this, the **New Collective Quantified Goal (NCQG) on climate finance** was set at USD 300 billion annually by 2035, with developed countries taking the lead, and a broader call for all actors to scale up USD 1.3 trillion per year by 2035. As the world's largest contributor of climate finance and building on our own sustainable finance framework, the EU will contribute to the implementation of the NCQG by using Global Gateway, the future Global Europe instrument, and by supporting the reform of global financial institutions and leveraging other sources of finance.

Global Gateway is the EU's key vehicle to support the clean and resilient transition in emerging and developing economies. Under the **Team Europe approach**, it combines resources from the EU and its Member States, development agencies, banks and businesses to mobilise EUR 300 billion of leveraged investment until 2027, with half of the flagship projects targeting climate and energy. Global Gateway – working together with our implementing partners such as the European Investment Bank (EIB) Group – offers innovative instruments including guarantees, risk-sharing and blended finance to reduce the cost of capital and unlock private sector investment, complemented by technical assistance and work on enabling investment environments. To this end, the **Global Gateway Investment Hub** will enhance coordination, information exchange and cooperation between the EU and its Member States.

Looking ahead, the European Commission has proposed the **Global Europe** instrument, a transformative external action financing tool. With a proposed budget of **EUR 200 billion for 2028-2034** and a climate and environment spending target of 30%, it will support partner countries in adopting credible climate action pathways and stimulate demand in clean industrial sectors. EU financial support will go hand in hand with boosting diversification of clean tech supply chains, reducing existing dependencies and strengthening economic security, and will be implemented in a conflict-sensitive manner. Furthermore, Global Europe will strengthen EU private sector engagement, supporting EU businesses abroad and creating demand for EU clean products in partner country markets. Targeted EU support will be provided to the **most climate-vulnerable countries**, particularly the **least developed countries (LDCs)** and **small island developing states (SIDS)**, including by supporting the set-up of business models for climate adaptation with international financial institutions (IFIs) and under the **Team Europe Initiative on Adaptation and Resilience** in Africa. The EU will also continue to support climate resilience including in fragile and conflict-affected settings by drawing on its development, peacebuilding, and humanitarian instruments.

The EU will work to support the **reform of international global financial institutions**, so they are fit to enhance support to the global clean and resilient transition. To that end, we will strengthen coherence and cooperation among EU actors in the multilateral development banks (MDBs), ensuring that we leverage the full weight of our combined financial strength for policies and financing that support the clean transition and our interests. In this context, the EIB Group will continue supporting EU companies and technologies globally, backing EU clean tech champions, through guarantee, debt and equity instruments, and initiatives such as the trade and investment booster.

We will also leverage other sources of finance and tackle the financial barriers that countries face in transitioning, including unsustainable debt burdens and insufficient domestic resource mobilisation. To this end, the **Global Green Bond Initiative** will help partner countries access private finance at scale. In the G7 and G20, the EU will continue to advocate for greater international finance coordination on standards, climate finance mobilisation, and sustainability-related risks. In addition, the EU will continue to promote effective national policies to mobilise private capital such as transparency and disclosure regimes, to steer investments to the clean and resilient transition. The **Enhanced Coordination between Export Credit Agencies and Development Finance Institutions** initiative will better integrate financing for EU exports. We will continue to promote alternative and innovative sources such as thematic use-of-proceed bonds, guarantees, and solidarity levies, including from the fossil fuel sector.

3.6. Tailor-made outreach with key partners

To tackle the unique needs and challenges faced by different countries and regions, the EU and its Member States in a Team Europe approach will develop **tailored initiatives** with partners. In doing so, we will pay close attention to the interests of European companies.

With **G20 members** accounting for 80% of global GHG emissions, joint and ambitious action with the largest economies is critical to reverse temperature increase over the next decade. Of these, **China** stands out as responsible for 29% of global emissions. At the same time it has emerged as a leader in renewable energy, critical minerals and clean tech. The EU will deepen cooperation with China on carbon pricing, on the energy transition, methane emissions and adaptation. At the same time, we must work to secure reliable supply chains and fair competition in these sectors. This involves asserting the EU's right to counter international trade distortions resulting from state-sponsored overcapacity through the use of trade defence instruments. The **United States** is today a major EU energy trading partner and a key ally in accelerating the EU phase-out of Russian fossil fuels. However, it is also the second largest global greenhouse gas emitter and recently left the Paris Agreement. The EU will continue to cooperate with the US in the clean energy transition and on clean technologies, including with subnational entities, business and think tanks. The EU and **India**, the third largest global emitter and world's most populous nation, agreed to expand government-to-government and industry cooperation on clean energy, on climate adaptation and on resilience in February 2025. The Trade and Technology Council is also an opportunity to develop clean supply chains and to support decarbonisation in the EU and India. In this spirit, the EU recently presented the Joint Communication on a New Strategic EU-India Agenda, which includes cooperation on climate and energy policies.

The EU will step up its engagement with **candidate and potential candidate countries** to increase energy security and climate resilience, modernise their economies, enhance regulatory alignment and increase administrative capacity to this end while preparing for EU accession. For **Ukraine and Moldova**, suffering the direct consequences of Russia's brutal war, the EU

will also maintain short-term support towards energy supplies and long-term support towards a well-protected flexible energy system building heavily on renewable power. We will also continue to work with the **Energy Community** to accelerate the regulatory alignment of candidate countries with the EU's energy and climate acquis.

The EU will work with our **Western European partners** to support integrated clean tech value chains under the current set of frameworks. These include the European Economic Area, the EU-Switzerland ETS linking agreement, and the EU-UK Trade and Cooperation Agreement, including the new negotiations on an ETS linking agreement.

Given the shared climate and security challenges and enormous potential for renewable energy and clean tech cooperation, the EU and **Mediterranean** neighbours are natural partners in these areas. As set out in the Pact for the Mediterranean, we will work to improve stability, economic resilience and to deepen our integration. Under the Trans-Mediterranean Renewable Energy and Clean Tech Cooperation Initiative (T-MED) we will advance decarbonisation, promote competitiveness across the region and step up cooperation on climate risk management by investing in flagship projects of mutual interest that boost economic growth and job creation and address fossil fuel export dependency. Across our neighbourhood, we will continue to work on the secure and stable supply of energy. We will seek to advance large-scale energy projects and investment in infrastructure that delivers value for both Europe and partner countries and that supports our collective clean energy transitions, such as GREGY, ELMED, the Great Sea Interconnector, and options to deploy new submarine cables in the Black Sea will be considered. This will be accompanied by stepping up the EU's climate security work in the European neighbourhood to prevent fragility which can endanger our partnerships.

The EU will also step up its engagement with other fast-developing regions, including **South-East Asia** and the **Pacific Islands, Africa**, and countries in **Latin America, the Caribbean** and **Central Asia** to promote the uptake of clean technologies, develop carbon pricing policies and tackle climate-related impacts. It will hold regular inter-regional meetings, including this year's EU-Central Asia summit, the EU-ASEAN Environment and Climate Ministerial, EU-African Union summits and EU-CELAC summits to spark mutual opportunities for the clean transition. Many of these countries are also committed allies in the fight against climate change multilaterally and domestically.

4. KEY ACTIONS AND CONCLUSION

The EU's strategic approach to global energy and climate engagement - 10 key actions

1. **Maintain political momentum** through multilateral, plurilateral and bilateral fora and initiatives to implement the Paris Agreement with all countries and stakeholders: governments, companies, investors and citizens. Drive global delivery of commitments outlined in the Global Stocktake, in particular the tripling of renewable deployments and doubling energy efficiency by 2030 as well as transitioning away from fossil fuels.
2. **Support EU clean tech businesses in boosting international opportunities** by organising **business fora**, setting up an **EU external Clean Transition Business Council** and organising **high-level clean business and trade promotion missions** and by leveraging already existing structures. **Strengthen business promotion expertise in selected EU Delegations.**

3. **Connect European businesses with investment projects** abroad via the **Global Gateway Investment Hub**. Develop **de-risking financial tools** in cooperation with Team Europe partners including the EIB to support EU clean transition business investments in partner countries.
4. **Leverage Global Europe** as proposed to support EU business abroad and demand for EU clean products, inherently incentivising partner countries to adopt credible climate action pathways aligned with the Paris Agreement.
5. **Expand networks of mutually beneficial partnerships for global resilient clean value chains**, including through negotiating ongoing and new free trade agreements, new clean trade and investment partnerships and other trade and partnership instruments. Foster cooperation with international standard organisations and develop globally accepted low-carbon standards and low-carbon labels.
6. **Pilot triangular cooperation** between companies from the EU and advanced non-EU partners on clean transition investment projects in our neighbourhood, emerging and developing countries.
7. **Enhance policy and regulatory cooperation** on all aspects of the clean and resilient transition with regulators, involving as appropriate civil society, academia and business. Mobilise EU Member States' expertise to support partner countries in regulatory reforms and with EU legislation, as well as through targeted use of TAIEX for the clean transition.
8. **Reform global financial institutions for the clean and resilient transition** and develop new innovative sources of international climate finance, including finance from the fossil fuel industry, and linking with the EU sustainable finance framework. Work with EU Member States to leverage financing of multilateral development banks.
9. **Enable investment in adaptation and resilience** projects at scale and support the set-up of business models for climate adaptation, particularly in least developed countries and small island developing states.
10. **Step up the EU's climate security work in its international engagements**, such as proposing regular exchanges under Security and Defence Partnerships on the impact of climate change on fragility and conflict risks as well as combatting FIMI and disinformation on climate change and the energy transition.

With this Joint Communication, the European Commission and the High Representative set out a vision to shape a global clean and resilient transition, where climate, energy, and industrial solutions go hand in hand.

Across the globe, the clean industrial revolution is underway. The EU is actively contributing to this transformation and will continue to benefit from it. To reap these benefits, the EU must be the industrial powerhouse supplying and providing clean tech and adaptation solutions to countries around the world. This requires continuing and expanding our close cooperation with partners. We stand ready to leverage our expertise and resources to achieve the transition to a clean and resilient global economy.

Economic partnerships are not just complementary to climate and energy diplomacy – they form the very backbone of this work. The clean transition must be fair, resilient to impacts, investable and global. Through open markets, trusted supply chains and shared industrial growth, the EU is ready to work with partners to build a more prosperous, sustainable and resilient future for all. The reinforcement of trusted partners in our networks and supply chains, and EU's trade defence tools are key for strengthening resilience. By making innovation a

visible driver of its global vision, the EU can ensure that today's science and technology breakthroughs become tomorrow's markets and partnerships.

The European Commission and the High Representative will regularly report on the progress made to implement this Communication. They will hold a regular dialogue with the Member States and stakeholders on the global role of the EU and its Member States in driving forward the climate and energy transitions worldwide and achieving our shared goals.