



**Brussels, 10 September 2025  
(OR. en)**

**12387/25**

**INST 248  
POLGEN 126  
AG 126**

**COVER NOTE**

---

From:	Ursula von der Leyen, President of the European Commission, and Maroš Šefčovič, Commissioner
To:	Roberta Metsola, President of the European Parliament, and Mette Frederiksen, Prime Minister of Denmark
Subject:	Letter of intent with regard to the preparation of the Commission Work Programme for 2026

---

Delegations will find in Annex a copy of the Letter of intent addressed by Ursula von der Leyen, President of the European Commission, and Maroš Šefčovič, Commissioner, to Roberta Metsola, President of the European Parliament, and Mette Frederiksen, Prime Minister of Denmark, which holds the Presidency of the Council of the European Union.



# *State of the **Union*** 2025

LETTER OF INTENT

EN

TO PRESIDENT **ROBERTA METSOLA** AND TO  
PRIME MINISTER **METTE FREDERIKSEN**

*Brussels, 10 September 2025*

Dear President Metsola,

Dear Prime Minister Frederiksen,

As global shifts continue to reshape the world order, the European Union must **rise to the moment – boldly, decisively and purposefully**. In this first year of the new mandate, our Union has already taken steps to strengthen defence, competitiveness and democracy. But in our fast-changing world there is no room for complacency or hesitation. It is time to move forward together and respond to the scale and urgency of the situation.

In these uncertain times, we must demonstrate that we can deliver on the issues that matter the most for our citizens. We must earn their trust, ensure stability and security, and shape a confident future for our continent. To do this, **Europe must become more independent**. We must take greater responsibility for our security, strengthen our competitiveness and ensure we have the means to act autonomously and meet current and future challenges. Europe must always live up to its responsibility in the world, from the war in **Gaza** to Russia's war against **Ukraine**.

Russia's ongoing aggression has made clear the urgent need for Europe to strengthen its **security and defence**. The Readiness 2030 Plan constitutes a historic step in this direction, and will make further investments through our SAFE programme and further proposals to advance our European Defence Union. It has been almost 1 300 days since Russia launched its brutal and unprovoked war of aggression against **Ukraine**. We have stood by Ukraine's side since day one and will continue to do so for as long as it takes. We will work together to guarantee Ukraine's place within our European family, as well as that of Moldova and our Western Balkan partners.

Since the beginning of this mandate, we have put **competitiveness and jobs** at the heart of our agenda. Guided by the Competitiveness Compass, our plan to implement the Draghi Report, we have already made significant progress with initiatives from agriculture to clean industries, energy to innovation, and investment to security.

Europe excels in research and development, but we face challenges in scaling up **innovation**. We will focus on unlocking the potential for digital technologies, such as AI or quantum. We will put forward proposals to strengthen the circular economy and work on lead markets for

clean and innovative products. We will simplify the regulatory environment with a single harmonised set of rules and work to improve access to venture capital – so **our companies can find what they need to grow right here in Europe**. The Commission has already tabled six ‘omnibus’ simplification packages, and further omnibuses are on their way – for example on military mobility or digital – to help make business easier in Europe.

The devastating wildfires across Europe have shown that **climate change** is an increasing security threat for our citizens, our environment and our economies. We must continue on our path towards our climate and environmental goals, as well as stepping up our climate resilience and adaptation efforts.

Europe also needs to do more to address the concerns of Europeans on **affordability and the cost of living**. This is particularly the case when it comes to housing and energy. We will accelerate efforts to reduce structurally high energy prices. We will make proposals to make housing more affordable, more sustainable and of better quality. We will propose initiatives on these issues and on stepping up the **fight against poverty**. We will also continue to support thriving rural communities and support an agricultural sector that is ready for the future.

We will propose new legislation to strengthen the fight against organised crime, protect our borders with an enhanced European Border and Coast Guard and develop the resilience of our critical infrastructure. Our work on internal security will go hand-in-hand with measures to reinforce the **resilience of our democracies** and societies, from strengthening our collective capacity to withstand threats to tackling information manipulation.

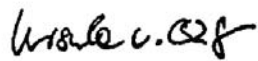
We continue to protect our **economic and security interests on the global stage**. The agreement on trade with the United States brings stability and predictability for citizens and businesses. This also underlines the imperative to deepen our cooperation with the rest of the world. We will work to conclude ongoing trade negotiations and we are strengthening mutually beneficial partnerships, such as with the Pact for the Mediterranean, including the setting up of a Mediterranean University.

We submitted a bold proposal for the **EU long-term budget** that can significantly enhance the EU’s capacity to deliver on its core priorities. This will help deliver the ambition of a more independent Europe, able to support people, businesses, regions and civil society, all while guaranteeing the respect of our **Union’s values** and the **rule of law**. We welcome the fruitful exchanges with the European Parliament and the Council on these proposals – including on own resources – and look forward to finalising an ambitious budget that delivers for Europeans.

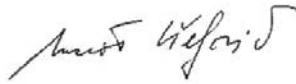
## STATE OF THE UNION 2025 – LETTER OF INTENT

The list below features key priorities for the upcoming year, drawing from **structured dialogues** with the **European Parliament** and discussions with the **Council**. It will be followed up by the Commission work programme for 2026, our interinstitutional dialogue, and the Joint Declaration of Legislative Priorities to be signed by the three institutions.

In these uncertain times, Europe needs **unity** and **a sense of urgency**. We look forward to working with you closely to ensure that **Europe delivers for all Europeans**.



**Ursula von der Leyen**



**Maroš Šefčovič**

## **KEY PRIORITIES FOR THE UPCOMING YEAR**

### **A new plan for Europe's sustainable prosperity and competitiveness**

- Single Market Roadmap to 2028
- Industrial Accelerator Act
- Omnibus packages
- 28th Regime and European Innovation Act
- European Grids Package
- EU Cloud and AI Development Act

### **A new era for European Defence and Security**

- Eastern Flank Watch initiative
- Roadmap for European Defence Readiness and European Defence Semester
- Amendment of the European Border and Coast Guard Regulation
- New rules on fighting organised crime and new sanctions regime for targeting smugglers and traffickers
- Revision of the Europol Regulation

### **Supporting people, strengthening our societies and our social model**

- Strategy for Outermost Regions and Agenda for Cities
- Skills portability initiative
- Affordable Housing Plan
- European Anti-Poverty Strategy
- Quality Jobs Act
- Gender Equality Strategy

### **Sustaining our quality of life: food security, water and nature**

- European Climate Adaptation Plan
- Initiative on the Generational Renewal of Farming
- Livestock strategy including elements on animal welfare
- Omnibus package on food
- Ocean Act

**Protecting our democracy, upholding our values**

- European democracy shield
- Digital Fairness Act
- Media Resilience Programme
- Anti-corruption strategy
- Action plan against cyberbullying

**Global Europe: leveraging our power and partnerships**

- Humanitarian Communication
- Pact for the Mediterranean
- EU-India Strategic Agenda