



Council of the  
European Union

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**NOTE**

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From: General Secretariat of the Council  
To: Permanent Representatives Committee

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Subject: European Council meeting (15 and 16 December 2022)  
– Draft guidelines for conclusions

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*With a view to the forthcoming meeting of the European Council, delegations will find below the state of progress regarding the various topics on its agenda. Where possible, first indications are given on the elements the President of the European Council intends to include in the draft of the conclusions.*

*Member States are invited to provide their reactions, in order to help guide the preparations for the draft European Council conclusions which will be submitted in one week.*

## I. UKRAINE/RUSSIA

The European Council will address Russia's war of aggression against Ukraine in all its dimensions and the Union's continued support to Ukraine. It is expected to take stock of the latest developments and of on-going work on the implementation of previous conclusions.

In particular, it is foreseen that the European Council will:

- reaffirm its full support for Ukraine's independence, sovereignty and territorial integrity within its internationally recognised borders;
- confirm its continued commitment to providing political and military support to Ukraine [notably through an increased European Peace Facility];
- strongly condemn Russia's massive attacks against civilian targets, energy infrastructure and utilities; in view of the winter season, it will also confirm the Union's readiness to urgently provide humanitarian and civil protection assistance to Ukraine [including in kind] and to assist in the restoration of its critical infrastructure;
- confirm the Union's support to Ukraine's displaced persons, both within and outside the country;
- reaffirm its commitment to supporting, along with partners, Ukraine's financial relief, resilience and long-term reconstruction;
- review efforts to ensure full accountability for war crimes and the other most serious crimes in connection with Russia's war of aggression against Ukraine, including ways to secure accountability for the crime of aggression; it will also confirm its support for the investigations by the Prosecutor of the International Criminal Court [*Commission / High Representative paper*];
- consider options to use frozen assets to support Ukraine's reconstruction and for the purposes of reparation [*Commission paper*];

- emphasise the importance of providing all relevant support to the Republic of Moldova as it deals with the impact of Russia's war of aggression against Ukraine [notably on energy security];
- in the context of global food insecurity, underline the importance of Solidarity Lanes and of the extension of the UN Black Sea Grain Initiative, stressing the need to continue to ensure the availability and affordability of fertilisers.

## II. ENERGY AND ECONOMY

In the light of ongoing work in the Council, the European Council will review progress in the implementation of its October 2022 conclusions.

The European Council will provide further guidance for the months and years ahead.

## III. SECURITY AND DEFENCE

In line with previous decisions, the European Union is taking more responsibility for its own security and, in the field of defence, pursuing a strategic course of action and increasing its capacity to act autonomously.

The European Council will take stock of work carried out to implement its previous conclusions, the guidance provided in Versailles on 10-11 March 2022 and the Strategic Compass. In particular, the European Council:

- calls on the European Parliament and the Council to adopt the European Defence Industry Reinforcement through common Procurement Act (EDIRPA) swiftly;
- calls on the Commission and the European Defence Agency to intensify ongoing efforts to identify needs and coordinate joint procurement, in particular to replenish stocks, notably in the light of the support provided to Ukraine;

- calls on the Commission to rapidly present a proposal for a European Defence Investment Programme to reinforce the capacity and resilience of the European defence technology and industrial sector, including SMEs;
- calls for the implementation of the military mobility infrastructure projects to be accelerated;
- reiterates the commitment to invest in the capabilities necessary to conduct the full range of missions and operations;
- calls for investing in strategic enablers, such as cybersecurity, and space-based connectivity;
- calls for a strong EU Policy on Cyber Defence, as presented by the Commission.

The European Council will reaffirm the importance of the Union's commitment to support its partners in the field of security and defence, especially through instruments such as the European Peace Facility and CSDP missions and operations [*p.m.: financial sustainability of EPF*].

The European Council will stress the importance of the transatlantic bond as underlined in both the NATO Strategic Concept and the EU Strategic Compass.

#### **IV. SOUTHERN NEIGHBOURHOOD**

The European Council will hold a strategic discussion on relations with the Southern Neighbourhood.

V. **EXTERNAL RELATIONS**

In the light of events, the European Council may address other specific foreign policy issues.

*p.m.: Transatlantic relations*

*p.m.: Western Balkans / endorsement of GAC conclusions*

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