

The Conference on the Future of Europe and the European Council: How far is there a shared policy agenda for the future?

After one year of deliberation, the Conference on the Future of Europe (CoFoE) delivered its first result in the form of 49 proposals, including concrete objectives, and more than 320 potential measures on ways of achieving them. As a follow up to the CoFoE, the European Parliament [called](#) on 4 May 2022 for the launch of a Convention under Article 48 TEU; this request has also received the support of some EU leaders, notably the French President, Emmanuel Macron, the Italian Prime Minister, Mario Draghi, and the President of the European Commission, Ursula von der Leyen.

The [23-24 June 2022 European Council meeting](#) is expected to discuss the results of the CoFoE, and EU Heads of State or Government are likely to lay out their views on its possible follow-up. In this context, this EPRS Briefing addresses two complementary aspects of the discussions in the European Council. Firstly, it compares and analyses, based on the annexed table, the objectives set by the CoFoE in its proposals with the Strategic Agenda 2019-2024, as well as subsequent conclusions of the European Council, and identifies the areas of convergence and differences as well as 'blank spots'. It thereby locates the potential common ground for (inter-)institutional follow-up to the CoFoE. Secondly, it provides an overview of initial views on the possible follow-up to the CoFoE, by outlining recent positions of EU leaders and EU institutions on the need for Treaty change.

Background

Conference on the Future of Europe

The idea of a Conference on the Future of Europe (CoFoE) was first [suggested](#) by French President Emmanuel Macron in March 2019, and was subsequently [supported](#) by the new Commission President, Ursula von der Leyen, before her election by the Parliament. Following a [joint declaration](#), signed by the presidents of the three EU institutions on 10 March 2021, the [CoFoE](#) was officially launched on [9 May 2021](#). Besides a Multilingual Digital Platform, it [included](#) 800 randomly chosen citizens, representatives of social partners, civil society, elected representatives from the local, regional and national levels, the European Parliament, the European Commission and the Member States. The Croatian Prime Minister, and then-President-in-office of the Council, Andrej Plenković, did not want to [exclude a priori](#) the possibility that this initiative could lead to institutional reform and suggested in 2020 that Treaty change should be left as an option.

After one year of discussions, on 30 April 2022 the plenary of the CoFoE adopted 49 proposals, including concrete objectives and more than 320 measures for achieving them. The final [report](#) of the CoFoE was handed over to the President of the European Parliament, Roberta Metsola, the current President of the Council of the EU, Emmanuel Macron, and President of the European Commission, Ursula von der Leyen, at the [closing ceremony](#) on 9 May 2022. The CoFoE was a joint undertaking of these three EU institutions, and their Presidents acted as its joint Presidency. The European Council and its President, Charles Michel, were not involved in this exercise.

The 49 proposals and their corresponding objectives are structured across nine topic clusters: 1) Climate change and the environment (1-6); 2) Health (7-10); 3) A stronger economy, social justice and jobs (11-16); 4) EU in the world (17-24); 5) Values and rights, rule of law, security (25-30); 6) Digital transformation (31-35); 7) European democracy (36-40); 8) Migration (41-45); and 9) Education, culture, youth and sport (46-49).

European Council and future of Europe debate

Article 15(1) TEU states that the European Council 'shall provide the Union with the necessary impetus for its development', and define its 'general political directions and priorities'. Carrying out this role, at the start of the new institutional cycle, on 20 June 2019 the European Council set its [Strategic Agenda 2019-2024](#) ('Strategic Agenda'), outlining the general policy objectives for the EU over a five-year period. It defines four main priorities to guide the work of the institutions: 1) protecting citizens and freedoms; 2) developing a strong and vibrant economic base; 3) building a climate-neutral, green, fair and social Europe; and 4) promoting European interests and values on the global stage. Over time, EU leaders have further detailed or complemented these objectives in the conclusions of their subsequent meetings, thereby also taking the EU's internal and external developments into consideration.

At its meeting of [12-13 December 2019](#), the European Council considered the idea of a Conference on the Future of Europe for the first time. EU Heads of State or Government argued that 'priority should be given to implementing the Strategic Agenda agreed in June, and to delivering concrete results for the benefit of our citizens'. They also stated that the CoFoE should 'contribute to the development of our policies in the medium and long term so that we can better tackle current and future challenges'. The President of the European Council, Charles Michel, [reported](#) on that occasion that the European Council was ready to cooperate with the European Parliament with respect to the conference.

Discussions in EU institutions on the future of Europe

Debating the future of Europe is nothing new for the EU, as it has done this on numerous occasions in its history, notably with the [Laeken Declaration](#) in 2001 and during the Convention on the Future of Europe in 2002-2003. Most recently, the European institutions have been debating this issue in the wake of the June 2016 UK referendum on EU membership. However, rather than discussing these issues together, EU institutions most often engaged in their own distinct initiatives.

The European Parliament has adopted three resolutions related to the Future of Europe since 2016: i) on [improving the functioning of the European Union by building on the potential of the Lisbon Treaty](#); ii) on [possible evolutions of and adjustments to the current institutional set-up of the European Union](#); and iii) on [budgetary capacity for the euro area](#).

The Commission issued its [white paper](#) on the Future of Europe and held [citizens' consultations](#) on that issue. While the white paper and its subsequent reflection papers were [discussed](#) by the European Parliament, the European Council did not give any formal reactions to the Commission's work. EU leaders held their own top-down reflection process resulting in numerous milestone documents, notably the [Bratislava Declaration](#) in 2016 (see EPRS in-depth analysis '[From Bratislava to Rome: The European Council's role in shaping a common future for EU-27](#)') and the [Sibiu Declaration](#) in 2019 (see EPRS study '[Origins of the 2019-24 EU Strategic Agenda: The Future of Europe debate and the Sibiu European Council](#)').

However, there have been examples of interinstitutional dialogue on this topic in recent years, not least the [Future of Europe debates in the European Parliament in 2018 and 2019](#), which provided an opportunity for EU Heads of State or Government to present their views on the Future of Europe and to debate them with Members of the European Parliament in a public forum.

A similar, newly launched, initiative promoting interinstitutional dialogue on the Future of Europe is 'This is Europe' – a series of debates with EU Heads of State or Government to discuss their visions

for the future of the Union – proposed by the President of the European Parliament and endorsed by the Parliament's Conference of Presidents. Following an earlier speech to Parliament in this context by Estonian Prime Minister Kaja Kallas, on 3 May 2022 [Italian Prime Minister Mario Draghi](#) was the first EU leader to address Parliament as part of the 'This is Europe' series.

Analysis of convergence between CoFoE objectives and European Council priorities

CoFoE objectives and European Council priorities

In order to assess the convergence between the proposals of the CoFoE and the European Council's priorities, each of the CoFoE's objectives is broken down into individual elements and cross-checked with previous references in the European Council's Strategic Agenda and/or its subsequent conclusions. Based on this assessment, the level of convergence is then categorised as 'significant convergence', 'partial convergence' or 'limited or no convergence' (see Annex).

Significant convergence refers to policy fields for which a majority of points mentioned in a specific CoFoE objective have been addressed in a similar fashion by the European Council in its Strategic Agenda and/or its conclusions. *Partial convergence* reflects a balance between elements in a specific CoFoE objective which have been addressed in a similar fashion by the European Council in its Strategic Agenda and/or its conclusions and those elements which have not. *Limited or no convergence* refers to policy areas where a CoFoE objective has not been addressed, or only to a small degree, by the European Council in its Strategic Agenda and/or its conclusions.

An initial comparison of the 49 objectives identified by the CoFoE with the Strategic Agenda and subsequent European Council conclusions shows that, **for 37 objectives, there is either partial (16) or significant (21) convergence with the priorities identified by the European Council, while for 12 objectives there is limited or no convergence.**

Examples of policy fields for which strong convergence between the CoFoE proposals and European Council priorities can be observed are:

- **Proposal 3: Climate change, energy, transport**, for which the main elements in the objectives, i) ensuring a just transition, ii) energy security and independence, iii) affordable energy, and iv) supporting global climate goals, have also been addressed by the European Council.
- **Proposal 8: Reinforce the healthcare system**, for which the main elements in the objectives, i) good access to healthcare, and ii) increase resilience of the healthcare system, were mentioned in the Strategic Agenda or subsequent conclusions.
- **Proposal 23: The EU as a strong actor on the world scene in peace and security** identifies, as does the European Council, i) the rules-based international order, ii) promoting multilateralism, and iii) addressing common threats and challenges together, as important priorities.
- **Proposal 24: The EU as a strong actor on the world scene in relationship building** – similarly, the main elements, i) fight illegal migration and human trafficking, ii) promote multilateralism, iii) promote trade agreements, and iv) support civil society in third countries, have been identified as priorities by the European Council.
- **Proposal 31: Access to digital infrastructure** – both main elements, i) digitally sovereign and ii) inclusive and sustainable digital policies, have been mentioned by the European Council before.
- **Proposal 33: Safe and trustworthy digital society – cybersecurity and disinformation** – for the individual elements, see convergence on i) swift implementation of existing legislation, ii) address disinformation, iii) enhance EU tools to address cyber threats, and iv) reinforce action in the fight against cybercrime.

The analysis shows that this convergence varies significantly between the topic clusters (see Table 1). Convergence is high in the clusters of *Digital transformation*, *EU in the world*, *A stronger economy*, *social justice and jobs*, *Climate change and the environment*, and *Migration*.

The overlap is more balanced in the clusters of *Health, Values and rights, rule of law, security and Migration*. A low level of convergence can be identified in the clusters of *European democracy and Education, culture, youth and sport*.

Table 1: Convergence per topic cluster between CoFoE objectives and European Council priorities

Cluster	Convergence		
	Significant 	Partial 	Limited or no 
Climate change and the environment	3	2	1
Health	1	2	1
A stronger economy, social justice and jobs	3	3	0
EU in the world	5	2	1
Values and rights, rule of law, security	2	3	1
Digital transformation	4	1	0
European democracy	0	1	4
Migration	3	1	1
Education, culture, youth and sport	0	1	3

Development of European Council priorities since 2019

The research set out in the annex also shows developments in the European Council priorities since the adoption of the Strategic Agenda in June 2019 up to the most recent European Council positions of 30-31 May 2022. Some objectives mentioned by EU Heads of State or Government in the Strategic Agenda were not followed up or not developed any further in subsequent European Council conclusions over the last two and a half years (e.g. access to healthcare, addressing demographic challenges, subsidiarity, and European identity). This might be explained by the substantial attention given recently by EU leaders to the crisis caused by the coronavirus pandemic, as well as the need to deal with the impact of Russia's war on Ukraine for Europe and the world.

However, the lack of follow-up is apparent particularly in areas for which Member States do not agree on the approach to take at European level (e.g. legal migration) or even areas in which some Member States prefer limited involvement of the EU (e.g. culture, education and social issues). This is also shown by the fact that many health, education, migration and social issues are solely mentioned in the annex of the European Council conclusions on the multiannual financial framework (MFF), which outlines the programmes and their financial support, and were not mentioned in the Strategic Agenda.

At the same time, the comparison indicates a certain development in the European Council's priorities, with: i) new priorities – not mentioned in the Strategic Agenda – addressed over time, thus integrating urgent or new needs in an evolving world (for example, the necessity to ensure data protection or to have trade agreements consistent with the EU's climate ambition); and ii) priorities which were further developed over time (e.g. the need to reduce strategic dependence, not only in the field of energy, but also in other sensitive areas such as semiconductors, health and raw materials).

Citizens' dimension

It is also worth examining the convergence not only within a specific topic cluster, but also by looking at a cross-cutting issue (i.e. being repeated in one form or another regarding various objectives in different topic clusters) such as the citizens' dimension. Across the different topic clusters, the analysis identifies a low level of convergence around the notions of citizens' participation, information and consideration. While these were very much promoted by the results of the CoFoE, they were addressed only in a very limited way or not at all by the EU Heads of State or Government and cannot be considered priorities for the European Council. Interestingly enough, the important role of citizens, and the need to increase their participation and communication with them, was one of the common messages mentioned by all EU Heads of State or Government when individually addressing the Parliament as part of the [Future of Europe debates in the European Parliament in 2018-2019](#). However, deliberating as a group in the European Council, EU leaders did not address this aspect.

Developments ahead of the June 2022 European Council meeting

In the run-up to the [23-24 June European Council](#) meeting, a number of EU Member States and their leaders have been taking a position on the results of the CoFoE, preparing the ground for the discussions between EU Heads of State or Government. These positions can generally be divided between support for Treaty change and outspoken scepticism towards Treaty change.

Support for Treaty change

European Parliament

Following a [debate](#) in plenary on 3 May 2022, the European Parliament adopted, by a large majority, a [resolution](#) on the follow-up to the CoFoE, calling for a Convention to be convened based on [Article 48](#) of the Treaty on European Union.

Mario Draghi's speech on 3 May

The Prime Minister of Italy, Mario Draghi, was the first EU leader to address Parliament, on 3 May 2022, as part of the European Parliament's '[This is Europe](#)' initiative (see above). In his speech, Mario Draghi suggested numerous initiatives to strengthen the European Union, notably a conference to rationalise and optimise EU investment in military spending. He also expressed his support for the abolition of unanimity in the Council in foreign policy and for Treaty changes to achieve what he calls 'pragmatic and ideal federalism'.

Emmanuel Macron's speech on 9 May

The [speech](#) by French President Emmanuel Macron on 9 May 2022 at the [closing ceremony](#) of the CoFoE was important for various reasons, notably because i) back in March 2019, it was President Macron's idea to hold a conference on the Future of Europe, ii) France currently holds the Council Presidency, and iii) with the [growing influence](#) of France on European affairs over recent years and after his re-election, some commentators have [argued](#) that he is succeeding Angela Merkel as the most influential EU leader.

President Macron not only advocated the need to reform the Treaties, but he also specifically [stated](#) that 'one of the paths towards this reform is to form a Convention to revise our Treaties'. By stating that he 'would like [EU leaders] to discuss it with the necessary boldness and freedom at the June European Council', he firmly placed it on the agenda of EU Heads of State or Government. This was [reiterated](#) at his subsequent meeting with German Chancellor Olaf Scholz.

Ursula von der Leyen's speech on 9 May

Speaking at the closing ceremony of the CoFoE, the President of the European Commission, Ursula von der Leyen, [argued](#) that EU citizens had told EU leaders where they wanted this Europe to go and that 'it is now up to us to take the most direct way there, either by using the full limits of what we can do within the Treaties, or, yes, by changing the Treaties if need be'. At the same time, she said that she 'will announce the first new proposals responding to your report in my State of the Union Address in September'.

German government

Until recently, German Chancellor Olaf Scholz had [not been too outspoken](#) about Treaty change, because, in [his view](#), many reforms, such as qualified majority voting, can be done without Treaty change. He nevertheless said, at his meeting with the French President on 9 May, that Germany supports a stronger and more sovereign EU and would not stand in the way of further EU integration. On 19 May, in his [statement](#) to the German Parliament ahead of the European Council meeting, he clarified that 'if it is necessary we can talk about Treaty changes, also about a Convention, but it is important to achieve the highest possible consensus in this process'. Moreover, the [coalition agreement](#) of the German government states that 'we use the Conference on the Future of Europe for reforms and support required Treaty changes'.

Non-paper by six Member States

On 13 May, six Member States – Germany, Belgium, Italy, Luxembourg, the Netherlands and Spain – published a [non-paper](#) on implementing the proposals of the Plenary of the Conference on the Future of Europe. Five of the signatories are founding members of the EU; the sixth founding member, France, did not sign the non-paper given its impartial position as the country holding the rotating Council Presidency.

The non-paper stresses that the CoFoE's report of 9 May does not signal the end of the Conference, but that the proposals now need to be examined to see how they can be translated into concrete decisions. There are two important messages for the subsequent discussions. The first is that these countries 'remain in principle open to necessary Treaty changes that are jointly defined'. The second is their emphasis on the need for 'an inter-institutional process to coordinate consensus-building in the Council, European Parliament and the Commission'.

In terms of their weight in the European Union, the six signatories, to which France can be added given that its President has openly supported Treaty change (see above), represent 64 % of the EU population.

Scepticism towards Treaty change

At the same time as certain EU leaders have voiced their support for Treaty change, some Member States have indicated their opposition to Treaty change as a follow-up to the CoFoE.

Non-paper by 13 Member States

On 9 May, Bulgaria, Croatia, Czechia, Denmark, Estonia, Finland, Latvia, Lithuania, Malta, Poland, Romania, Slovenia and Sweden issued a [non-paper](#) on the outcome of and follow-up to the CoFoE. While they praise the CoFoE as an 'unprecedented democratic exercise', they also argue that 'Treaty change was never the purpose of the Conference'.

Although these Member States 'do not exclude any options at this stage', they do not support 'unconsidered and premature attempts to launch a process towards Treaty change'. The 13 Member States represent 24% of the EU population.

Conclusion

The comparison between the objectives in the 49 proposals of the CoFoE and the priorities of the European Council identified areas of convergence, differences and blank spots. In general, the analysis shows that there is substantial convergence with the EU's policy priorities, providing common ground for the EU institutions to take the results of the CoFoE forward. The analysis also showed that, in some clusters, especially *European democracy* and *Education, culture, youth and sport*, the objectives set in the CoFoE's proposals go beyond the views expressed by the European Council. This does not automatically mean that the EU Heads of State or Government would disagree with the majority of them, but that they just did not address them in their Strategic Agenda or in the conclusions of their subsequent meetings. Nevertheless, some further alignment is needed.

This non-exhaustive overview of the different publicly stated views on the question of Treaty change indicates that further alignment not only needs to be found between the different EU institutions, but also within them, as Member States have expressed varying positions on this. The June 2022 European Council meeting will provide an opportunity for EU leaders to take a step towards finding a unified position.

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Annex: Comparing the results of the CoFoE and the objectives of the European Council

The 49 proposals have been clustered by the CoFoE plenary around the following nine topics:

Climate change and the environment (1-6)
Health (7-10)
A stronger economy, social justice and jobs (11-16)
EU in the world (17-24)
Values and rights, rule of law, security (25-30)
Digital transformation (31-35)
European democracy (36-40)
Migration (41-45)
Education, culture, youth and sport (46-49)

The 49 proposals of the CoFoE each have an objective,¹ and the analysis compares these objectives with the priorities of the European Council as stated in the Strategic Agenda 2019-2024 and the subsequent conclusions of the European Council. This exercise identifies convergences, differences and blank spots between the objectives of the CoFoE and the priorities of the European Council, thereby indicating possible common ground for follow-up to the CoFoE.

The analysis breaks down the various objectives into their component parts and lists those elements where there is convergence with European Council priorities and those which have not been addressed by the European Council in its Strategic Agenda or subsequent conclusions.² Based on this observation, the level of convergence will be assessed in three categories: significant convergence, partial convergence, or limited or no convergence.



¹ For two proposals there was no common objective.

² In the overview, 'European Council conclusions' refers to all outcomes of meetings of the EU Heads of State or Government in the European Council formation, whether they are conclusions, statements, declarations or oral conclusions of the President of the European Council.

Topic	CoFoE objectives	EUCO Strategic Agenda	European Council conclusions	Similarities and differences
<p>1: Agriculture, food production, biodiversity and ecosystems, pollution</p>	<p>Safe, sustainable, just, climate-responsible, and affordable production of food, respecting sustainability principles, the environment, safeguarding biodiversity and ecosystems, while ensuring food security</p>	<ul style="list-style-type: none"> • Promote sustainable agriculture, which is vital to guaranteeing food safety and fostering quality production • Fight the loss of biodiversity and preserve environmental systems, including oceans 	<ul style="list-style-type: none"> • The European Council welcomes and supports the announcement by the EIB that it intends to support €1 trillion of investment in climate action and environmental sustainability. 12 December 2019 • An ambitious post-2020 global biodiversity framework in order to halt and reverse biodiversity loss. 21-22 October 2021 • Improve our food security by reducing our dependencies on key imported agricultural products and inputs, in particular by increasing the EU production of plant-based proteins. 10-11 March 2022, Versailles • Work on the Commission's communication on rising food prices and global food security, which sets out both short-term measures to address food affordability in the EU and help farmers facing high input costs, and medium-term measures to support the transition to a sustainable food system. 24-25 March 2022 	<p>Convergence:</p> <ul style="list-style-type: none"> • Food security • Environmental sustainability • Safeguarding biodiversity <p>Non-convergence:</p> <ul style="list-style-type: none"> • Respecting sustainability principles

Topic	CoFoE objectives	EUCO Strategic Agenda	European Council conclusions	Similarities and differences
			<ul style="list-style-type: none"> • It welcomes the Food and Agriculture Resilience Mission (FARM) – based on three pillars: trade, solidarity and production – which aims to mitigate consequences for price levels, production and access to and supply of grain. • It also supports the UN Global Crisis Response Group, the upcoming G7 initiative establishing a Global Alliance for Food Security (GAFS) and other EU and multilateral actions and initiatives. It reiterates its commitment to keeping global trade in food commodities free of unjustified trade barriers, enhance solidarity towards the most vulnerable countries and increase local sustainable food production so as to reduce structural dependencies. 30-31 May 2022 	
<p>2: Agriculture, food production, biodiversity and ecosystems, pollution</p>	<p>Protect and restore biodiversity, the landscape and oceans, and eliminate pollution</p>	<ul style="list-style-type: none"> • Fight the loss of biodiversity and preserve environmental systems, including oceans 	<ul style="list-style-type: none"> • It supports the COP25 priorities, including attention to the link between oceans and climate. 17-18 October 2019 • An ambitious post-2020 global biodiversity framework to halt and reverse biodiversity loss. 21-22 October 2021 	<p>Convergence:</p> <ul style="list-style-type: none"> • Protect biodiversity • Protect oceans <p>Non-convergence:</p> <ul style="list-style-type: none"> • Protect and restore the landscape • Eliminate pollution

Topic	CoFoE objectives	EUCO Strategic Agenda	European Council conclusions	Similarities and differences
<p>3: Climate change, energy, transport</p>	<p>Enhance European energy security and achieve the EU's energy independence, while ensuring a just transition and providing Europeans with sufficient, affordable and sustainable energy. Tackle climate change, with the EU playing the role of global leader in sustainable energy policy, and respecting the global climate goals.</p>	<ul style="list-style-type: none"> The success of the green transition will depend on [...] a properly functioning European energy market that provides sustainable, secure and affordable energy, in full respect of the Member States' right to decide on their energy mix. The EU will accelerate the transition to renewables, increase energy efficiency, reduce dependence on outside sources, and diversify its supplies. Our policies should be consistent with the Paris Agreement 	<ul style="list-style-type: none"> Supports the COP25 priorities, including attention to the link between oceans and climate. 17-18 October 2019 Welcomes the European Commission's announcement that its forthcoming proposals will aim to facilitate €100 billion of investment through the Just Transition Mechanism. 12 December 2019 The European Council addressed the recent spike in energy prices and considered the impact of the price rises on citizens and businesses, especially our vulnerable citizens and SMEs, striving to recover from the Covid-19 pandemic. 21-22 October 2021 Put forward a plan to ensure security of supply and affordable energy prices during the next winter season by the end of March. 10-11 March 2022, Versailles The EU will phase out its dependency on Russian gas, oil and coal imports as soon as possible. 24-25 March 2022 	<p>Convergence:</p> <ul style="list-style-type: none"> Ensuring a just transition Energy security and independence Affordable energy Supporting global climate goals

Topic	CoFoE objectives	EUCO Strategic Agenda	European Council conclusions	Similarities and differences
			<ul style="list-style-type: none"> The REPowerEU plan [will] rapidly reduce dependency on Russian fossil fuels and accelerate the energy transition, to achieve a more resilient energy system and a well interconnected Energy Union. 30-31 May 2022 Explore ways to curb rising energy prices, including the feasibility of introducing temporary import price caps where appropriate. 30-31 May 2022 It calls for, as a short-term priority, further diversifying supply sources and routes, and securing energy supply at affordable prices. The European Council notes the importance of indigenous energy sources for the security of supply. 30-31 May 2022 	
4: Climate change, energy, transport	Provide high quality, modern, green, and safe infrastructure , ensuring connectivity, including of rural and island regions, in particular through affordable public transport	<ul style="list-style-type: none"> Invest in solutions for the mobility of the future 	<ul style="list-style-type: none"> The EU needs up-to-date, high-performance infrastructure to help connect and integrate the EU and all its regions, in the transport, energy and digital sectors. 17-21 July 2020, Annex 	<p>Convergence:</p> <ul style="list-style-type: none"> Provide high quality, modern, green, and safe infrastructure <p>Non-convergence:</p> <ul style="list-style-type: none"> Affordable public transport

Topic	CoFoE objectives	EUCO Strategic Agenda	European Council conclusions	Similarities and differences
5: Sustainable consumption, packaging and production	Enhance the use and management of materials within the EU to become more circular , more autonomous, and less dependent . Build a circular economy by promoting sustainable EU products and production. Ensure all products placed on the EU market comply with common EU environmental standards.	<ul style="list-style-type: none"> The success of the green transition will depend on significant mobilisation of private and public investments, on having an effective circular economy, and an integrated, interconnected and properly functioning European energy market that provides sustainable, secure and affordable energy 	<ul style="list-style-type: none"> Facilities in third countries need to adhere to the highest international environmental and safety standards. 12 December 2019 Reducing our strategic dependencies in the most sensitive areas such as critical raw materials. 10-11 March 2022, Versailles Promoting a circular economy and resource efficiency. 10-11 March 2022, Versailles 	<p>Convergence</p> <ul style="list-style-type: none"> Circular economy Less dependent in materials Environmental standards <p>Non-convergence:</p> <ul style="list-style-type: none"> Promoting sustainable EU products and production
6: Information, awareness, dialogue and lifestyle	Foster knowledge, awareness, education, and dialogues on environment, climate change, energy use, and sustainability			<p>Non-convergence:</p> <ul style="list-style-type: none"> Education, and dialogues on environment, climate change, energy use, and sustainability
7: Healthy food and healthy lifestyle	Ensure that all Europeans have access to education on healthy food and access to healthy and affordable food , as a building block of a healthy lifestyle	<ul style="list-style-type: none"> Guaranteeing food safety and fostering quality production 	<ul style="list-style-type: none"> A reformed and modernised Common Agricultural Policy (CAP) will ensure access to safe, high quality, affordable, nutritious and diverse food. 17-21 July 2020, Annex 	<p>Convergence:</p> <ul style="list-style-type: none"> Access to healthy and affordable food <p>Non-convergence:</p> <ul style="list-style-type: none"> Healthy lifestyle Access to education on healthy food

Topic	CoFoE objectives	EUCO Strategic Agenda	European Council conclusions	Similarities and differences
8: Reinforce the healthcare system	Reinforce the resilience and quality of our healthcare systems	<ul style="list-style-type: none"> • Good access to healthcare 	<ul style="list-style-type: none"> • The European Council highlights the need to pursue work to increase resilience in the area of health. 10-11 December 2020 • To ensure better prevention of, preparedness for and response to future health emergencies in the EU, the European Council calls for the conclusion of the negotiations on the Health Union legislative package. It recalls the need to swiftly take work forward on access to medicines across Member States. 21-22 October 2021 	<p>Convergence</p> <ul style="list-style-type: none"> • Good access to healthcare • Increase resilience of the healthcare system
9: A broader understanding of health	Adopt a holistic approach to health , addressing, beyond diseases and cures, health literacy and prevention , and fostering a shared understanding of the challenges faced by those who are ill or disabled, in line with the 'One Health Approach', which should be emphasised as a horizontal, fundamental			<p>Non-convergence:</p> <ul style="list-style-type: none"> • Health literacy and prevention • Apply the 'One Health Approach'

Topic	CoFoE objectives	EUCO Strategic Agenda	European Council conclusions	Similarities and differences
	principle encompassing all EU policies			
10: Equal access to health for all	Establish a ' right to health ' by guaranteeing that all Europeans have equal and universal access to affordable, preventive, curative and quality health care	<ul style="list-style-type: none"> • Good access to healthcare 		<p>Convergence:</p> <ul style="list-style-type: none"> • Good access to healthcare <p>Non-convergence:</p> <ul style="list-style-type: none"> • Establish a 'right to health'
11: Sustainable growth and innovation	We propose that the EU supports the shift to a sustainable and resilient growth model , considering the green and digital transitions , with a strong social dimension in the European Semester , and empowering citizens, trade unions and businesses . The conventional macroeconomic indicators and GDP could be complemented with new indicators to address the new European priorities such as the European Green Deal or the European Pillar of Social Rights , and to better reflect the	<ul style="list-style-type: none"> • We need to renew the basis for long-term sustainable and inclusive growth and strengthen cohesion in the EU • The European Pillar of Social Rights should be implemented at EU and Member State level, with due regard for respective competences. Inequalities, which affect young people in particular, pose a major political, social and economic risk; generational, territorial and educational divides are developing and new forms of exclusion emerging. It is our duty to provide opportunities for all. 	<ul style="list-style-type: none"> • Cohesion policy will play an increasingly important role in supporting the ongoing economic reform process by Member States by strengthening the link to the European Semester. 17-21 July 2020, Annex • Strengthening the link between the EU budget and the European Semester, including facilitating the implementation of the European Pillar of Social Rights, and in the areas of migration, environment and climate change, and equality between women and men, as well as rights and equal opportunities for all. 17-21 July 2020, Annex 	<p>Convergence</p> <ul style="list-style-type: none"> • Inclusive and sustainable growth • European Pillar of Social Rights • Social dimension in the European Semester <p>Non-convergence:</p> <ul style="list-style-type: none"> • Empowering citizens, trade unions and businesses • New macroeconomic indicators

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	<p>ecological and digital transitions and the wellbeing of people.</p>		<ul style="list-style-type: none"> • A strong economic base is now more essential than ever for inclusive and sustainable growth, competitiveness, jobs, prosperity, and for Europe’s role on the global stage. 1-2 October 2020 • The green transition and the digital transformation, together with a strong and deep single market, will foster new forms of growth, promote cohesion and convergence, and strengthen the EU’s resilience. 1-2 October 2020 • The European Council welcomes the EU headline targets of the European Pillar of Social Rights Action Plan, in line with the Porto Declaration. 24-25 June 2021 • We will make Europe's economic base more resilient, competitive and fit for the green and digital transitions, while leaving no one behind. 24-25 March 2022 • The Single Market remains one of the EU's primary assets for sustainable growth and job creation. 24-25 March 2022 	

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<p>12: Enhancing the EU's competitiveness and further deepening the single market</p>	<p>We propose strengthening the competitiveness and resilience of the EU's economy, single market and industry, and addressing strategic dependencies. We need to promote an entrepreneurial culture in the EU, where innovative businesses of all sizes, and in particular micro-, small and medium-sized enterprises (MSMEs), as well as start-ups, are encouraged and can thrive in order to contribute to more resilient and cohesive societies. There is a need for a strong functioning market economy in order to facilitate the vision of a more social Europe.</p>	<ul style="list-style-type: none"> • Deepening and strengthening the single market and its four freedoms • A strong economic base is of key importance for Europe's competitiveness • Do more to foster entrepreneurship and innovation • Finance the growth of our economy and our businesses, including SMEs • We need to strengthen cohesion in the EU • Building a climate-neutral, green, fair and social Europe 	<ul style="list-style-type: none"> • We also commend the EIB Group's contribution in mobilising resources for bank guarantees to and investment in European companies, particularly small and medium-sized enterprises, including through the use of the EU budget. 26 March 2020 • The EU must pursue an ambitious European industrial policy to make its industry more sustainable, more green, more competitive globally and more resilient. The European Council invites the Commission to identify strategic dependencies, particularly in the most sensitive industrial ecosystems, such as health, and to propose measures to reduce these dependencies, including by diversifying production and supply chains, ensuring strategic stockpiling, and fostering production and investment in Europe. 1-2 October 2020 • A commitment to [...] a more social Europe, in which community, solidarity and equal access to opportunities 	<p>Convergence:</p> <ul style="list-style-type: none"> • Strengthening the single market • Strengthening the EU's competitiveness • Reducing strategic dependencies • Fostering entrepreneurship • Strengthening cohesion in the EU • A more social Europe <p>Non-convergence:</p> <ul style="list-style-type: none"> • A strong functioning market economy

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			<p>are guaranteed to every European citizen. 8 May 2021</p> <ul style="list-style-type: none"> For the single market to realise its full potential for the benefit of European consumers and contribute to boosting productivity and increasing the competitiveness of European businesses. 24-25 March 2022 Building a more open and robust economic base, notably by reducing our strategic dependencies in the most sensitive areas. 24-25 March 2022 	
13: Inclusive labour markets	<p>We propose to improve the functioning of labour markets so that they ensure fairer working conditions and promote gender equality, and employment, including that of young people and vulnerable groups. The EU, Member States and social partners need to work to end in-work poverty, address the rights of platform workers, ban unpaid</p>	<ul style="list-style-type: none"> Adequate social protection, inclusive labour markets and the promotion of cohesion will help Europe preserve its way of life We need to do more to ensure equality between women and men, as well as rights and equal opportunities for all. This is both a societal imperative and an economic asset. Inequalities, which affect young people in particular, pose a major political, social 	<ul style="list-style-type: none"> The European Council welcomes the EU headline targets of the European Pillar of Social Rights Action Plan, in line with the Porto Declaration. 24-25 June 2021 	<p>Convergence:</p> <ul style="list-style-type: none"> European Pillar of Social Rights Functioning of labour markets Promote gender equality Address inequalities for young people Provide equal opportunities for all <p>Non-convergence:</p> <ul style="list-style-type: none"> Address the rights of platform workers Ban unpaid internships Ensure fair labour mobility

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	<p>internships and ensure fair labour mobility in the EU. We must promote social dialogue and collective bargaining. We need to ensure the full implementation of the European Pillar of Social Rights, including its relevant headline targets for 2030, at EU, national, regional and local level in the areas of 'equal opportunities and access to the labour market' and 'fair working conditions', while respecting competences and the principles of subsidiarity and proportionality, and to include a Social Progress Protocol in the Treaties. While doing so, there should be respect for national traditions and the autonomy of social partners and cooperation with civil society.</p>	<p>and economic risk; generational, territorial and educational divides are developing and new forms of exclusion emerging. It is our duty to provide opportunities for all.</p>		<ul style="list-style-type: none"> Promote social dialogue and collective bargaining
14: Stronger social policies	<p>We propose to reduce inequalities, fight social exclusion and tackle poverty. We need to put</p>	<ul style="list-style-type: none"> Inequalities, which affect young people in particular, pose a major political, social and economic risk; 	<ul style="list-style-type: none"> The ESF+ will provide comprehensive support to youth employment, up- and re-skilling of workers, social 	<p>Convergence:</p> <ul style="list-style-type: none"> European Pillar of Social Rights Fight social exclusion Tackle poverty

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	<p>in place a comprehensive anti-poverty strategy that could include, among other things, a reinforced Child Guarantee and Youth Guarantee, the introduction of minimum wages, a common EU framework for minimum income schemes and decent social housing. We need to ensure the full implementation of the European Pillar of Social Rights, including its relevant headline targets for 2030, at EU, national, regional and local level in the area of 'social protection and inclusion', with due regard for respective competences and the principles of subsidiarity and proportionality, and to include a Social Progress Protocol in the Treaties.</p>	<p>generational, territorial and educational divides are developing and new forms of exclusion emerging. It is our duty to provide opportunities for all.</p>	<p>inclusion and poverty reduction, including child poverty. 17-21 July 2020, Annex</p> <ul style="list-style-type: none"> The European Council welcomes the EU headline targets of the European Pillar of Social Rights Action Plan, in line with the Porto Declaration. 24-25 June 2021 	<ul style="list-style-type: none"> Address inequalities <p>Non-convergence:</p> <ul style="list-style-type: none"> A comprehensive anti-poverty strategy Reinforced Child Guarantee and Youth Guarantee Introduction of minimum wages A common EU framework for minimum income schemes and decent social housing
<p>15: Demographic transition</p>	<p>We propose to address the challenges arising from the demographic transition, as a critical</p>	<ul style="list-style-type: none"> Addressing the demographic challenges 		<p>Convergence:</p> <ul style="list-style-type: none"> Addressing the demographic challenges

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	<p>ingredient of Europe's overall resilience, in particular low birth rates and a steadily ageing population, by ensuring support to people throughout the lifecycle. This should involve comprehensive action aimed at all generations, from children and young people, to families, to the working-age population, to older persons who are still prepared to work, as well as those in retirement or need of care.</p>			<p>Non-convergence:</p> <ul style="list-style-type: none"> • Support people throughout the lifecycle
16: Fiscal and tax policies	<p>We propose that the EU promote future-oriented investments focused on the green and digital transitions, with a strong social and gender dimension, taking also into account the examples of Next Generation EU and the SURE instrument. The EU needs to take into account the social and economic impact of the</p>	<ul style="list-style-type: none"> • The success of the green transition will depend on significant mobilisation of private and public investment • The EU must work on all aspects of the digital revolution and artificial intelligence: infrastructure, connectivity, services, data, regulation and investment • Addressing the digital revolution and ensuring fair and effective taxation 	<ul style="list-style-type: none"> • Address the tax challenges arising from the digitalisation of the economy to ensure that all operators pay their fair share of tax. 25 March 2021 • The EU is committed to providing support to the Ukrainian Government for its immediate needs and, once the Russian onslaught has ceased, for the reconstruction of a democratic Ukraine. To that 	<p>Convergence</p> <ul style="list-style-type: none"> • Investment for the green and digital transitions • Address the social and economic impact of the war against Ukraine • Introduce new own resources • Ensure fair and effective taxation • Tax the digital giants <p>Non-convergence:</p> <ul style="list-style-type: none"> • Investment with a strong social and gender dimension

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	<p>war against Ukraine, and the link between EU economic governance and the new geopolitical context, and strengthen its own budget through new own resources. Citizens want to move away taxation from people and SMEs and target tax evaders and big polluters, and tax the digital giants, while at the same time they want to see the EU supporting Member States' and local authorities' ability to finance themselves and in using EU funds.</p>		<p>end, the European Council agrees to develop a Ukraine Solidarity Trust Fund. 24-25 March 2022</p> <ul style="list-style-type: none"> • The EU will, over the coming years, work towards reforming the own resources system and introduce new own resources. 24-25 March 2022 • The European Council looks forward to swift progress on global corporate tax reform on a consensual basis within the G20/OECD framework. 24-25 March 2022 • The EU will continue to provide support to Ukraine with a view to addressing humanitarian, liquidity and reconstruction needs. 30-31 May 2022 • The EU and its Member States have provided protection to millions of refugees fleeing the war in Ukraine, and remain committed to welcoming and providing safety to them, including by helping neighbouring countries. The European Council invites the Commission to present new initiatives to support this 	<ul style="list-style-type: none"> • Support local authorities' ability to finance themselves and in using EU funds

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			<p>effort within the Multiannual Financial Framework 30-31 May 2022</p> <ul style="list-style-type: none"> The EU will continue to support the Ukrainian government in its urgent liquidity needs, together with its G7 partners. The EU is ready to grant Ukraine new exceptional macrofinancial assistance of up to €9 billion in 2022. 30-31 May 2022 	
<p>17: Reducing dependency of the EU on foreign actors in economically strategic sectors</p>	<p>We propose that the EU take measures to strengthen its autonomy in key strategic sectors such as agricultural products, strategic economic goods, semiconductors, medical products, innovative digital and environmental technologies and energy</p>		<ul style="list-style-type: none"> The European Council invites the Commission to identify strategic dependencies, particularly in the most sensitive industrial ecosystems. 1-2 October 2020 Reducing strategic dependencies in the most sensitive areas such as in critical raw materials, semiconductors, health, digital, food and energy. 10-11 March 2022, Versailles 	<p>Convergence:</p> <ul style="list-style-type: none"> Strengthen EU autonomy in key strategic sectors
<p>18: Reducing dependency of the EU on foreign actors in energy</p>	<p>We propose that the EU reach more autonomy in the field of energy production and supply, in the context of the ongoing green transition</p>	<ul style="list-style-type: none"> The EU will accelerate the transition to renewables, increase energy efficiency, reduce dependency on outside sources, diversify its supplies, and invest in 	<ul style="list-style-type: none"> Phase out our dependency on Russian gas, oil and coal imports as soon as possible. 10-11 March 2022, Versailles 	<p>Convergence:</p> <ul style="list-style-type: none"> Reduce energy dependency on outside sources

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		<p>solutions for the mobility of the future</p>	<ul style="list-style-type: none"> • The EU will phase out its dependency on Russian gas, oil and coal imports as soon as possible. <u>24-25 March 2022</u> • Ensure a well-functioning EU Single Market, fair competition, solidarity among Member States and a level playing field, also with regard to the phasing out of our dependency on Russian fossil fuels. <u>30-31 May 2022</u> • The REPowerEU plan [will] rapidly reduce dependency on Russian fossil fuels and accelerate the energy transition, to achieve a more resilient energy system and a well interconnected Energy Union. <u>30-31 May 2022</u> • Explore ways to curb rising energy prices, including the feasibility of introducing temporary import price caps where appropriate. <u>30-31 May 2022</u> • It calls for, as a short-term priority, further diversifying supply sources and routes, and securing energy supply at 	

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			affordable prices. The European Council notes the importance of indigenous energy sources for the security of supply. 30-31 May 2022	
19: Defining standards within and outside the EU in trade and investment relations	We propose that the EU strengthen the ethical dimension of its trade and investment relations			Non-convergence: <ul style="list-style-type: none"> Strengthen the ethical dimension of trade and investment
20: Defining standards within and outside the EU in environmental policies	We propose that the EU strengthen the environmental dimension of its trade relations		<ul style="list-style-type: none"> The EU will ensure that its trade policy and its trade agreements are consistent with its climate ambition. 10-11 December 2020 	Convergence: <ul style="list-style-type: none"> Environmental dimension of its trade relations
21: Decision making and cohesion within the Union	We propose that the EU improve its capacity to take speedy and effective decisions , notably in Common Foreign and Security Policy (CFSP), speaking with one voice and acting as a truly global player , projecting a positive role in the world and making a difference in response to any crisis	<ul style="list-style-type: none"> The EU needs to be more assertive and effective. This requires us to be more united in the stances we take, and more determined and effective in exerting our influence To act autonomously to safeguard its interests, uphold its values and way of life, and help shape the global future 	<ul style="list-style-type: none"> We are totally determined to pull together and to stand united as a European family to defend the values of freedom, democracy and the rule of law. 29 October 2020 	Convergence: <ul style="list-style-type: none"> United voice More effective in exerting influence Non-convergence: <ul style="list-style-type: none"> Projecting a positive role Improve its capacity to take speedy and effective decisions

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22: Transparency of the EU and its relations with the citizens	We propose that the EU, particularly in its actions at international level, including trade negotiations , improve its accessibility for citizens through better information, education, citizen participation, and transparency of its action		<ul style="list-style-type: none"> The process leading to trade agreements should be transparent and inclusive so as to ensure successful outcomes. 10-11 March 2022, Versailles 	<p>Convergence</p> <ul style="list-style-type: none"> Trade agreements should be transparent and inclusive <p>Non-convergence:</p> <ul style="list-style-type: none"> Improve accessibility for citizens to EU external action Better information, education, and citizen participation, and transparency of EU external action
23: The EU as a strong actor on the world scene in peace and security	We propose that the EU continue to act to promote dialogue and guarantee peace and a rules-based international order , strengthening multilateralism and building on long-standing EU peace initiatives which contributed to its award of the Nobel Prize in 2012, while strengthening its common security	<ul style="list-style-type: none"> The EU will remain a driving force behind multilateralism and the global rules-based international order, ensuring openness and fairness and the necessary reforms. It will support the UN and key multilateral organisations. 	<ul style="list-style-type: none"> The European Council reiterates its full support for the global rules-based international order. 12 December 2019 Promote multilateralism. 10-11 December 2020 The EU is committed to the global rules-based international order, with the United Nations at its core, and to strengthening cooperation with partners throughout the world in order to address common threats and challenges together. 16 December 2021 	<p>Convergence:</p> <ul style="list-style-type: none"> Rules-based international order Promote multilateralism Address common threats and challenges together Strengthen its common security

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			<ul style="list-style-type: none"> Implement the Strategic Compass, reinforce its partnerships, enhance its resilience and increase its security and defence capacity through more and better investments, focusing on identified strategic shortfalls. 30-31 May 2022 The EU reaffirms its intention to intensify support for the global rules-based order, with the United Nations at its core. 30-31 May 2022 	
<p>24: The EU as a strong actor on the world scene in relationship building</p>	<p>A more robust sanctions framework Promote trade agreements, contribute to a relaunch of global multilateralism, fight against human trafficking and illegal immigration, develop country capacity building, develop partnerships with civil society in autocratic and hybrid regimes [As this proposal had no specific elements in its objective, the main</p>	<ul style="list-style-type: none"> An ambitious and robust trade policy ensuring fair competition, reciprocity and mutual benefits is a central element in that respect, both at the multilateral level in a reformed WTO and in bilateral relations between the EU and its partners The EU will remain a driving force behind multilateralism and the global rules-based international order Deepen our cooperation with countries of origin and transit to fight illegal migration and human trafficking 	<ul style="list-style-type: none"> It stresses the need for people-to-people contacts and continued EU support to Russian civil society, human rights organisations and independent media The European Council calls on the Belarusian authorities to end violence and repression, release all detainees and political prisoners, respect media freedom and civil society, and start an inclusive national dialogue. 1-2 October 2020 	<p>Convergence</p> <ul style="list-style-type: none"> Fight illegal migration and human trafficking Promote multilateralism Promote trade agreements Support to civil society in third countries Fight illegal migration and human trafficking

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	<p>elements from the corresponding measures were used for the comparison.]</p>		<ul style="list-style-type: none"> • The European Council welcomes the adoption by the Council of an EU global human rights sanctions regime. 10-11 December 2020 • Promote multilateralism. 10-11 December 2020 • [Concerning Belarus] The European Council reiterates its call for the immediate and unconditional release of all political prisoners and for an end to the repression of civil society and independent media. 24-25 June 2021 • At global level, we will continue to pursue an ambitious and robust trade policy, multilaterally as well as through trade agreements. • The process leading to trade agreements should be transparent and inclusive so as to ensure successful outcomes. 10-11 March 2022, Versailles 	
<p>25: Rule of law, democratic values and European identity</p>	<p>Systematically uphold the rule of law across all Member States</p>	<ul style="list-style-type: none"> • The rule of law, with its crucial role in all our democracies, is a key guarantor that these values are well protected; it must be 	<ul style="list-style-type: none"> • The European Council underlines the importance of respect for the rule of law. 17-21 July 2020 	<p>Convergence:</p> <ul style="list-style-type: none"> • Respect the rule of law

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		<p>fully respected by all Member States and the EU</p>	<ul style="list-style-type: none"> The European Council recalls that the European Union, its Member States and its institutions are all committed to promoting and respecting the values on which the Union is founded, including the rule of law, as laid down in the Treaties. 10-11 December 2020 	
26: Data protection	Guarantee a more protective and citizen-oriented data treatment policy		<ul style="list-style-type: none"> The European Council welcomes the European strategy for data, which supports the EU's global digital ambitions to build a true European competitive data economy, while ensuring European values and a high level of data security, data protection, and privacy. 1-2 October 2020 	<p>Convergence:</p> <ul style="list-style-type: none"> A high level of data security, data protection, and privacy <p>Non-convergence:</p> <ul style="list-style-type: none"> Citizen-oriented data treatment policy
27: Media, fake news, disinformation, fact-checking, cybersecurity	Tackle disinformation by further promoting media independence and pluralism as well as media literacy	<ul style="list-style-type: none"> Protect our societies from malicious cyber activities, hybrid threats and disinformation 	<ul style="list-style-type: none"> It reiterates its unwavering commitment to pursuing democratic values, both online and offline. In this context, the European Council reaffirms the EU's commitment to an open, free, stable and secure cyberspace. 	<p>Convergence:</p> <ul style="list-style-type: none"> Tackle disinformation <p>Non-convergence:</p> <ul style="list-style-type: none"> Further promoting media independence and pluralism as well as media literacy

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			<ul style="list-style-type: none"> • Tackling disinformation, notably on social media platforms. 21-22 October 2021 	
<p>28: Media, fake news, disinformation, fact-checking, cybersecurity</p>	<p>A stronger role for the EU in countering cybersecurity threats</p>	<ul style="list-style-type: none"> • We must protect our societies from malicious cyber activities, hybrid threats and disinformation originating from hostile State and non-State actors 	<ul style="list-style-type: none"> • The European Council condemns recent malicious cyber activities against Member States. It invites the Council to explore appropriate measures within the framework of the cyber diplomacy toolbox. 24-25 June 2021 • Effective coordination and preparedness in the face of cybersecurity threats. In this context, it underlines the importance of further developing the EU cybersecurity crisis management framework and an efficient EU-level response to large-scale cybersecurity incidents and crises. 21-22 October 2021 	<p>Convergence:</p> <ul style="list-style-type: none"> • Countering cybersecurity threats
<p>29: Anti-discrimination, equality and quality of life</p>	<p>Take action to harmonise living conditions across the EU and improve EU citizens' socioeconomic quality of life</p>	<ul style="list-style-type: none"> • Adequate social protection, inclusive labour markets and the promotion of cohesion will help Europe preserve its way of life 	<ul style="list-style-type: none"> • Improve the competitiveness of the agriculture and forestry sectors, promote the diversification of economic activity and quality of life and work in rural areas, including areas with specific constraints. 17-21 July 2020, Annex 	<p>Convergence:</p> <ul style="list-style-type: none"> • Improve EU citizens' quality of life in rural areas <p>Non-convergence:</p> <ul style="list-style-type: none"> • Harmonise living conditions

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30: Animal rights, agriculture	Take decisive measures to promote and guarantee more ecological and climate-oriented agriculture	<ul style="list-style-type: none"> Promote sustainable agriculture 		Non-convergence: <ul style="list-style-type: none"> Ecological and climate-oriented agriculture
31: Access to digital infrastructure	Equal access to the internet is a fundamental right of every European citizen. We propose that everyone in Europe should in practice have access to the internet and to digital services, and that the sovereignty of the EU's digital infrastructure is enhanced.	<ul style="list-style-type: none"> We need to ensure that Europe is digitally sovereign and obtains its fair share of the benefits of this development. Our policy must be shaped in a way that embodies our societal values, promotes inclusiveness, and remains compatible with our way of life. 	<ul style="list-style-type: none"> A more digital Europe, which considers digital a lever for modernisation, but also for greater prosperity. And a more social Europe, in which community, solidarity and equal access to opportunities are guaranteed to every European citizen. 8 May 2021 The European Council underlines the need for inclusive and sustainable digital policies. 21-22 October 2021 Find a balance between the ambition of digital sovereignty and the desire to operate in open economies 8 May 2021 	Convergence: <ul style="list-style-type: none"> Digitally sovereign Inclusive and sustainable digital policies
32: Digital literacy and skills that empower people	We propose that the EU ensure all European citizens can benefit from digitalisation , by empowering them with	<ul style="list-style-type: none"> The EU must work on all aspects of the digital revolution and artificial intelligence: infrastructure, connectivity, services, data, regulation and investment. This has to be accompanied 	<ul style="list-style-type: none"> The European Council underlines the need for inclusive and sustainable digital policies, and in particular to focus on digital skills and education. 21-22 October 2021 	Convergence: <ul style="list-style-type: none"> Focus on digital skills All European citizens benefit from digitalisation

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	the necessary digital skills and opportunities	by the development of the service economy and the mainstreaming of digital services . <ul style="list-style-type: none"> At the same time, we must step up investment in people's skills and education 	<ul style="list-style-type: none"> A successful digital transition requires that no one is left behind. 25 March 2021 	
33: Safe and trustworthy digital society – cyber security and disinformation	To have a safe, resilient and trustworthy digital society the EU should ensure effective and swift implementation of existing legislation and have more powers to enhance cyber security, deal with illegal content and cyber criminality, counter and recover from cyber threats from non-state actors and authoritarian states, and address disinformation	<ul style="list-style-type: none"> We must protect our societies from malicious cyber activities, hybrid threats and disinformation originating from hostile State and non-State actors Good governance also depends on the rigorous implementation and enforcement of agreed policies and rules, which must be closely monitored 	<ul style="list-style-type: none"> Enhance Europe's digital sovereignty. 25 March 2021 Implement and enforce single market rules. 25 March 2021 Tackle disinformation, notably on social media platforms. 21-22 October 2021 Reinforce action in the fight against cybercrime, in particular ransomware attacks, and enhance cooperation with partner countries, including in multilateral fora. 21-22 October 2021 The European Council calls for the swift examination of the Commission's proposal for a decision establishing the 2030 policy programme 'Path to the Digital Decade', implementing the Digital Compass. 21-22 October 2021 	Convergence: <ul style="list-style-type: none"> Swift implementation of existing legislation Address disinformation Enhance EU tools to address cyber treats Reinforce action in the fight against cybercrime

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			<ul style="list-style-type: none"> It stresses the need for effective coordination and preparedness in the face of cybersecurity threats. In this context, it underlines the importance of further developing the EU cybersecurity crisis management framework and an efficient EU-level response to large-scale cybersecurity incidents and crises. 21-22 October 2021 	
34: Safe and trustworthy digital society – data protection	We promote data sovereignty of individuals , better awareness and more efficient implementation and enforcement of existing data protection rules (GDPR) to enhance personal control of own data and limit misuse of data	<ul style="list-style-type: none"> To this end, the EU must work on all aspects of the digital revolution and artificial intelligence: infrastructure, connectivity, services, data, regulation and investment. This has to be accompanied by the development of the service economy and the mainstreaming of digital services. 	<ul style="list-style-type: none"> The European Council welcomes the European strategy for data, which supports the EU’s global digital ambitions to build a true European competitive data economy, while ensuring European values and a high level of data security, data protection, and privacy. 1-2 October 2020 Better exploiting the potential of data and digital technologies for the benefit of society, the environment and the economy, while upholding relevant data protection, privacy and other fundamental rights. 25 March 2021 	<p>Convergence:</p> <ul style="list-style-type: none"> Supporting data protection <p>Non-convergence:</p> <ul style="list-style-type: none"> Data sovereignty of individuals

Topic	CoFoE objectives	EUCO Strategic Agenda	European Council conclusions	Similarities and differences
<p>35: Digital innovation to strengthen the social and sustainable economy</p>	<p>We propose that the EU promote digitalisation measures which strengthen the economy and the single market in a fair and sustainable way, increase European competitiveness in technology and innovation, enhance the digital single market for companies of all sizes and make Europea world leader in digital transformation and in human-centric digitalisation</p>	<ul style="list-style-type: none"> The digital transformation will further accelerate and have far-reaching effects. We need to ensure that Europe is digitally sovereign and obtains its fair share of the benefits of this development. Our policy must be shaped in a way that embodies our societal values, promotes inclusiveness, and remains compatible with our way of life. To this end, the EU must work on all aspects of the digital revolution and artificial intelligence: infrastructure, connectivity, services, data, regulation and investment. This has to be accompanied by the development of the service economy and the mainstreaming of digital services. 	<ul style="list-style-type: none"> The European Council welcomes the European strategy for data, which supports the EU’s global digital ambitions to build a true European competitive data economy, while ensuring European values and a high level of data security, data protection, and privacy. 1-2 October 2020 To be digitally sovereign, the EU must build a truly digital single market, reinforce its ability to define its own rules, to make autonomous technological choices, and to develop and deploy strategic digital capacities and infrastructure. 1-2 October 2020 The EU will leverage its tools and regulatory powers to help shape global rules and standards. The EU will remain open to all companies complying with European rules and standards. Digital development must safeguard our values, fundamental rights and security, and be socially balanced. Such a human-centred approach will increase 	<p>Convergence:</p> <ul style="list-style-type: none"> Digitalisation strengthens the single market and the EU's competitiveness Human-centred approach EU should shape global rules and standards

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			<p>the attractiveness of the European model. At least 20 % of the funds under the Recovery and Resilience Facility will be made available for the digital transition, including for SMEs. 1-2 October 2020</p> <ul style="list-style-type: none"> • The importance of the digital transformation for European recovery, for its prosperity, security and competitiveness and for the well-being of our societies. 25 March 2021 • Widen the EU's policy toolbox for digital transformation, both at EU and national level, and use all available instruments from industrial, trade and competition policy, skills and education, research and innovation policy and long-term funding instruments to facilitate the digital transformation. 25 March 2021 	
<p>36: Citizens information, participation and youth</p>	<p>Increase citizens' participation and youth involvement in democracy at European Union level to develop a 'full civic experience' for</p>	<ul style="list-style-type: none"> • It will be important to engage with citizens and civil society 	<ul style="list-style-type: none"> • The Conference should build on the successful holding of citizens' dialogues over the past two years and foresee broad consultation of citizens in the course of the process. 12 December 2019 	<p>Convergence:</p> <ul style="list-style-type: none"> • Engage with citizens <p>Non-convergence:</p> <ul style="list-style-type: none"> • Increase citizens' participation

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	<p>Europeans, ensure that their voice is heard also in between elections, and that the participation is effective. That is why the most appropriate form of participation should be considered for each topic.</p>			<ul style="list-style-type: none"> Develop a full civic experience' Consider appropriate forms of participation between elections
<p>37: Citizens information, participation and youth</p>	<p>Make the European Union more understandable and accessible and strengthen a common European identity</p>	<ul style="list-style-type: none"> We will invest in culture and our cultural heritage, which are at the heart of our European identity 		<p>Convergence:</p> <ul style="list-style-type: none"> Acknowledging the existence of a European identity <p>Non-convergence:</p> <ul style="list-style-type: none"> Make the EU more understandable and accessible Strengthen a European identity
<p>38: Democracy and elections</p>	<p>Strengthen European democracy by bolstering its foundations, boosting participation in European Parliament elections, fostering transnational debate on European issues and ensuring a strong link between citizens and their elected representatives</p>	<ul style="list-style-type: none"> Our institutions will work in accordance with the spirit and the letter of the Treaties. They will respect the principles of democracy, the rule of law, transparency and equality between citizens and between Member States. 		<p>Convergence:</p> <ul style="list-style-type: none"> Strengthen European democracy <p>Non-convergence:</p> <ul style="list-style-type: none"> Boosting participation in European Parliament elections Fostering transnational debate Strong link between citizens and their elected representatives

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39: EU decision-making process	<p>Improve the EU's decision-making process in order to ensure the EU's capability to act, while taking into account the interests of all Member States and guaranteeing a transparent and understandable process for citizens</p>	<ul style="list-style-type: none"> • EU institutions will respect the principles of democracy, the rule of law, transparency and equality between citizens and between Member States 		<p>Non-convergence:</p> <ul style="list-style-type: none"> • Improve the EU's decision-making process • Taking into account the interests of all Member States • A transparent and understandable process for citizens
40: Subsidiarity	<p>Active subsidiarity and multilevel governance are key principles and fundamental features for the EU's functioning and democratic accountability; review national parliaments' role in relation to EU legislative initiatives; better include social partners and organised civil society in the EU decision-making process.</p> <p>[As this proposal had no overarching objective, the main elements from the corresponding measures were used for the comparison.]</p>	<ul style="list-style-type: none"> • Our institutions must focus on what really matters. In line with the principles of subsidiarity and proportionality, the EU must be big on big things and small on small things. • It will be important to engage with citizens and civil society 		<p>Convergence</p> <ul style="list-style-type: none"> • Respecting the principle of subsidiarity • It will be important to engage with citizens and civil society <p>Non-convergence:</p> <ul style="list-style-type: none"> • Active subsidiarity and multilevel governance • Democratic accountability

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41: Legal migration	Strengthen the EU's role on legal migration		<ul style="list-style-type: none"> Mutually beneficial partnerships and cooperation with countries of origin and transit will be intensified [and] should address legal migration while respecting national competences. 24-25 June 2021 The EU also wishes to engage African partners in addressing mobility and all aspects of migration, including legal migration. 15-16 October 2020 	<p>Convergence:</p> <ul style="list-style-type: none"> Engage African partners on legal migration <p>Non-convergence:</p> <ul style="list-style-type: none"> Strengthen the EU's role on legal migration
42: Irregular migration	Strengthen the EU's role in tackling all forms of irregular migration and strengthen the protection of the EU's external borders , while respecting human rights	<ul style="list-style-type: none"> Develop a fully functioning comprehensive migration policy. We will continue and deepen our cooperation with countries of origin and transit to fight illegal migration and human trafficking and to ensure effective returns. We must ensure the integrity of our territory. We need to know and be the ones to decide who enters the EU. Effective control of the external borders is an absolute prerequisite for guaranteeing security, upholding law and order, and ensuring properly functioning 	<ul style="list-style-type: none"> A comprehensive approach to migration which combines more effective control of EU external borders, increased external action and the internal aspects, in line with EU principles and values, must be ensured. 17-21 July 2020, Annex These measures will be complemented by a reinforced European Border and Coast Guard Agency. 17-21 July 2020, Annex Stresses the importance of ensuring that all persons crossing the Union's external 	<p>Convergence:</p> <ul style="list-style-type: none"> Fight illegal migration Effective control of the external borders In line with EU principles and values <p>Non-convergence:</p> <ul style="list-style-type: none"> Respecting human rights in the context of EU external border protection

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		<p>EU policies, in line with our principles and values.</p>	<p>borders are checked against the relevant databases as required by the relevant EU legislation; invites the co-legislators to examine the proposal on the strengthening of Europol's mandate with a view to its rapid adoption. 10-11 December 2020</p> <ul style="list-style-type: none"> In order to prevent loss of life and to reduce pressure on European borders, mutually beneficial partnerships and cooperation with countries of origin and transit will be intensified. 24-25 June 2021 The EU remains determined to ensure effective control of its external borders. 21-22 October 2021 Monitor closely the swift and effective implementation of the EU's external migration policy, and give further impetus as necessary. 16 December 2021 	
43: Irregular migration	<p>Apply common rules uniformly in all Member States on the first reception of migrants</p>	<ul style="list-style-type: none"> Concerning the internal dimension, we need agreement on an effective migration and asylum 	<ul style="list-style-type: none"> The Asylum and Migration Fund will support Member States' work to provide reception to asylum seekers and integration measures. It will also 	<p>Convergence:</p> <ul style="list-style-type: none"> Provide reception to asylum seekers

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		<p>policy. A consensus needs to be found on the Dublin Regulation to reform it based on a balance of responsibility and solidarity, taking into account the persons disembarked following search and rescue operations.</p>	<p>support the development of a common asylum and migration policy and facilitate effective external migration management, including returns and reinforced cooperation with third countries, in particular those bordering the EU or close to EU borders. 17-21 July 2020, Annex</p>	<p>Non-convergence:</p> <ul style="list-style-type: none"> Apply common rules uniformly
44: Asylum, integration	<p>Strengthen the EU's role and reform the European asylum system based on the principles of solidarity and fair share of responsibility</p>	<ul style="list-style-type: none"> A consensus needs to be found on the Dublin Regulation to reform it based on a balance of responsibility and solidarity, taking into account the persons disembarked following search and rescue operations 	<ul style="list-style-type: none"> Efforts should be sustained to reduce secondary movements, and to ensure a fair balance between responsibility and solidarity among Member States. 21-22 October 2021 	<p>Significant convergence</p> <ul style="list-style-type: none"> Reform the European asylum system Based on solidarity and responsibility <p>New proposal</p> <ul style="list-style-type: none"> Strengthen the EU's role
45: Asylum, integration	<p>Improve integration policies in all Member States</p>		<ul style="list-style-type: none"> The Asylum and Migration Fund will support Member States' work to provide reception to asylum seekers and integration measures. 17-21 July 2020, Annex 	<p>Significant convergence</p> <ul style="list-style-type: none"> Support integration measures
46: Education	<p>The EU and its Member states should seek to establish, by 2025, an inclusive European Education Area within which all citizens have</p>	<ul style="list-style-type: none"> Generational, territorial and educational divides are developing and new forms of exclusion emerging. It is our duty to provide opportunities for all. 		<p>Limited or no convergence</p> <p>New proposal</p> <ul style="list-style-type: none"> Establish an inclusive European Education Area

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	equal access to quality education and life-long learning , including those in rural and remote areas			<ul style="list-style-type: none"> Equal access to quality education and life-long learning
47: European youth issues	The EU and its Member States have to focus on the specific needs of young people across all relevant policies, including the EU's regional policy , to offer them the best possible conditions for study and work and starting an independent life, while engaging them in democratic life and decision-making processes, including at European level. Youth organisations have a crucial role to play.	<ul style="list-style-type: none"> Generational, territorial and educational divides are developing and new forms of exclusion emerging. It is our duty to provide opportunities for all. Inequalities, which affect young people in particular, pose a major political, social and economic risk. 		<p>Partial convergence</p> <ul style="list-style-type: none"> Provide opportunities for all <p>New proposals</p> <ul style="list-style-type: none"> Focus on the specific needs of young people across policy areas Youth organisations have an important role to play
48: Culture and exchanges	Promote a culture of exchanges and foster European identity and European diversity across different areas			<p>Limited or no convergence</p> <p>New proposals</p> <ul style="list-style-type: none"> A culture of exchanges Foster European identity Foster European diversity
49: Sport	Sport is crucial for our societies – in order to defend our values, ensure			Limited or no convergence

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	<p>healthylifestyles and ageing, promote a culture of exchanges and also celebrate the diversity of European heritage</p>			<p>New proposals</p> <ul style="list-style-type: none"> • Importance of sport • Ensure healthy life styles • A culture of exchanges • Diversity of European heritage