



2025/2598

16.12.2025

COUNCIL DECISION (CFSP) 2025/2598

of 15 December 2025

in support of the Hague Code of Conduct and ballistic missile non-proliferation in the framework of the implementation of the EU Strategy against Proliferation of Weapons of Mass Destruction

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on European Union, and in particular Articles 28(1) and 31(1) thereof,

Having regard to the proposal from the High Representative of the Union for Foreign Affairs and Security Policy,

Whereas:

- (1) On 12 December 2003, the European Council adopted the EU Strategy against Proliferation of Weapons of Mass Destruction.
- (2) On 17 November 2003, the Council adopted Common Position 2003/805/CFSP⁽¹⁾, calling for the Union to convince as many countries as possible to subscribe to the Hague Code of Conduct, especially those with ballistic missile capabilities. That Common Position also called for the further development and implementation of the Code, especially its confidence-building measures, and for the promotion of a closer relationship between the Code and the United Nations multilateral non-proliferation system.
- (3) The 2016 Global Strategy for the European Union's Foreign and Security Policy emphasises that the Union will step up its contribution to collective security.
- (4) The 2022 Strategic Compass for Security and Defence refers to the persistent threat of the proliferation of weapons of mass destruction and their means of delivery, and expresses the Union's objective of reinforcing concrete Union actions in support of disarmament, non-proliferation and arms control goals.
- (5) The Council has previously adopted five Decisions in support of the Hague Code of Conduct and ballistic missile non-proliferation, namely Decisions 2008/974/CFSP⁽²⁾, 2012/423/CFSP⁽³⁾, 2014/913/CFSP⁽⁴⁾, (CFSP) 2017/2370⁽⁵⁾, and (CFSP) 2023/124⁽⁶⁾,

⁽¹⁾ Council Common Position 2003/805/CFSP of 17 November 2003 on the universalisation and reinforcement of multilateral agreements in the field of non-proliferation of weapons of mass destruction and means of delivery (OJ L 302, 20.11.2003, p. 34, ELI: <http://data.europa.eu/eli/compos/2003/805/oj>).

⁽²⁾ Council Decision 2008/974/CFSP of 18 December 2008 in support of the Hague Code of Conduct against Ballistic Missile Proliferation in the framework of the implementation of the EU Strategy against Proliferation of Weapons of Mass Destruction (OJ L 345, 23.12.2008, p. 91, ELI: <http://data.europa.eu/eli/dec/2008/974/oj>).

⁽³⁾ Council Decision 2012/423/CFSP of 23 July 2012 in support of ballistic missile non-proliferation in the framework of the implementation of the EU Strategy against Proliferation of Weapons of Mass Destruction and of the Council Common Position 2003/805/CFSP (OJ L 196, 24.7.2012, p. 74, ELI: <http://data.europa.eu/eli/dec/2012/423/oj>).

⁽⁴⁾ Council Decision 2014/913/CFSP of 15 December 2014 in support of the Hague Code of Conduct and ballistic missile non-proliferation in the framework of the implementation of the EU Strategy against Proliferation of Weapons of Mass Destruction (OJ L 360, 17.12.2014, p. 44, ELI: <http://data.europa.eu/eli/dec/2014/913/oj>).

⁽⁵⁾ Council Decision (CFSP) 2017/2370 of 18 December 2017 in support of the Hague Code of Conduct and ballistic missile non-proliferation in the framework of the implementation of the EU Strategy against Proliferation of Weapons of Mass Destruction (OJ L 337, 19.12.2017, p. 28, ELI: <http://data.europa.eu/eli/dec/2017/2370/oj>).

⁽⁶⁾ Council Decision (CFSP) 2023/124 of 17 January 2023 in support of the Hague Code of Conduct and ballistic missile non-proliferation in the framework of the implementation of the EU Strategy against Proliferation of Weapons of Mass Destruction (OJ L 16, 18.1.2023, p. 36, ELI: <http://data.europa.eu/eli/dec/2023/124/oj>).

HAS ADOPTED THIS DECISION:

Article 1

1. With a view to the implementation of the EU Strategy against Proliferation of Weapons of Mass Destruction, the Global Strategy for the European Union's Foreign and Security Policy and the Strategic Compass for Security and Defence, the Union shall further support the universalisation, full implementation and enhancement of the Hague Code of Conduct through an operational action.
2. The objectives of the operational action referred to in paragraph 1 shall be to:
 - (a) promote universal subscription to the Hague Code of Conduct;
 - (b) promote the full implementation of the Hague Code of Conduct by subscribing states; and
 - (c) contribute to better integrating the Hague Code of Conduct into efforts to curb the proliferation of ballistic missiles.
3. A detailed description of the operational action referred to in paragraph 1 is set out in the Annex.

Article 2

1. The High Representative of the Union for Foreign Affairs and Security Policy (the 'High Representative') shall be responsible for the implementation of this Decision.
2. The technical implementation of the operational action referred to in Article 1 shall be carried out by the *Fondation pour la recherche stratégique* (FRS).
3. The FRS shall perform the task referred to in paragraph 2 under the supervision of the High Representative. For that purpose, the High Representative shall enter into the necessary arrangements with the FRS.

Article 3

1. The financial reference amount for the implementation of the action referred to in Article 1 shall be EUR 1 099 446,40.
2. The expenditure financed by the reference amount set out in paragraph 1 (the 'expenditure') shall be managed in accordance with the procedures and rules applicable to the Union's budget.
3. The Commission shall supervise the proper management of the expenditure. For that purpose, it shall conclude the necessary agreement with the FRS (the 'agreement'). The agreement shall stipulate that the FRS is to ensure the visibility of the Union's contribution in a manner appropriate to the size of that contribution.
4. The Commission shall endeavour to conclude the agreement as soon as possible after the entry into force of this Decision. It shall inform the Council of any difficulties in doing so and of the date of conclusion of the agreement.

Article 4

1. The High Representative shall report to the Council on the implementation of this Decision on the basis of regular reports prepared by the FRS. Those reports shall form the basis of an evaluation carried out by the Council.
2. The Commission shall provide information on the financial aspects of the action referred to in Article 1.

Article 5

1. This Decision shall enter into force on the date of its adoption.
2. This Decision shall expire 36 months after the date of conclusion of the agreement. However, it shall expire six months after the date of its entry into force if the agreement has not been concluded within that period.

Done at Brussels, 15 December 2025.

For the Council

The President

K. KALLAS

ANNEX

1. BACKGROUND AND RATIONALE

The Hague Code of Conduct against Ballistic Missile Proliferation (the 'Code'/HCoC) is an international agreement adopted in 2002 to curb the proliferation of ballistic missiles capable of delivering Weapons of Mass Destruction (WMDs). The Code also contains confidence-building measures to reduce the risks of miscalculation posed by the flight tests of ballistic missiles and launches of peaceful satellite-launcher vehicles. More than twenty years after its adoption, the Code is more relevant than ever as ballistic technologies continue to be developed in many regions of the world and as tensions between countries that possess these technologies make any transparency and communication mechanism essential to avoid escalation. While the Code currently counts 145 member states, further efforts are needed in view of its full universalisation. The EU contributes to essential outreach efforts to promote the universalisation of the Code as well as its implementation and integration in the wider non-proliferation regime.

2. OVERALL OBJECTIVE

The overall objective of this Action is to contribute to international peace and security, confidence and transparency and to the implementation the EU strategy against the proliferation of weapons of mass destruction by promoting the universalisation, the full implementation and the enhancement of the Code. This Action will complement and support the Union's diplomatic engagement with subscribing States and non-subscribing States to the Code.

3. SPECIFIC OBJECTIVES

The specific objectives of the action are:

- (a) To promote the subscription to the Code in view of its universality, including by promoting dialogue among subscribing and non-subscribing States;
- (b) To promote the full implementation of the Code by subscribing States;
- (c) To contribute to better inserting the Code in efforts to curb the proliferation of ballistic missiles. This includes reinforcing the Code's visibility and raising public awareness about the risks and threats posed by ballistic missile proliferation, as well as exploring, in particular through studies, dynamics in ballistic missile proliferation, space developments and possibilities of enhancing the Code and of promoting interaction between the Code and other relevant multilateral instruments.

4. EXPECTED OUTPUTS

- (a) **Universalisation, implementation and integration of the Code to non-proliferation framework.** The outputs relating to the universalisation, implementation and integration of the Code to non-proliferation framework will consist in various outreach and inreach efforts. Outreach events will aim at increasing awareness about the HCoC, and promote the Union objectives of universality of the Code. Events organised will also improve the implementation of the Code and the involvement of all subscribing States in its work, provide a platform for state officials and experts to exchange informally on strategic issues and thereby help building confidence among States. Specifically, Fondation pour la recherche stratégique (FRS) will organise:
 - (i) **Four regional and/or sub-regional seminars** (possibly in South Asia, Middle East, Central America and the Caribbean and Africa). Such events shall be carried out in close collaboration with the respective host governments and, if appropriate, relevant academia. The events will be conducted as a priority for the benefit of non-Subscribing States. A special emphasis will be given to the participation of subscribing states that are '*regional champions*', in order to address priorities and perspectives from a regional point of view. Regional experts, representatives from regional organisations, officials of the UNODA regional offices, FRS experts, EU and Member States officials, the Chair and the Immediate Central Contact (ICC) will be associated. The participation of private actors, in particular from space companies, could be considered when relevant. Interactivity will be encouraged during these meetings held over one or one and a half day.

- (ii) **Meetings with officials from selected non-subscribing States** showing potential interest in joining the Code. These technical meetings will take place in capitals or in other relevant locations (UN venues - New York, Vienna, and Geneva, regional organisations...). Targeted non-subscribing states will include the states that have been involved in outreach activities for several years and especially those voting in favour of UNGA resolutions in support of the Code. Specific attention will be given to supporting political demarches led by the EU and Member States in order to complement and facilitate these outreach efforts through tailored presentations and debate. In cooperation with the HCoC Chair, the ICC or other EU Member States, outreach meetings will also be organised in the margins of UNGA First Committee (luncheons and bilateral meetings).
 - (iii) **Three lunchtime side-events** will be organised in the margins of the Annual Regular Meeting (ARM) of the HCoC in Vienna, allowing the HCoC community, in particular delegates attending the ARM, to interact with missile experts and discuss current trends regarding proliferation. Specific topics could allow for the participation of agencies based in Vienna and in particular the UNODA and the UNOOSA. In 2027, the side event will be used to mark the 25th anniversary of the HCoC.
 - (iv) **Two side-events in the margins of UNGA First Committee** to support UNGA resolutions in New York (in 2026 and 2028). The events' dates will be chosen to allow the attendance of the delegates attending the First as well as the Fourth Committees. Prior to the presentation of the resolutions to the First Committee, assistance will be provided upon request to the Chair, the ICC or other member states to increase the support of First Committee voting States to the UNGA resolution presented in support of the Code.
 - (v) **Assistance in various forms to the ICC** in order to increase the implementation of the Code through various engagement towards subscribing States (capacity building in States to submit Annual Declarations and nominate Points of Contact, translations, modification of the online platform, assistance to the Chair and the ICC in preparations and in terms of content for a potential informal intersessional meeting or other formats to discuss the development of the Code, ...).
- (b) **Awareness raising on the HCoC and missile proliferation.** The action will generate outputs contributing to raising awareness on ballistic missile non-proliferation. It will allow the HCoC community to have access to relevant documentation and expertise regarding ballistic missiles, space launchers and associated events and technological developments. It will give a chance to a new generation of professionals to be familiarised with the stakes of ballistic missile proliferation. Finally, it will aim at ensuring that the proliferation of missiles and the HCoC are fully integrated in conversation about arms control, WMD non-proliferation and strategic stability.
- (i) **Engaging the next generation.** Two new cohorts of the Ballistic Missile Non Proliferation Youth Group will be selected and accompanied in order to raise awareness about the Code and train young professionals from various regions on these issues. Both will work together for one year, and participate in various online activities and in one in-person event. The selection of the fellows will aim at creating synergies with the UNIDIR Space Security Fellows Programme. Academic institutions and experts will be invited to contribute their knowledge to the group and possibly to host a meeting. A short written deliverable will be expected at the end of both sessions in which the Youth Group will make recommendations on the future of the Code.
 - (ii) **Engaging the New Space community.** As the importance of the HCoC as an instrument contributing to space regulation has been emphasised in recent years, it is essential to widen the outreach towards the New Space industry and to raise awareness on missile proliferation risks and the role of transparency. Thus, a hybrid capacity-building workshop will be organised during the course of the project. This workshop will:

- (1) Include in the discussion the topic of proliferation challenges and international non-proliferation norms

- (2) Discuss the role of CBMs and study how transparency can be envisaged while preserving sensitive information
- (3) Favour broad participation and the inclusion of more traditional actors to allow sharing of experience and good practices
- (iii) **Updating knowledge on ballistic proliferation.** Building on the expertise accumulated over the years on missile proliferation, space and related issues by the FRS team, this heading will aim at updating and refreshing the existing corpus of information published on the issue by the FRS, in order for officials and interested public to access authoritative information, but also to present it in a more didactic manner and create new contents according to needs. In particular, FRS will under this heading:
 - (1) Update the Ballistic Missile & Launcher Database and make sure that representatives from Member States and relevant actors can have access.
 - (2) Work on responsive publication of short analysis (one page) on major developments regarding ballistic missiles and launchers.
 - (3) Update existing short papers and create educational material to emphasise the current trends regarding missile proliferation and space launch trends, through visual infographics.
 - (4) Publish one research paper on a key topic related to missile proliferation and space launches.
- (iv) **Raising awareness on the project.** FRS will continue to develop and use communication tools (website, social network ...) to promote the project and the EU's support for the HCoC. This heading will also give the means of presenting the HCoC in other non-proliferation key fora, in regional meetings, and in the margins of the OEWG on PAROS in all its aspects. Participation to the UNIDIR space security conference will also be encouraged.

5. FINAL BENEFICIARIES

- (a) States, both subscribing and non-subscribing States to the Code;
- (b) government officials, policymakers, regulators, experts, especially representing a younger generation of experts;
- (c) international, regional and sub-regional organisations;
- (d) academia and civil society, especially representing a younger generation of experts;
- (e) the HCoC Chair;
- (f) the HCoC Immediate Central Contact (Austrian Ministry of Foreign Affairs)
- (g) other Member States willing to promote the HCoC.

6. VENUE

FRS will select, in consultation with the relevant services of the EEAS, potential venues for the meetings, workshops and other events. The criteria used for choosing the venues will include the willingness and commitment of a relevant State or intergovernmental organisation in a particular region to host the event. Specific locations of country visits or country-specific activities will depend on invitations from interested States or intergovernmental organisations. Although the value of face-to-face meetings and events is of paramount importance, virtual meetings will be organised where appropriate to ensure cost efficiency.

7. DURATION

The total estimated duration of the action is 36 months.
