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DRAFT REPORT

on the implementation of the Common Foreign and Security Policy
(2016/2036(INI))

Committee on Foreign Affairs

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The European Parliament,

- having regard to the Annual Report from the Council to the European Parliament on the Common Foreign and Security Policy,
 - having regard to Articles 21 and 36 of the Treaty on European Union,
 - having regard to the Interinstitutional Agreement of 2 December 2013 between the European Parliament, the Council and the Commission on budgetary discipline, on cooperation in budgetary matters and on sound financial management,
 - having regard to the declaration by the Vice-President of the Commission / High Representative of the Union for Foreign Affairs and Security Policy (VP/HR) on political accountability,
 - having regard to the State of the Union speech delivered by President Juncker on 14 September 2016,
 - having regard to the conclusions of the Bratislava summit of 16 September 2016,
 - having regard to the Global Strategy on Foreign and Security Policies of the European Union presented by the VP/HR, Federica Mogherini, on 28 June 2016 and to her proposals at the informal foreign ministers' meeting held in Bratislava on 2 September 2016,
 - having regard to the Franco-German initiative on defence of September 2016 entitled 'Renewal of the CSDP',
 - having regard to Rule 52 of its Rules of Procedure,
 - having regard to the report of the Committee on Foreign Affairs and the opinions of the Committee on Budgets and the Committee on Culture and Education (A8-0000/2016),
- A. whereas the EU is now surrounded by an arc of instability, as large parts of the Middle East and North Africa are engulfed in ethno-religious conflicts and proxy wars and terrorist groups such as ISIS and the Jabhat al-Nusra Front proliferate throughout the region, while an aggressive, revisionist Russia continues to violate its neighbours' sovereignty and openly challenges the European security order;
- B. whereas these conflicts have direct and serious consequences for the security and well-being of European citizens, as they increasingly spill over into the EU, be it in the form of terrorism, massive refugee flows, or disinformation campaigns aimed at dividing our societies;
- C. whereas the recent terrorist acts in European cities committed by radical jihadists linked to ISIS are part of that group's comprehensive strategy, complementing a land war in

Syria and Iraq, an economic war aimed at the tourism industry in North Africa, as well as online propaganda and cyber-attacks;

Continuing the EU's success story: transformation through action

1. Recalls what many seem to have forgotten, namely that the European Union is one of the greatest achievements in European history and that the transformative power of the EU has brought peace, stability and prosperity to its citizens; emphasises that the EU remains the largest economic power, the most generous donor of humanitarian and development assistance, and a frontrunner in global diplomacy on issues such as climate change, non-proliferation and human rights;
2. Considers that the current crisis is also an opportunity for the EU if it is used to make the EU work better; recalls that European citizens see an effective common foreign and security policy as a priority area of action for the EU and that this is one of the areas where European cooperation can yield most value added; emphasises, therefore, that Member States must change their mentality since nowadays thinking about foreign policy and security in a narrow minded national perspective is obsolete; is convinced that no single Member State alone is able to tackle any of the challenges we face today; urges Member States to finally show sufficient levels of political will and trust in one another to make it possible to use the tools at hand in a concerted manner in order to pursue our interests and values; reiterates that the EU can only be a strong global player on an equal footing with other major powers if all Member States speak with one voice and act together in the framework of a strong EU foreign policy;
3. Stresses that an effective implementation of the EU Global Strategy presented by the VP/HR in June 2016 is not possible without strong commitment, ownership, political will and leadership from the Member States; highlights that the appropriate resources need to be allocated to the implementation of this strategy, in particular in the crucial area of security and defence;
4. Welcomes the intention of devising an implementation plan on security and defence; underlines that this implementation plan should be complemented by a White Book process, which would specify the level of ambition, tasks, requirements and capability priorities for European defence; calls on the VP/HR, in close cooperation with Member States and the Commission, to start working on such a White Book as a matter of priority in order to deliver first results in the first semester of 2017;
5. Welcomes the proposal for a yearly reflection on the state of play of the strategy's implementation; believes that this reflection should take place in the framework of an annual debate in the European Parliament and on the basis of an implementation report drawn up by the VP/HR;
6. Is of the opinion that the Global Strategy should be revised regularly, in synchrony with the electoral cycle and the entry into office of each new Commission, in order to check if its objectives and priorities still fit with the challenges and threats;
7. Highlights that EU external action needs to be based on the three pillars that could be defined as the 'three Ds': Defence, Development and Diplomacy;

Taking responsibility for our security: Defend, deter, react

8. Emphasises that the EU must strengthen its security and defence capabilities, as it can only use its full potential as a global power if it combines its unrivalled soft power with hard power; recalls that stronger civilian and military capacities are key elements for the EU to fully respond to crises, build the resilience of partners and protect Europe; notes that since power politics is again dominating international relations, defence and deterrence capabilities are critical for our leverage in diplomatic talks; in this regard, reiterates that the Common Security and Defence Policy needs to be strengthened, as the only realistic way to strengthen our defence capabilities in a time of budgetary constraints is to increase synergies by stepping up defence cooperation;
9. Is convinced that in view of an already underfinanced EU budget, additional efforts for operations, administrative costs, preparatory actions and pilot projects under the Common Security and Defence Policy, additional funding from the Member States is also needed; believes that Member States should seize the opportunity of the current revision/review of the multiannual financial framework (MFF) to that end;
10. Takes the view that it is of crucial importance that the instruments provided by the Treaty of Lisbon be finally implemented, notably Permanent Structured Cooperation (PESCO); welcomes the joint paper by the defence ministers of France and Germany on the 'renewal of the CSDP', and fully supports its aim of taking a positive decision on the establishment of PESCO at the November 2016 Foreign Affairs and Defence Council; calls on the VP/HR to take the lead on this initiative, as well as on other recent proposals for strengthening the CSDP with a view to paving the way for further ambitious decisions on the CSDP to be taken at the November Foreign Affairs and Defence Council and the December European Council, including the following:
 - creating a permanent civil-military headquarters, which would strengthen strategic and operational planning, enhance civil-military cooperation and improve the EU's ability to react speedily to crises;
 - enhancing the EU's rapid reaction tools, notably by further improving the Battlegroups' usability, by operationalising Article 44, and by strengthening and making greater use of Eurocorps for CSDP missions and operations;
 - extending the common financing of CSDP operations, including through a review of the Athena mechanism;
11. Welcomes the Roadmap and the commitments of the Bratislava summit;
12. Welcomes the ongoing work on the European Defence Action Plan and the Commission's efforts to maximise defence cooperation, including through incentives in areas such as research, transport, space, cyber, energy and industrial policies; notes the proposal by the French President for a European Security and Defence Fund, and supports the development of new and innovative financing and investment concepts, including through the European Investment Bank; supports the proposals for a 'European Semester for Defence' and calls on the VP/HR to present concrete proposals to this effect; commends the European Defence Agency's role in fostering and coordinating capability development, and calls for its strengthening, notably by

increasing its budget;

13. Recognises the increasing interdependence between internal and external security, and takes the view that the current security challenges require a profound overhaul of our security policies with a view to creating a consistent and unified policy covering both internal and external dimensions, including aspects such as counter-terrorism, cybersecurity, energy security, hybrid threats, strategic communication, and critical infrastructures; urges Member States' security services to enhance coordination, and calls on all Member States to comply with their legal obligation to share intelligence with Europol and Eurojust in the fight against terrorism and organised crime; urges the EU to further strengthen its cooperation with third countries in the fight against terrorism;
14. Welcomes the Warsaw Summit Declaration, particularly the Joint Declaration on NATO-EU cooperation; fully supports deepened cooperation between NATO and the EU in the areas of cybersecurity, migration, and the response to hybrid threats; invites the VP/HR to present specific proposals for the follow-up to the Warsaw Joint Declaration by the end of 2016; is convinced that NATO is crucial for the collective security of Europe;
15. Emphasises that the security of EU Member States is undividable and that in line with Article 42(7) TEU all Member States must enjoy the same level of security; believes it is crucial to strengthen the European security architecture, which is based on the Helsinki Final Act of 1975 and which has been severely damaged by Russia's illegal military interventions in Crimea and eastern Ukraine;
16. Takes the view that it is time to define a new, more realistic strategy for the EU's relations with Russia, based on credible deterrence but also on dialogue in areas of common interest; stresses that sanctions have proven to be the most effective means for deterring Russian aggression; recalls that the full implementation of the Minsk agreement is a prerequisite for the suspension of sanctions; insists that the EU should consider imposing further sanctions in case Russia continues to violate international law; believes it is in the common interest of the EU and Russia to achieve a better relationship, provided international law is applied;
17. Believes it is important to engage in dialogue with Russia in order to identify measures aimed at reducing the risk of dangerous misunderstandings and miscalculations; underlines the importance of increased transparency in military activities in order to avoid air and maritime incidents with Russia and the need to develop common standards for the management of possible accidents and incidents;
18. Urges the EU to step up its cooperation with its Eastern partners in order to strengthen their resilience and independence;
19. Believes that a deepening of the relationship with the US and Canada is of strategic interest to the EU, while at the same time it is important for the EU to strengthen its relationship with Central and South America;

Building resilience and investing in a true comprehensive approach: Develop, support and strengthen

20. Emphasises that ensuring peace and stability on our continent, in our neighbourhood and in Africa must now be at the heart of Europe's action; takes the view that it is necessary to tackle the root causes of instability and forced and irregular migration, namely poverty, the lack of economic opportunities, armed conflict, bad governance, climate change and mistaken trade policies; believes that security, economic and social development and trade are parts of the same comprehensive strategy; calls for European and international action (UN/G20) against illegal financial transfers out of Africa;
21. Stresses that the EU must pay particular attention to improving the living conditions in its neighbourhood, using all available policy tools, including trade, development aid and diplomacy, as well as crisis management capabilities; welcomes in this regard the EU's new migration partnerships and the External Investment Plan; underlines the need to develop a new approach towards Africa, providing better opportunities for trade, investment and economic growth and supporting African countries in building democratic, transparent and effective institutions; is convinced that the EU should review its development and trade policies to make sure that they contribute to these goals; calls on the EU, and in particular the Member States, to significantly increase their financial commitments to the region, including through the Africa Trust Fund and the European Development Fund;
22. Underlines also the need to intensify the fight against Islamist terrorism, which affects ever larger parts of the Middle East and North Africa and has also been creeping into Europe; urges the EU to undertake concerted diplomatic efforts, together with the US and other international allies, to convince partners in the region, such as Turkey, Saudi Arabia and Iran, of the need for a common strategy towards this global challenge;
23. Highlights the importance of finding a sustainable solution to the conflict in Syria; supports the UN-led efforts to facilitate negotiations between all parties to the Syrian conflict on an inclusive political settlement; calls on the EU to use its leverage over key actors such as Iran, Saudi Arabia and Russia to ensure that they take a constructive position; emphasises that the use of sanctions should be considered in case some of the actors involved do not deliver on their commitments;
24. Recognises Turkey's role as an important partner in solving the Syrian conflict and the fight against Da'esh; strongly condemns the attempted military coup against the democratically elected government of Turkey; encourages the Turkish government to protect the constitutional order, while underlining the importance of respect for the rule of law and independence of the judiciary in the aftermath of the coup, in cooperation with the Council of Europe;
25. Believes that the fight against human traffickers is only possible where there is a cooperation with countries on the other side of the Mediterranean and in Africa as a whole;

The power of European diplomacy: knowledge, engagement and impact

26. Highlights the EU's immense potential as a diplomatic superpower, which is based on the wide range of instruments at our disposal and our normative power as a champion of democracy, freedom and human rights;

27. Stresses the need for close cooperation with other global and regional powers on global threats and challenges; emphasises in particular the crucial importance of the transatlantic relationship, which is based on common interests and values;
 28. Takes the view that the EU should upgrade and intensify its diplomatic efforts in Asia in order to contribute to greater stability and security in conflict areas with renewed tensions, working closely with partners in the region and upholding international law, including in the South China sea;
 29. Recalls the importance of Europe's normative power, and calls for the further strengthening of the EU's cultural and science diplomacy in order to project and promote European strengths and values beyond our borders; also points out the power of economic diplomacy, and in particular sanctions, as a tool for enforcing EU policies;
 30. Highlights the role of parliamentary diplomacy and the need for a strengthened role of parliaments in the implementation of the Common Foreign and Security Policy, including through intensified cooperation between the European Parliament and national parliaments on matters of EU foreign and security policy;
 31. Stresses the need of speeding up the consolidation of the fully-fledged European Diplomatic Service, and in particular strengthening its thematic expertise and strategic policy planning and forecasting, as well as the area of intelligence; insists on the need for a fair balance between diplomats seconded from the Member States and EU officials in the EEAS, including in management positions;
 32. Stresses that the financial means available for the EU's external action are not commensurate to the challenges we are facing; calls in this regard for a substantial increase in the resources available under heading IV of the MFF in the context of the upcoming mid-term review;
 33. Calls also for more accountability and transparency, in particular in relation to the negotiation of international agreements;
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34. Instructs its President to forward this resolution to the Vice-President of the Commission / High Representative of the Union for Foreign Affairs and Security Policy, the Council and the Commission.