



EUROPEAN PARLIAMENT

2014 - 2019

Committee on Foreign Affairs

13.11.2014

WORKING DOCUMENT

for the Report on the Annual Report from the Council to the European Parliament on the Common Foreign and Security Policy

Committee on Foreign Affairs

Rapporteur: Elmar Brok

Facing a changed political and security environment

1. points to the dramatically aggravated security environment around the EU, where stability and security of Europe are challenged to a degree unprecedented since the beginning of European integration; underlines that the global political order is under transformation, with international law and universal values being challenged;
2. is concerned that the EU has so far not been able to use its full potential to shape its political and security environment, and that lack of policy coordination and coherence among EU policies, and financial limitations pose additional restraints on Europe's influence in the world;
3. is of the view that the key priorities for EU foreign policy are:
 - improving the EU's internal structures and working methods in order to strengthen the EU's resilience and ability to defend itself and to unleash its full potential as a global player,
 - protecting European values and preserving the political and legal order in Europe, thereby safeguarding peace and stability,
 - supporting security and stabilisation in the EU's southern neighbourhood, and
 - strengthening, together with partners, the rules-based, pluralistic global political and economic order, including the protection of human rights;

EU as a credible actor

4. believes that an effective EU foreign policy needs to be based on a shared vision of key European interests and objectives in external relations as well as on a common perception of the threats affecting the EU as a whole; underlines that in order to establish such a shared vision in the context of a dramatically changed environment, the EU needs to update the strategic framework for its foreign and security policy; welcomes, therefore, the commitment of the HRVP, on the basis of the mandate from the European Council of December 2013, to initiate as a matter of priority a process of strategic reflection, which should involve a wide range of stakeholders, including Member States, European institutions, and the European public; insists that this reflection should lead to a new European Security Strategy;
5. insists that the political, economic, financial and defence resources of the EU and its Member States have to be combined to maximise the EU's influence in the world, produce synergies, and ensure peace and stability in Europe;
6. underlines that the external financial assistance deployed by the EU and its Member States needs to be refocused in line with the jointly agreed strategic priorities;
7. encourages the EU institutions and the Member States to fully use the toolbox of the Lisbon Treaty to move from a so far mostly reactive approach to a pro-active, coherent EU foreign and security policy, deployed in the shared European interest;

8. is of the view that the Council and the Commission need to ensure the coherence and consistency of:
 - internal and external policies pursued by the EU, including the CFSP, neighbourhood, trade, development, humanitarian aid, justice and home affairs, energy, environment, migration, etc.,
 - policies pursued by the EU and by its Member States;
9. welcomes in this regard the organisation of the new European Commission in clusters, which enables the HRVP to coordinate all Commission policies with an external dimension; supports the HRVP to fully assume her role as Vice-President of the Commission; encourages the HRVP at the same time to use her role as Chair of the Foreign Affairs Council to bring initiatives into the Council that advance common pro-active policies beyond the least common denominator, using the whole toolbox of CFSP and the EU's external policies;
10. reiterates that internal structures of the EEAS need to be reformed so as to assist the HRVP in all her roles and to enable her to advance strategic planning and coordinate political processes within the Council and the Commission; insists on the need to rationalise the top EEAS management and to streamline decision-making processes; reiterates its call for a closer integration of the EUSRs into the EEAS, including through a transfer of their budget from the operational CFSP into the EEAS budget;
11. calls for the modernisation of the EU delegations network so as to reflect the needs of EU foreign policy in the 21st century, including adapting the size and expertise of staff; asks the HRVP to strengthen the authority of the Head of Delegation over all staff independent from institutional origin, and to simplify administrative budgets of Delegations towards a single funding source; points to the potential of synergies and economies of scale borne by strengthening of the cooperation between Member States embassies and EU Delegations;
12. is concerned by the lack of flexibility within the EU's financial rules which often leads to delays in operational disbursement of EU funds and presents additional obstacles to the EU's ability to respond to crises; asks the Commission to come up with proposals to reform the relevant legislation, including allowing for the fast-track procedure, currently available for humanitarian assistance, to be used for crisis management;
13. welcomes the cooperative approach of HRVP Federica Mogherini towards the EP aimed at strengthening her accountability towards the Parliament; reiterates the need for systematic and proactive consultation with the EP prior to the adoption of foreign policy strategies and CSDP mandates; is committed to intensify cooperation with national parliaments within the Inter-parliamentary Conference on CFSP and CSDP in order to be better prepared to control the respective resources; asks the Council to finalise negotiations with the EP on replacing the 2002 Inter-institutional agreement on access by the EP to confidential documents in the area of CFSP;
14. underlines that a credible EU foreign policy needs to be underpinned by adequate defence capabilities of the Member States and an effective Common Security and

Defence Policy; believes that Member States need to commit more resources to defence and cooperate more closely to build synergies;

15. welcomes the impetus given to the CSDP by the European Council on Defence in December 2013 and looks forward to the forthcoming debate in June 2015; calls for further ambitious decisions to be taken at this summit, in particular:
 - launching - on the basis of the review of the EU's strategic framework - a process of strategic reflection on objectives and priorities in the field of security and defence, setting out the required capabilities and options for deepening defence cooperation;
 - strengthening the European Defence Agency by providing it with the necessary resources, so that it can play its full role in coordinating and stimulating armaments cooperation;
 - implementing the Lisbon Treaty in full, in particular as regards permanent structured cooperation, the possibility of entrusting special tasks and missions to a group of Member States, and the establishment of a start-up fund for CSDP operations;
 - strengthening the European Defence Technological and Industrial Base, i.a. by coordinating defence budgets and harmonizing requirements;
 - addressing existing problems in the areas of planning and conduct of military operations, including by establishing a permanent Operational Headquarters;
 - increasing the EU Battlegroups' effectiveness and usability by, i.a., introducing a modular approach and extending common financing including through the Athena mechanism;
16. calls for a reform of the EU's approach to migration policy; insists on addressing the root causes of irregular migration, using all policy and assistance instruments, including development and trade policies, humanitarian aid, conflict prevention and crisis management; reiterates its call to step up humanitarian support to countries which host refugees and to strengthen Regional Protection Programmes, run in collaboration with UNHCR close to regions of origin; stresses that migration management should be a priority in our cooperation with neighbours in the east and south;
17. points out that energy is increasingly being used as a foreign policy tool and recalls that energy cooperation lies at the foundation of European integration; welcomes the establishment of the post of Vice-President for the Energy Union and the Commission's Communication on European Energy Security Strategy; calls on the Commission and Member States to intensify cooperation in order to implement short and long term actions listed in this strategy; urges further reflection on the compatibility of energy security goals with other objectives pursued by the EU; is of the opinion that a solidarity mechanism should be put in place in order to deal with possible energy disruption; believes that an interconnected energy infrastructure

should be developed and that efforts to diversify the EU's energy supply need to be accelerated in order to strengthen energy independence of EU Member States;

18. calls for developing the industrial and technological resources needed to improve cyber security, including through the promotion of a Single Market for cyber security products; emphasises the need to mainstream cyber defence into external actions and the Common Foreign and Security Policy, and calls for closer coordination on cyber defence with NATO; welcomes the EU's Cyber Security Strategy; urges the European Defence Agency to strengthen coordination on cyber defence among Member States and calls on the Member States to provide EDA with the means to achieve this goal;

Preserving and strengthening the European political and legal order

19. underlines the need to consolidate the EU and to strengthen its integration capacity, which is one of the Copenhagen criteria; reiterates the enlargement perspective for the countries of the Western Balkans, based on fulfilment of the Copenhagen criteria; supports in this regard the approach of the European Commission, addressing fundamental reforms in the area of rule of law, public administration and economic governance early in the enlargement process;
20. is of the view that an overarching political strategy is needed, aimed at reinvigorating the European political and legal order, which was laid down with the Helsinki Final Act of 1975 and which binds all European states, including Russia; insists that this order is based on respect for human rights and fundamental freedoms, sovereignty, independence and territorial integrity of states, and on the peaceful resolution of conflicts; sees the need to develop a credible dialogue with Russia on cooperation to strengthen this order as a basis for peace and stability in Europe;
21. is committed, applying Art. 49 TEU, to the European perspective for EU's east European neighbours; supports the political association process and economic integration of Ukraine, Moldova and Georgia, via the Eastern Partnership and the DCFTA, into the European Economic Area; is of the view that this process should be used by these countries to modernise democratic governance, strengthen the rule of law, reform public administration and undertake economic reforms; urges a substantial increase in EU financial assistance to support these reforms; insists however on strict conditionality and the need to guarantee accountability for resources spent;
22. regards the result of the presidential elections of May 2014 and the parliamentary elections of October 2014 in Ukraine as a clear democratic mandate for Ukraine's political leadership to maintain the independence and territorial integrity of the country, and to undertake reforms strengthening democracy and the rule of law, guaranteeing human rights, including rights of minorities, and reforming economic governance; urges the HRVP to use all available political, security and economic tools to provide comprehensive support to the Ukrainian government on this path;
23. urges Russia to honour its commitments and obligations, including those enshrined in the UN Charter, the OSCE Helsinki Final Act and the Budapest Memorandum; strongly condemns Russia's military intervention and hybrid war against Ukraine, as well as the illegal annexation of Crimea; urges Russia to de-escalate and to withdraw

its troops from Ukrainian territory; calls on all sides to immediately and fully implement the Minsk Protocol;

24. supports the sanctions adopted by the EU in reaction to the Russian aggression against Ukraine and stresses that these are scalable and reversible, depending on the fulfilment of the Minsk agreement; calls on the HRVP to develop, as a matter of priority, a common EU strategy on Russia, which would aim at engaging Russia for peace and stability in Europe; believes that a good relationship between Russia and the EU would be in the common interest and hopes that Russia will be open to such a development by respecting international law;

Supporting security and stabilisation in the southern neighbourhood

25. is of the view that the criminal activities and barbaric violence by terrorist jihadists engaged in and associated with the so-called Islamic State (IS) represent a major threat to the wider MENA region, and potentially to global peace and stability;
26. urges the EU leadership to develop, in close coordination with the US, a strategy which would involve major powers (e.g. Russia, China) in a concerted effort to engage and support regional actors (including Turkey, Iraq, Jordan, Egypt, Gulf Cooperation Council governments, Iran, Arab League, Kurdish forces) to unite in order to systematically confront IS and associated jihadist groups;
27. supports the global coalition against IS and its effort to combat IS militarily, and welcomes the contributions of EU Member States in this context; urges the stepping up of resolute global regulatory pressure to deprive jihadists of oil revenues and to apply strict global sanctions against financial transactions to their favour; points to the urgent need to systematically disable jihadists from using the internet for propaganda; insist on the need to step up international cooperation focused on preventing extremists from traveling to Syria and Iraq to join the jihadist fight;
28. urges the EU leadership to initiate a global effort, including regional powers, to massively increase humanitarian assistance for civilians affected by the conflict in Syria and by IS violence, in particular to support refugees and provide direct financial support to countries in the region which host refugees;
29. urges concerted pressure by all global powers on regional actors to negotiate a political settlement in Syria, which would envisage transition to an inclusive, representative government, guaranteeing the peaceful co-existence of religious beliefs;
30. insists on the need to substantially revise the EU's policy towards its southern neighbourhood, and to focus its instruments and scarce budgetary means on supporting the countries in building functioning and inclusive states capable of delivering security for their citizens, confronting religious extremism, and managing migration flows, while respecting human and civil rights; is of the view that additional support by the EU should be directed to partner governments which are committed to and make tangible progress on the path to democratisation, such as Tunisia, Jordan, and Morocco;

Strengthening a cooperative, rule-based global order

31. believes that the US is the key strategic partner of the EU and encourages closer coordination with the US on EU foreign policy, pursuing common approaches to challenges in the EU neighbourhood and on the global level; underlines the strategic nature of the Transatlantic Trade and Investment Partnership, which has the potential to enable the transatlantic partners to set global standards and strengthen global governance;
32. welcomes the conclusions of the NATO summit of September 2014 in Wales and calls for their implementation; believes that EU-NATO cooperation should be strengthened and closer planning and coordination between NATO's smart defence and EU's pooling and sharing undertaken for the best use of the scarce resources;
33. underlines the need for a strategy, in coordination with the US, on how to draw Russia, China and other major powers into responsibility for peace and stability of the global political and economic order; in this sense urges the HRVP and the Council to re-think strategic partnerships;
34. welcomes the forthcoming UN review of the Non-Proliferation Treaty as a major step towards international peace and security and urges the EU Member States to take a coordinated and pro-active position in the negotiations; welcomes the entry into force of the Arms Trade Treaty and calls for its effective and full implementation; urges Member States to strictly adhere to the norms established by the EU's Common Position on arms exports;
35. calls for the development of a coherent climate security strategy at the EU level that addresses the strategic and political consequences of climate change allowing the EU to respond to and prepare for climate-induced geopolitical instability; calls for a debate on a forward-looking strategy to address migration occurring as a result of climate change;