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DRAFT REPORT

on the Annual Report from the High Representative of the European Union for Foreign Affairs and Security Policy to the European Parliament
(2014/2219(INI))

Committee on Foreign Affairs

Rapporteur: Elmar Brok

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MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

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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 (12094/14),
- having regard to Article 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 High Representative of the Union for Foreign Affairs and Security Policy / Vice-President of the Commission (HR/VP) on political accountability,
- having regard to the commitments made by HR/VP Federica Mogherini during her hearing in the Committee on Foreign Affairs on 6 October 2014,
- having regard to Rules 52 and 132(1) of its Rules of Procedure,
- having regard to the report of the Committee on Foreign Affairs and the opinion of the Committee on Budgets (A8-0000/2015),

Facing a changed political and security environment

1. Points to the dramatically aggravated security environment around the EU, where the international law-based order and stability and security of Europe are challenged to a degree unprecedented since the beginning of European integration; points to the ongoing transformation of the global political order;
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 a lack of policy coordination and coherence between EU policies, and financial limitations pose additional restraints on Europe's influence in the world;
3. Takes the view that the priority tasks for EU foreign policy are:
 - protecting European values and enforcing the political and legal order in Europe, thereby safeguarding peace and stability,
 - improving the EU's contribution to territorial defence,

- supporting security, stabilisation and the rule of law in the EU’s southern neighbourhood,
- strengthening, together with partners, the rules-based, pluralistic global political and economic order, including the protection of human rights, and
- improving the EU’s internal structures and working methods in order to strengthen its resilience and allow it to unleash its full potential as a global player;

The 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, values and objectives in external relations and on a common perception of the threats affecting the EU as a whole; welcomes the commitment of the HR/VP, 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 on the EU’s foreign and security policy, 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. Underlines the obligation undertaken by the Member States in ratifying the Treaty on European Union to support the Union’s external and security policy actively and unreservedly in a spirit of loyalty and mutual solidarity, in line with Article 24(3) TEU;
6. Insists that the political, economic, financial and defence resources of the EU and its Member States must be combined to maximise the EU’s influence in the world, produce synergies and ensure peace and stability in Europe;
7. Stresses 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; calls for more measures to be taken by the EU in order to increase the visibility and effectiveness of EU assistance;
8. Encourages the EU institutions and the Member States to fully use the toolbox of the Lisbon Treaty to move from what has so far been a mostly reactive approach to a proactive, coherent EU foreign and security policy, deployed in the shared European interest;
9. Takes 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 Common Foreign and Security Policy (CFSP) and policies on neighbourhood, trade, development, humanitarian aid, justice and home affairs, energy, environment, migration, etc.,
 - policies pursued by the EU and by its Member States;
10. Welcomes, in this connection, the organisation of the new Commission in clusters,

which enables the HR/VP to coordinate all Commission policies with an external dimension; supports the HR/VP in her efforts to fully assume her role as Vice-President of the Commission; encourages the HR/VP 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;

11. Reiterates that the internal structures of the EEAS need to be reformed so as to enable it to assist the HR/VP 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 EEAS top management structure and to streamline decision-making processes; reiterates its call for closer integration of the EU Special Representatives into the EEAS, including through a transfer of their budget from the CFSP operational budget into the EEAS budget;
12. Calls for the modernisation of the EU delegations network so as to reflect the needs of EU foreign policy in the 21st century, including by adapting staff numbers and expertise; asks the HR/VP to strengthen the authority of the head of delegation over all staff, irrespective of their institutional origin, and to simplify the administrative budgets of delegations towards a single funding source; points to the potential for synergies and economies of scale afforded by the strengthening of cooperation between Member State embassies and EU delegations;
13. 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 places additional obstacles in the way of the EU's ability to respond to crises; asks the Commission to come up in 2015 with a proposal to reform the relevant legislation, including by allowing the fast-track procedure, currently available for humanitarian assistance, to be used for crisis management;
14. Underlines the vital importance of collective defence guaranteed by NATO for its members; urges the Member States, as a matter of urgency, to step up their ability to contribute to territorial defence, commit more resources and cooperate more closely to build synergies; stresses that all the Member States must enjoy the same level of security, in line with Article 42(7) TEU; stresses that a credible EU foreign policy needs to be underpinned by adequate defence capabilities in the Member States and an effective Common Security and Defence Policy (CSDP); takes the view that the CSDP is an important component of European defence and can contribute to it in many ways, including by fostering defence cooperation, enhancing interoperability and increasing efficiency; welcomes the HR/VP's commitment to actively engage on defence matters, including by chairing meetings of the Foreign Affairs Council in the Defence Ministers configuration;
15. Highlights permanent structured cooperation as an instrument to boost defence cooperation among more ambitious Member States within the EU structures; calls on the HR/VP to actively promote this instrument, which is provided for in the Treaties, and encourages the Member States to make use of it;
16. 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;
 - further increasing common financing in the field of military CSDP operations through the Athena mechanism, so as to prevent financial considerations from compromising the EU’s ability to respond to crises;
 - strengthening the European Defence Technological and Industrial Base, *inter alia* by coordinating defence budgets and harmonising requirements;
 - addressing existing problems in the areas of the planning and conduct of military operations, including by establishing a permanent operational headquarters;
 - increasing the EU Battlegroups’ effectiveness and usability, *inter alia* by introducing a modular approach and extending common financing through the Athena mechanism;
17. Calls for the industrial and technological resources needed to improve cyber security to be developed, including by promoting a single market for cyber security products; emphasises the need to mainstream cyber defence into external action and the CFSP, 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 the EDA with the means to achieve this goal;
18. Calls for a reform of the EU’s approach to migration policy; insists on the need to address 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 EU cooperation with neighbours in the east and south;
19. 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; calls for increased

coherence and coordination between foreign policy and energy policy; takes the view that energy security should be part of the comprehensive approach to the EU's external action and believes that energy policy must be in line with the Union's other priority policies, including its security, foreign and neighbourhood, trade, and development policies, as well as its policies in defence of human rights;

20. 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 the Member States to intensify cooperation in order to implement short- and long-term actions listed in this strategy; insists on the need to strengthen the coherence between EU foreign policy and other policies with an external dimension, such as energy policy, and expects the Commission's new cluster-based structure to deliver results in this regard; urges further reflection on the compatibility of energy security goals with other objectives pursued by the EU; calls on the HR/VP to develop strategic priorities for the external energy policy enshrined in the general foreign policy objectives;
21. Takes the view that a solidarity mechanism should be put in place in order to deal with possible energy disruptions; believes that an interconnected energy infrastructure should be further developed and that efforts to diversify the EU's energy supply should be accelerated in order to strengthen the energy independence of Member States;
22. Welcomes HR/VP Federica Mogherini's cooperative attitude towards Parliament, aimed at strengthening her accountability to the institution; reiterates the need for systematic and proactive consultation with Parliament prior to the adoption of foreign policy strategies and CSDP mandates; asks the Council to finalise negotiations with Parliament on replacing the 2002 Interinstitutional Agreement concerning access by the European Parliament to sensitive information of the Council in the field of security and defence policy; is committed to intensifying cooperation with national parliaments, including within the Inter-Parliamentary Conference for the CFSP and the CSDP, in order to be better prepared to control the respective resources;

Preserving and strengthening the European political and legal order

23. 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 connection, the Commission's approach, which consists in addressing fundamental reforms in the area of the rule of law, public administration and economic governance early in the enlargement process;
24. Takes 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, the sovereignty, independence and territorial integrity of states, and the peaceful resolution of conflicts; sees the development of a constructive dialogue with Russia on cooperation to strengthen this order as a basis for peace and stability in Europe;
25. Takes the view that a new approach to the EU's relations with its eastern neighbours is

needed; believes that supporting those countries that want to draw closer to the EU must be a top priority for EU foreign policy; is committed, in accordance with Article 49 TEU, to the European perspective for the EU's eastern European neighbours;

26. Welcomes the conclusion in 2014 of Association Agreements including Deep and Comprehensive Free Trade Agreements with Georgia, Moldova and Ukraine, which is a major step in their political and economic convergence towards the EU; takes the view that the association process should be used by the countries concerned to modernise democratic governance, strengthen the rule of law, reform public administration and undertake economic reforms; urges a substantial increase in EU political, financial and technical assistance to support these reforms; insists, however, on strict conditionality and the need to guarantee accountability for resources spent;
27. Welcomes the results of the parliamentary elections held in Ukraine and Moldova in October and December 2014 respectively, and urges the Governments of Georgia, Moldova and Ukraine to progress with reforms relating to political and economic governance and the rule of law; calls on the HR/VP to use all available political, security and economic tools to provide comprehensive support to the Ukrainian and Moldovan Governments on this path;
28. Calls for a close engagement with those eastern European neighbours which have not yet concluded Association Agreements with the EU; recalls, however, that EU assistance can only be effective if there is sufficient ownership on the part of the partner countries;
29. 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 for the immediate and full implementation of the Minsk Protocol;
30. 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;
31. Emphasises the need for the EU and its Member States to speak with one voice vis-à-vis Russia; calls on the HR/VP to develop, as a matter of priority, a common EU strategy on Russia, aimed at securing a commitment from Russia on 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 show itself open to such a development by respecting international law;

Supporting security and stabilisation in the southern neighbourhood

32. Insists on the need to substantially revise the EU's policy towards its southern neighbourhood, and to develop a comprehensive strategy focusing the EU's instruments and scarce budgetary resources on support for the building of functioning and inclusive states capable of delivering security for their citizens, confronting religious extremism and enhancing the rule of law, which is a key precondition for investment and economic

development; points to the unused potential of cross-border trade within the region; insists on close cooperation on managing migration flows, while respecting human rights;

33. Takes the view that additional EU support should be granted to partner governments which are committed to and make tangible progress towards democratisation, such as Tunisia, Jordan and Morocco;
34. Urges the EU leadership to develop, in close coordination with the US and involving major powers (e.g. Russia and China), a strategy encouraging regional actors (including Turkey, Iraq, Jordan, Egypt, Gulf Cooperation Council governments, Iran, the Arab League and Kurdish forces) to unite in order to put an end to proxy wars and halt financial support to fundamentalists, and to develop a solution for peace and stability in the region; supports the engagement of all parties involved in the Middle East peace process in finding a comprehensive, constructive and sustainable solution to the Middle East conflict; emphasises the need to preserve the territorial integrity and national unity of Libya and urges the HR/VP to provide impetus for a stronger engagement of regional actors on mediation and conflict resolution;
35. Takes 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 Middle East and North Africa (MENA) region, and potentially to global peace and stability; supports the global coalition against IS and its efforts 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 in 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;
36. Urges the EU leadership to initiate a global effort, including on the part of regional powers, to massively increase humanitarian assistance for civilians affected by the conflict in Syria and by IS violence, in particular with a view to supporting refugees and providing direct financial support to countries in the region which host refugees;

Strengthening a cooperative, rule-based global order

37. Believes that the US is the EU's key strategic partner, and encourages closer coordination with the US on EU foreign policy, pursuing common approaches to challenges in the EU neighbourhood and at 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; believes that Latin America is an important partner for the EU and that various modalities of triangular transatlantic cooperation should be developed;
38. Welcomes the conclusions of the NATO summit of September 2014 in Wales and calls for the implementation thereof; believes that EU-NATO cooperation should be strengthened and closer planning and coordination undertaken between NATO's smart defence and the EU's pooling and sharing in order to avoid duplication and to make best use of the scarce resources available;

39. Underlines the need for a strategy, in coordination with the US, on how to draw Russia, China and other major powers into responsibility for the peace and stability of the global political and economic order; to this end, urges the HR/VP and the Council to re-think strategic partnerships;
40. Welcomes the forthcoming UN review of the Non-Proliferation Treaty as a major step towards international peace and security and urges the Member States to take a coordinated and proactive position in the negotiations; welcomes the entry into force of the Arms Trade Treaty and calls for its effective and full implementation; urges the Member States to strictly adhere to the norms established by the EU's Common Position on arms exports;
41. Calls for the development of a coherent climate security strategy at 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;
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43. Instructs its President to forward this resolution to the High Representative of the Union for Foreign Affairs and Security Policy / Vice-President of the Commission, the Council, the Commission, the governments and parliaments of the Member States, the Secretary-General of the United Nations, the Secretary-General of NATO, the President of the NATO Parliamentary Assembly, the Chairman-in-Office of the OSCE, the President of the OSCE Parliamentary Assembly, the Chairman of the Committee of Ministers of the Council of Europe, and the President of the Parliamentary Assembly of the Council of Europe.