

# EUROPEAN PARLIAMENT

2004



2009

---

*Committee on Foreign Affairs*

**2007/2219(INI)**

14.3.2008

## **DRAFT REPORT**

on the annual report from the Council to the European Parliament on the main aspects and basic choices of the Common Foreign and Security Policy (CFSP) presented to the European Parliament in application of point G, paragraph 43 of the Interinstitutional Agreement of 17 May 2006 – 2006 (2007/2219(INI))  
Committee on Foreign Affairs

Rapporteur: Jacek Saryusz-Wolski

**CONTENTS**

	<b>Page</b>
MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION .....	3

## MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

**on the annual report from the Council to the European Parliament on the main aspects and basic choices of the Common Foreign and Security Policy (CFSP) presented to the European Parliament in application of point G, paragraph 43 of the Interinstitutional Agreement of 17 May 2006 – 2006  
(2007/2219(INI))**

*The European Parliament,*

- having regard to the annual report from the Council to the European Parliament on the main aspects and basic choices of the Common Foreign and Security Policy (CFSP), presented to the European Parliament in application of point G, paragraph 43 of the Interinstitutional Agreement of 17 May 2006 – 2006,
- having regard to Article 21 of the EU Treaty,
- having regard to the Treaty amending the Treaty on European Union and the Treaty establishing the European Community (Treaty of Lisbon), signed on 13 December 2007 in Lisbon, and the Charter of Fundamental Rights proclaimed on 12 December 2007,
- having regard to the European Security Strategy (ESS) adopted by the European Council on 12 December 2003,
- having regard to the Interinstitutional Agreement of 17 May 2006 on budgetary discipline and sound financial management<sup>1</sup>,
- having regard to the Presidency Conclusions of the Brussels European Council of 14 December 2007 and its call for a swift completion of national ratification processes with a view to the entry into force of the Treaty of Lisbon on 1 January 2009,
- having regard to the Presidency Conclusions of the Brussels European Council of 15-16 December 2005 on the Financial Perspective 2007-2013,
- having regard its resolution of 20 February 2008 on the Treaty of Lisbon<sup>2</sup>,
- having regard to its resolution of 23 May 2007 on the Common Foreign and Security Policy – 2005<sup>3</sup>,
- having regard to its resolution of 16 November 2006 on the implementation of the European Security Strategy in the context of the ESDP<sup>4</sup>,
- having regard to its resolution of 16 February 2006 on new financial instruments for development in connection with the Millennium Goals<sup>5</sup>,

---

<sup>1</sup> OJ C 139, 14.6.2006, p. 1.

<sup>2</sup> Texts adopted, P6\_TA(2008)0055.

<sup>3</sup> Texts adopted, P6\_TA(2007)0205.

<sup>4</sup> OJ C 314 E, 21.12.2006, p. 334.

<sup>5</sup> OJ C 290 E, 29.11.2006, p. 396.

- having regard to its resolutions of 10 May and 14 November 2007 on the EU-Russia Summits<sup>1</sup> and of 19 June 2007 on EU economic and trade relations with Russia<sup>2</sup>,
- having regard to its resolutions of 1 June 2006 on improving EU-US relations in the framework of a Transatlantic Partnership Agreement and on EU-US transatlantic economic relations<sup>3</sup>,
- having regard to its resolution of 12 July 2007 on the Middle East<sup>4</sup>,
- having regard to its resolution of 13 December 2007 on the EU-China Summit and the EU/China human rights dialogue<sup>5</sup>,
- having regard to its resolution of 25 October 2007 on EU–Africa relations<sup>6</sup> and of 10 May 2007 on an EU partnership in the Horn of Africa<sup>7</sup>,
- having regard to its resolution of 10 May 2007 on an EU strategy for reform in the Arab world<sup>8</sup>,
- having regard to its resolution of 27 April 2006 on a stronger partnership between the European Union and Latin America<sup>9</sup>,
- having regard to its resolution of 10 March 2005 on the review of the Non-Proliferation Treaty – Nuclear arms in North Korea and Iran<sup>10</sup>, making it clear that 'No Say, No Pay' is a principle which the EU will follow in its dealings with the Korean peninsula; having regard to its resolution of 25 October 2007 on Iran<sup>11</sup>,
- having regard to its resolution of 25 October 2007 on a Special Measure 2007 for Iraq<sup>12</sup>,
- having regard to its resolution of 26 September 2007 on towards a common European foreign policy on energy<sup>13</sup>,
- having regard to its resolutions of 15 November 2007 on the Bali Conference on Climate Change and of 29 November 2007 on trade and climate change<sup>14</sup>,
- having regard to its resolution of 12 December 2007 on the fight against terrorism<sup>15</sup>,

---

<sup>1</sup> Texts adopted, P6\_TA(2007)0178 and Texts adopted, P6\_TA(2007)0528.

<sup>2</sup> Texts adopted, P6\_TA(2007)0262.

<sup>3</sup> OJ C 298 E, 8.12.2006, pp. 226 and 235.

<sup>4</sup> Texts adopted, P6\_TA(2007)0350.

<sup>5</sup> Texts adopted, P6\_TA(2007)0622.

<sup>6</sup> Texts adopted, P6\_TA(2007)0483.

<sup>7</sup> Texts adopted, P6\_TA(2007)0180.

<sup>8</sup> Texts adopted, P6\_TA(2007)0179.

<sup>9</sup> OJ C 296 E, 6.12.2006, p. 123.

<sup>10</sup> OJ C 320 E, 15.12.2005, p. 253.

<sup>11</sup> Texts adopted, P6\_TA(2007)0488.

<sup>12</sup> Texts adopted, P6\_TA(2007)0481.

<sup>13</sup> Texts adopted, P6\_TA(2007)0413.

<sup>14</sup> Texts adopted, P6\_TA(2007)0537 and Texts adopted, P6\_TA(2007)0576.

<sup>15</sup> Texts adopted, P6\_TA(2007)0612.

- having regard to its resolutions of 26 April 2007 on the Annual Report on Human Rights in the World 2006 and the EU's policy on the matter<sup>1</sup> and of 6 September 2007 on the functioning of the human rights dialogues and consultations on human rights with third countries<sup>2</sup>,
- having regard to its resolution of 13 December 2006 on the institutional aspects of the European Union's capacity to integrate new Member States<sup>3</sup>,
- having regard to its resolutions of 13 December 2006 on the Enlargement Strategy and Main Challenges 2006-2007<sup>4</sup> and of 15 November 2007 on strengthening the European Neighbourhood Policy<sup>5</sup>,
- having regard to its resolution of 25 October 2007 on relations between the EU and Serbia<sup>6</sup>,
- having regard to Rule 112(1) of its Rules of Procedure,
- having regard to the report of the Committee on Foreign Affairs (A6-/2008),
- A. whereas a clear definition of the interests of the Union is essential in order to attain the goals of the Union's external action and in particular its foreign affairs policy,
- B. whereas the Treaty of Lisbon clearly improves the CFSP arrangements currently in force, thus raising the Union's international profile and enhancing its effectiveness,
- C. whereas, in order to be credible, the CFSP and the future Common Security and Defence Policy (CSDP) must be allocated resources in line with their ambitions and specific targets, and whereas in this regard a significant increase is considered necessary during the mid-term review of the Financial Perspectives in 2009 and from other financial sources,

### ***Principles***

1. Is of the opinion that, from its inception, the CFSP, including the European Security and Defence Policy (ESDP), has helped to strengthen the European identity and the EU's role as a global player;
2. Believes that, since the European Union is a community based on values, in order to be a credible global player it has to uphold its high standards in external relations, and that the CFSP must therefore be underpinned by the values which the European Union and its Member States cherish, notably democracy, the rule of law and respect for human rights and fundamental freedoms, as key objectives of the CFSP;
3. Strongly believes that European Union can make an impact and conduct a genuine, effective and credible CFSP only if it speaks with one voice, has the appropriate

---

<sup>1</sup> Texts adopted, P6\_TA(2007)0165.

<sup>2</sup> Texts adopted, P6\_TA(2007)0381.

<sup>3</sup> OJ C 317 E, 23.12.2006, p. 485.

<sup>4</sup> OJ C 317 E, 23.12.2006, p. 480.

<sup>5</sup> Texts adopted, P6\_TA(2007)0538.

<sup>6</sup> Texts adopted, P6\_TA(2007)0482.

instruments at its disposal and enjoys the strong democratic legitimacy afforded by Parliament's scrutiny;

4. Calls on the Member States to commit themselves to consulting their EU partners and the High Representative before adopting strategic decisions in the area of foreign policy, particularly in multilateral organisations, which may affect the coherence and cohesion of the EU's external action and may undermine the EU's credibility as a global player vis-à-vis third countries;

#### ***The 2006 Annual Report on CFSP and relations between the EU institutions***

5. Welcomes the 2006 Annual Report from the Council;
6. While recognising progress in the structure of the report, especially the inclusion of more forward-looking planning alongside the description of activities carried out in the previous year, invites the Council, where appropriate, to take into account for the next annual report the resolutions and/or recommendations adopted by Parliament;
7. Is of the view that Parliament should more systematically adopt positions on each successive stage of CFSP and ESDP decision-making; recommends that, in order to enhance their democratic legitimacy, common positions and joint actions should where appropriate contain references to those positions adopted by Parliament;
8. Recognises that considerable progress has been achieved in relations between the Council and Parliament, especially through the establishment of new and more flexible channels of communication and through the increased contacts between the institutions, including regular exchanges of views with the High Representative and more frequent appearances by EU Special Representatives as well as other senior officials before Parliament, however, considers that there is room for further progress, particularly with regard to the timing of such appearances, which should also reflect the agenda of Parliament and its competent bodies;
9. Welcomes the growing recognition that the legitimacy and coherence of the CFSP/ESDP depend to a great degree on the growing willingness of the High Representative and his services to cooperate with Parliament, as well as the Council Presidency's readiness to engage with Parliament;

#### ***Parliament's priorities regarding certain horizontal aspects for 2008***

10. Proposes that priority be given in 2008 to a limited number of subjects which better relate to the concerns of European citizens and to their expectations as regards the role to be played by the Union in international affairs; takes the view that those subjects are: security including energy security, climate change, migration management, human rights and civil liberties, and that they complement the priorities and objectives pursued by the Community's external action; in this context, welcomes the report by the Commission and the High Representative to the Council on climate change and international security;
11. Is of the opinion that the ESS should be updated, especially with a view to addressing the most pressing security challenges;

12. Is of the view that the importance of the foreign policy dimension of energy security, including the Union's dependence on energy and other strategic supplies from unstable or undemocratic countries and regions, will continue to increase in 2008; recommends wide-ranging diversification of energy sources and energy transport routes and increased energy efficiency as well as solidarity in energy policy among EU Member States; deplores the use of energy by third parties as a political instrument and the uncoordinated signing of bilateral energy agreements by Member States, which undermine the interests of the EU as a whole and of other Member States; reiterates its call for the creation of the post of High Official for Foreign Energy Policy under the authority of the future double-hatted High Representative/Vice-President of the Commission, with responsibility for coordinating the Union's activities in this field;
13. Reiterates that terrorism constitutes one of the main threats to the EU's security but that the fight against terrorism must be conducted with due respect for the universal values of democracy, the rule of law, human rights and fundamental freedoms, and the protection thereof, in close cooperation with international partners and in keeping with the strategy laid down by the United Nations;
14. Reiterates that strengthening global governance, international institutions and the value of international law remains a vital interest for the Union's external action; underlines in this regard the crucial role to be played by the United Nations in support of effective multilateralism, and stresses that the Union must stand united while urging its partners to pursue the development and consolidation of democracy, human rights and the rule of law, as a common basis for a prosperous and secure world;
15. Insists on the need for the effective implementation of human rights clauses and of non-proliferation and counter-terrorism provisions and the inclusion of an energy security clause in agreements with third countries, in order to ensure the coherence and effectiveness of the EU's external policies;

***Parliament's priorities in the geographical areas for 2008***

16. Is of the view that the Union's enlargement process remains a key issue for 2008 and that it should be based on the Union's capacity to integrate new Member States (taking account of the impact of enlargement on its institutions, its financial resources and its capacity to pursue its political objectives);
17. Considers that stability in the Western Balkans should be the top priority for the EU in 2008, in line with the Council's view as set out in its Annual Report for 2006; therefore attaches the utmost importance to the redoubling of efforts to bring the Western Balkans closer to the EU, including the introduction of a visa-free regime, the stepping-up of regional cooperation in areas such as trade, transport, energy, and the participation of Western Balkans countries in Community programmes; believes that these steps would facilitate and underpin those countries' preparations for EU accession, in line with the Thessaloniki Agenda;
18. Is of the view that, given the current situation in Serbia, dialogue with Belgrade should be based on concrete assistance and cooperation measures, and that particular emphasis should be placed on strengthening ties with civil society in areas of common interest;

19. Refers to the conclusions of the General Affairs and External Relations Council held on 18 February 2008, in which the Council noted the adoption by the Kosovo Assembly on 17 February 2008 of a resolution declaring Kosovo to be independent and in which the Council also stated that Member States will decide in accordance with national practice and international law on their relations with Kosovo;
20. Takes the view that the EULEX mission in Kosovo should safeguard the interests of national minorities in order to preserve the multi-ethnic character of the territory, protect the cultural, religious and historical heritage, consolidate the rule of law and promote economic development;
21. Further underlines that the strengthening of the European Neighbourhood Policy (ENP) should be regarded as a main objective for 2008, and that this should lead to a more differentiated approach to our neighbours which takes due account of their expectations and of the Union's strategic interests; believes that this revamped policy should make better and more extensive use of available Community instruments;
22. Believes in this context that the Union should focus its attention on developing the three key regional cooperation areas, namely the Mediterranean, the Baltic Sea and the Black Sea;
23. Underlines the need to strengthen the transatlantic link and further intensify contacts with the United States through a new Transatlantic Partnership Agreement, the potential of which should be exploited in full;
24. Also considers it important that during 2008 the Union should review its relations with Russia on a new basis of a balanced, wide-ranging partnership, encompassing international challenges, trade and energy, but also including human rights and respect for democracy;
25. Calls on the Council and the Commission to continue efforts, both within the framework of the Middle East Quartet and on the ground, to foster negotiations between Israelis and Palestinians for a comprehensive peace solution on the basis of two secure and viable States, hoping that the concrete steps set out in the Annapolis Agenda will be followed; takes the view that the Union should maximise its financial, trade and political leverage on both sides in order to achieve this peaceful solution and that the Union should play, within the relevant fora, a role commensurate to its financial and political contribution;
26. Acknowledges the right of every country that has ratified the Non-Proliferation Treaty to use nuclear energy for peaceful purposes; however, strongly opposes the production and dissemination of weapons of mass destruction; in this connection, fully supports the Union's two-track approach aimed at persuading Iran to comply with IAEA prescriptions and in line with the United Nations Security Council's resolutions; calls on the United States to join the EU-3 in direct negotiations with Iran; fully supports the United Nations Security Council's targeted sanctions against Iran; commends the efforts by the High Representative on behalf of the EU, and by the United States, Russia and China, aimed at the initiation of negotiations on the nuclear issue with representatives of Iran; calls on Iran to be actively transparent in its relations with the IAEA and to seek to rebuild trust with the international community;

27. Reiterates that promoting international solidarity, stability, peace and democratic and economic development must continue to be among the priorities of the EU's policy towards Afghanistan in 2008; stresses the need to restore security in Afghanistan, which cannot be achieved by military means alone; underlines that, to this end, it is equally vital to strengthen the police forces in order to establish the rule of law and to increase development efforts; is concerned that insufficient coordination, both among the international community (and especially between the EU and NATO) and in relations with the Afghan authorities, seriously hampers the effectiveness of the activities on the ground; calls on all players to make efforts to improve this situation; welcomes in this regard the appointment of Kai Eide as the UN Secretary-General's Special Representative for Afghanistan;
28. Recommends that political and economic relations with China and ASEAN be deepened in 2008, on condition that substantial progress be made in the field of democracy and human rights, maintaining a constructive dialogue with the authorities in this connection, a fortiori in the run-up to the Beijing Olympics; recognises ASEAN's growing role as a force for regional stability and prosperity; believes that the EU and ASEAN have great potential for increased cooperation based in part on ASEAN's progress with regard to regional integration and in the fields of democracy and human rights;
29. Stresses the need to give substantial follow-up during 2008 to the decisions reached at the EU-Africa Summit held in December 2007 in Lisbon; in this context, welcomes the appointment of a double-hatted EU Special Representative/Head of Delegation of the European Commission for the African Union, based in Addis Ababa; believes in this regard that the Union, in cooperation with the United Nations, should make every effort to reinforce the peace-building and peace-keeping capacity of the African Union; calls for a coordinated use of CFSP and Community instruments such as the Instrument for Stability;
30. Expects that the forthcoming Vth EU-Latin American and Caribbean Summit, to be held in May 2008 in Lima, will result in a deepening of the content of the declared Bi-Regional Association, including the setting-up of the Solidarity Bi-Regional Fund proposed by Parliament, as well as the timely finalisation by the end of 2008 of negotiations on the Union's Association Agreement with Mercosur, the Andean Community and Central America;
31. Draws attention to its extensive resolutions and reports concerning the different geographical areas of interest, since they contain valuable contributions to the debate on the way in which the EU's policy vis-à-vis those geographical areas should evolve;
32. Recommends that the Union strengthen its political dialogue with third countries and regions, in particular with major partners; reiterates in this regard the important role that parliamentary diplomacy plays as a complementary tool in the Union's relations with third countries and regions, principally through the three major multilateral interparliamentary assemblies (the ACP-EU Joint Parliamentary Assembly (ACP-EU JPA) the Euro-Mediterranean Parliamentary Assembly (EuroMed) and the Euro-Latin American Parliamentary Assembly (EuroLat)); undertakes to set up an EU-Neighbourhood-East Parliamentary Assembly (Euro-Nest) by 2009, in order to enhance

the parliamentary dimension of the political partnership between the European Parliament and the countries involved in the eastern part of the ENP;

33. Reiterates its call on EU Member States that are also members of the UN Security Council to improve their coordination within that framework in order to enhance the effectiveness of the Union's action on the world stage, and, with a view to the longer term, to strive to secure a seat for the EU on the Security Council;

#### ***Efficiency, coherence and visibility of the CFSP***

34. Welcomes the improvements brought about by the Treaty of Lisbon regarding external action, the CFSP and the ESDP, which is to become the CSDP; is of the view that the new Treaty significantly enhances the external action of the Union and its role in international relations, and that it raises the Union's visibility and profile while strengthening its capacity to act effectively on the world stage;
35. Hopes that the Lisbon Treaty will be promptly ratified in all Member States, so as to allow for its timely entry into force;
36. Welcomes the improvement of the institutional framework of the Union in the field of the CFSP, mainly by:
  - (a) the creation of the post of High Representative of the Union for Foreign Affairs and Security Policy, to be Vice-President of the Commission, accountable to Parliament, as well as chair of the Council of Ministers of Foreign Affairs, who will conduct the CFSP and CSDP, contribute to policy development and ensure the consistency of the Union's external action;
  - (b) the establishment, with the consent of the Commission and after consulting Parliament, of a European External Action Service (EEAS) to assist the High Representative, the staff of which will be drawn from the Commission, the Council secretariat and national diplomatic services;
37. Welcomes the broadening of the Union's external field of action, including the provision of a new legal basis and instruments affecting CFSP-related areas, such as an explicit legal basis for the ENP, the establishment of a single legal personality for the Union, urgent financial support for third countries, humanitarian aid, sanctions against non-state entities, space policy, energy security, combating climate change, the prevention of international terrorism and the protection of personal data;
38. Recalls that the establishment of the Union's legal personality raises the question of its status within international organisations such as the United Nations; takes the view that the Union's future status within the UN should be commensurate with its financial and political contribution;

#### ***The Treaty of Lisbon and its impact on Council-Parliament-Commission relations in CFSP/CSDP issues and on parliamentary scrutiny of the CFSP/CSDP***

39. Regards the establishment of the closest possible collaboration between the President of

the European Council, the President of the Commission, the High Representative and the rotating Presidency as crucial in order to ensure that their different functions contribute to the coherence and efficiency of the CFSP;

40. Invites the future High Representative/Vice-President of the Commission to build on the experience of the periodic appearances by High Representatives and by the External Relations Commissioner before Parliament in plenary and its Committee on Foreign Affairs and on the practice of informal meetings, in order to develop regular, systematic and substantive consultations with Parliament and its competent bodies;
41. Further underlines that Council-Parliament relations also need to be reconsidered in order to take account of the major reforms of the future CSDP and of Parliament's strengthened powers of scrutiny, following the transfer of the remaining Western European Union competences to the EU;
42. Requests the establishment of an interinstitutional agreement between Parliament and the Council defining their working relations in the field of external action, including the sharing of confidential information, at such time as the Treaty of Lisbon comes into force; requests that the Framework Agreement between the Commission and Parliament be updated to take into account the provisions of the Treaty of Lisbon;
43. Requests that Parliament be fully consulted on the nomination by the European Council, with the consent of the President of the Commission, of the first High Representative/Vice-President of the Commission, who will take office on the expected entry into force of the Treaty of Lisbon on 1 January 2009, as well as any other interim appointment; in this context, considers it necessary that an ad hoc hearing procedure be established for the nomination of the High Representative/Vice-President of the Commission, with the Committee on Foreign Affairs acting as the lead Committee;
44. Recalls its right to be consulted on the establishment of the EEAS in accordance with Article 13a(3) of the EU Treaty; requests full association with the preparatory work in this regard; refers to its ongoing report on this matter;
45. Calls on the future High Representative/Vice-President of the Commission, as well as the Council and the Commission, to reinforce collaboration with the existing multilateral parliamentary assemblies (ACP-EU JPA, EuroMed, EuroLat and, once it is established, Euro-Nest), which bring parliamentarians of the Union together with some of their most important counterparts, as this clearly provides added value for the consistency and efficiency of the Union's external action;
46. Invites the Political and Security Committee (PSC) to organise meetings with chairpersons of the relevant Committee and Subcommittees on emerging crises or international security events, building on the current practice of informal joint meetings between members of the PSC and the chairpersons of Parliament's Committee on Foreign Affairs and of its Security and Defence and Human Rights Subcommittees;
47. Regards it as necessary to provide for the Chairman of the Committee on Foreign Affairs to attend the informal meetings of the Ministers of Foreign Affairs of the Member States (Gymnich meetings), following what is already established practice for informal Council meetings in other policy areas;

48. Stresses the need to ensure the democratic accountability and transparency of the activities undertaken by the European Defence Agency;

***Financing of the CFSP/CSDP in the light of the Treaty of Lisbon***

49. Notes with satisfaction the strengthening, under the Treaty of Lisbon, of Parliament's budgetary powers over all EU spending, including the EEAS, giving Parliament parity with the Council, abolishing the distinction between compulsory and non-compulsory expenditure, and making the multi-annual financial framework legally binding;
50. Regrets the unnecessary complexity of the arrangements for the rapid financing of CSDP activities outside the EU budget; insists that all external actions of the Union (including those within the future CSDP but excluding all military expenditure) should in future be financed from the common EU budget;
51. Underlines in this regard that special attention should be paid to monitoring civilian crisis management where resources and different responsibilities are pooled from the Council, the Commission and the Member States, so as to ensure optimum efficiency and coordination;
52. Recognises the usefulness of the joint consultation meetings between the bureaux of the Committee of Foreign Affairs and the Committee on Budgets and the Chairman of the PSC, as provided for in the above-mentioned Interinstitutional Agreement of 17 May 2006; considers at the same time that it is crucial that the Chairpersons and/or rapporteurs of Parliament's Committees responsible for external action be fully involved on an ex officio basis in the activities of the new Conciliation Committee envisaged for the new budget procedure;
53. Requests that, in the spirit of the said Interinstitutional Agreement of 17 May 2006, which provides for a structured dialogue between the Council and Parliament, the Council should inform Parliament prior to the adoption of any decision entailing CFSP expenditure;
54. Regards the total amount of EUR 1 740 million allocated to the CFSP for the period from 2007 to 2013 as insufficient to achieve the ambitions and specific goals of the EU as a global player, while recognising that the CFSP funding agreed for 2008, amounting to EUR 285 million, represents an important step forward compared to previous allocations of funds (and an increase of EUR 125 million on 2007); underlines that this increase should be accompanied by stronger measures for parliamentary control and improved cooperation by the Council;

o

o o

55. Instructs its President to forward this resolution to the Council, the Commission, the governments and parliaments of the Member States, the Secretary-General of the United Nations, the Secretary General of NATO and the President of the Parliamentary

Assembly of the Council of Europe.