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on the EU as a global actor: its role in multilateral organisations
(2010/2298(INI))

Committee on Foreign Affairs

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MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

on the EU as a global actor: its role in multilateral organisations (2010/2298(INI))

The European Parliament,

- having regard to the Opinion of the European Economic and Social Committee entitled ‘For a new Governance of International Organisations’¹,
- having regard to the UNGA draft resolution on Participation of the European Union in the work of the United Nations²,
- having regard to the EU priorities for the 65th United Nations General Assembly adopted by the Council on 25 May 2010³,
- having regard to the European Security Strategy (ESS) entitled ‘A secure Europe in a better world’, adopted by the European Council on 12 December 2003,
- having regard to the Communication from the Commission to the Council and the European Parliament entitled ‘The European Union and the United Nations: The Choice of Multilateralism’ (COM(2003)0526),
- having regard to its resolution of 11 November 2010 on strengthening the OSCE – a role for the EU⁴,
- having regard to its resolution of 20 October 2010 with recommendations to the Commission on improving the economic governance and stability framework of the Union, in particular in the euro area⁵,
- having regard to its resolution of 19 May 2010 on the institutional aspects of the accession of the European Union to the European Convention for the Protection of Human Rights and Fundamental Freedoms⁶,
- having regard to its recommendation of 25 March 2010 to the Council on the 65th Session of the United Nations General Assembly⁷,
- having regard to its resolution of 19 February 2009 on the role of NATO in the security architecture of the EU⁸,
- having regard to its resolution of 14 March 2006 on the strategic review of the

¹ OJ C 354, 28.12.2010, p. 43.

² United Nations General Assembly Draft Resolution A/RES/64/L.67.

³ Council of the European Union 10170/10.

⁴ P7_TA(2010)0399.

⁵ P7_TA-PROV(2010)0377.

⁶ P7_TA-PROV(2010)0184.

⁷ P7_TA(2010)0084.

⁸ P6_TA(2009)0076.

International Monetary Fund¹,

- having regard to Rule 48 of its Rules of Procedure,
 - having regard to the report of the Committee on Foreign Affairs and the opinion of the Committee on International Trade (A7-0000/2011),
- A. whereas the processes of globalisation reveal alarming systemic failures such as in financial markets and climate change policy; whereas global threats and challenges require worldwide cooperation and collective action to tackle them as well as effective institutions and legitimate rules; recalling that if international organisations are to be legitimate and effective, they will have to reflect today's world,
- B. whereas the EU's commitment to effective multilateralism, as stated in the European Security Strategy of 2003, is the guiding principle of European external action; whereas the EU – stemming from its experience with cooperation among nations and institutions, rule-based order and multi-scale multilateralism – has a special global responsibility that it should continue to uphold; whereas the EU is equipped with the set of values and policy tools, including a single legal personality, needed to strengthen multilateral structures,
- C. whereas the Treaty of Lisbon provides the EU with a clearer and stronger voice in the world and encourages all types of mutually beneficial EU cooperation with relevant international and regional organisations and whereas it enables the Union to organise itself in such a way as to be able to become an effective global player,
- D. whereas new permanent structures were created by the Treaty of Lisbon for the EU's external representation, providing for the new EU representatives to take over functions previously carried out by the rotating Presidency of the EU,
- E. whereas the representation of the EU and its Member States in multilateral organisations, informal summits and international regimes is fragmented, often ineffective, and still varies considerably; whereas the Union's external representation has developed in a dispersed, inconsistent and rather ad hoc manner; whereas a highly fragmented external representation is likely to undermine the EU's commitment to effective multilateralism and global governance and whereas weak EU competences and ineffective coordination mechanisms may prevent the EU from speaking with a single voice in the international arena,
- F. whereas the EU's external representation on the multilateral scene ranges from instances where all Member States are full members and the EU is an observer (e.g. IMFC, Development Committee, Council of Europe), via cases where all Member States plus the EU are full members (e.g. FAO, WTO) or full participants (e.g. G-8/G-20), to organisations in which some EU Member States act as full members and the EU has no status at all (UN Security Council, some international financial institutions(IFIs)); whereas most complex situations arise where the EU and Member States have shared competences, or combine exclusive and shared competences,

¹ P6_TA(2006)0076.

- G. whereas the EU Member States have adopted the priority of reforming and strengthening the UN in order to make it capable of fulfilling its responsibilities and acting effectively in providing solutions to global challenges and responding to key threats, whereas the EU provides more than one third of the UN regular budget, more than two-fifths of UN peace operations, and about half of all contributions to UN funds and programmes,
- H. whereas the 2010 voice and quota reform in the International Monetary Fund and the World Bank resulted in a significant increase in the voice and representation of emerging market and developing countries in the IFIs, which was facilitated by European contributions, whereas the role played by the EU – notwithstanding the size of its contribution to the capital of those institutions – does not entirely correspond to its weight in the world economy and in world trade and whereas the current set-up of external representation carries high transaction and coordination costs,
- I. whereas the EU and NATO's common objective of achieving a ‘strategic partnership’ should allow for greater maximisation of the assets of both organisations and ensure effective cooperation; whereas the EU and NATO should ensure efficient crisis management in order to identify the best possible response to a crisis,
- J. whereas international summit diplomacy should strengthen its potential to stimulate broader multilateral cooperation,
- K. whereas the current dramatic demographic changes will have consequences for multilateralism, as new realities will create pressure to adapt membership, seats and voting rights in multilateral organisations accordingly; whereas the EU should demand a commitment from the emerging economies to constructive behaviour in the multilateral system in exchange for rebalancing the representation, which will inevitably hit EU countries the hardest; whereas the EU's participation in emerging structures for global governance and the negotiation of new rules and principles will require compromises with those countries and new actors pushing for their voices to be heard on the international scene,

Reinforcing the role of the EU in the multilateral system

- 1. Notes that the EU's mechanisms for building consensus and taking concerted action make it a role model for a rule-based global world order and therefore stresses the need to champion an international environment that will enable the EU to promote its agenda; considers essential, with regard to the EU's aspiration to be a global actor and to safeguard its position, the ability to shape multilateral cooperation or lead collective action in addressing international challenges;
- 2. Stresses that the Union – by enhancing cooperation, improving institutions and engaging all stakeholders – should take a lead in global governance reform to make international institutions more legitimate and conducive to shared responsibility, while promoting its own interests in the process; insists that the EU should evaluate its contribution to global governance reform and how it can take advantage of reforms to identify a stronger role for itself;
- 3. Takes the view that EU Member States should increasingly consider and rely on the EU as

a power multiplier helping them to achieve goals which they otherwise could not achieve on their own and that speaking with one voice not only increases the chances of them achieving an outcome that reflects their interests but boosts the legitimacy of the EU as an important international actor in the emerging interpolar world;

4. Underlines the need to apply a strategic approach and a coherent rationale in external representation by developing an EU strategy on each multilateral organisation aimed at enhancing the Union's role and strengthening its position; asks the Vice-President of the Commission/High Representative and the Commission to draw up a White Paper on the role of the EU in multilateral organisations, proposing a comprehensive and strategic approach both for the short run and the medium-term future through to 2020;
5. Calls on the EU and its Member States to systematically and strategically review the present arrangements for the role and institutional representation of the Union in multilateral organisations and find ways in which the external representation of the EU can be progressively strengthened in line with the extent of its competences and the institutional innovations of the Treaty of Lisbon, with the striking of new balances between the EU institutions and its Member States; in addition, urges the EU and its Member States to identify the instances where the status quo arrangements are obsolete, anomalous or inefficient, and deserve reconsideration and change;
6. Considers that in the current times of fiscal austerity and budget cuts European cooperation is not an option but a necessity; welcomes economies of scale aimed at upgrading, rationalising and concentrating Member States' collective diplomacy through the EEAS, the Commission and EU Delegations with the objective of eliminating unnecessary procedural complications and expensive duplication of presences in many international fora; considers it essential, in this regard, to gain the support for this endeavour of other members of multilateral organisations, which requires careful preparations;
7. Is of the view that in cases of exclusive Union competences, the EU should be the pre-eminent actor with full membership of the given multilateral organisation, while its Member States may also – but not necessarily – be present as members, but usually without an independent role; calls on EU Member States to reduce their representation, and thus costs, at meetings where the EU Delegation speaks on their behalf, and takes the view, furthermore, that where shared Union competences prevail, the norm should be for the EU and its Member States both to be members;
8. Points out that EU Delegations servicing clusters of international organisations, i.e. in New York, Geneva, Rome, Vienna and Nairobi, need particularly substantial reinforcement in terms of skilled human resources in order to successfully and efficiently represent EU interests;

The EU's role in the UN system

9. Considering that the UN is the major multilateral actor and the primary forum through which effective multilateralism can be achieved, calls on the EU and its Member States to seek to enhance the EU's role and capacity within this global multilateral framework; underlines the need for the EU to convert strategic support for the UN into policy and

practical actions;

10. Insists on the need to strike a new institutional balance between the emerging role of the G-20, the UN and its agencies as well as the IFIs; in this regard, urges the EU and its Member States to enhance global governance and to seek solutions to further improve coordination between the G formations and the UN system, whereby the economic dimension could usefully be covered by these groups, provided that the UN maintains its central role and remains the legitimate body for global action; while considering the G-8 and G-20 as important fora for the definition of global responses to which the EU must continue to actively contribute through coordinated positions, calls on the EU and its Member States to seek improvements to global governance that make the most out of synergies and complementarities and do not run the risk of eroding the UN system;

The UN General Assembly (UNGA)

11. While retaining the EU's observer status in the UNGA and in accordance with the UN Charter and the intergovernmental nature of the UN, urges the EU to ensure – in order to allow the new EU representatives to speak effectively and in a timely manner on global issues – the necessary arrangements for the EU's effective participation in the work of the UN General Assembly, within its role as a regional integration organisation, by consulting fully and comprehensively with UN Member States;

The UN Security Council (UNSC)

12. Stresses the need for a comprehensive reform of the UN Security Council by building, on the basis of a first-ever negotiation text and widespread support for UNSC reform, a more cohesive position among EU Member States on the issues of legitimacy, composition, effectiveness and regional representation; reiterates the view that an EU seat in an enlarged UNSC remains a goal of the European Union; invites EU Member States on the UN Security Council to keep other EU Member States adequately informed of their positions and activities and share information about developments in the UNSC with other EU Member States; welcomes the newly established practice whereby a representative of the EU is generally invited to attend most scheduled UNSC deliberations and participate with some limited right to speak at the UNSC;

The EU's role in the International Financial Institutions (IFIs)

13. Underlines the need to review arrangements for the representation of the euro area/EU in international bodies in the area of economic, monetary and financial stability;

The International Monetary Fund (IMF)

14. Considering the euro area's global reach and its increased responsibility with respect to the stability of the global economy, insists that a single view should be presented when contributing to international economic and financial governance;
15. While Germany, the UK and France hold single seats in the IMF at the moment and the remaining EU Member States are spread across seven constituencies, urges the EU and its Member States to address the issue of ineffective external economic and financial

representation, which is limiting the influence of the EU although the EU Member States combined hold more than 30 percent of the votes within the IMF; considering that monetary policy is an exclusive EU competence for those Member States sharing a single currency, urges the EU and its relevant Member States to promptly agree on a common seat and constituency on the IMF Executive Board, possibly starting as a euro constituency, with a view, in the longer term, to securing consistent EU representation, involving the Ecofin Council Presidency and the Commission, subject to the European Parliament's scrutiny;

16. Considering that neither the Commission, the rotating Council Presidency nor the euro zone finance ministers' group has any formal representation on the IMF Executive Board, and the ECB is only an observer for agenda items of relevance to it, points out the need for the Commission and the ECB, as the Union bodies competent for monetary and economic policies, to be granted full observer status on the IMF Executive Board in order to tackle the outstanding anomaly of inadequate representation therein;

The World Bank (WB)

17. Calls on the EU and its Member States to address, in agreement with their partners, the institutional anomaly whereby the EU is a large contributor to the WB Trust Funds, in fact a bigger aid donor than any of its Member States, and its operational partnerships with the Bank in the European and African regions are important, yet it has not even observer status on the WB Executive Board (only on its ministerial policy committee); recognises the importance of pursuing efforts to achieve a seat as an observer on the Executive Board and aspiring to reform politically obsolete groupings of countries, by grouping EU Member States together;

The EU's role in multilateral security organisations

The North Atlantic Treaty Organisation (NATO)

18. Considering that regular meetings take place already on all levels, permanent military liaison arrangements have already been established and occasional joint meetings are organised between the EU's Political and Security Committee (PSC) and NATO's North Atlantic Council (NAC), calls on the EU and NATO to redouble their efforts towards the establishment of a framework for integrated cooperation including permanent structures for cooperation; proposes that mutual observer status should be established at the level of the NAC and the PSC in order to improve cooperative arrangements in the spirit of the Treaty of Lisbon and following the adoption by NATO of its new strategic concept as well as due to the ambition to develop an EU-NATO strategic partnership;

The Organisation for Security and Cooperation in Europe (OSCE)

19. In the context of a formal agreement between the EU and the OSCE, calls for serious reflection on how the EU can take on greater responsibilities and participate more efficiently in achieving joint objectives, for which implementing a system of permanent dialogue, agreeing on joint initiatives and coordinating local activities may be appropriate instruments; calls on the EU and its Member States and the OSCE Permanent Council to jointly develop a mechanism aimed at enhancing cooperation, coordination and

consultations between the two organisations; considering also that Article 220(1) TFEU explicitly added the OSCE to the list of international organisations with which ‘appropriate forms of cooperation’ are to be established, emphasises the need for the VPC/HR to represent the EU as an observer at the OSCE and to take the lead as spokesperson and coordinator of the position of EU Member States on OSCE matters;

The EU's role in other multilateral organisations

The Council of Europe (CoE)

20. In order to enhance EU-CoE multilateral cooperation in the fields important for the EU as well, i.e. in education, human rights, the rule of law, democracy and good governance, as well as considering that the EU is the largest contributor to joint operating programmes with the CoE, underlines the need to reform the EU's presence and observer status in the CoE; emphasises the right to attend, with voting rights on behalf of the EU, meetings of the CoE Committee of Ministers when it performs, inter alia, its task of monitoring the execution of judgments given by the European Court of Human Rights as well as the right to be represented on the Steering Committee for Human Rights;

The Organisation for Economic Cooperation and Development (OECD)

21. Recognises the need, in the light of Article 220(1) TFEU calling for ‘appropriate forms of cooperation’ with the OECD, to aspire to a reinforcement of the EU's current observer status in the OECD to that of full member, given the EU's substantial exclusive and shared competences in almost all of the OECD's committees;

The EU's role in ‘summit diplomacy’ – ambitions in the G-8 and the G-20

22. Noting the EU's global economic and financial weight, the need to protect the EU's strategic interests on the international scene and the fact that the summit agendas of the G-8 have broadened considerably to address a series of politico-security issues ranging from human rights through regional security to arms control, is of the view that the EU should fully participate in the G-7/G-8 process and should be fully represented in the meetings of the G-7 finance ministers; points out the need for enhanced EU coordination before G-7 and G-8 meetings;
23. Considering the EU's exclusive or shared competences in areas where the G-20 exerts significant and growing influence (i.e. financial market regulation, economic policy coordination, including exchange-rate issues, the international monetary system, development aid, multilateral trade issues, combating the financing of terrorism and money laundering, environmental issues or energy security), calls on the EU and its Member States to work with partners towards ensuring effective participation by the EU at G-20 ministerial meetings;

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24. Instructs its President to forward this recommendation to the Vice-President/High Representative of the Union for Foreign Affairs and Security Policy, the Council, the Commission, EU Member States and national parliaments.