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# **DRAFT REPORT**

on the European Defence Union  
(2016/2052(INI))

Committee on Foreign Affairs

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## MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

### on the European Defence Union (2016/2052(INI))

*The European Parliament,*

- having regard to the Lisbon Treaty,
- having regard to Title V of the Treaty on European Union (TEU),
- having regard to the European Council conclusions of 18 December 2013 and of 25-26 June 2015,
- having regard to the Council conclusions of 25 November 2013 and of 18 November 2014 on the common security and defence policy,
- having regard to its resolution of 22 November 2012 on the EU's mutual defence and solidarity clauses: political and operational dimensions<sup>1</sup>,
- having regard to the final conclusions of the Inter-Parliamentary Conferences on Common Foreign and Security Policy and on Common Security and Defence Policy of the Hague of 8 April 2016, of Luxembourg of 6 September 2015, of Riga of 6 March 2015, of Rome of 7 November 2014, of Athens of 4 April 2014, of Vilnius of 6 September 2013, of Dublin of 25 March 2013 and of Pafos of 10 September 2012,
- having regard to the Commission communication of 24 July 2013 entitled 'Towards a more competitive and efficient defence and security sector' (COM(2013)0542),
- having regard to the Commission report of 24 June 2014 entitled 'A new Deal for European Defence',
- having regard to the Commission report of 8 May 2015 on the implementation of its communication on defence,
- having regard to the evaluations of Directive 2009/81/EC of 13 July 2009 on the coordination of procedures for the award of certain works contracts, supply contracts and service contracts by contracting authorities or entities in the fields of defence and security and of Directive 2009/43/EC on intra-EU transfers of defence related products,
- having regard to the progress report of 7 July 2014 by the Vice-President of the Commission / High Representative of the Union for Foreign Affairs and Security Policy (VP/HR) and the Head of the European Defence Agency on the implementation of the European Council conclusions of December 2013,
- having regard to the joint communication of 11 December 2013 by the VP/HR and the Commission entitled 'The EU's comprehensive approach to external conflicts and crises' (JOIN (2013)0030), and to the related Council conclusions of 12 May 2014,

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<sup>1</sup> OJ C 419, 16.12.2015, p. 138.

- having regard to the joint declaration by the presidents of the European Council and the European Commission, and the Secretary General of the North Atlantic Treaty Organization of 8 July 2016,
  - having regard to Rule 52 of its Rules of Procedure,
  - having regard to the report of the Committee on Foreign Affairs and the opinions of the Committee on Budgets, the Committee on the Internal Market and Consumer Protection and the Committee on Constitutional Affairs (A8-0000/2016),
- A. whereas in recent years the security situation in and around Europe has significantly worsened and has created arduous challenges that no single country or organisation is able to face alone; whereas solidarity and resilience requires the EU to stand and to act together, and to do so in concert with our allies; whereas the fight against terrorism is a priority for the EU and should be engaged within as well as outside the EU's borders;
- B. whereas the security and defence building capacity enshrined in the Treaties has yet to be accomplished; whereas it is the responsibility of the Member States to build a European Security and Defence Union;
- C. whereas Article 42 of the Treaty on European Union requires the progressive framing of a common Union defence policy as part of the common security and defence policy, which will lead to a EU common defence when the European Council so decides;
- D. whereas that same article provides for the creation of defence institutions as well as for a European capabilities and armaments policy to be defined; whereas it also requires that the EU's efforts will be NATO-compatible; whereas a European Defence Union will enable a stronger North Atlantic Treaty Organization, consequently promoting further a more effective national (territorial), regional and global security and defence;
- E. whereas EU battle groups, which reached full operational capability in 2007, and which are designed to be used for military tasks of a humanitarian, peacekeeping and peacemaking nature, have not yet been used;
- F. whereas except for the creation of the European Defence Agency (EDA), none of the other missing elements of the EU common security and defence policy have so far been conceived, decided or implemented; whereas the EDA still needs to be harnessed to develop its full potential;
- G. whereas the EU Global Strategy on Foreign and Security Policy requires that the EU systematically encourage defence cooperation, over the full spectrum of capabilities, in order to respond to external crises, build our partners' capacities, to guarantee Europe's safety, and to create a solid European defence industry, which is critical for Europe's autonomy of decision and action;
- H. whereas the European Council of June 2015, which focused on defence, called for fostering greater and more systematic European defence cooperation with a view to delivering key capabilities, including through the use of EU funds;
- I. whereas France invoked the Article 42(7) TEU on 17 November 2015 and subsequently

requested and managed the other Member States' aid and assistance contributions on a bilateral basis; whereas a limited number of Member States have the necessary management capacity to follow this example;

- J. whereas the EU level white book on security and defence will represent the first steps towards the European Defence Union (EDU), as provided for in the Lisbon Treaty;

### **European Defence Union**

1. Encourages the European Council to lead the progressive framing of the EDU, with a view to its establishment under the next multiannual political and financial framework of the EU (MFF); takes the view that the Lisbon Treaty provides a solid basis for the EDU;
2. Calls on the President of the Commission to establish a standing 'defence matters' working group of Members of the Commission chaired by the VP/HR;
3. Takes the view that the Union should dedicate own means to fostering greater and more systematic European defence cooperation among the Member States, including permanent structured cooperation (PESCO); is convinced that the use of EU funds would be a clear expression of cohesion and solidarity, and that this would allow all Member States to improve their military capabilities in a more common effort;
4. Believes that the Member States which are willing to make more binding commitments to one another should establish permanent structured cooperation within the Union framework; encourages those Member States to establish multinational forces within the Permanent Structured Cooperation (PESCO) and make these forces available to the common security and defence policy; believes that the Council should normally entrust the implementation of a peace-keeping, conflict prevention and strengthening international security task to those multinational forces; is convinced that the EU battle group system should be further developed to that end; underlines that PESCO is open to all Member States;
5. Encourages the Member States participating in the EDA to establish a common European capabilities and armaments policy; encourages the Commission to work in liaison with the EDA to that end, and to strengthen the industrial and technological base of the defence sector;
6. Welcomes the ongoing work on setting-up a preparatory action for a future EU defence research programme starting in 2021 as requested by the European Council (EUCO) 2013 and 2015; calls on the Member States to outline future cooperative programmes in which EU funded defence research can build a starting point;
7. Stresses the importance of putting in place the necessary measures to allow a working, accessible, transparent and simple European market in defence equipment in order to enable Member States to reach better defence and security budget maximisation; is concerned that the progress towards improved competitiveness, greater transparency, and less red tape in the defence sector has been slow so far, and that a sound European defence industrial policy is still missing;

8. Is convinced that in progressively framing the common Union defence policy, the EU should make provision, in agreement with the Member States concerned, for participation in capability programmes they undertake, including the participation in the structures created for the execution of those programmes within the Union framework;
9. Welcomes the joint declaration by the presidents of the European Council and the Commission, and the Secretary-General of the North Atlantic Treaty Organization of 8 July 2016; emphasises the need for stronger cooperation between the EU and NATO in the area of security and defence; is convinced that EU-NATO cooperation should involve building resilience together in the east and the south as well as defence investment; considers that cooperation on capabilities offers the prospect of improving compatibility and synergy between both frameworks; is convinced that this would also strengthen NATO's role in security and defence policy, and in collective defence;
10. Is deeply concerned by reports that administrative procedures unnecessarily slow down the cross-border movement of rapid response forces inside the EU; calls on the Member States to establish an EU-wide system for the coordination of rapid movement of defence forces personnel, equipment and supplies for the purposes of the common security and defence policy, where the solidarity clause is invoked, and where there is an obligation of aid and assistance by all the means in their power, in accordance with Article 51 of the United Nations Charter;
11. Calls on the Member States to make the necessary arrangements for the implementation of the Article 42(7) TEU, in order to allow the Member States to effectively manage other Member States' aid and assistance contributions, or to have them effectively managed within the Union framework; calls on the Member States to aim for the 2 % GDP target to be spent on defence, and to spend 20 % of their defence budgets on major equipment, including related research and development;
12. Invites the VP/HR to propose an initial EU security and defence white book which will be based on the EU global strategy endorsed by the European Council; takes the view that the security and defence white book should guide the Union contributions in security and defence policy for each multiannual political and financial framework of the EU;
13. Is convinced that the EU security and defence white book should be the result of coherent intergovernmental and interparliamentary processes, which should be underpinned by international coordination with our partners and allies, and comprehensive interinstitutional support;
14. Considers that, based on the EU global strategy, the white book should encompass the EU's security and defence strategy, the capabilities deemed necessary for the deployment of that strategy and the EU level measures and programmes to deliver those capabilities, which should be based on a common European capabilities and armaments policy;
15. Takes the view that the white book should take the form of an interinstitutional agreement of a binding nature which would set out all Union initiatives, investments, measures and programmes over the respective multiannual political and financial framework of the EU; is convinced that the Member States, partners and allies can take

this interinstitutional agreement into account in their own security and defence planning, with a view to being mutually consistent;

### **Launch Initiatives**

16. Considers that the initial EU security and defence white book process should encompass, inter alia, the following launch initiatives:
  - the preparatory action on CSDP research starting in 2017, which will be continued until 2019;
  - a subsequent and more ambitious defence research programme, bridging the gap to the next MFF;
  - support for the placing of multinational battalions in the Member States on the eastern flank;
  - development of the regular white book process, for a first application in the planning for the next MFF;
  - a stakeholder conference on the development of a common European armaments and capability policy;
  - a reflection process on foreign direct investment in defence and security critical industries and service providers with a view to developing EU-level legislation;
  - a reflection process on dual-use standardisation with a view to developing EU level legislation;
  - an EU-wide system for the coordination of the rapid movement of defence forces personnel, equipment and supplies;
  - initial elements of the European Defence Action Plan;
  - initial EU-NATO projects on countering hybrid threats, on operational cooperation including at sea, and on migration, on cyber security and defence, on defence capabilities, on strengthening the defence technological and industrial base, on exercises, and on building the defence and security capacity of our partners in the East and South;
17. Instructs its President to forward this resolution to the European Council, the Council, the Commission, and the Vice-President of the Commission / High Representative of the Union for Foreign Affairs and Security Policy, the Secretary-General of the United Nations, the Secretary-General of the North Atlantic Treaty Organisation, the EU agencies in the space, security and defence fields, and the national parliaments.