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on implementation of the common foreign and security policy - annual report
2021
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Committee on Foreign Affairs

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MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

on implementation of the common foreign and security policy - annual report 2021 (2021/2182(INI))

The European Parliament,

- having regard to the Treaty on European Union (TEU), in particular Articles 21 and 36 thereof,
 - having regard to the report of 16 June 2021 by the Vice-President of the Commission / High Representative of the Union for Foreign Affairs and Security Policy (VP/HR) entitled ‘CFSP Report – Our priorities in 2021’ (HR(2021)94),
 - having regard to Rule 54 of its Rules of Procedure,
 - having regard to the report of the Committee on Foreign Affairs (A9-0000/2021),
- A. whereas Parliament has a duty and responsibility to exercise its democratic oversight over the common foreign and security policy (CFSP) and the common security and defence policy and should have the necessary and effective means to fulfil this role;
- B. whereas recent international developments and challenges, including the COVID-19 pandemic and the recent rapid collapse of the state structures of Afghanistan, have accelerated existing trends affecting key aspects of the EU’s CFSP;
- C. whereas the EU needs to act on the global stage with a common strategic culture to develop its leadership role and to actively push for the revitalisation of multilateralism guided by its democratic values, social fairness and its vision for a sustainable future;
- D. whereas a broad majority of EU citizens support a stronger role for the EU in matters of foreign and security policy and wish to see a more coherent and effective EU foreign policy;
1. To achieve the strategic objective of developing its global leadership role, the EU should shape its CFSP on the basis of the following five actions:
- taking the lead in strengthening multilateral partnerships on global priorities,
 - improving EU decision-making and making full use of the EU’s hard and soft powers,
 - achieving European sovereignty by interlinking the EU’s external actions,
 - further developing regional strategies, including on security cooperation,
 - strengthening democratic oversight and the parliamentary dimension of the EU’s CFSP;

Taking the lead in strengthening multilateral partnerships on global priorities

2. Welcomes the EU's growing ambition and initiatives to take the lead in promoting global partnerships on key priorities and in strengthening the multilateral order through a reform of key institutions and organisations;
3. Calls for the EU to promote alliances of democracies worldwide; insists on the need to pool resources and exchange best practices between democracies, including as regards countering malign interference and disinformation by authoritarian states and organisations; believes that, for this to be successful, the EU should promote on the global stage a whole-of-government and whole-of-society approach to counter hybrid threats;
4. Encourages the EU to develop its leadership role in the defence and promotion of human rights in multilateral forums, and in particular the UN; believes that the EU should ensure an effective use of the EU Global Human Rights Sanctions Regime (EU Magnitsky Act), including the development of a complementary EU anti-corruption sanctions regime, and better enforce the human rights provisions of the international agreements it has concluded;
5. Calls for the EU's role as an actor and mediator in conflict prevention and resolution to be enhanced following the adoption of the 2020 EU Peace Mediation Concept;
6. Welcomes the EU's efforts as a global frontrunner in the fight against climate change and urges the Commission and the European External Action Service (EEAS) to propose new initiatives such as the internationalisation of the European Green Deal; believes that the implementation of the European Green Deal will have significant geopolitical consequences and will influence the EU's relations with some of its partners;
7. Calls for the EU to develop a robust global health strategy, including global and EU efforts to ensure preparedness and an effective response to upcoming crises and to secure fair and equitable access to vaccines around the world;
8. Urges the EU to develop global partnerships for the establishment of norms and standards on a rules-based, ethical use of technologies, in particular as regards artificial intelligence;
9. Reiterates that the EU should develop a global connectivity strategy as an extension of the current EU-Asia Connectivity Strategy and as a strategic response to overcome its diminishing influence in many regions of the world; stresses that the Commission should make connectivity projects with third countries conditional upon the ethical use of technology both domestically and abroad; welcomes the Commission President's announcement of plans to present a new connectivity strategy called the 'Global Gateway';
10. Welcomes the G7 global initiative 'Build Back Better World' and urges the EU to play an active role in developing it further;

Improving EU decision-making and making full use of the EU's hard and soft powers

11. Reiterates that the EU needs first and foremost a stronger and genuine political will of its Member States to jointly agree on and promote EU foreign policy goals and EU security and defence cooperation;
12. Highlights the need for the EU to strengthen its ability to act efficiently and to shape the EU's response to ongoing and upcoming challenges; therefore welcomes the ongoing Strategic Compass process as the starting point for the development of a common strategic culture and expects that it will help shape a shared vision for EU security and defence; stresses that the outcome should be reflected in a revised version of the 2016 EU Global Strategy;
13. Recalls that the Treaties provide for the possibility to improve decision-making procedures for the CFSP; stresses that unanimity hampers the EU's ability to act and therefore calls for the Member States to use qualified majority voting for specific aspects of the CFSP; in particular, reiterates its call for the introduction of qualified majority voting for the adoption of sanctions; stresses that the use of Article 44 TEU could improve the EU's flexibility and capacity to act;
14. Reiterates its call for the establishment of new formats of cooperation such as the European Security Council; recalls that the ongoing Conference on the Future of Europe provides a relevant framework to shape innovative proposals in this respect;
15. Stresses that a holistic approach to the CFSP requires the synergy of all available EU assets in the field of external action; in this respect, highlights the key role of the European Parliament in the EU's diplomacy; calls on the Commission, the EEAS and the Member States to recognise Parliament as an integral part of 'Team Europe' and to reflect this in the operational structures;
16. Regrets that the EEAS and the Council have not yet taken any step to review the scope and mandates for the EU Special Representatives and Special Envoys and to ensure greater transparency and visibility of their work, as requested by Parliament in its recommendation of 13 March 2019¹;
17. Welcomes the Commission's efforts to boost EU foresight capacities, including as regards the CFSP; proposes that interinstitutional foresight activities be undertaken at political level in order to embed foresight in policy-making and to improve the EU's preparedness for upcoming challenges;

Achieving European sovereignty by interlinking the EU's external actions

18. Calls for the EU to ensure its strategic sovereignty in specific areas that are fundamental to the Union's existence on the global scene, such as economics, security and technology, and to establish a European Defence Union;
19. Stresses that EU sovereignty in the field of security and defence means the development, coordination and deployment of strategic capabilities, an efficient division

¹ European Parliament recommendation of 13 March 2019 to the Council, the Commission and the Vice-President of the Commission / High Representative of the Union for Foreign Affairs and Security Policy on the scope and mandate for EU Special Representatives, OJ C 23, 21.1.2021, p. 146.

of labour between the Member States and the EU's ability to decide and act autonomously, in line with its own interests, principles and values; stresses that this approach reinforces cooperation with partners, in particular within the framework of NATO; welcomes in this regard the Commission President's announcement that the EU and NATO will present a joint declaration on cooperation by the end of 2021; welcomes the discussion on an 'initial entry force' as presented by the VP/HR;

20. Underlines the need for the Union to develop its technological sovereignty through the enhancement of industrial defence capabilities, in particular in emerging disruptive technologies (EDTs), and the protection and resilience of critical infrastructures;
21. Stresses that the European space sector is an enabler for achieving EU sovereignty; underlines that space is rapidly becoming a political arena that might reflect geopolitical competition on Earth; supports initiatives aimed at boosting EU space policy, including the ambitious new EU space programme;

Further developing regional strategies, including on security cooperation

22. Reiterates its call for accelerating the enlargement process, with a focus on strengthening democracy, the rule of law, and human rights, as well as fostering reconciliation in the Western Balkans, as prerequisites for durable stability and prosperity;
23. Underlines that the newly adopted Instrument for Pre-accession Assistance 2021-2027 (IPA III) should support a long-term investment in the European future of the region and that the improved conditionality of the instrument should be used effectively to deliver the expected results;
24. Reaffirms its unwavering support to the Eastern Partnership countries, and in particular as regards their independence, sovereignty and territorial integrity within their internationally recognised borders; condemns Russia's direct and indirect involvement in armed conflicts, occupations and military build-ups inside the region or on its borders with the region; urges the Eastern Partnership countries, and in particular those that have chosen to pursue the path of European integration, to ensure that fundamental freedoms are upheld and to continue implementing the necessary reforms; reiterates that the EU's support is conditional upon concrete progress on those reforms;
25. Welcomes the joint communication of the Commission and the VP/HR on the renewed partnership with the southern neighbourhood²; reiterates, however, its call for a bold review of the entire European neighbourhood policy (ENP) to ensure that neighbourhood partners advance with the reforms and commit to close dialogue and cooperation with the EU;
26. Is concerned by the Turkish Government's increasingly assertive foreign policy, which is repeatedly putting the country at odds with the EU and individual Member States; deplores the long-deteriorating situation regarding human rights and democracy in Turkey; recalls, however, that Turkey will continue to be a country of key strategic interest for the EU and that engagement needs to continue in a phased, proportionate

² JOIN(2021)0002.

and reversible manner, keeping the country as closely anchored to the EU as possible;

27. Underlines the importance of the full implementation of the EU-UK Withdrawal Agreement, including the Protocol on Ireland and Northern Ireland, as well as the Trade and Cooperation Agreement; welcomes steps towards the establishment of a Parliamentary Partnership Assembly for Members of the European Parliament and Members of the UK Parliament, as provided for by the agreement; hopes that foreign policy and security cooperation will be further developed and strengthened in areas of common concern;
28. Underlines the need to strengthen EU-US transatlantic cooperation on the basis of an equal partnership; welcomes in this context the statement ‘Towards a renewed Transatlantic partnership’ from the EU-US summit 2021, which provides a good basis for an ambitious transatlantic agenda; fully supports and commits to pursuing synergies and shared foreign and security objectives by further deepening cooperation in the framework of the EU-US transatlantic dialogue; highlights that the EU should be prepared to reflect on how to adapt to the changing role of the US on the global stage;
29. Emphasises that the EU’s relations with Africa are of utmost importance; welcomes the joint communication of the Commission and the VP/HR entitled ‘Towards a comprehensive strategy with Africa’³; calls on the Commission and the VP/HR to deepen discussions with the EU’s African partners in order to prepare for a successful EU-African Union Summit;
30. Is gravely concerned by the developments in Russia and reiterates the EU’s interest in maintaining freedom, stability and peace on the European continent and beyond; believes that the EU should deter Russia from carrying out destabilising and subversive actions in Europe and from repressing its own citizens; underlines that closer coordination, cooperation and unity among the EU Member States are necessary in order to maintain a constructive dialogue with the Russian authorities based on the five guiding principles, which is only possible if both parties are genuinely interested in it; urges the EU to engage more closely with the people of Russia, including by developing a clearly defined ‘engagement’ objective, which should focus not only on traditional selective engagement with the Kremlin, but also on ‘strategic’ engagement with Russian civil society;
31. Stresses that the Arctic is of strategic and political importance to the EU and underlines the EU’s commitment to be a responsible actor, seeking the long-term sustainable and peaceful development of the region; is concerned, however, by the progressive and substantial Russian military build-up in the Arctic as well as by the impact of far-reaching Chinese projects and initiatives in the region; calls on all stakeholders to respond to the very alarming effects and consequences of climate change in the Arctic;
32. Reiterates, as underlined in its resolution of 16 September 2021 on a new EU-China strategy⁴, its call for the EU to develop a more assertive, comprehensive, and consistent EU-China strategy that unites all Member States and shapes relations with China in the interest of the EU as a whole; emphasises that this strategy should promote a rules-

³ JOIN(2020)0004.

⁴ Texts adopted, P9_TA(2021)0382.

based multilateral order, have the defence of EU values at its core and should be based on the three principles of cooperating where possible, competing where needed, and confronting where necessary; strongly advocates for Taiwan's full participation as an observer in meetings, mechanisms and activities of international organisations;

33. Welcomes the Commission President's announcement of plans to present a new joint communication on a partnership with the Gulf region; calls for the EU to present a coherent strategy for balanced EU engagement in the region, with the promotion of regional security and cooperation as a key strategic objective; reiterates that the EU's priority is to revive the Joint Comprehensive Plan of Action as a matter of security for Europe and the region and the only way to stop Iran's worrying nuclear activities;
34. Underlines that the situation in Afghanistan is a wakeup call for the EU to deploy its external actions and means; is concerned by the dramatic humanitarian and security situation in Afghanistan; stresses the need for those in power across Afghanistan to bear responsibility and accountability for the protection of human life and property and for the restoration of security and civil order; reiterates that Afghan women and girls, like all Afghan people, deserve to live in safety, security and dignity and welcomes the broad international support for their rights and freedoms; calls for the EU to preserve the achievements of the last 20 years and to ensure that Afghanistan does not descend into a safe haven for terrorist groups; emphasises the importance of cooperating with neighbouring and regional countries to ensure global security and regional stability;
35. Welcomes the EU's renewed commitment to the Indo-Pacific region and recognition of its growing importance for EU interests; acknowledges the intense geopolitical competition in the region and calls for the EU to strengthen its strategic focus, presence and actions with the aim of contributing to the stability, security, prosperity and sustainable development of the region; underlines the need for a strategic long-term engagement in the Indo-Pacific region and for establishing comprehensive bilateral and multilateral dialogue mechanisms with Indo-Pacific countries and their societies;
36. Highlights India's rising regional and geopolitical influence; underlines that increased political engagement is required to reinforce the EU-India partnership and unleash the full potential of the bilateral relations; reiterates the need for a deeper partnership based on shared values;
37. Calls for special attention to be paid to enhancing cooperation with our partners in Latin America; believes that a strengthened relationship with Latin America and the Caribbean (LAC) is central to the EU's geopolitical strategy in the world; stresses the need for the Union to strengthen the ties that unite the EU with LAC countries, particularly in defending the rules-based multilateral order; calls for the EU to use all available tools to deepen its cooperation with LAC partners, ensure the swift ratification of the EU-Mexico agreement, deliver on the sustainable and environmental protocol with Mercosur so that the EU association agreement with Mercosur can be ratified, and conclude the negotiations for updating the EU association agreement with Chile; urges the EU to recover its position as the preferred partner of Latin American countries in view of other geopolitical actors occupying increasing space in the region, especially as a result of the COVID-19 pandemic and vaccine diplomacy;

Strengthening democratic oversight and the parliamentary dimension of the EU's CFSP

38. Highlights the specific contribution of the European Parliament to the EU's foreign and security policy through its parliamentary diplomacy assets, for example its dense network of standing interparliamentary bodies, its political dialogue with office-holders across the world and its democracy support, mediation and election observation activities;
39. Underlines that political and technical dialogue between parliaments is crucial and must be well coordinated with the executive's actions; accordingly, stresses the importance of a smooth exchange of all pertinent information between institutions in the area of the CFSP, including the exchange of relevant confidential information, in the interest of the effectiveness of EU external action as a whole and a more accountable CFSP;
40. Welcomes the increased involvement of the European Parliament in the programming of Global Europe and IPA III as well as the introduction of a biannual High-Level Geopolitical Dialogue;
41. Reminds the Council to keep Parliament informed about the implementation of the European Peace Facility, as pointed out in its recommendation of 28 March 2019⁵, including as regards its complementarity with other EU instruments in the field of external action;
42. Reiterates its view that it is high time to revise the 2010 declaration of political accountability in order to improve this basis for relations between Parliament and the VP/HR;
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43. Instructs its President to forward this resolution to the President of the European Council, the Council, the Commission, the Vice-President of the Commission / High Representative of the Union for Foreign Affairs and Security Policy, and the governments and parliaments of the Member States.

⁵ European Parliament recommendation of 28 March 2019 to the Council and the Vice-President of the Commission / High Representative of the Union for Foreign Affairs and Security Policy concerning the Proposal of the High Representative of the Union for Foreign Affairs and Security Policy, with the support of the Commission, to the Council for a Council Decision establishing a European Peace Facility, OJ C 108, 26.3.2021, p. 141.