

**INTERPARLIAMENTARY CONFERENCE FOR THE COMMON FOREIGN AND SECURITY POLICY (CFSP)  
AND THE COMMON SECURITY AND DEFENCE POLICY (CSDP)**

**Luxembourg, 5 - 6 September 2015**

**FINAL CONCLUSIONS**

***The Interparliamentary Conference***

**A more strategic Common Foreign and Security Policy**

1. Is concerned with the increasing threat of violent extremism and radicalisation, including of EU citizens, and calls on the European Union and its Member States to increase their efforts to combat terrorism, organised crime and radicalisation on the basis of the European Agenda on Security; notes that repeated terrorist attacks in the EU, as well as in neighbour countries such as Tunisia and Egypt, have highlighted the need for a strong joint EU response;
2. Stresses that, in line with UN Security Council resolution 2178, the fight against terrorism and hybrid threats constitutes a top security priority; stresses that it is imperative to maximise the potential of existing tools while developing new measures, notably for the fight against terrorism financing and the recruitment of terrorists, online content promoting terrorism and extremism, illicit trafficking in firearms, while fully respecting human rights and the rule of law;
3. Considers advocacy of the exchange of information and operational cooperation in compliance with fundamental freedoms, international humanitarian law and international human rights law as an effective means of fighting terrorism and hybrid threats; emphasises that better governance, the rule of law and democracy, as well as social and economic development, are crucial for eliminating the root causes of radicalisation;
4. Points out that the fight against terrorism implies long-term measures with a view to preventing the causes of terrorism, by promoting, in particular, cohesion in our societies and a multicultural and inter-religious dialogue; in order to combat radicalisation, issues of social exclusion, migrant integration and discrimination must be taken into account;
5. Strongly condemns the brutal execution by the ISIL/Daesh regime of professor Khaled al-Asa'ad, former general manager for antiquities and museums in Palmyra; attacks by ISIL/Daesh against civilians and minority groups as well as the intentional targeting and systematic destruction of the multicultural heritage in Syria and Iraq as a result of an ideology of hatred and exclusion are reaching unprecedented levels and are war crimes in direct

violation of humanitarian law; underlines that the EU shall promote every effort to preserve sites of cultural and archaeological interest;

6. Welcomes the conclusion of the European Council to mobilise EU instruments to counter hybrid threats; emphasises that the hybrid warfare model deployed by Russia in its neighbourhood requires an adequate, joint and timely reaction of all EU Member States and relevant international organisations; points to the importance of fostering the resilience of Member States and partners, bearing in mind the necessity to deepen EU-NATO cooperation and take complimentary action;
7. Calls on the High Representative/ Vice-President (HR/VP) and the Member States to focus on the implementation of the EU Cybersecurity Strategy adopted by the Council in February 2013 with particular regard to the development of security standards and certification schemes, and the fostering of R&D programs aimed at the acquisition of such information and communication technologies (ICT) that the EU needs to avoid the risk of becoming excessively dependent on ICT products and services produced outside its frontiers; stresses that cybercrime undermines personal security and privacy and welcomes the priority of the European agenda on security to improve law enforcement and any judicial response to cybercrime;
8. Welcomes the new Action Plan on Human Rights and Democracy for the period 2015-2019, adopted by the Council on 20 July 2015, because it reaffirms the European Union's commitment to promote and protect human rights and to support democracy worldwide;
9. Welcomes the mandate entrusted by the European Council to the HR/VP with a view to the preparation of an EU global strategy on foreign and security policy by June 2016; decides to discuss the strategic review, including the issues of permanent structured cooperation and political decision-making in the area of security and defence, in a workshop at the next IPC in the Netherlands in April 2016;
10. Calls on the HR/VP to prepare an ambitious EU global strategy on foreign and security policy, which will contribute to more efficient and coherent EU external action, in particular linking it to other EU policies with an external dimension such as migration, justice and home affairs, trade, internal market, energy, climate change mitigation and adaptation, sustainable development and development cooperation goals; stresses the need to shift the focus towards effective conflict prevention; calls for the strengthening of democratic resilience in the European states to be incorporated into the security strategy;
11. Stresses that the new strategy should provide strategic orientation for the major current security challenges, in particular the role of Russia, instability in the wider Middle East and in the Mediterranean, Africa, and cross-cutting strategic challenges such as terrorism, hybrid

threats, fragile and failed states, cyber threats, climate change, trafficking of human beings, resource conflicts and how to strengthen human security;

12. Emphasizes the importance of a concrete and efficient cooperation with NATO, the United Nations, the Council of Europe, the OSCE and the African Union, and of an enhanced dialogue with major international actors;
13. Stresses the willingness of EU Parliaments to stay informed and to contribute to the strategic reflection and welcomes the commitment of the HR/VP of involving Parliaments and the wider public; suggests to follow-up on this issue during the next interparliamentary conference;
14. Welcomes the agreement reached on 14 July 2015 in the Iran nuclear talks and calls on all parties to fully implement the agreement;

#### **Towards a new European Neighbourhood Policy (ENP)**

15. Recognises the contribution of the ENP in developing the EU's relations with countries in its neighbourhood; notes however that a review of the policy is pertinent considering the developments and new challenges in the neighbourhood; relations with the "neighbours of our neighbours" should also be considered in this regard;
16. Welcomes the ENP review process launched by the Commission in cooperation with the HR/VP; stresses that the renewed policy must be more strategic, coherent and flexible, nonetheless safeguarding its predictability; calls to maintain the unity of the ENP and stresses the importance of its southern and eastern dimension; reiterates the commitment to common values, including democracy, the rule of law, the protection of human rights and respect for fundamental freedoms including gender equality; calls to differentiate the ENP in order to intensify cooperation with countries in the neighbourhood with a stronger commitment towards the EU, in line with the more-for-more principle related to institutional and economic reforms without, however, neglecting neighbourhood countries which have chosen to follow a less ambitious cooperation model;
17. To preserve the unitary framework of the ENP, a more nuanced approach is needed to differentiate between the southern and the eastern dimensions; a tailored approach has to be introduced for each country, and greater account must be taken of the widely differing starting points and initial conditions when evaluating the results; the effective demands of partner countries should be carefully evaluated on a case-by-case basis;
18. Considers that local ownership and inclusiveness have to be key elements of the new ENP in order to insure that it benefits all levels of society throughout the country;

19. Calls to link the ENP more closely to other instruments and actions of the CFSP and CSDP in the fields of: 1) migration and border management, under the European agenda on migration, 2) security, under the European agenda on security, 3) energy, under the European energy security strategy, and 4) environment;
20. Stresses the importance of consistency and complementarity between ENP and CFSP/CSDP activities and believes that a security component including conflict prevention and peace building should be included in the ENP; stresses that the security component should encompass areas such as security sector reform and, in post-conflict situations, disarmament, demobilisation and reintegration; underlines that the ENP should contribute to promoting stability in the neighbourhood in line with the relevant EU policies such as the area of Freedom, Security and Justice; calls for the revised policy to support partner countries in building proper democratic state structures, inter alia to deal with security issues which should be accompanied by proper parliamentary oversight; calls to actively promote the peaceful settlement of the various conflicts in the neighbourhood, using different EU instruments, on the basis of the added value they may provide – such measures should include confidence – building programs, restoring dialogue, mediation, reconciliation, promoting people-to-people contacts and CSDP missions;
21. Reaffirms unwavering support for the Ukrainian people and for the independence, sovereignty, territorial integrity and the European choice of Ukraine; condemns the illegal occupation and annexation of Crimea and Sevastopol by the Russian Federation, which has violated the UN Charter, international law and its own commitments, including the ones under the Helsinki Final Act of the OSCE and the 1994 Budapest Memorandum on Security Assurances to Ukraine; remains committed to fully implement the non-recognition of Crimea and Sevastopol; condemns the illegal behaviour of the separatists and Russian forces in Eastern Ukraine; supports the restrictive measures against the Russian Federation adopted by the European Council on 31 July 2014 and enhanced on 8 September 2014, and believes that the duration of such measures must be clearly linked to the complete implementation of the Minsk Agreements, including the reinstatement of full control of the state border by the government of Ukraine throughout the conflict area; welcomes the HR/VP's Action Plan on how to counteract Russia's ongoing campaign of disinformation and propaganda against Member States and the European Union;
22. Urges the EU and Member States to provide logistical and technical support to Ukraine for the implementation of structural reforms and of its commitments under the Minsk agreements; welcomes the Ukrainian government's efforts to date in this regard; further calls on the Ukrainian government to continue and further intensify such reforms in the interests of good governance, democracy and the rule of law;
23. Regrets that the efforts of the international community to ensure the territorial integrity of Georgia within its internationally recognised borders have not yet been successful; deplores

that the Russian Federation continues to maintain its presence in Abkhazia and South Ossetia and carries out the creeping annexation of the territory of Georgia by signing so-called “treaties” with Georgia’s regions;

24. Urges the National Parliaments, which have not yet done so, to ratify the Association Agreements/Deep and Comprehensive Free Trade Areas (AA/DCFTA) signed with Georgia, the Republic of Moldova and Ukraine, in order to facilitate their timely implementation;
25. Reiterates the European perspective of the Eastern Partnership countries and recalls that in accordance with Article 49 TEU any European country may apply to become a member of the EU provided it adheres to the Copenhagen criteria and the principles of democracy, respect for fundamental freedoms and human rights; calls on the HR/VP to develop proposals for cooperation with eligible and willing European neighbours based on the model of the European Economic Area, which could constitute a further step in their European perspective, based on enhanced inclusion in the EU area in terms of freedoms and full integration within the common market, and also include closer cooperation in the field of CFSP;

#### **Towards more coordinated management of migration flows**

26. Notes with concern the increased irregular migration and human smuggling and trafficking into the EU and the significant number of migrants entering the EU from and through the Central and Eastern Mediterranean and the Balkans; urges EU Member States to continue working on the implementation of the European agenda on migration presented by the European Commission and to create safe and legal ways of entering the European Union and prevent life-threatening transport by traffickers; it is important that the EU, in conjunction with accommodating refugees in the EU, would also engage in identifying the extent of the circumstances prevailing in the homeland of the refugees with a view to ascertaining whether or not it is possible to prevent trafficking and preserve life; in this connection asks for Frontex to be allowed to carry out both border surveillance and search and rescue of migrants at sea;
27. Welcomes the launching of the naval operation in the Mediterranean EUNAVFOR Med decided on the 22<sup>nd</sup> June 2015 by the Council, which is aimed at disrupting smugglers' criminal networks; stresses that this operation can only be successful when implemented in full compliance with international law and as part of a comprehensive EU approach which also aims at addressing the root causes of migration and makes full use of EU instruments, including humanitarian aid, development assistance, diplomacy, conflict prevention and crisis management as well as measures to alleviate the burden on those Member States that are on the frontlines of migration flows;
28. Recalls that it is crucial to reinforce the cooperation between the EU and countries of origin and transit; notes in particular the need to step up cooperation with Turkey, in view also of the situation in Syria and Iraq, as a significant country of transit; calls on Turkey to strictly

enforce its own legislation, which forbids human trafficking, by stopping the illegal transport of refugees by traffickers through Turkey to the Aegean coast; offers assistance to Turkey to continue hosting these refugees; welcomes, in this context, the upcoming Valletta Conference with African partners, to take place on 11-12 November 2015, aiming at working closely together to tackle illegal migration in an integrated way;

29. Calls for increased attention and engagement by the EU and its Member States with regard to the challenges of irregular migration passing through the Western Balkans as well as originating from this region; urges the Commission and the Council to develop proposals on how to deal with asylum seekers from EU applicant countries in the Western Balkans; urges to seek solutions aiming at strengthening the migration and border management capacities of the Western Balkan countries to address and manage mixed movements of migrants and refugees from outside the region and more effectively fight smugglers and traffickers;
30. Calls on the Commission and the EEAS to engage in a dialogue with the non-EU countries of the Western Balkans on how to reduce the flow of migrants stemming from these countries and speed up the return of irregular migrants who do not qualify for asylum; emphasises that these issues should be prioritised in the EU's relations with the Western Balkan countries, including within the framework of the EU's enlargement policy;
31. Bears in mind the necessity to prepare EU-wide measures aimed at dealing with migratory pressure from other directions, including the East;
32. Stresses that in light of these massive migratory flows, action cannot be limited only to rescue operations and dismantling of criminal networks of smugglers; urges that the EU and Member States develop a common approach based on solidarity and shared responsibility in order to foster better management and coordination of the massive migration flows, including meeting UN development aid targets to help address these issues at source; notes that solidarity needs to be demonstrated both towards those Member States where migration pressure is most acute and towards asylum seekers arriving in the EU; urges Member States to quickly implement the measures agreed on at the European Council of 25-26 June 2015, including the decision to relocate 40.000 persons in clear need of international protection from Italy and Greece and resettle 20.000 people in clear need of international protection, and to find an effective and sustainable mechanism in the EU for a fair sharing of the relocation and resettlement of persons in clear need of international protection, and trusts that the forthcoming Council on migration on 14 September 2015 will focus on this matter;
33. Calls on the EU to improve the effectiveness of procedures for those seeking asylum in the EU and find a clear solution for those coming from safe countries of origin (for instance the Western Balkan countries which are EU applicant countries) who do not need international protection as asylum seekers; calls on the EU and Member States to consistently engage

towards establishing a sustainable overarching concept in the field of EU asylum policy in order to promote an EU-wide asylum strategy;

34. Underlines that the cessation of the conflict in Syria and the stabilisation of the wider MENA region are crucial for reducing migratory flows into the EU; condemns the violence especially of Islamist fighters, particularly against the civilian population; calls for an intensification of pressure for a real political transition in Syria and Libya recognising the need to engage in that process all relevant stakeholders; supports the need to extend development and humanitarian assistance to Syria, Libya and its neighbouring countries; calls on the EU to contribute to resuming the Israeli-Palestinian peace process, an absolute prerequisite to facilitate stability in the Middle East; in relation to the emergency in Libya supports the creation of a national unity government and confirms its full support to the UN Secretary-General's Special Representative and his efforts to achieve a peaceful solution;
35. Recognises that migration and development are interrelated issues; calls for the engagement of the EU and Member States to support countries of transit and origin of migration flows and to contribute more to the budget made available for the creation of regional development programs and protection in North Africa and the Horn of Africa;
36. Supports the initiative of the HR/VP to initiate a high level dialogue with the main countries of origin of irregular migrants; recalls the need for effective policies on return, readmission and reintegration for people who do not fulfil the conditions required to benefit from international protection; stresses the need for the EU and its Member States to strengthen the dialogue with the African Union in order to develop a common approach on how to address the causes of irregular migration and fight against migrant smuggling; resolves to come back to the foreign policy aspects of migration in the form of a workshop during the next IPC;

#### **The security implications of climate change**

37. Observes that climate change causes a multiplication of extreme weather events, a shortage of arable land and of drinking water sources in some regions as well as rises in sea levels;
38. Deplores the human consequences of this development and fears that their escalation leads to an intensification of competition for local resources and to a higher volatility of basic commodity prices, which will result in an increase of climate migration and conflicts likely to destabilise the most vulnerable countries, and therefore considers that climate change represents a major risk to international security;
39. Calls on the Luxembourg Presidency of the Council of the EU and the Commission to make every effort at the Paris Conference (COP21) to reach a legally binding agreement, addressing mitigation, adaptation, financing, technology transfer and capacity building of vulnerable

states, in order to keep global warming below 2° Celsius compared to pre-industrial levels, and therefore mitigating its impact on international security;

40. Calls on the Member States to honour their commitments and increase their contributions to the Green Climate Fund, which is a promising tool for the mitigation of the impact of climate change on the most vulnerable countries and for the adaptation to its consequences;
41. Calls on the Commission and the European External Action Service to regularly present detailed analyses on the most vulnerable states to climate change and to suggest preventive actions, which could reinforce their mitigation and capacity of adaptation to climate change and reaction capacities to natural disasters;
42. Notes the vulnerability of Mediterranean countries to the particularly harsh effects of climate change in this region, which already affect greatly local communities and economies; expresses concern over the expected additional migration flows in the Mediterranean, which will be directly linked to climate change, putting additional strain on Southern Member States and the EU more broadly;
43. Calls on the HR/VP and the Commission to mainstream the potential effects of climate change on security into the most important strategies, policy documents and financial instruments for external action and CSDP and in particular in the elaboration of the new EU global strategy; stresses the need to explore ways of improving energy efficiency and environmental management;
44. Considers that the retreat of Arctic sea ice, which has led to a greater international interest and an increased presence of a number of countries in the region, represents a direct security challenge for the EU and calls to reinforce the security component of an EU Arctic policy;

#### **Strengthening civilian CSDP missions**

45. Recognises that the EU is facing a growing number of crises around Europe; considers that civilian crisis management has become an important part of the EU's security policy; insists on the importance of civilian instruments in addressing the root causes of the threats currently facing Europe and its partners, including the Early Warning System, the Peace building Partnerships, the Instrument contributing to Stability and Peace, and CSDP civilian missions;
46. Recalls the need to strengthen the EU structures of civilian crisis management, including by bringing in more civilian expertise at the strategic planning level; supports the ongoing review of the crisis management structures within the EEAS; calls for improving the efficiency of existing structures, including by reducing the number of parallel structures so that they can respond faster and more appropriately to emerging crises; calls on the HR/VP to preserve and



strengthen the distinct character of civilian approaches to conflict prevention and crisis management;

47. Notices that the most recent civilian missions have continued to be dogged by structural shortfalls, namely inefficiency as regards rapid reaction due to recruitment processes and too long and complex decision-making processes within the current regulatory framework and financial regulation; stresses the need to intensify cooperation in defence and security between the EU and other actors, such as NATO, the United Nations, the African Union and the United States of America, in order to increase synergies;
48. Recognises that challenges remain regarding the recruitment of experts and qualified personnel from Member States for civilian missions; calls in this respect upon Member States to identify ways to improve the availability of qualified personnel; urges the full implementation of the Civilian Capability Development Plan and reiterates the need to enhance the development, availability and generation of the required civilian capabilities, including by enlarging the pool of civilian response teams, and urges the HR/VP, the Commission and the Member States to set up joint pre-deployment training programs;
49. Supports the EU's objectives to respond more quickly to security threats in order to prevent and manage crises more efficiently and this through strengthening civilian capabilities; calls in this regard on the EU to establish a border assistance mission in Tunisia (EUBAM Tunisia) at the Libyan border to improve the security situation in Tunisia;
50. Demands that the synergies between the civilian and the military dimension of CSDP be strengthened; calls for civil-military cooperation to be enhanced in areas such as training, infrastructure, logistics, transportation, planning and conduct and force protection;
51. Stresses the importance of developing further synergies between CSDP, in both its civilian and military dimensions, and Freedom, Security and Justice actors, notably the EU agencies (Europol, Frontex and CEPOL) and Interpol, by *inter alia* building on the frameworks of co-operation signed between the EEAS, Frontex and Europol as well as between the EEAS and the European Gendarmerie Force;

#### **The state of European defence after the June 2015 European Council**

52. Takes note of the conclusions of the European Council of 25-26 June 2015; regrets that the conclusions failed to inject new political stimulus in matters of security and defence; considers that this lack of ambition is a worrying sign of a lack of political will in spite of the ever closer threats and challenges that face us; calls on the European Council to come back to defence issues no later than June 2016;

53. Stresses the importance of enabling the EU to assume increased responsibilities as a security provider, at international and regional levels; calls on the European Council to deal extensively with security and defence and to have an in-depth discussion on the shortcomings in the implementation of the commitments taken by the European Council in 2013; calls on the European Council to prove its willingness to implement past decisions in order to improve the EU's defence capabilities, including by meeting the 2 per cent of GDP spending guideline for those Member States that are members of NATO, while taking into account the importance of increasing the efficiency of defence spending, to present proposals on reforming the financial arrangements for CSDP missions and operations, to maintain and consolidate the European Defence Agency and to provide support for a common industrial and technological base; recalls the commitment of EU Member States to increase defence research and technology spending to 2 per cent of all defence expenditure;
54. Welcomes the ongoing work of the European Commission and the European Defence Agency in setting up a pilot project and a preparatory action for a future EU defence research program starting in 2021; regrets that the European Commission did not fulfil their tasks of the European Council of 2013, namely the establishment of an EU-wide regime on security of supply, the announced paper on government-to-government sales, and the announced Green Paper on the control of assets;
55. Urges the Member States and the Commission to deliver on the commitments made at the European Council of 19-20 December 2013 and to invest more resources in a deepened CSDP, calls for greater solidarity among Member States in funding CSDP missions and operations, including through the EU budget; notes that the European Council recalled the need for the Member States to allocate a sufficient level of expenditure for defence; encourages the European Council, in future discussions on security and defence, to find a constructive and permanent solution for financial arrangements of EU Battle groups deployment based on the ATHENA mechanism provisions; calls on the HR/VP to build on the June European Council conclusions and the conclusions of this conference in relation to the subject of how to improve the EU's rapid response forces;
56. Calls on the Council and the Commission to take decisions that will lead to an improvement in the capacity of the Union and the Member States as regards territorial defence and as regards the capacity to respond to internal security challenges; recalls that CSDP will continue to develop in full complementarity with NATO and in full, reciprocal autonomy, taking into account the fact that not all EU Member States are NATO Member States;
57. Welcomes the joint communication by the HR/VP and the Commission on capacity building in support of security and development, which aims to support EU partner countries so that they have the means and opportunities to prevent and manage crises, including through concrete projects for capacity building having a flexible geographic scope; calls on the

Commission, the EEAS and the Council to take forward the work on this initiative as a matter of priority;

58. Welcomes the Council conclusions of 18 May 2015 inviting the HR/VP to develop an EU-wide strategic framework for Security Sector Reform by mid-2016;
59. Calls on the Member States to fully implement the unused provisions of the Lisbon Treaty in the area of security and defence, in particular Article 42 (6) TEU (permanent structured cooperation) and Article 44 TEU (entrusting of a CSDP mission or operation to a group of Member States); urges the HR/VP to actively promote these instruments and their implementation;
60. Considers that the implementation of the new military Rapid Response Concept could be very useful in order to provide a broader and more modular approach to the EU's rapid response capabilities and reaffirms that the EU Battle groups (EU BGs) remain the EU's primary military rapid reaction tool and they have to be routinely taken into consideration during the planning process of CSDP operations/missions as an option in crisis situations requiring prompt action;
61. Calls on the EEAS to consider to entrust the Crisis Management and Planning Directorate to evaluate the eventual need of alternative procedures for the elaboration of Crisis Management Concept for the EU missions undertaken under Article 42 (6) TEU and Article 44 TEU;
62. Considering the potential benefits of integrating the national defence industries into a European Defence Industry, calls for discussions on the role of the European Defence Market and the role of the EU's "Common position on arms exports control" in a competitive international environment; calls for the European arms exports to be discussed at the next IPC in The Hague.