


Procedure file

Basic information		
INI - Own-initiative procedure	1996/2251(INI)	Procedure completed
European Union's role worldwide: annual debate 1997, financing the CFSP and the budget		
Subject 6.10 Common foreign and security policy (CFSP)		

Key players			
European Parliament	Committee responsible	Rapporteur	Appointed
	AFET Foreign Affairs, Security and Defense Policy		04/02/1998
		PPE SPENCER Tom	
	Committee for opinion	Rapporteur for opinion	Appointed
	BUDG Budgets		
	RELA External Economic Relations	The committee decided not to give an opinion.	
	DEVE Development and Cooperation		

Key events			
15/11/1996	Committee referral announced in Parliament		
28/04/1998	Vote in committee		Summary
28/04/1998	Committee report tabled for plenary	A4-0169/1998	
27/05/1998	Debate in Parliament		
28/05/1998	Decision by Parliament	T4-0318/1998	Summary
28/05/1998	End of procedure in Parliament		
22/06/1998	Final act published in Official Journal		

Technical information	
Procedure reference	1996/2251(INI)
Procedure type	INI - Own-initiative procedure
Legal basis	Rules of Procedure EP 118
Stage reached in procedure	Procedure completed
Committee dossier	AFET/4/08412

Documentation gateway					
Supplementary non-legislative basic document		07087/1998	30/03/1998	CSL	Summary
Committee report tabled for plenary, single reading		A4-0169/1998 OJ C 167 01.06.1998, p. 0004	28/04/1998	EP	
Text adopted by Parliament, single reading		T4-0318/1998 OJ C 195 22.06.1998, p. 0013-0035	28/05/1998	EP	Summary

European Union's role worldwide: annual debate 1997, financing the CFSP and the budget

OBJECTIVE: in accordance with point L of the Interinstitutional Agreement of 16.07.1997 on the financing of the Common Foreign and Security Policy (see COS0439), to present an annual report on the main aspects and fundamental choices of the CFSP, including budgetary aspects. This report supplements the chapter on external relations in the annual report on the progress of the European Union presented to Parliament pursuant to Article D of the Treaty on European Union. **SUBSTANCE:** The document meets the wish expressed by the European Parliament in the Interinstitutional Agreement (IIA) of July 1997 that it should be fully informed about the policies pursued by the Union under the CFSP and their financial implications. It is the first report of its kind, and relates to CFSP measures adopted between the signature of the IIA and 01.03.98. It summarizes activities carried out in this framework, incorporating all the common positions and joint actions of the Council and the Decisions concerning their implementation. It also incorporates all the declarations, official démarches and other initiatives adopted as part of the political dialogue with third countries. In the budgetary sphere, the report covers all expenditure arising from the legal acts concerned. There are 4 priority fields: 1) The Western Balkans and, in particular, the peace and democratization process in Bosnia-Herzegovina; 2) The Middle East peace process; 3) non-proliferation and measures against antipersonnel land mines; 4) Africa and, in particular, the crises in the Great Lakes region and support for the OAU. Other common positions and declarations were adopted which did not entail any budget expenditure but helped to maintain the Union's foreign-policy profile. The Council's document also contains a section concerned more with the future, taking a look at forthcoming priorities. As a prelude to these priorities, the Council says that in future the Union should demonstrate its ability to respond rapidly to international problems or events with CFSP relevance, to enable it to establish its credibility on the international scene. This reaction capacity also implies greater rapidity in mobilizing appropriations. The report mentions other collateral priorities, such as that of continuing support for the Union's special envoys to various parts of the world and specific measures in the following fields: -support for the democratic transition in the Balkans and the Congo (budget heading B8-010), -continuing the mandates of certain of the Union's special envoys and appointment of new envoys as needed (B8-011), -support for mine clearance operations (B8-012), -conflict prevention and support for the peace process in the Balkans, the Middle East and Africa (especially Rwanda) (B8-013).

European Union's role worldwide: annual debate 1997, financing the CFSP and the budget

The report by Tom SPENCER (EPP, UK) which was adopted by the Committee seeks to look at the Union's role in the world in its entirety, rather than restricting itself to the narrower matters falling currently under the CFSP. It paints a mixed picture of the EU's activities. While levelling some criticisms, the report nevertheless emphasises that full implementation of the Amsterdam Treaty offers new opportunities provided there is a change in attitudes as well as in institutional arrangements. The lack of public perception of any progress in developing a European foreign policy, the shortcomings in the area of interinstitutional cooperation, in particular the lack of information for and consultation of Parliament, the mismatch between the EU's foreign policy and its trading activities, and the slow progress made in coordinating defence policies and incorporating the WEU into the EU were among the main criticisms contained in Mr Spencer's report. He also stressed that human rights should be a prominent feature of the CFSP and that provisions on human rights and democracy should be included in all the EU's agreements with non-member countries. Lastly, the report maintains that actions under the CFSP have tended to be very narrowly focused and that CFSP instruments seem unable to define comprehensive policies in areas of global concern such as poverty and the environment. The implementation of the Amsterdam Treaty, with the creation of a policy planning and early warning unit and the office of High Representative, as well as the provision to allow some foreign policy decisions to be taken by majority vote, should address some of these criticisms. The report also calls for a genuine development of "parliamentary diplomacy". The recent European Parliament missions to Algeria and Albania have, it claims, shown that Parliament can contribute significantly to the effectiveness of the Union's external policy. In addition, Parliament should make full use of the range of instruments available to it (recommendations, public hearings, the Sakharov Prize, etc.).?

European Union's role worldwide: annual debate 1997, financing the CFSP and the budget

Adopting the report by Mr Thomas SPENCER (PPE, UK) on the implementation of the CFSP in 1997 by 416 votes to 36 with 18 abstentions, the European Parliament considered that, while developments in the CFSP showed some progress in comparison with previous years, the criticisms made last year remained very largely valid. It noted that: - there was a lack of public perception of progress in developing a European foreign policy; - there was no interinstitutional agreement on Parliament's right to be informed and consulted; - the Commission still did not make full use of its right to submit proposals to the Council; - progress in developing a common security policy, coordinating defence policies and developing a genuine common armaments policy and incorporating the WEU into the EU remained slight; - mismatch between the EU's foreign policy and trading activities remained. Regretting the lack in the report submitted of any analysis or indication of what the CFSP should be in the future, it stated that it would deal fully with all the financial implications of the main aspects of the CFSP in the ad hoc consultation procedure set up in accordance with the Interinstitutional Agreement. It called for the establishment of procedures for: - Parliament to be duly consulted on all aspects relating to accession partnerships established with countries applying for admission to the EU and for account to be taken of its point of view; - wider and more flexible application of the conciliation procedure; - consultation of Parliament on basic choices in foreign policy and international agreements and other acts based on the Euratom Treaty; - Parliament's involvement in

decisions on the penalties to be imposed in the event of human rights violations in third countries. Recognising that the CFSP as it currently exists limits Europe's ability to have the influence that its political, economic and cultural weight deserves, it called for the creation of a genuine common European diplomacy. It reiterated its call for an early warning unit and for the creation of the office of High European Representative in order to increase the visibility of the CFSP. In particular, it called for Commission representations to be transformed into proper diplomatic representations of the Union in those countries where the majority of Member States are not fully represented. Parliament was also concerned with the respect of human rights in the world and called on the Council and the Commission to maintain human rights as a prominent part of the CFSP of the European Union. It also called for the mobilisation of the political commitment needed to use the instruments offered by the Treaties of Maastricht and Amsterdam in order to create a genuine CFSP. It stressed that human rights and democracy clauses should be included in all agreements with third countries and urged the Union, in consultation with the WEU and NATO, to make arrangements to ensure that speedy and efficient use can be made of the available instruments, especially the combined joint task forces. Parliament deplored the lack of ambition in defining a policy through a common position on the Balkans, the lack of adequate initiative on Kosovo at EU level in 1997 and the fact that neither the EU nor the WEU were able to take the decision to send the EUROFOR and EUROMARFOR to Albania. It also deplored the absence of any common policy on human rights in China and the failing impetus of the peace process and the Barcelona process. Parliament called for the role of the Union to be strengthened in line with its financial contribution and for the Mediterranean policy to be re-launched. It viewed as most serious the continued presence of nuclear weapons in India, which posed a threat to international stability and regretted that the lack of a CFSP was preventing the Union from playing a political role in the establishment of a dialogue on strategic balance in the region. The European Parliament welcomed the fact that a code of conduct on arms exports had been approved by the Council and called for it to be turned into a joint action. Parliament also welcomed the adoption of a common position on the prevention and resolution of conflicts in Africa and the role played by the Union in the San José Conference and Rio Group and fully supported the summit of European and Latin American heads of state and government to be held in 1999. Finally, it reiterated its desire to establish a global action programme with Latin America.?