

An Analysis of the Global Strategy for the European Union's Foreign and Security Policy (EUGS) – “Shared Vision, Common Action: A Stronger Europe”, Implementation Plan and Challenges for Implementation

I. In June 2015, the European Council asked the High Representative of the EU for Foreign Affairs and Security Policy Mogherini (HR) to draft an overarching strategy for the EU's foreign and security policy. The new strategy (adopted by the European Council in June 2016) is the result of a year-long process during which the HR consulted with EU institutions, Member States (MS), experts, civil society representatives and other stakeholders.

The EUGS will guide the EU's external action in the years to come. Global is not just intended in a geographical sense, it also refers to the wide array of policies and instruments the Strategy promotes: from military capabilities, anti-terrorism, peace-building and the resilience of States and societies. The strategy underlines that the EU and its Member States (MS) face several new and complex security threats and foreign policy challenges, highlighting the need for further synergies and closer cooperation at all levels.

The priorities of the EU's external action will be focused on:

- **The Security of the EU**, through enhanced efforts in defense, cyber, counterterrorism, energy and strategic communications; EU security and defense actions will aim to enabling the EU to act autonomously while also contributing to and undertaking actions in cooperation with NATO. On counter-terrorism, the EU will deepen work on education, communication, culture, youth and sport;
- **State and Societal Resilience to EU's East and South**, whereas a credible enlargement policy and accession process grounded on strict and fair conditionality is vital to enhance the resilience in the Western Balkans and Turkey. The same applies for the European Neighborhood Policy (ENP) and the respective participants;
- **An integrated approach to conflicts**, through a practical, principled and comprehensive approach to conflicts and crises, acting at all stages of the conflict cycle – prevention, response, stabilization and avoidance of premature disengagement;
- **Cooperative Regional Orders** with an aim to better manage security concerns, reap the economic gains of globalization and project influence in world affairs. This is fundamental rationale for the EU's own peace and development in the 21st century.

- **Global governance for the 21st Century** in order to achieve a global order based on international law, with a stronger UN and an aspiration to transform rather than to simply preserve the existing system.

II. Implementation plan for the EUGS in the area of security and defense

The Foreign Affairs Council of the EU on its session held on 14 November 2016 adopted the Implementation plan of the EUGS (proposed by HR Mogherini) in the area of security and defense. It is subject to endorsement by the European Council on 15th of December 2016.

The Implementation plan has three key priorities:

- 1) **Responding to external conflicts and crises** – with an aim to enhance the EU's awareness and responsiveness in all phases of the conflict cycle;
- 2) **Capacity building of partners** – systematic contribution to stabilization in case of conflict or instability; providing expertise and assistance in order to strengthen partners' resilience and counter hybrid threats;
- 3) **Protecting the Union and its citizens** – measures to efficiently tackle challenges and threats of internal and external security.

III. Challenges for implementation process/implications to the EU and MS

The EUGS sends a clear signal to the rest of the world: The EU is a global actor and it matters what EU says and does. However, the implementation of the EUGS is a challenge both, for the EU and the MS. How well they will work together, use their resources, build political momentum and voice their common message will ultimately determine the role of the EU in the world.

The Strategy underlines that successful implementation of priorities will depend on EU's credibility, the effectiveness and consistency of policies, enhanced cooperation between Member States and EU institutions as well as between internal and external dimensions of EU policies. The latter is particularly important in the areas of migration and security, notably counter-terrorism. The first progress report will be presented by HR Mogherini at European Council in June 2017.

Challenges on EU side:

- To restore the (undermined) image of the EU as a global actor
- To pay attention to the “expectations – credibility gap”, not to set expectations that the EU cannot deliver upon;
- To restore unity and prevent further divisions between the MS
- To strengthen its ability to act as a security provider and to enhance the Common Security and Defense Policy (CSDP)
- To propose further capability development in security and defense area and implement more structured cooperation
- To manage future EU – NATO relations in the light of recent US presidential elections

- To agree upon and set future role of the UK in the European defense and security umbrella
- To present options for a more strategic approach to partnership cooperation with surrounding regions and partner countries which share EU values and are willing to contribute to CSDP
- To connect EU foreign and security policy with citizens as a security actor and better communicate the message that EU defense cooperation tangibly benefits the security of all citizens and partners

Challenges on MS side:

- The top-down political commitment critical to make the EUGS a success
- To ensure sufficient expenditure for defense, including agreement to review and accept the military requirements stemming from the EUGS;
- To deepen defense cooperation and use resources more efficiently in view of enhancing civil/military synergies (yet, 80% of defense investment in Europe is still spent nationally); MS should also consider financial solidarity and burden sharing;
- To adopt and implement public communication strategies and
- To ensure better application and implementation of existing EU legal instruments

IV.EU on Western Balkans in the area of Security

The EU has identified the Western Balkans as a priority region for external action on counter terrorism. EEAS and Commission services will enhance cooperation between EU agencies and relevant Western Balkans authorities on counter-terrorism/countering violent extremism, focusing on coordination efforts through the WBCTi initiated by Slovenia. The EEAS, Commission services and other stakeholders will prepare a 2017-2019 regional assistance project on counter terrorism, organized crime and border security under the Instrument for Pre-accession Assistance (*The CFSP Report – Our priorities in 2016, endorsed by the Council on 17th October 2016*).

The 2016 Communication on EU Enlargement Policy (published 9th November 2016) notes that terrorism and radicalization continue to pose a security threat to the EU and the aspirants and more needs to be done to counter radicalization, in particular in the area of **education** and through **better control of foreign funding fostering radical content**. The EU decided to extend its radicalization awareness network (RAN) to enlargement aspirants in order to provide availability of good EU practices in anti-radicalization. Aspirants are also encouraged to continue to use **Europol** as facilitator for cooperation on counter-terrorism.