

June 2016

A Global Strategy for the European Union's Foreign And Security Policy

Executive Summary

We need a stronger Europe. This is what our citizens deserve, this is what the wider world expects.

We live in times of existential crisis, within and beyond the European Union. Our Union is under threat. Our European project which has brought unprecedented peace, prosperity and democracy is being questioned. To the east, the European security order has been violated, while terrorism and violence plague North Africa and the Middle East, as well as Europe itself. Economic growth is yet to outpace demography in parts of Africa, security tensions in Asia are mounting, while climate change causes further disruption. Yet these are also times of extraordinary opportunity. Global growth, mobility, and technological progress – alongside our deepening partnerships – enable us to thrive, and allow ever more people to escape poverty and live longer and freer lives. We will navigate this difficult, more connected, contested and complex world guided by our shared interests, principles and priorities. Grounded in the values enshrined in the Treaties and building on our many strengths and historic achievements, we will stand united in building a stronger Union, playing its collective role in the world.

1. Our Shared Interests and Principles

The European Union will promote *peace* and guarantee the *security* of its citizens and territory. Internal and external security are ever more intertwined: our security at home depends on peace beyond our borders.

The EU will advance the *prosperity* of its people. Prosperity must be shared and requires fulfilling the Sustainable Development Goals worldwide, including in Europe. A prosperous Union also hinges on an open and fair international economic system and sustainable access to the global commons.

The EU will foster the resilience of its *democracies*. Consistently living up to our values will determine our external credibility and influence.

The EU will promote a *rules-based global order*. We have an interest in promoting agreed rules to provide global public goods and contribute to a peaceful and sustainable world. The EU will promote a rules-based global order with multilateralism as its key principle and the United Nations at its core.

We will be guided by clear principles. These stem as much from a realistic assessment of the current strategic environment as from an idealistic aspiration to advance a better world. Principled pragmatism will guide our external action in the years ahead.

In a more complex world, we must stand *united*. Only the combined weight of a true union has the potential to deliver security, prosperity and democracy to its citizens and make a positive difference in the world.

In a more connected world, the EU will *engage* with others. The Union cannot pull up a drawbridge to ward off external threats. To promote the security and prosperity of our citizens and to safeguard

our democracies, we will manage interdependence, with all the opportunities, challenges and fears it brings about, by engaging the wider world.

In a more contested world, the EU will be guided by a strong sense of *responsibility*. We will engage responsibly across Europe and the surrounding regions to the east and south. We will act globally to address the root causes of conflict and poverty, and to promote human rights.

The EU will be a responsible global stakeholder, but responsibility must be shared. Responsibility goes hand in hand with revamping our external *partnerships*. In the pursuit of our goals, we will reach out to states, regional bodies and international organisations. We will work with core partners, like-minded countries and regional groupings. We will deepen our partnerships with civil society and the private sector as key players in a networked world.

2. The Priorities of our External Action

To promote our shared interests, adhering to clear principles, the EU will pursue five priorities.

The Security of our Union: The EU Global Strategy starts at home. Our Union has enabled citizens to enjoy unprecedented security, democracy and prosperity. Yet today terrorism, hybrid threats, economic volatility, climate change and energy insecurity endanger our people and territory. An appropriate level of ambition and strategic autonomy is important for Europe's ability to promote peace and security within and beyond its borders. We will therefore enhance our efforts on defence, cyber, counterterrorism, energy and strategic communications. Member States must translate their commitments to mutual assistance and solidarity enshrined in the Treaties into action. The EU will step up its contribution to Europe's collective security, working closely with its partners, beginning with NATO.

State and Societal Resilience to our East and South: It is in the interests of our citizens to invest in the resilience of states and societies to the east stretching into Central Asia, and to the south down to Central Africa. Under the current EU enlargement policy, a credible accession process grounded in strict and fair conditionality is vital to enhance the resilience of countries in the Western Balkans and of Turkey. Under the European Neighbourhood Policy (ENP), many people wish to build closer relations with the Union: our enduring power of attraction can spur transformation in these countries. But resilience is also a priority in other countries within and beyond the ENP. The EU will support different paths to resilience, targeting the most acute cases of governmental, economic, societal and climate/energy fragility, as well as develop more effective migration policies for Europe and its partners.

An Integrated Approach to Conflicts: When violent conflicts erupt, our shared vital interests are threatened. The EU will engage in a practical and principled way in peacebuilding, and foster human security through an integrated approach. Implementing the 'comprehensive approach to conflicts and crises' through a coherent use of all policies at the EU's disposal is essential. But the meaning and scope of the 'comprehensive approach' will be expanded. The EU will act at all stages of the conflict cycle, acting promptly on prevention, responding responsibly and decisively to crises, investing in stabilisation, and avoiding premature disengagement when a new crisis erupts. The EU will act at different levels of governance: conflicts such as those in Syria and Libya have local, national, regional and global dimensions which must be addressed. Finally, none of these conflicts can be solved by us

alone. Sustainable peace can only be achieved through comprehensive agreements rooted in broad, deep and durable regional and international partnerships, which the EU will foster and support.

Cooperative Regional Orders: In a world caught between global pressures and local pushback, regional dynamics come to the fore. Voluntary forms of regional governance offer states and peoples the opportunity to better manage security concerns, reap the economic gains of globalisation, express more fully cultures and identities, and project influence in world affairs. This is a fundamental rationale for the EU's own peace and development in the 21st century, and this is why we will support cooperative regional orders worldwide. In different regions – in Europe; in the Mediterranean, Middle East and Africa; across the Atlantic, both north and south; in Asia; and in the Arctic – the EU will be driven by specific goals.

Global Governance for the 21st Century: The EU is committed to a global order based on international law, which ensures human rights, sustainable development and lasting access to the global commons. This commitment translates into an aspiration to transform rather than to simply preserve the existing system. The EU will strive for a strong UN as the bedrock of the multilateral rules-based order, and develop globally coordinated responses with international and regional organisations, states and non-state actors.

3. From Vision to Action

We will pursue our priorities by mobilising our unparalleled networks, our economic weight and all the tools at our disposal in a coherent way. To fulfil our goals, we must collectively invest in a credible, responsive and joined-up Union.

A Credible Union: To engage responsibly with the world, credibility is vital. The EU's credibility hinges on our unity, on our many achievements, our enduring power of attraction, the effectiveness and consistency of our policies, and adherence to our values. A stronger Union also requires investing in all dimensions of foreign policy. In particular, investment in security and defence is a matter of urgency. Full spectrum defence capabilities are necessary to respond to external crises, build our partners' capacities, and to guarantee Europe's safety. Member States remain sovereign in their defence decisions: nevertheless, to acquire and maintain many of these capabilities, defence cooperation must become the norm. The EU will systematically encourage defence cooperation and strive to create a solid European defence industry, which is critical for Europe's autonomy of decision and action.

A Responsive Union: Our diplomatic action must be fully grounded in the Lisbon Treaty. The Common Security and Defence Policy must become more responsive. Enhanced cooperation between Member States should be explored, and might lead to a more structured form of cooperation, making full use of the Lisbon Treaty's potential. Development policy also needs to become more flexible and aligned with our strategic priorities.

A Joined-up Union: We must become more joined up across our external policies, between Member States and EU institutions, and between the internal and external dimensions of our policies. This is particularly relevant to the implementation of the Sustainable Development Goals, migration, and security, notably counter-terrorism. We must also systematically mainstream human rights and gender issues across policy sectors and institutions.

This Strategy is underpinned by the vision of and ambition for a stronger Union, willing and able to make a positive difference in the world. Our citizens deserve a true Union, which promotes our shared interests by engaging responsibly and in partnership with others. It is now up to us to translate this into action.

For the entire Strategy: http://eeas.europa.eu/top_stories/pdf/eugs_review_web.pdf