

Basic information	
2024/2080(INI)	Procedure completed
INI - Own-initiative procedure	
Implementation of the common foreign and security policy – annual report 2024	
Subject	
6.10 Common foreign and security policy (CFSP)	

Key players			
European Parliament	Committee responsible	Rapporteur	Appointed
	AFET Foreign Affairs	MCALLISTER David (EPP)	04/09/2024
		Shadow rapporteur MIKSER Sven (S&D) TÂNGER CORRÊA António (PfE) BIELAN Adam (ECR) PAET Urmas (Renew) NEUMANN Hannah (Greens/EFA) BOTENGA Marc (The Left) NEUHOFF Hans (ESN)	

Key events			
Date	Event	Reference	Summary
28/11/2024	Committee referral announced in Parliament		
30/01/2025	Vote in committee		
10/02/2025	Committee report tabled for plenary	A10-0010/2025	Summary
01/04/2025	Debate in Parliament		
02/04/2025	Decision by Parliament	T10-0057/2025	Summary
02/04/2025	Results of vote in Parliament		

Technical information

Procedure reference	2024/2080(INI)
Procedure type	INI - Own-initiative procedure
Procedure subtype	Annual report
Legal basis	Rules of Procedure EP 55
Stage reached in procedure	Procedure completed
Committee dossier	AFET/10/01031

Documentation gateway				
European Parliament				
Document type	Committee	Reference	Date	Summary
Committee draft report		PE765.084	10/10/2024	
Amendments tabled in committee		PE765.258	08/11/2024	
Amendments tabled in committee		PE765.312	08/11/2024	
Amendments tabled in committee		PE765.313	08/11/2024	
Amendments tabled in committee		PE765.314	08/11/2024	
Committee report tabled for plenary, single reading		A10-0010/2025	10/02/2025	Summary
Text adopted by Parliament, single reading		T10-0057/2025	02/04/2025	Summary

Meetings with interest representatives published in line with the Rules of Procedure

Other Members

Transparency		
Name	Date	Interest representatives
AUŠTREVICIUS Petras	12/03/2025	Israel Allies Foundation (IAF) Europe
REUTEN Thijs	23/10/2024	UNRWA

Implementation of the common foreign and security policy – annual report 2024

2024/2080(INI) - 02/04/2025 - Text adopted by Parliament, single reading

The European Parliament adopted, by 378 votes to 188, with 105 abstentions, the report on the implementation of the Common Foreign and Security Policy - Annual Report 2024.

Need for coherent and ambitious action by the Union

Members recalled that the world is experiencing rapid geopolitical shifts and that autocratic powers are actively challenging the rules-based international order and its multilateral institutions, international law, democratic institutions and societies, as well as our alliances. Geopolitical confrontation between democracies and authoritarian and dictatorial regimes is intensifying, conflicts are increasing, and the use of force is increasingly considered a standard tool to pursue political objectives.

The geopolitical context in which the European Union operates has accentuated the need for **more ambitious, credible, decisive, and unified action by the Union and for a fully-fledged European foreign policy** on the international scene. It stressed the need for Member States to demonstrate the necessary political will to rebuild their defence capabilities, while strengthening the Union's transatlantic ties and partnerships with like-minded countries.

Parliament encouraged all parties to resolve disputes through **dialogue**, with mutual respect for international law, sovereignty, and territorial integrity, and reaffirmed its dedication to advancing global peace and stability by promoting diplomatic initiatives aimed at preventing and resolving conflicts and fostering international collaboration on key global challenges, such as climate change, human rights, and sustainable economic development.

CFSP objectives in 2025

Four strategic trends have been identified that define the overall orientation of the EU's common foreign and security policy.

(1) Addressing the global consequences of the Russian war of aggression against Ukraine

Parliament focused on addressing the global consequences of Russia's war of aggression against Ukraine. Parliament emphasised that the conflict, alongside Russia's revisionist behaviour, destabilises the Eastern Neighbourhood and Western Balkans, **threatening the European security architecture**.

Members believe that the EU and its Member States are now Ukraine's only strategic allies. They therefore called on the EU and its Member States to significantly increase and **accelerate military and economic support, humanitarian aid, and financial assistance** to place Ukraine in a strong position to deter any further Russian aggression following a possible ceasefire agreement. The resolution stressed the urgent need to provide Ukraine with enhanced air defence and surface-to-surface defence capabilities to defend its critical energy infrastructure and called on Member States to immediately lift restrictions on the use of Western weapons systems, such as the long-range Taurus missiles, delivered to Ukraine against legitimate military targets on Russian territory.

Parliament reiterated that any initiative, particularly diplomatic solutions, aimed at ending Russia's war of aggression and establishing a just and lasting peace must be based on the **conditions set by Ukraine**. In this context, it expressed deep concern about the apparent shift in the US's stance on Russia's war of aggression, stressing that the US administration's current attempt to negotiate a ceasefire and peace agreement without involving European states is counterproductive as it empowers the belligerent Russian state.

Moderately optimistic about the proposed 30-day ceasefire agreement, Members expect Russia to accept and respect it by ceasing all attacks against Ukraine. They also expect Member States to maintain their sanctions against Russia for as long as necessary to ensure a secure and just lasting peace.

Deplored the '**no limits**' partnership between Russia and China. Parliament expressed concern about the surveillance and sabotage of critical maritime infrastructure, such as undersea communications cables and offshore energy production facilities, by Russia and China. He also called on the Union to exercise strict control over Russia's shadow fleet vessels.

(2) Resolving the conflict and supporting peace in the Middle East

Parliament affirmed Israel's right to defend itself in accordance with international law, while reiterating its obligation to protect civilians and that military operations must be proportionate and consistent with international humanitarian law. It expressed concern at the military action of the Israeli Defence Forces in the Gaza Strip, the West Bank, and Lebanon and called for an immediate and permanent ceasefire and the unconditional release of all hostages.

Members reiterated their unwavering support for a **negotiated two-state solution** and called on the VP/HR to support the Global Alliance for the Implementation of the Two-State Solution. They welcomed the prospect of a return of the Palestinian Authority to Gaza and affirmed that there can be no prospect of peace, security, stability, and prosperity for Gaza, nor of reconciliation between the Israeli and Palestinian populations, as long as Hamas and other terrorist groups play a role in the Gaza Strip.

Parliament **rejected Trump's proposal for Gaza**, believing that the scale of destruction and human suffering in Gaza requires comprehensive international action in which the United States, along with the European Union, the United Nations, Arab states, and other international partners, would complement each other's efforts to ensure that negotiations resume and are constructive.

Members strongly condemned the destabilising role played by the **Iranian regime** and its network of non-state actors in the region. They believe that hostilities must cease definitively as soon as possible so that a diplomatic solution can be found along the Blue Line. They demanded the implementation of UN Security Council Resolution 1701, the only possible way to defuse tensions and sustainably stabilise the Israeli-Lebanese border. Parliament welcomed the fall of the Assad regime in Syria, which had previously been supported by Russia and Iran, whose influence now appears weakened. It welcomed the new beginnings in relations between the EU and Syria but stressed the need to show no leniency towards European nationals who have fought for Islamist groups. It reiterated its unwavering support for Syria's territorial integrity.

(3) Incentivising cooperation with like-minded partners

Members reiterated their call for the Council to gradually switch to **qualified majority voting** for decisions in areas of the CFSP that do not have military or defence implications. In a world that is becoming more multipolar and less multilateral, they emphasised that **multilateral forums**, chief among them the UN and its agencies, should be considered the EU's format of cooperation of choice.

Parliament expressed concern at the growing membership of the **BRICS** group, which currently includes 45 % of the world's population, stressing that such exclusive cooperation gives Russia the means to circumvent measures designed to isolate it politically and allows China to further expand its influence. They also deplored the speed with which the **new US administration** has overturned established partnerships and diplomatic tradition, as well as recent comments by US Vice President J.D. Vance, which cast doubt on the shared values underlying the transatlantic partnership. Parliament nevertheless believes that the **transatlantic relationship remains essential** to the security of partners on both sides of the Atlantic and deems it essential to continue dialogue with its US counterparts at the federal and state levels. Members called for an India-EU summit to keep bilateral relations a top

priority and encouraged the Commission to take steps to prepare for negotiations on an investment agreement with Taiwan. Overall, Parliament stressed the importance of **building new alliances**, particularly with neighbouring countries and in the Global South, to foster genuine, balanced, and equitable partnerships and to conclude political agreements with third countries based on shared European values and fundamental rights.

(4) Foster EU action abroad

Members stressed the need for the EU to foster the visibility and effectiveness of its external action of the VP/HR and its development cooperation efforts. They regretted, nonetheless, that in some cases there is a lack of clarity in the external representation of the EU, hindering the EU's strategic communication abroad. They called for the EEAS - both its headquarters and EU delegations - to be strengthened through the provision of the appropriate financial and human resources so that the EU can be better prepared for current and emerging global challenges. They also reaffirmed that Parliament plays a full role in the CFSP and contributes to it in a specific way, stressing that parliamentary diplomacy has great potential to involve the main political actors and facilitate democratic governance.

Multiannual Financial Framework (MFF) and parliament oversight

Parliament stressed the importance of parliamentary oversight over CFSP and CSDP decisions entailing expenditure, calling on the VP/HR to consult Parliament before proposing such decisions to ensure transparency and accountability. Members regretted the insufficient budget for civilian CSDP missions and called on the Council to increase CFSP funding under a separate heading for civilian CFSP and crisis management.

In the context of the next Multiannual Financial Framework (MFF), the Commission is called on to propose resources for EU external action, including support for human rights, democracy, and development in third countries, as well as funding for digital and green diplomacy.

Implementation of the common foreign and security policy – annual report 2024

2024/2080(INI) - 10/02/2025 - Committee report tabled for plenary, single reading

The Committee on Foreign Affairs adopted the report by David MCALLISTER (EPP, DE) on the implementation of the common foreign and security policy – 2024 annual report.

The 2024 report is the first resolution on the implementation of the CFSP in this legislature and aims to act as a guide for the priorities of a new Commission and High Representative. The report first reviews the VP/HR's annual CFSP report and subsequently complements it with Parliament's positions on the CFSP objectives in 2025.

The VP/HR's 2024 annual report

Firstly, the report welcomed the constructive role of vibrant civil societies in enlargement countries in advancing EU integration processes. It acknowledged key achievements, including the successful finalisation of **Albania's** screening process and the opening of its first cluster of negotiating chapters, the decision to open accession negotiations with **Bosnia and Herzegovina**, and progress in the Belgrade-Pristina Dialogue, particularly in freedom of movement and energy. The report also noted the 2024 Enlargement Report on **Serbia**, **Kosovo's** application for EU membership and its 2024 report, **Montenegro's** progress in meeting interim benchmarks for Chapters 23 and 24, and the completion of **North Macedonia's** screening process. Additionally, it welcomed the decision to open accession negotiations with **Ukraine** and **Moldova** and praises the EEAS's efforts to counter foreign information manipulation and interference (FIMI) through the EU FIMI Toolbox, the STRATCOM taskforce, and collaboration with Member States and international partners.

On the other hand, the report condemned several concerning developments, including Russia's ongoing illegal war of aggression against Ukraine and its increasing attacks on civilian targets and infrastructure. It criticised the role of **Belarus's** illegitimate regime under Aliaksandr Lukashenka, **North Korea's** illegal involvement in the war against Ukraine, and its continued weapons testing and nuclear programme development. The report also condemned Hamas's brutal terrorist attacks in Israel on 7 October 2023, the adoption of restrictive laws in **Afghanistan**, and the increasing intensity of **Chinese** operations, including cyberattacks and foreign information manipulation. Lastly, it denounces the authoritarian regime of Daniel Ortega and Rosario Murillo in **Nicaragua** for systematically undermining democratic structures.

Four strategic trends have been identified that define the overall orientation of the EU's common foreign and security policy and which have exacerbated the necessity for the EU to define its interests and deploy the capabilities to pursue them. These include:

CFSP objectives in 2025

Addressing the global consequences of the Russian war of aggression against Ukraine

The report outlined its Common Foreign and Security Policy (CFSP) objectives for 2025, focusing on addressing the global consequences of Russia's war of aggression against Ukraine. It emphasised that the conflict, alongside Russia's revisionist behaviour, destabilises the Eastern Neighbourhood and Western Balkans, threatening the European security architecture. Members called for reinforced EU capacities to support democratic institutions in these regions. It noted that the EU's response to Russia's aggression is being closely monitored by autocratic regimes worldwide, which are increasingly cooperating and supporting Russia's war efforts. The Council is urged to impose restrictive measures on countries providing military goods to Russia, condemning their use against civilian targets as war crimes. Members also highlighted the growing cooperation between Russia and North Korea, including the employment of North Korean troops, and called for further sanctions against **Belarus**.

Members expressed serious concerns over Russia and China's sabotage of critical maritime infrastructures, such as undersea communication cables, and calls for enhanced monitoring and surveillance systems to prevent such attacks. Strict control over Russia's shadow fleet is also called for.

Resolving conflict and supporting peace in the Middle East

The report affirmed Israel's right to defend itself in accordance with international law while emphasising its obligations to address the risk of mass starvation, disease outbreaks, and the protection of civilians in Gaza. It expressed deep concern over the disproportionate military actions by the Israeli Defence Forces in Gaza, the West Bank, and Lebanon, calling for an **immediate and permanent ceasefire and the unconditional release of all hostages**. Members reiterated their unwavering support for a negotiated two-state solution. The report insisted that EU funds must not support Hamas or Hezbollah and called for greater transparency and accountability in funding mechanisms. It welcomed the recent ceasefire in Gaza and the phased release of hostages, praising the efforts of mediators, including the US, Egypt, and Qatar.

Moreover, the report called for a revised EU strategy towards **Iran**.

Incentivising cooperation with like-minded partners

Members reiterated their call for the Council to gradually switch to **qualified majority voting** for decisions in areas of the CFSP that do not have military or defence implications. They acknowledged the concerns of some Member States, which fear a decreased ability to influence foreign and security policy at EU level. They encouraged, pending the full application of qualified majority voting to decisions without military or defence implications, the full use of all currently existing possibilities to enhance decisiveness in this regard, including the use of constructive abstention.

Member States are called on to reinforce inclusive forms of multilateral governance and encouraged, in this context, the Commission, the EEAS and the Council to step up interinstitutional cooperation with multilateral organisations that are integral to the international rules-based order and thereby protect the UN and the multilateral system as a whole.

EU action abroad

Members stressed the need for the EU to foster the visibility and effectiveness of its external action and development cooperation efforts. They regretted, nonetheless, that in some cases there is a lack of clarity in the external representation of the EU, hindering the EU's strategic communication abroad. They called for the EEAS - both its headquarters and EU delegations - to be strengthened through the provision of the appropriate financial and human resources so that the EU can be better prepared for current and emerging global challenges.

Moreover, there is an urgent need to double the relevant EU budget within the Neighbourhood, Development and International Cooperation Instrument and strongly increase EU action on mediation, dialogue and reconciliation.

Multiannual Financial Framework (MFF) and parliament oversight

The report highlighted the importance of parliamentary oversight over CFSP and CSDP decisions entailing expenditure, calling on the VP/HR to consult Parliament before proposing such decisions to ensure transparency and accountability. It regretted the insufficient budget for civilian CSDP missions, noting the increased number of missions, a more challenging security environment, and rising operational costs. It urged the European Council to **increase CFSP funding** under a separate heading for civilian CFSP and crisis management and called for efficient use of funds to ensure missions can respond effectively to crises. Parliament expressed deep concern over the structural underfunding of the EEAS, warning of serious consequences for the EU's external action and relations with third countries.

In the context of the next Multiannual Financial Framework (MFF), the Commission is called on to propose resources for EU external action, including support for human rights, democracy, and development in third countries, as well as funding for digital and green diplomacy. Members also urged the Commission to present its MFF proposals by the first semester of 2025 and stressed the need for a detailed budgetary nomenclature in the Neighbourhood, Development and International Cooperation Instrument, the Instrument for Pre-accession Assistance and the CFSP budget, to allow for clear policy and geographic priorities.

Members believe that there is a need for **stronger institutionalised parliamentary oversight** of the EU's external action, including regular, timely, and secure access to confidential information and briefings in the European Parliament. The report underlined Parliament's joint budgetary function with the Council in the Common Foreign and Security Policy (CFSP), including the Common Security and Defence Policy (CSDP), and recalled its role in political control and consultation. It stressed that all CFSP and CSDP administrative and operational expenditure should be charged to the EU budget, except for operations with military or defence implications.