

Europe's Crossroads: Brexit and a Resurgent Russia

July 2016

1 **The European Commission** affirms its commitment to promoting integration among member
2 states in spite of the United Kingdom's recent popular referendum to withdraw from the
3 European Union. The Commission asserts its unwavering fidelity to the protection of territorial
4 sovereignty and calls on Russia to honor its international obligations and cease its destabilizing
5 activities across Europe. To address such policy matters, **the following stipulations are**
6 **proposed for collective consideration:**

8 PREAMBLE

9
10 **WHEREAS** the European Union (EU) has consistently sought to deepen integration among
11 member states and generate consensus to contend with urgent economic and security
12 challenges, the following should be taken into account:

- 14 i. That the EU is an economic and political partnership involving 28 nations, enabling
15 the free movement of goods and persons through the establishment of a single
16 market.
- 17 ii. That closer integration among member states produces a net benefit for Europe and
18 enhances the economic, political, and social welfare across states.
- 19 iii. That the EU is a broad and diverse community of peoples historically divided by
20 conflict and misgiving for centuries, now dedicated to collectively overcoming
21 difficult strategic challenges.
- 22 iv. That any member state's withdrawal from the EU will inevitably alter the European
23 balance of power and the character of relations both within the Union and between
24 Europe and the rest of the world, harming intergovernmental cooperation and
25 global economic security.

26 27 I. BREXIT AND ITS IMPLICATIONS

28 29 A. Earlier negotiations

30
31 **WHEREAS** this Union diligently sought to assuage British concerns concerning the function and
32 application of EU programs.

33
34 **WHEREAS** the President of the European Council and the UK Prime Minister conducted
35 negotiations in good faith, culminating in a February 2016 agreement that granted Britain an
36 explicit exemption from the EU's founding goal of forming an "ever closer union." Negotiations
37 awarded the UK concessions on the welfare rights of migrant workers, including an "emergency
38 brake" on migrants' in-work benefits for four years during "exceptional" levels of migration.
39 The UK also gained the ability to enact "an emergency safeguard" against Eurozone financial

40 rules, to stop UK firms from being forced to relocate to Europe, and to ensure British businesses
41 did not face undue discrimination for operating outside of the Eurozone.

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43 **WHEREAS** the UK has enjoyed a multitude of Treaty-based exceptions intended to ameliorate
44 British vexations with European integration. Some of these exceptions allow the UK: to not
45 adopt the Euro; to not participate in the Schengen acquis; to exercise border controls on
46 persons and therefore not participate in the Schengen area pertaining to internal and external
47 borders; to choose specific measures in the area of freedom, security, and justice; and to
48 choose to cease to apply a large majority of Union acts and provisions in police cooperation and
49 judicial cooperation in criminal matters.

50
51 **WHEREAS** in spite of consistent energy devoted to allaying the United Kingdom's concerns, UK
52 representatives are consistently underrepresented across EU institutions. In 2015, only 4.2
53 percent of Commissions officials (permanent and temporary) were British, compared with the
54 UK's 12.3 percent share of the EU's total population. Further, only 1.5 percent and 2.4 percent
55 UK representation existed in the Council Secretariat and European Parliament respectively. In
56 2016, only two of the Commission's 33 Director Generals in charge of policy-related
57 departments and only one of the 28 chefs de cabinet were British.

58
59 **BE IT HEREBY RESOLVED** that the EU accepts the will of the British people in choosing to no
60 longer remain a member of the Union. While this Commission regrets the outcome of the UK
61 referendum, this body resolves to maintain a meaningful and enduring partnership with Great
62 Britain. The UK will persist as one of the EU's most valued partners in the future.

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64 **B. Article 50 conditions and expectations**

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66 **WHEREAS** any member state may decide to withdraw from the European Union in accordance
67 with its constitutional requirements.

68
69 **WHEREAS** a member state that decides to withdraw shall notify the European Council of its
70 intention, and the Union, in accordance with established guidelines, shall negotiate and
71 conclude an agreement with that state, setting out the arrangements for its withdrawal, taking
72 account of its future relationship with the Union.

73
74 **WHEREAS** the Treaties shall cease to apply to the state in question from an agreed-upon final
75 withdrawal date, or failing that, two years after the notification of intent to withdraw, unless
76 the European Council, in agreement with the member state concerned, unanimously decides to
77 extend the period. The member of the European Council or of the Council representing the
78 withdrawing member state shall not participate in discussions of the European Council or in
79 decisions concerning it. During the negotiating period, the UK shall continue to supply its
80 previously agreed upon financial contribution to the EU budget, equating to about £13 billion
81 per year.

82
83 **BE IT HEREBY RESOLVED** that this Union calls on the British government to expeditiously invoke
84 Article 50 of the Treaty on European Union, thereby officially notifying the European Council of

85 its intent to initiate withdrawal negotiations from the EU. This withdrawal must be carried out
86 through a negotiated agreement rather than an unilateral act, and bound to adhere to all
87 relevant procedures outlined in Article 50.
88

89 i. Domestic political considerations cannot dictate the withdrawal timeline, nor can it be
90 affected by unwarranted delays. The European Commission urges the British Prime
91 Minister to commence negotiations immediately. Delays in proceeding with this process
92 will unnecessarily prolong financial and political uncertainty in Europe, casting a cloud
93 over economic markets as well as EU policy-making institutions.
94

95 ii. The EU still seeks to maintain a close relationship with the UK in the coming years, but
96 withdrawal negotiations must be based on a balance of rights and obligations. Europe
97 will not allow any country--UK included--to enjoy the benefits of European integration
98 without being a part of this Union's structure and institutions. There must be a
99 noticeable difference between those nations that choose to be part of the EU and those
100 that do not.
101

102 **BE IT HEREBY FURTHER RESOLVED** that no nation should expect to forgo the responsibilities of
103 being part of the EU whilst still enjoying its privileges. The UK government must not be under
104 the illusion that Europe will support its continued access to the single market without its
105 corresponding respect for four basic European freedoms: people, goods, services, and capital.
106 This reality underscores the need for the UK to exercise Article 50 as soon as possible in order
107 to forge a path for British extrication from this body.
108

109 i. There will no renegotiation of the previously agreed-upon February accord that
110 protects London's financial markets, curbs immigration, and opts out of closer union.
111 The earlier pact is void. Furthermore, this Commission retains the utmost confidence in
112 its newly appointed principal coordinator of negotiations with Great Britain to confer
113 with all relevant UK representatives.
114

115 **BE IT HEREBY FURTHER RESOLVED** that the Commission welcomes initial calls to protect the
116 legal status of UK nationals in Europe and EU nationals in the UK. Until an accord on this matter
117 is reached, this body wishes to assure the approximately 1.3 million UK nationals currently
118 working in Europe that their legal and work status is not in doubt in the near-term whilst the UK
119 remains part of the EU. Any decisions made on this topic will be contingent on the ultimate
120 withdrawal agreement reached between the UK and EU. Similarly, it is imperative that the UK
121 government honor the rights of the 3 million EU nationals living and working in the UK in the
122 short-term in order to assuage EU nationals' concerns. The UK government has an obligation to
123 transparently and fairly arbitrate this matter, ensuring that any major changes to legal statuses
124 should be instituted gradually to minimize severe disruptions to people's financial and social
125 well-being.
126

127 **C. Scotland, Northern Ireland, and Contagion**

128 **WHEREAS** this Union finds the UK’s decision to withdraw from the European Union regrettable,
129 it respects the will of the British people. The referendum results were remarkably narrow, with
130 popular support for leaving the EU carrying the vote in England and Wales, and remaining in the
131 EU resoundingly prevailing in Scotland and Wales.
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133 **WHEREAS** the governments of Scotland and Northern Ireland have previously advocated for
134 their position in the UK, whilst concurrently demonstrating their willingness to pool resources
135 and sovereignty to promote the collective European good as EU members.
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137 **BE IT HEREBY RESOLVED** that the EU urges both Scottish and Northern Irish political leaders to
138 avoid making any precipitous decisions regarding popular sovereignty in the wake of the
139 referendum. National leaders have a responsibility to thoroughly evaluate calls for Scottish
140 independence or Irish reunification with keen diligence in order to assess what is in the
141 people’s best interest.
142

143 i. EU membership has been an especially critical component of Northern Ireland’s
144 prevailing peace since the 1990s, after years of sectarian violence. The people of
145 Northern Ireland have benefitted from freedom of commerce and unencumbered travel
146 to the Republic of Ireland while still belonging to the UK, resulting in an unmatched era
147 of prosperity and tranquility in the region.
148

149 ii. Scotland and Northern Ireland each have significant historical, cultural, and political
150 ties with Great Britain. Any talk of separation is premature and presently unmerited.
151 The UK should not incite any additional popular discontent during this tumultuous
152 period. It should refrain from implementing additional border controls between
153 Northern Ireland and the Irish Republic, or enacting any measures that threaten core
154 elements of the 1998 Good Friday Agreement during the upcoming negotiations.
155

156 **BE IT HEREBY FURTHER RESOLVED** that stability in Europe is of the utmost importance for all
157 member states. Multiple global crises threaten regional economic, social, and national security
158 interests. This Union is cognizant that popular discontent with European institutions is
159 substantial-- factors that surely contributed to the UK’s vote to leave the EU. Rising
160 dissatisfaction, largely due to an uneven economic recovery, surging immigration and refugee
161 levels, terrorism, and other fears, have raised concerns regarding the utility of advancing
162 European integration.
163

164 i. Member states shall therefore renew their commitment to forging new policy
165 consensus in three key areas: security; migration and refugees; and jobs and growth.
166 Meaningful Treaty addendums must be adopted to address critical issues in a timely
167 manner, demonstrating that EU institutions have the maturity and fortitude to resolve
168 crises quickly to mitigate people’s fears and yield effective policy results.
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170 ii. Enhancing institutional accountability, accelerating policy decision-making timeliness,
171 and easing the legitimate democratic concerns of Europeans are critical components in
172 validating the meaning of integration and vindicating the EU’s value to constituents.

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II. RESURGENT RUSSIAN ADVENTURISM

A. A Complicated Relationship

WHEREAS Russia is Europe’s largest neighbor and its third biggest trading partner, the EU and Russia have a long record of cooperation on issues of bilateral and international interest, including climate change, organized crime, counterterrorism, and nonproliferation.

WHEREAS the relationship between the European Union and Russia has historically been marked by partnerships on issues of mutual concern, the latter’s illegal annexation of Crimea and continuing willful destabilization of Ukraine has significantly damaged EU-Russia relations.

BE IT HEREBY RESOLVED that this Union supports the renewal of targeted sanctions against Russia in key areas, including access to capital markets, defense, dual-use goods, and sensitive technologies (including those in the energy sector). Russia has failed to live up to its obligations under the Minsk agreements.

- i. The EU is committed to honoring the terms of previously agreed upon sanctions. While nearly two years have passed since Russian and Ukrainian parties agreed to ceasefire terms, the EU remains resolute that sanctions persist in place until the Minsk agreements are wholly implemented. Renewed sanctions include both individual and corporate entities subject to asset freezes and travel bans over their responsibility for actions that undermine or threaten Ukraine’s territorial integrity, sovereignty, and independence.
- ii. There has been minimal progress in ending the fighting or realizing an amenable political settlement to resolve the conflict in eastern Ukraine. The hostilities have created incalculable human suffering and resulted in nearly 10,000 deaths and many more wounded. Despite such a horrific human toll, Russia maintains troops and heavy weaponry in the eastern Ukraine. The Russian government’s persistently destabilizing activities have exacerbated regional tensions and impeded achieving a lasting cessation of violence.

BE IT HEREBY FURTHER RESOLVED that the EU will not waver in its fidelity to uphold international obligations and serve as a vanguard of human rights. Some member states have recently publicly questioned the current EU position vis-a-vis Russia. This body avows that the proliferation of such sentiments, made under the auspices of individual member states, merely serve to undermine the Union’s collective position in future multilateral gatherings.

- i. The Russian government has consistently sought to undermine European capitals and EU policies. The adopted sanctions are a tool that must be leveraged in order to ensure that the EU sustains credibility against Russian interference in sovereign state affairs and counters Russia’s non-compliance with international obligations. This Commission urges all member states to maintain unity in exerting pressure on Russia to fulfill the terms of

218 the Minsk agreements. Failure to maintain a unified European commitment will only
219 encourage continued Russian defiance in light of any EU dissension.

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221 ii. The EU further advises the Russian government to release its remaining 13 Ukrainian
222 political prisoners, include four Crimean Tartars. This goodwill gesture would publicly
223 demonstrate Russia’s resolve to uphold human rights, de-escalate tensions, and
224 generate greater cooperative feelings on both sides. The EU condemns both Russia and
225 Ukraine’s unjust detainment of any individual and calls on both governments to engage
226 in more constructive dialogue in order to restore peace to the region.

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228 **B. *Russian hostility toward its neighbors***

229
230 **WHEREAS** Russia violates sovereign borders, conducts large-scale military exercises near
231 European territory, including in the Baltic and Black Sea areas as well as the Eastern
232 Mediterranean, issues bombastic and aggressive nuclear rhetoric, and persists in repeatedly
233 violating EU and NATO airspace.

234
235 **WHEREAS** the EU is dedicated to condemning Russia’s provocative behavior as contrary to the
236 spirit of international cooperation and its caustic rhetoric as a strikingly unhelpful discourse.

237
238 **WHEREAS** NATO confirmed its intention to rotate groups of troops through Central and Eastern
239 Europe to promote military readiness and ensure regional stability.

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241 **BE IT HEREBY RESOLVED** that the EU supports NATO’s decision to permanently station weapons
242 supplies, combined with a robust forward troop presence, in Poland and the Baltic states to
243 strengthen European security and NATO forces’ capacity to deploy quickly during crisis events.
244 The decision to transport four battalions to northeastern Europe on a rotating basis not only
245 strengthens collective military readiness, but also powerfully demonstrates both Europe and
246 North America’s commitment to defend member states’ sovereignty against any external
247 aggression.

248
249 **BE IT HEREBY RESOLVED** that the EU and NATO will bolster their partnership in a spirit of
250 transparency and in accordance with their respective organizations’ decision-making
251 procedures amid Russia’s repeated interference in European affairs. The Euro-Atlantic
252 community faces unprecedented global security pressures, demanding that the two entities
253 leverage collective expertise and resources to address these challenges.

254
255 i. The EU and NATO’s robust cooperation, established more than 15 years ago,
256 contributes to maintaining both Euro-Atlantic and global security. New security threats,
257 including many from resurgent worldwide Russian aggression, including in Syria, present
258 an opportunity for EU member states and NATO allies to tackle transborder and
259 transnational challenges alike. The Commission calls on EU member states to generously
260 contribute to NATO’s expanding presence in Europe and provide upwards of \$10 billion
261 over the next five years to support this expanding collective defense mission.

262

263 ii. In order to enhance security and promote a sustainable peace, there is an urgent
264 need for the EU and NATO to cement its operational relationship, especially regarding
265 the threat from an often openly hostile Russia, by taking the following actions:
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- 267 a. Boosting EU-NATO counter-hybrid threat capacity, including by
268 enhancing resilience, timely information sharing, and early detection and
269 prevention efforts.
- 270 b. Expanding cyber security and defense coordination; developing coherent
271 and interoperable defense capabilities of EU member states and NATO
272 allies; and building the defense and security capacity of those states that
273 require the necessary resources and training to meet present-day
274 security requirements.
- 275 c. Accelerating operational cooperation across military domains, especially
276 at sea, by amplifying maritime situational awareness and improving
277 coordination and mutual reinforcement of activities in the Mediterranean
278 and elsewhere.
- 279 d. Augmenting use of the Secure Information Exchange Network Application
280 system to ensure rapid and secure information exchange among Europol,
281 member states, and third parties to address critical law enforcement and
282 intelligence requirements.
283

284 **BE IT HEREBY FURTHER RESOLVED** that the EU seeks a positive and more cooperative
285 relationship with Russia, one that is more predictable and that fosters constructive engagement
286 on an array of critical issues of mutual concern. Russia is a partner that Europe believes can play
287 a pivotal role in global economic and security matters, furthering efforts to improve prosperity
288 across the world. However, the Russian government must comply with all of its international
289 commitments and cease its aggression and interference in member states affairs, as well as in
290 Ukraine. Such productive engagement will restore some of the credibility that the Russian
291 government squandered in recent years and may serve as the motivation for restarting
292 meaningful policy cooperation efforts.
293

294 i. Engaging Russia on key strategic issues and cooperating when interests overlap is a
295 key and strategic EU imperative. Forging mutually supportive positions on select topics,
296 including terrorism, maritime security, education, research, and cross-border
297 cooperation, are important policy initiatives. Such interactions will support the
298 establishment of closer social and cultural ties for students, civil society, and businesses,
299 ultimately improving geopolitical understandings and relations between states.