



Contribution of the LXXIII COSAC

Warsaw, 8-10 June 2025

Security

- 1) COSAC emphasises the necessity for Europe to take greater responsibility for its own security and to strengthen European defence capabilities in full complementarity with NATO and in line with the agreed guiding principles addressing critical gaps and fostering a robust European defence industrial base, taking into account the defence interests and policies of all Member States.
- 2) COSAC stresses that, given the dynamic geopolitical situation, transatlantic cooperation with NATO remains a cornerstone of security for an integrated Europe. COSAC encourages the EU and NATO cooperation for security and stability in the Euro-Atlantic area. Furthermore, COSAC reiterates that Europe must make the necessary efforts to take greater responsibility for its own defence and assure fairer transatlantic burden-sharing.
- 3) COSAC calls for increased defence investment and underlines the importance of Member States securing and strengthening their current and future investments in military capabilities as part of their commitment to European and transatlantic security, aligned with NATO capability targets.
- 4) COSAC welcomes the European Commission's initiatives aimed at enhancing defence capabilities, the European defence technological and industrial base, including the ReArm Europe program and the White Paper for European Defence – Readiness 2030. The EU security and defence cooperation will take place with full respect for Member States' security and defence policies and the competences of the Member States, in accordance with the Treaties. COSAC underlines that any decision on EU cooperation with any third country will take into account all Member States' existential interests, their sovereign rights and territorial integrity.
- 5) COSAC notes the ongoing discussions on the legal basis of the proposed Security Action for Europe (SAFE) instrument and underlines the importance of ensuring full respect for the institutional balance and the European Parliament's role in major legislative initiatives.
- 6) COSAC asserts that the protection of the EU's land, air, and maritime borders contributes to strengthening the security of the entire Union. COSAC stresses the importance of ensuring security of regions most exposed to direct threats from Russia and Belarus, and in this vein welcomes the recognition of, among other, the East Shield and the Baltic Defence Line as flagship EU projects launched to deter and counteract potential threats from the East. It underlines the need to effectively protect EU external borders in compliance with the rules of Union law and international law.

- 7) COSAC welcomes the Joint Communication of the European Commission and the High Representative on strengthening the security in the Black Sea region and looks forward to the implementation of the EU strategic approach to the Black Sea region.
- 8) COSAC underlines the need to step up security at Europe's southern border, which is threatened by terrorism, organised crime and the massive influx of irregular migrants.
- 9) COSAC underscores the importance of intensifying and improving coordination efforts to strengthen the resilience of critical infrastructure, in particular in the energy and telecommunication sectors, including submarine cables. In this context, COSAC highlights the importance of multi-member state collaboration in securing submarine cable networks, including joint applicable resilience measures on transboundary critical infrastructures. COSAC also stresses the need to protect all sectors classified as "risk zones". Moreover, COSAC emphasises the importance of integrating real-time threat intelligence sharing mechanisms across Member States to enhance the early detection and mitigation of risks targeting submarine cables and other critical infrastructure. It also recommends the use of AI-driven anomaly detection tools to strengthen early warning systems capabilities and support proactive incident response.
- 10) COSAC calls for intensified efforts to counteract hybrid threats, including threats to critical infrastructures, information manipulation, the instrumentalisation of migration as a destabilisation tool. Greater focus should be placed on the early identification of hybrid threats. COSAC, while reaffirming its commitment to safeguarding the integrity and functionality of the Schengen Area, also proposes the development of a pan-European hybrid threat intelligence fusion centre to coordinate responses and share insights on emerging tactics, techniques, and procedures (TTPs) used by adversaries.
- 11) COSAC endorses the importance of Member States and the Union working together in the fields of crisis management, civil protection, democratic resilience, including FIMI and media and cyber literacy and humanitarian assistance, and recognises these areas as fundamental for building the resilience of European society. It also underlines the importance of whole-of-government and whole-of-society approach in these efforts.
- 12) COSAC supports stronger coordination between intelligence communities and hybrid response teams to enhance preparedness and collective response. It also recommends embedding cyber incident response capabilities within civil protection frameworks, including cross-border cyber drills and joint simulation exercises.
- 13) COSAC welcomes the finalisation of the draft peace treaty between Armenia and Azerbaijan as a historic opportunity to ensure lasting peace and stability in the South Caucasus. It urges both parties to proceed toward the prompt signing of the agreement.

Ukraine

- 14) COSAC unequivocally condemns unjustified and illegal Russian aggression against Ukraine and calls the Russian Federation to immediately and unconditionally withdraw its troops and military assets from the entire territory of Ukraine within its internationally recognised borders.
- 15) COSAC urges the international community to enhance comprehensive support for Ukraine until a just and lasting peace agreement is concluded. Joint actions serve as an investment in European security and constitute a crucial step towards reducing the threat of future Russian aggression. EU military support will be provided in full respect for the security and defence policies of Member States.
- 16) COSAC supports the conclusion of a just and lasting peace agreement in full compliance with principles of the UN Charter and international law that guarantees Ukraine's sovereignty, its territorial integrity within internationally recognised borders, the right to defend its territory, freedom to choose its alliances, and the right to build its future on democratic principles. COSAC asserts that a just and lasting peace cannot be achieved without the involvement of Ukraine and European countries in the negotiation process.
- 17) COSAC highlights the necessity to continue pressure on Russia until it ceases its aggression. COSAC reaffirms that representatives of Russian authorities and all those responsible for international crimes committed in or against Ukraine must be prosecuted and tried in accordance with the rules of international law. Russia must fully compensate the damage it has caused to Ukraine, including using immobilised Russian sovereign assets.¹
- 18) COSAC calls for upholding further sanctions pressure on Russia until territorial integrity, sovereignty and independence of Ukraine have been restored. COSAC welcomes the adoption of the 17th package of sanctions against Russia, including measures against the 'shadow fleet'. It calls for full and effective enforcement of sanctions and for further means and measures to counter their circumvention, including through third countries.
- 19) COSAC reiterates its earlier statements condemning Russia's illegal deportation of Ukrainian children in strongest terms. It is registered that some 20 000 children have been deported to Russia and the deportation is still ongoing. Coordinated effort is needed and a roadmap for the return of these children must be created. EU must put pressure to Russia and support mechanisms to track children and their return.

¹ The Belgian delegation declares that the last sentence of paragraph 17 should be read in the same sense as the last sentence of paragraph 31 of the Contribution as adopted at the plenary COSAC on 29 October 2024 in Budapest.

- 20) COSAC notes that the war in Ukraine has caused considerable cross-border environmental damage, which is a matter of great concern. COSAC calls for Russia's actions to be examined in the context of ecocide and classified as an environmental crime under the Rome Statute.
- 21) COSAC reiterates that all representatives of Russian authorities, as well as individuals and entities responsible for war crimes, crimes against humanity, and violations of international humanitarian law committed in Ukraine, must face accountability through robust international legal mechanisms, including the International Criminal Court and special tribunals.

EU Strategic Agenda for 2024–2029

- 22) COSAC welcomes the priorities of the EU and the strategic guidelines for the institutional cycle 2024–2029, structured around three pillars: a free and democratic Europe, a strong and secure Europe, and a prosperous and competitive Europe.
- 23) COSAC emphasises the importance of protecting and promoting the fundamental values enshrined in Article 2 of the Treaty on European Union, both within the EU and internationally.
- 24) COSAC underlines the importance of effective parliamentary scrutiny over executive power by both the European Parliament and national parliaments, including through inquiry mechanisms, as essential to safeguarding democratic legitimacy and accountability.
- 25) COSAC supports efforts to ensure both external and internal security by adapting EU actions to the current geopolitical situation.
- 26) COSAC welcomes with interest the findings of the Letta and Draghi reports and the Competitiveness Compass proposed by the European Commission, recognising challenges arising from an unstable global business environment and to fill the innovation and growth gap in the European economy.
- 27) COSAC underscores the vital role of the single market in the development and prosperity of EU Member States and highlights the need to cut red tape and eliminate barriers, particularly in the service sector and by reducing bureaucratic and regulatory burdens.
- 28) COSAC underlines the importance of ensuring the EU's competitiveness and shaping the EU's energy and climate policy with due regard for social acceptance and with respect for the principle of solidarity for the EU to become the first climate-neutral continent and make a success of the climate and digital transitions that leave no one behind. COSAC believes that all those principles are important when introducing green transition reforms.
- 29) COSAC calls EU Member States to urgently push ahead with the implementation of actions ensuring affordable energy prices, complete the Energy Union and consider the European Commission's initiatives on net-zero energy sources as well as ending

Russian energy imports as soon as possible to improve our energy security, reduce energy costs and boost our competitiveness and decarbonisation efforts.

- 30) COSAC welcomes the concept of the Union of Skills, which aims to ensure high-quality education, training, and lifelong learning as a response to challenges in the field of education and in the labour market.
- 31) COSAC welcomes the AI Continent Action Plan and acknowledges its potential in strengthening the EU's global position. COSAC further highlights the necessity for the EU to foster conditions favourable for research in innovation and new technologies including the need to safeguard research security in cooperation with less trusted or potentially sensitive international partners.
- 32) COSAC underscores the necessity of preserving a solid common agricultural policy, with ambitious resources and building a competitive, sustainable, and resilient agricultural sector that has access to natural resources, guarantees food security, ensures an adequate standard of living for farmers, their position in supply chains, and the development of rural areas.

EU Multiannual Financial Framework

- 33) COSAC maintains that the EU's financial framework should align with the scale of challenges it faces. COSAC emphasises the need to adopt new own resources and enhance the flexibility of the EU's Multiannual Financial Framework to better respond to emergency situations, including armed conflicts, climate disasters, energy crises, and health threats, while respecting the prerogatives and roles of the institutions as established by the Treaty.
- 34) COSAC acknowledges the need to strike the balance between emerging strategic priorities — such as competitiveness, security, defence, EU enlargement and innovation — and EU's treaty-based policies, including the Cohesion Policy, the Common Agricultural Policy and the Common Fisheries Policy. COSAC underscores the importance of equitable development of regions and providing support to rural and less developed areas. It calls for the specificities of outermost regions to be taken fully into account, including regions at the Eastern EU border directly affected by the aggression of Russia.
- 35) COSAC emphasises that the Conditionality Regulation is a key instrument for maintaining citizens' trust in the EU. Upholding the rule of law must always be a fundamental condition for the disbursement of EU funds.
- 36) COSAC emphasises the need to allocate significant funding for military mobility projects in the EU and countermobility at the Eastern border.
- 37) COSAC considers the idea of an umbrella European Competitiveness Fund merging the existing programmes as envisaged by the Commission, not fit for purpose. COSAC calls for adequate funding for research, development, digital and green transformation, while ensuring simplified access to funds for SMEs.

- 38) COSAC calls for increased involvement of national parliaments, citizen and regional involvement in shaping future financial frameworks by reinforcing public consultation mechanisms and fostering local engagement.
- 39) COSAC recognises the need to simplify the procedures for implementing and settlement of EU funds. COSAC takes note of the proposal to extend expenditure eligibility periods, reduce bureaucracy, and grant greater autonomy to regions in managing resources. In this regard, COSAC refers to the reports by the European Court of Auditors.

Enlargement of the European Union

- 40) COSAC reaffirms that EU enlargement remains a geopolitical and strategic priority. Enlargement must be a merit-based, balanced and credible process in accordance with the Copenhagen Criteria, equally and objectively applied to all enlargement countries. COSAC advocates for sustained financial and political support to facilitate the effective integration of enlargement countries into the EU.
- 41) COSAC recognises the progress made by the Western Balkan states, Ukraine, and Moldova in meeting the Copenhagen Criteria and underscores the need for further reforms in areas such as the rule of law, anti-corruption efforts, judicial independence, respect for human rights and protection of minority rights. COSAC calls for effective EU support to strengthen assistance for enlargement countries in these areas.
- 42) COSAC stresses the need to enhance EU support for enlargement states in combating organised crime and emphasises the importance of closer cooperation with Eurojust and other EU agencies to effectively address cross-border criminal activities.
- 43) COSAC reaffirms the support to the Georgian people on their European path. At the same time, it reiterates its serious concern regarding the course of action taken by the Georgian government, which runs counter to the values and principles upon which the European Union is founded. Moreover, COSAC calls Georgia to adopt democratic, comprehensive and sustainable reforms, in line with the core principles of European integration.
- 44) COSAC considers it essential for the Member States to ensure strict compliance with the legal standards required from new countries seeking accession to the European Union, including separation of powers, application of European legislation and media independence.

Cyber Resilience and Combating Disinformation

- 45) COSAC calls for strengthening crisis management by the prompt adoption of the Cybersecurity Blueprint, the implementation of exercises to test its effectiveness, and the development of additional systems to ensure the secure and efficient functioning of Member States and the coordination between all relevant actors. To further enhance such aim COSAC supports incorporating lessons learned from recent cyber incidents (e.g., ransomware attacks on healthcare or energy sectors) into the

Blueprint. Moreover, it also advocates for public-private partnerships to enhance the scope and realism of cyber exercises.

- 46) COSAC consistently advocates for enhanced civil-military cooperation in the field of cybersecurity, including closer EU-NATO collaboration. COSAC acknowledges that the exchange of information among Member States is a key pillar of this cooperation.
- 47) COSAC emphasises the importance of improving the capacity of EU institutions to detect, analyse, and expose disinformation, manipulation of information, and interference into democratic processes by third countries. COSAC calls for coordinated efforts among Member States, EU institutions, online platforms, civil society, and news media in this area. COSAC recommends the use of threat intelligence platforms to track and attribute disinformation campaigns, and the integration of natural language processing (NLP) tools to detect coordinated inauthentic behaviour online. COSAC urges EU institutions to complete the mapping of existing EU activities on combating disinformation and strategic communication to ensure efficient use of resources and coordination, and to identify potential blind spots in our approach to countering disinformation. COSAC demands the Commission to make full use of existing instruments against platforms not respecting the EU's legal framework.
- 48) COSAC acknowledges that artificial intelligence (AI) brings both opportunities and challenges in the context of cyber resilience and combating disinformation. COSAC urges Member States and EU institutions to thoroughly investigate and address the positive and negative implications of AI in the development of strategies and initiatives in these areas.
- 49) COSAC emphasises that AI can contribute to improving the detection and analysis of disinformation by utilizing advanced algorithms. At the same time, AI poses potential risks, such as the spread of disinformation through deepfakes and automated fake accounts. COSAC advocates for the development of guidelines and regulations that promote a balanced approach to AI, considering both the benefits and risks.
- 50) COSAC expresses deep concern over foreign interference campaigns aimed at undermining democratic processes, social cohesion, and trust in institutions within the European Union. Considers it urgent that all countries of the Union ensure compliance with the European Media Regulation, in their own terms, freedom and plurality of media without government interference.
- 51) COSAC endorses the European Commission's initiatives to combat disinformation and cyber threats, particularly through projects such as the European Democracy Shield and the Digital Europe Program (2025-2027). COSAC calls for the reinforcement of the early warning and monitoring systems. COSAC also emphasises the need for interoperability standards across Member States' cybersecurity tools and platforms, and the inclusion of cyber threat intelligence training programs under the Digital Europe Programme. Considering the above COSAC further stresses that achieving

these objectives requires adequate funding, the development of human resources, and access to effective digital tools.

- 52) COSAC calls for strengthening the European framework programme for research and innovation "Horizon Europe".
- 53) COSAC highlights the significance of educational and awareness-raising initiatives to equip EU citizens with the skills necessary to identify and counter disinformation. COSAC stresses the need to enhance digital literacy, foster critical thinking in the cybersphere, and improve citizens' ability to verify information sources effectively. Additionally, COSAC favours the development of gamified cybersecurity awareness platforms and interactive threat simulation tools for citizens, especially targeting youth and vulnerable populations.

Middle East

- 54) COSAC condemns in the strongest possible terms the terrorist attack by Hamas on 7 October 2023 and stresses that the further escalation of the conflict into a regional war must be avoided by any means.
- 55) COSAC notes that the situation in Gaza and the Middle East has reached an unprecedented level of catastrophe that requires urgent attention. COSAC calls upon all responsible parties to take appropriate measures to address the devastating humanitarian situation, in particular to end the blockade of humanitarian aid into Gaza
- 55) COSAC calls for an immediate return to the full implementation of the ceasefire-hostage release agreement.
- 56) COSAC unequivocally advocates for a two-state solution that guarantees all citizens in the region a safe and secure future, while fully upholding their human rights and civic freedoms as defined by the UN Charter and relevant conventions. COSAC supports the development of the EU cooperation with regional and international partners to that end. COSAC condemns in the strongest possible terms all forms of antisemitism.