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MOTION FOR A RESOLUTION

to wind up the debate on the statement by the Commission

pursuant to Rule 110(2) of the Rules of Procedure

on the European Neighbourhood Policy: towards a strengthening of the partnership. Position of the European Parliament on the 2012 reports. (2013/2621(RSP))

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on behalf of the Committee on Foreign Affairs

**European Parliament resolution on the European Neighbourhood Policy: towards a strengthening of the partnership. Position of the European Parliament on the 2012 reports
(2013/2621(RSP))**

The European Parliament,

- having regard to the Joint Communications of the European Commission and of the High Representative of the Union for Foreign Affairs and Security Policy of 20 March 2013 on "European Neighbourhood Policy: Working towards a Stronger Partnership (JOIN(2013) 4 final), of 25 May 2011 on "A new response to a changing Neighbourhood" (COM(2011)0303) and of 8 March 2011 on "A partnership for democracy and shared prosperity with the Southern Mediterranean" (COM(2011)0200),
- having regard to the conclusions of the Foreign Affairs Council of the European Union of 26 July 2010, 20 June 2011 and 22 July 2013 on the European Neighbourhood Policy (ENP) and to the conclusions of the Foreign Affairs/Trade Council of the European Union of 26 September 2011 and of the European Council of 7 February 2013,
- having regard to the joint staff working documents on the implementation of the European Neighbourhood Policy in ENP East countries (Progress in 2012 and recommendations for action),
- having regard to Joint Communication of the European Commission and of the High Representative of the Union for Foreign Affairs and Security Policy to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions of 15 May 2012, entitled "Eastern Partnership: A Roadmap to the autumn 2013 Summit" (JOIN(2012) 13 final),
- having regard to the Commission Communications of 11 March 2003 on "Wider Europe – Neighbourhood: A New Framework for Relations with our Eastern and Southern Neighbours" (COM(2003)0104), of 12 May 2004 entitled "European Neighbourhood Policy – Strategy Paper" (COM(2004)0373), of 4 December 2006 on "Strengthening the European Neighbourhood Policy" (COM(2006)0726), of 5 December 2007 on "A Strong European Neighbourhood Policy" (COM(2007)0774), of 3 December 2008 on "Eastern Partnership" (COM(2008)0823), of 20 May 2008 entitled "Barcelona Process: Union for the Mediterranean" (COM(2008)0319), of 12 May 2010 on "Taking Stock of the European Neighbourhood Policy" (COM(2010)0207) and of 24 May 2011 on "A dialogue for migration, mobility and security with the southern Mediterranean countries" (COM(2011)0292),
- having regard to the Joint Declarations of the Prague Eastern Partnership Summit of 7 May 2009 and of the Warsaw Eastern Partnership summit of 29-30 September 2011,

- having regard to Joint Statement of the Eastern Partnership Foreign Ministers, meeting in Brussels, of 23 July 2012,
- having regard to Council Decision 2011/424/CFSP of 18 July 2011 appointing a European Union Special Representative for the Southern Mediterranean region¹ and Council Decision 2011/518/CFSP of 25 August 2011 appointing the European Union Special Representative for the South Caucasus and the crisis in Georgia²,
- having regard to Regulation (EC) No 1638/2006 of the European Parliament and of the Council of 24 October 2006 laying down general provisions establishing a European Neighbourhood and Partnership Instrument³,
- having regard to its resolutions of 7 April 2011 on the review of the European Neighbourhood Policy – Eastern Dimension⁴ and on the review of the European Neighbourhood Policy – Southern Dimension⁵,
- having regard to its resolution of 14 December 2011 on the review of the European Neighbourhood Policy⁶,
- having regard to its resolution of 23 May 2013 on asset recovery by the Arab Spring countries in transition⁷,
- having regard to the conclusions of the Summit of Euro-Mediterranean Parliaments (Marseille, 6-7 April 2013) and to the conclusions of the Euromed and Euronest Parliamentary Assemblies,
- having regard to its resolutions containing the European Parliament's recommendations to the Council, the Commission and the European External Action Service on the negotiations of the EU-Armenia Association Agreement⁸, the EU-Azerbaijan Association Agreement⁹, the EU-Moldova Association Agreement¹⁰, the EU-Georgia Association Agreement¹¹ and the EU-Ukraine Association Agreement¹²,
- having regard to the Constituent Act of the Euronest Parliamentary Assembly of 3 May 2011¹³,

¹ OJ L 188, 19.7.2011, p. 24.

² OJ L 221, 27.8.2011, p. 5.

³ OJ L 310, 9.11.2006, p. 1.

⁴ OJ C 296 E, 2.10.2012, p. 105.

⁵ OJ C 296 E, 2.10.2012, p. 114.

⁶ OJ C 168 E, 14.6.2013, p. 26.

⁷ Texts adopted, P7_TA-PROV(2013)0224.

⁸ Texts adopted, P7_TA-PROV(2012)0128.

⁹ Texts adopted, P7_TA-PROV(2012)0127.

¹⁰ Texts adopted, P7_TA(2011)0385, 15.09.2011.

¹¹ Texts adopted, P7_TA(2011)0514, 17.11.2011.

¹² Texts adopted, P7_TA(2011)0545, 01.12.2011.

¹³ OJ C 198, 6.7.2011, p. 4.

- having regard to the Joint Statement of the Eastern Partnership of the Foreign Ministers of the Visegrad Group, Ireland and Lithuania, issued in Krakow on 17 May 2013,
 - having regard to Rule 110 of its Rules of Procedure,
 - having regard to the revolutions in the Arab world, which constitute a milestone in the modern history of the countries of Europe's Southern Neighbourhood and in the history of the relations between the EU and those countries, with the implementation of a differentiated approach based on the principle of assistance in line with the performance and progress of partner countries ("more for more" and "less for less"), to be regularly assessed in progress reports according to specific and estimable criteria, and having regard to the fact that the inconsistent application of the "more-for-more" principle may be self-defeating and may undermine the whole process, as well as the Union's leverage and credibility,
 - having regard to the need to ensure that the Union's external policy is consistent, especially with its internal policies, and the need to avoid double standards, and having regard also to the fact that the economic and financial crisis cannot justify a reduction of the Union's engagement in the Neighbourhood;
 - having regard to the popular demonstrations seen in the Arab world in 2011, which were a call for dignity, democracy, freedom and social justice, and to the fact that, two years later, several Mediterranean countries are still facing economic hardship,
- A. whereas Association Agreements (AAs) are not a goal in themselves but an instrument of profound reform, systemic transformation and coming closer to the Union, its values and standards; whereas their due and timely implementation is therefore an overriding criterion in assessing the situation in the relevant countries;
- B. whereas the assessment of progress made by partner countries must be based on general common principles and country-tailored specific requirements, on the basis of effective indicators and benchmarks;
- C. whereas the fundamentals of democracy are red lines which must not be trespassed; whereas depriving citizens of their legitimate right of choice of government by applying selective justice directed against opposition leaders, as in the case of former Prime Ministers Yulia Tymoshenko and Vano Merabishvili, and imprisoning political opponents, jeopardises those fundamental principles;
- D. whereas the unsatisfactory progress made by the Eastern Partnership (EaP) countries may result from slow or non-existent dynamics of political and social change in the partner countries, from the Union's fatigue with the ENP, not showing Eastern partners sufficiently motivating European perspective, also because of the economic and financial crisis, and from Russia's influence and its competing offer of integration towards the Eurasian Union;

- E. whereas the goal of the EaP is to promote parliamentary democracy and a market economy, to create a circle of friends of the Union and to promote cooperation amongst them; whereas, therefore, contributing to both sides' security and prosperity should be the ultimate guiding principle for the assessment of progress;
1. Welcomes the publication of the 2012 progress reports for the ENP South countries and for the Eastern Partners, but regrets that, in most cases, the reports as well as the events that followed present a mixed picture of progress, stagnation and regression and describe the national situation without evaluating the programmes carried out by the Union or make concrete recommendations regarding the allocation of development cooperation assistance; takes the view that those reports should also contain comparative data regarding previous years;
 2. Takes the view that the European Parliament should be fully associated in the implementation of the new ENP and kept regularly informed about progress in the implementation of reforms in partner countries; deplores the fact that it is not always consulted on the drawing-up of action plans or informed about the tenor of discussions; calls for the status of observer to be accorded to the European parliamentarians to take part in meetings of policy and human rights subcommittees;
 3. Is concerned by the fact that the progress made by partner countries is considered to be unequal; calls for a concrete evaluation of the effectiveness of the revised ENP; calls for consistent implementation of the "differentiated approach" and of the principle of "more for more", and possibly of "less for less, which is the cornerstone of the revised ENP;
 4. Considers that support to democratic transition processes should focus on the development of the institutional capacity of democratic institutions and on support to political parties, and calls on the Union and the Member States to enhance twinning projects with national authorities;

Eastern Partnership

5. Recommends that the Union should: (a) rebalance the application of the more-for-more principle and complement it by positive competition among partner countries (the "regatta approach"); (b) apply a two-track approach, by being demanding towards EaP governments whilst being open, generous and engaging towards the citizens of partner countries; (c) encourage those citizens to act in favour of European values, standards and reforms and acts as a transformative, normative power (d) design a long-march strategy of societal Europeanisation encompassing internal changes and societies' aspirations for freedom and prosperity; (e) decentralise the EaP by engaging with and offering its ownership to public actors on both sides through horizontal partnerships and twinning, accompanied by increased mobility, people-to-people contacts, visa facilitation and the prospect of a visa-free system, in which case the neighbours-first approach should apply; and (f) proceed to initial or sign the Association Agreements and aim at their prompt entry into force, first on a provisional basis and then in full, before the end of the current term of the European Parliament and the European Commission, provided that the necessary conditions and requirements are met;

6. Recommends that the EaP countries should: (a) rebalance and redouble their efforts towards the fulfilment of political, legal and economic criteria; (b) enshrine in their societies fundamental values of democracy, the rule of law and human rights; (c) further boost societal change, reform processes and the systemic upgrade of public standards and administration, considering European integration as a civilizational choice and not merely an economic and administrative endeavour; (d) close the gap between rhetoric and practical action; (e) pay greater attention to the multilateral structure of the EaP and to learning through best practices; (f) apply to regional conflicts the spirit and lessons deriving from the historical experience of European integration; (g) involve citizens and engage public actors in horizontal partnerships and twinning with counterparts from the Union, and engage with society and the younger generation as a factor for change;

Armenia

7. Recognises the progress made in democratic standards and in the fulfilment of Association Agreement requirements, but acknowledges that persistent deficiencies remain in the area of democracy;

Azerbaijan

8. Regrets that an unclear vision and hesitation persist on the issue of Association Agreements/Deep and Comprehensive Free Trade Agreements, accompanied by serious deficiencies in the fields of democracy and human rights;

Belarus

9. Deplores the stagnant, unacceptable situation with regard to human rights, democracy and political prisoners, and the lack of progress in respecting the values and standards promoted by the Union; insists that the Union's critical engagement and strict conditionality are needed, accompanied by a more generous, open attitude towards civil society;

Georgia

10. Recognises the remarkable progress achieved in the modernisation of the country and in meeting the requirements of the Association Agreement; notes with alarm that an exemplary peaceful transfer of power after democratic parliamentary elections was followed by serious backsliding in the application of democratic standards, and also by the application of selective justice towards leading political opponents;

Moldova

11. Praises the progress achieved thanks to the political determination to fulfil the requirements of the Association Agreement;

Ukraine

12. Regrets that progress in fulfilling the requirements of the Association Agreement, as laid down in the Council's conclusions of 10 December 2012 and the European Parliament's resolution of 13 December 2012, has been put on hold, with Ukraine persisting in applying selective justice, and failing to reform its electoral system and its judiciary;

The Southern Neighbourhood

13. Is pleased by the success of its initiative of convening task forces for Tunisia, Jordan and Egypt, but underlines that these meetings between private stakeholders, public authorities and international organisations should produce tangible outcomes;
14. Calls on the Union and its Member States to implement a real mobility policy with the countries of the Southern Neighbourhood, in particular by signing visa liberalisation agreements and readmission agreements similar to those signed with most countries of the Eastern Partnership;
15. Considers it a priority to support partner countries in the development and financing of projects on regional policy and the inclusion of regional enclaves; recommends in this regard that steps be taken to build on the Union's experience in the field of European Regional Funds management for the development of competences both of partner countries and of the Secretariat of the Union for the Mediterranean;
16. Believes that there is an urgent need to promote projects for integration in the Maghreb, in order to facilitate the circulation of goods, capital and persons; calls on Algeria and Morocco to create an active partnership capable of meeting the territorial challenges; welcomes the fact that the Union has assumed the northern co-presidency of the Union for the Mediterranean, and expects it to promote policy coherence, overall coordination and effectiveness, with particular reference to projects which receive financing;

Algeria

17. Invites Algeria to participate in the ENP, and regrets that it has not yet adopted an action plan;
18. Is concerned by the fact that human rights and fundamental freedoms, especially freedom of association and demonstration, cannot be guaranteed in Algeria; asks for an open and transparent process of revision of the constitution;
19. Calls on the Union to reinforce its support to civil society organisations in Algeria and to programmes promoting youth employment, economic governance, improvement of the business environment and the strengthening of freedoms and fundamental rights;

Egypt

20. Is deeply concerned by the current situation in Egypt, by the political polarisation, and by the situation regarding security, the economic situation and respect for human rights and

fundamental freedoms; points out the urgent need for a constructive and inclusive political dialogue in order to set up a clear roadmap for a transition to democracy;

21. Calls on the Union to apply the principle of "conditionality" and not to commit to a full and detailed free trade agreement until the conditions for political stability, such as the settled establishment of elected democratic organs, the rule of law and respect for fundamental rights, have been fulfilled;
22. Considers that the Union should concentrate its support on the transition to democracy, the development of institutional capacities, judicial reform, the development of non-governmental organisations and improvement of the business environment;

Israel

23. Notes the positive implementation by Israel of the action plan, the deadline for which was scheduled for 2009; however, regrets the persistent anti-democratic and discriminatory policies pursued by the current government, and calls on Israel to take the necessary measures to improve the rights of the minorities, especially the rights of members of the Arab-Israeli and Bedouin communities; in addition, calls on the European Commission and the European External Action Service (EEAS) to develop projects to this end;
24. Welcomes the resumption of direct negotiations between Israeli and Palestinians; stresses its commitment to a two-state solution, based on the borders as they were in 1967, with Jerusalem being the capital city of both states; expresses its disapproval of the continuous illegal settlement of colonies in the occupied territories
25. Calls on Israel to stop the abusive use of unlawful administrative arrest of Palestinians, and to respect international rights in relation to the conditions of detention of Palestinian prisoners, especially women and children;

Jordan

26. Recognises the improving cooperation between the Union and Jordan, specifically with the signature of the Protocol for the participation of Jordan in Union programmes, and the positive progress of political reforms;
27. Calls on the European Commission and the EEAS to give financial priority to projects supporting democratic and judicial reforms, the fight against corruption, and humanitarian assistance for refugees;
28. Welcomes Jordan's active role on the resolution of conflicts in the Middle East, as well as its serious effort to take in refugees from the Syrian conflict; would welcome the signature by Jordan of the United Nations Convention relating to the Status of Refugees;

Lebanon

29. Calls for the rapid implementation of the action plan, and regrets the slow pace of reforms, but is aware of the volatility of the context, especially due to the persistence of the conflict in Syria;
30. Considers that the Union's assistance should be focused on supporting institutions and the development of their capacities, on the reinforcement of the judicial sector and its independence, and on assistance at borders; calls on the Lebanese parliament to resume its work;

Libya

31. Encourages the Libyan authorities to continue democratic reforms and actions designed to stabilise the security and political situation; calls for a resumption of the negotiations on the signature of an association agreement between the Union and Libya;
32. Calls on the European Commission and the EEAS to focus their support on institutions building in Libya and the development of their capacities, on constitution drafting, training of Libyan senior officials in priority in sectors of security and borders security, as well as in other fields such as justice;

Morocco

33. Considers that the implementation of the constitution, the reform of the justice sector and the reinforcement of the capacities of democratic institutions should be the main thrust of the Union's support to Morocco;
34. Recommends rapid implementation of the new constitution, accompanied by a calendar for the adoption of organic laws and the national Charter for the reform of the justice system, and stresses in this regard that this reform has been ongoing for at least three years, with significant financial support from the Union; recalls that the implementation of policy reforms, and particularly of the process for advanced regionalisation, while respecting cultural, economic and social specificities, should contribute to Morocco's development;
35. Welcomes Morocco's active role in the resolution of the conflict in Syria, and the search for a solution to the situation in Sahel within the United Nations, as well as in the context of initiatives for regional cooperation; reaffirms its support for the action taken by the United Nations Secretary-General's special envoy with a view to achieving a just, lasting and mutually acceptable political solution in accordance with the relevant United Nations Security Council resolutions;

Palestine

36. Calls for the effective implementation of the new action plan; welcomes the progress made by the Palestinian authorities on the implementation of the current action plan despite the extremely difficult situation, which is due in particular to the Israeli occupation and to the financial challenges involved;

37. Reiterates its calls for an intra-Palestinian reconciliation, which should lead to the holding without delay of presidential and general elections;
38. Calls on the European Commission and the EEAS to support as a priority the moves to establish institutional empowerment, the modernisation of public services, and projects aiming at the inclusion of women and young people in economic and political activities;

Syria

39. Recalls its deep concern about the catastrophic humanitarian situation, and considers that the immediate priority for the international community and for the Union is to put an end to the conflict, especially by supporting mediation attempts such as the Geneva Conference II and by increasing humanitarian assistance;

Tunisia

40. Welcomes the strengthened commitments on the part of the Union and Tunisia as illustrated in the action plan, and calls on both parts to adopt it, but regrets the fact that there has been little real progress in the consolidation of the transition to democracy and the extension of the state of emergency;
41. Calls on the European Commission and the EEAS to increase the support for moves to open up regions by infrastructure development projects, for actions in favour of employment, especially of young people, for civil society at regional level, and for the reform of the judicial sector with a view to establishing the rule of law whilst respecting human rights and fundamental freedoms;

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42. Instructs its President to forward this resolution to the Council, the Commission, the Vice-President of the Commission/High Representative of the Union for Foreign Affairs and Security Policy, the European External Action Service, the governments and parliaments of the Member States and the ENP countries and the Secretary-General of the Union for the Mediterranean.