



EUROPEAN PARLIAMENT

2009 - 2014

Committee on Culture and Education

2011/0405(COD)

20.6.2012

OPINION

of the Committee on Culture and Education

for the Committee on Foreign Affairs

on the proposal for a regulation of the European Parliament and of the Council
establishing a European Neighbourhood Instrument
(COM(2011)0839 – C7-0492/2011 – 2011/0405(COD))

Rapporteur: Iosif Matula

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SHORT JUSTIFICATION

The European Neighbourhood and Partnership Instrument (ENPI) is the financial instrument of the European Neighbourhood Policy (ENP), which aims to establish an area of prosperity and neighbourliness between the EU and its partners.

EU financial support provides substantial added value in the main policy areas funded by the instruments for external action.

Higher education, culture, research and innovation are areas where there is scope for strengthening the links between internal policies and the European Neighbourhood Instrument.

Taking into account the importance and the specificity of cultural and educational exchanges as diplomatic instruments, the ENPI should aim at promoting mobility and people-to-people contacts, especially in these areas. It should furthermore support wide-ranging development in all aspects, including through sound education and training programs in the partner countries.

Moreover, in order to preserve the links with the civil society in the ENP countries, allocations through "Erasmus for all" should be maintained even in cases where EU external priorities change due to unforeseen events or political changes in the partner countries.

AMENDMENTS

The Committee on Culture and Education calls on the Committee on Foreign Affairs, as the committee responsible, to incorporate the following amendments in its report:

Amendment 1

Proposal for a regulation **Recital 3 a (new)**

Text proposed by the Commission

Amendment

(3a) In keeping with the UNESCO Convention of 20 October 2005 on the Protection and Promotion of the Diversity of Cultural Expressions and in particular Article 12 thereof, the Union and its Member States undertake to strengthen bilateral, regional and international cooperation and solidarity in order to protect and show regard for the diversity of cultural expressions and thereby promote dialogue and mutual

understanding among cultures.

Amendment 2

Proposal for a regulation

Recital 3 b (new)

Text proposed by the Commission

Amendment

(3b) In accordance with the Conclusions of the Council and of the Representatives of the Governments of the Member States of 20 November 2008 on the promotion of cultural diversity and intercultural dialogue in the external relations of the Union and its Member States¹, the Member States and the Commission are asked to strengthen the place and role of culture in external relations policies and programmes and to strive for cooperation with third countries and the international organisations competent in the field of culture, notably UNESCO and the Council of Europe. Development agencies and cultural institutions in the Member States can play an important role here.

¹ OJ C 320, 16.12.2008, p. 10.

Amendment 3

Proposal for a regulation

Recital 8 a (new)

Text proposed by the Commission

Amendment

(8a) As cross-border cooperation is a key priority of Union policy, and since it is intended to help promote economic and social development in regions on both sides of common borders, to address challenges in areas such as the environment, culture, public health and the prevention of and fight against organised crime, to ensure efficient and

secure borders and to promote local cross-border people-to-people actions and mutual understanding, more substantial appropriations should be allocated to the instrument established by this Regulation.

Amendment 4

Proposal for a regulation Recital 9

Text proposed by the Commission

(9) Furthermore, it is important to foster and facilitate cooperation for the common benefit of Union and its partners, notably through pooling of contributions from internal and external instruments of the Union budget, in particular for Cross-Border Cooperation, infrastructure projects of Union interest that will pass through Neighbourhood countries and other areas of cooperation.

Amendment

(9) Furthermore, it is important to foster and facilitate cooperation for the common benefit of Union and its partners, notably through pooling of contributions from internal and external instruments of the Union budget, in particular for Cross-Border Cooperation, infrastructure projects of Union interest that will pass through Neighbourhood countries and other areas of cooperation, *such as education and cultural exchanges.*

Amendment 5

Proposal for a regulation Recital 13

Text proposed by the Commission

(13) Support to be provided to neighbouring developing countries within the framework established by the European Neighbourhood Policy should be coherent with the objectives and principles of the Union's external policies and in particular its development policy, including the 'Joint Statement on a European Development Policy: the European Consensus', adopted by the Council and the representatives of the governments of the Member States meeting within the Council, the European Parliament and the Commission, on 22

Amendment

(13) Support to be provided to neighbouring developing countries within the framework established by the European Neighbourhood Policy should be coherent with the objectives and principles of the Union's external policies and in particular its development policy, including the 'Joint Statement on a European Development Policy: the European Consensus', adopted by the Council and the representatives of the governments of the Member States meeting within the Council, the European Parliament and the Commission, on 22 December 2005, *as well as with the*

December 2005.

Conclusions of the Council and of the Representatives of the Governments of the Member States of 20 November 2008 on the promotion of cultural diversity and intercultural dialogue in the external relations of the Union and its Member States.

Amendment 6

Proposal for a regulation Recital 13 a (new)

Text proposed by the Commission

Amendment

(13a) As a signatory to the UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions, the Union should seek to ensure that respect for the Convention by partner countries informs all decisions taken by the Union under this Regulation.

Amendment 7

Proposal for a regulation Recital 14

Text proposed by the Commission

Amendment

(14) The Joint EU – Africa Strategy is of relevance for relations with the Mediterranean neighbours from North Africa.

(14) The Joint EU – Africa Strategy is of relevance for relations with the Mediterranean neighbours from North Africa, *especially in the current state of the post-Arab Spring development.*

Amendment 8

Proposal for a regulation Recital 19

Text proposed by the Commission

Amendment

(19) European Union external support has increasing financing needs but the

(19) European Union external support has increasing financing needs but the

economic and budgetary situation of the Union limits the resources available for such support. The Commission must therefore seek the most efficient use of available resources by using financial instruments with leverage effect. Such effect could be increased by enabling the use and re-use of funds invested and generated by financial instruments.

economic and budgetary situation of the Union limits the resources available for such support. The Commission must therefore seek the most efficient use of available resources by using financial instruments with leverage effect. Such effect could be increased by enabling the use and re-use of funds invested and generated by financial instruments. ***It should be borne in mind in this regard that the Union has at its disposal a limited number of "soft power" instruments with leverage effect and that financial instruments are one of them.***

Amendment 9
Proposal for a regulation
Recital 19 a (new)

Text proposed by the Commission

Amendment

(19a) In cases of major unforeseen circumstances, or important political changes, in partner countries which bring about changes in the Union's external priorities, the financial allocations in the framework of education, namely the "Erasmus for All" programme, should be maintained or increased so that the link with those countries is preserved at the educational level.

Amendment 10
Proposal for a regulation
Recital 20 a (new)

Text proposed by the Commission

Amendment

(20a) The Union recognises the importance of cooperation in the fields of culture and education and its vital role in strengthening civil society, promoting democratisation and encouraging both mutual understanding amongst people

and social cohesion.

Amendment 11

Proposal for a regulation

Recital 21 a (new)

Text proposed by the Commission

Amendment

(21a) The Union, in its relations with third countries, promotes the values set out in the UNESCO Universal Declaration on Cultural Diversity of 2 November 2001, the latter being regarded as a common heritage and a source of innovation and creativity, in addition to being a powerful driver of the economic, civil and moral development of society.

Amendment 12

Proposal for a regulation

Recital 21 b (new)

Text proposed by the Commission

Amendment

(21b) Education, culture, cultural diversity and its promotion should be fully integrated into the objectives of this Regulation, as cultural cooperation plays a fundamental role in partner countries taking ownership of democratic processes and adhering to their own priorities.

Amendment 13

Proposal for a regulation

Recital 21 c (new)

Text proposed by the Commission

Amendment

(21c) In its relations with its partners the Union commits itself to furthering the protection and promotion of cultural diversity, and encouraging ratification of

the UNESCO Convention of 20 October 2005 on the Protection and Promotion of the Diversity of Cultural Expressions.

Amendment 14
Proposal for a regulation
Recital 22 a (new)

Text proposed by the Commission

Amendment

(22a) The Union recognises the importance and the specificity of cultural and educational exchanges as diplomatic instruments and as a tool for promoting mobility and people-to-people contacts.

Amendment 15
Proposal for a regulation
Recital 23 a (new)

Text proposed by the Commission

Amendment

(23a) A balance needs to be maintained between the southern and eastern dimensions of the European Neighbourhood Policy.

Amendment 16
Proposal for a regulation
Recital 26

Text proposed by the Commission

Amendment

(26) While Regulation (EU) No .../... of the European Parliament and of the Council of (hereinafter "the Common Implementing Regulation") establishes common rules and procedures for the implementation of the Union's instruments for external action, delegated powers to adopt acts in accordance with Article 290 of the Treaty *of* the Functioning of the European Union should be conferred to the

(26) While Regulation (EU) No .../... of the European Parliament and of the Council of (hereinafter "the Common Implementing Regulation") establishes common rules and procedures for the implementation of the Union's instruments for external action, delegated powers to adopt acts in accordance with Article 290 of the Treaty *on* the Functioning of the European Union should be conferred to the

Commission for adopting the specific implementing measures required for the Cross-Border Cooperation mechanisms established in Title III of this Regulation. It is of particular importance that the Commission should carry out appropriate consultations during its preparatory work, including at expert level. The Commission, when preparing and drawing-up delegated acts, should further ensure a simultaneous, timely and appropriate transmission of relevant documents to the European Parliament and Council.

Commission for adopting the specific implementing measures required for the Cross-Border Cooperation mechanisms established in Title III of this Regulation. It is of particular importance that the Commission carries out appropriate consultations during its preparatory work, including at expert ***and civil society*** level. The Commission, when preparing and drawing-up delegated acts, should further ensure a simultaneous, timely and appropriate transmission of relevant documents to the European Parliament and Council.

Amendment 17

Proposal for a regulation Recital 26 a (new)

Text proposed by the Commission

Amendment

(26a) Union financial instruments for external action should support the conditionality based on respect for human rights and the rights of minorities, good governance and diversity of cultural expressions, or alternatively on the quality of beneficiaries' policies and the ability and willingness of the beneficiaries concerned to implement them.

Amendment 18

Proposal for a regulation Article 2 – paragraph 2 – point a

Text proposed by the Commission

Amendment

(a) promoting human rights and fundamental freedoms, the rule of law, principles of equality, establishing deep and sustainable democracy, promoting good governance and developing a thriving civil society including social partners;

(a) promoting human rights and fundamental freedoms, ***cultural diversity***, the rule of law, principles of equality, establishing deep and sustainable democracy, promoting good governance and developing a thriving civil society

including social partners;

Amendment 19

Proposal for a regulation

Article 2 – paragraph 2 – point c

Text proposed by the Commission

(c) creating conditions for ***well managed*** mobility of people and promotion of people-to-people contacts;

Amendment

(c) creating conditions for ***inclusive*** mobility of people and promotion of people-to-people contacts ***furthering mutual understanding, notably in the fields of culture, education, sport and youth, in addition to exchanging cultural values with a view to ensuring cultural diversity;***

Amendment 20

Proposal for a regulation

Article 2 – paragraph 2 – point c a (new)

Text proposed by the Commission

Amendment

(ca) promoting the protection of shared tangible and intangible cultural heritage, also by guaranteeing adequate funding and resources for projects such as Euromed Heritage; encouraging the development of joint education and training programmes with partner countries, which should take into greater account the right to equitable access to education for all and aim to combat the serious problem of the high drop-out rate among young people;

Amendment 21

Proposal for a regulation

Article 2 – paragraph 2 – point d

Text proposed by the Commission

Amendment

(d) sustainable and inclusive development

(d) sustainable and inclusive development

in all aspects, poverty reduction, including through private-sector development; promotion of internal economic, social and territorial cohesion, rural development, climate action and disaster resilience;

in all aspects, poverty reduction, including through private-sector development ***and sound education and training programmes***, promotion of internal economic, social and territorial cohesion, rural development, climate action, ***development of cultural heritage*** and disaster resilience ***and various aspects of civil security, in addition to protection of the historical, artistic, archaeological, cultural and environmental heritage***;

Amendment 22

Proposal for a regulation

Article 2 – paragraph 2 – point e

Text proposed by the Commission

(e) promoting confidence building and other measures contributing to security and the prevention and settlement of conflicts;

Amendment

(e) promoting confidence building and other measures contributing to security and the prevention and settlement of conflicts, ***in particular by contributing to respect for freedom of association***;

Amendment 23

Proposal for a regulation

Article 2 – paragraph 4

Text proposed by the Commission

4. Union support may also be used in other areas when this is consistent with the overall objectives of the European Neighbourhood Policy.

Amendment

4. Union support may also be used in other areas when this is consistent with the overall objectives of the European Neighbourhood Policy, ***and particularly in the fields of culture, the cultural and creative industries, tourism, education and training***.

Amendment 24

Proposal for a regulation

Article 4 – paragraph 3

Text proposed by the Commission

3. Union support under this Regulation shall in principle be co-financed by the partner countries through public funds, contributions from the beneficiaries or other sources. The same principle shall be applicable to the cooperation with the Russian Federation, particularly with regard to programmes referred to in Article 6(1) (c). Co-financing requirements may be waived in duly justified cases and when this is necessary to support the development of civil society and non-state actors, without prejudice to compliance with the other conditions set out in the Financial Regulation.

Amendment

3. Union support under this Regulation shall in principle be co-financed by the partner countries, ***in accordance with the rules of good governance and transparently***, through public funds, contributions from the beneficiaries or other sources. The same principle shall be applicable to the cooperation with the Russian Federation, particularly with regard to programmes referred to in Article 6(1) (c). Co-financing requirements may be waived in duly justified cases and when this is necessary to support the development of civil society and non-state actors, without prejudice to compliance with the other conditions set out in the Financial Regulation.

Amendment 25

Proposal for a regulation

Article 9 – paragraph 1 – point g

Text proposed by the Commission

(g) contributions to the transnational programmes established under Regulation (EU) No [...] of the European Parliament and the Council of [...] on specific provisions for the support from the European Regional Development Fund to the European Territorial Co-operation goal, to which partner countries and/or the Russian Federation participate.

Amendment

(g) contributions to ***current and future macro-regional strategies and to*** the transnational programmes established under Regulation (EU) No [...] of the European Parliament and the Council of [...] on specific provisions for the support from the European Regional Development Fund to the European Territorial Co-operation goal, to which partner countries and/or the Russian Federation participate.

Amendment 26

Proposal for a regulation

Article 17

Text proposed by the Commission

Without prejudice to the provisions on the suspension of aid in partnership and cooperation agreements and association agreements with partner countries and regions, where a partner country fails to observe the principles of democracy, the rule of law and respect for human rights and fundamental freedoms, the Union shall invite the country concerned to hold consultations in view of finding a solution acceptable to both parties, except in cases of special urgency. Where consultation with the country concerned does not lead to a solution acceptable to both parties, or if consultations are refused or in case of special urgency, the Council may take appropriate measures in accordance with Article 215(1) of the Treaty on the Functioning of the European Union, which may include full or partial suspension of Union support.

Amendment

Without prejudice to the provisions on the suspension of aid in partnership and cooperation agreements and association agreements with partner countries and regions, where a partner country fails to observe the principles of democracy, the rule of law and respect for human rights and fundamental freedoms, the Union shall invite the country concerned to hold consultations in view of finding a solution acceptable to both parties, except in cases of special urgency. Where consultation with the country concerned does not lead to a solution acceptable to both parties, or if consultations are refused or in case of special urgency, the Council may take appropriate measures in accordance with Article 215(1) of the Treaty on the Functioning of the European Union, which may include full or partial suspension of Union support. ***In all such cases, it is necessary to ensure that any suspension of support does not affect civil society organisations that operate in accordance with democratic principles and human rights standards.***

Amendment 27

**Proposal for a regulation
Article 18 – paragraph 1**

Text proposed by the Commission

1. The financial envelope available for implementing this Regulation over the period 2014 to 2020 shall be EUR 18 182 300 000 (current prices). Up to 5% of the financial envelope shall be allocated to the Cross-Border Cooperation programmes referred to in Article 6(1) (c).

Amendment

1. The financial envelope available for implementing this Regulation over the period 2014 to 2020 shall be EUR 18 182 300 000 (current prices). Up to 7% of the financial envelope shall be allocated to the Cross-Border Cooperation programmes referred to in Article 6(1) (c).

Justification

As cross-border cooperation is a key priority of Union policy and since it is intended to help promote economic and social development in regions on both sides of common borders, address challenges in areas such as the environment, culture, public health and the prevention of and fight against organised crime, ensure efficient and secure borders and promote local cross-border people-to-people actions and mutual understanding, more substantive appropriations should be allocated to the instrument established by this Regulation.

Amendment 28

Proposal for a regulation

Article 18 – paragraph 3 – subparagraph 1

Text proposed by the Commission

3. As referred to in Article 13, paragraph 2 of the ‘Erasmus for All’ Regulation, in order to promote the international dimension of higher education, an indicative amount of EUR 1 812 100 000 from the different external instruments (Development Cooperation Instrument, European Neighbourhood Instrument, Instrument for Pre-accession Assistance, Partnership Instrument and the European Development Fund), will be allocated to actions of learning mobility to or from non EU countries and to cooperation and policy dialogue with authorities/institutions/organisations from these countries. The provisions of the ‘Erasmus for All’ Regulation will apply to the use of those funds.

Amendment

3. As referred to in Article 13, paragraph 2 of the ‘Erasmus for All’ Regulation, in order to promote the international dimension of higher education, an indicative amount of EUR 1 812 100 000 from the different external instruments (Development Cooperation Instrument, European Neighbourhood Instrument, Instrument for Pre-accession Assistance, Partnership Instrument and the European Development Fund), will be allocated to actions of learning mobility to or from non EU countries and to cooperation and policy dialogue with authorities/institutions/organisations from these countries. The provisions of the ‘Erasmus for All’ Regulation will apply to the use of those funds, *especially if education as such can act as one of the most important catalysts in the democratic process.*

Amendment 29

Proposal for a regulation

Article 18 – paragraph 3 – subparagraph 2

Text proposed by the Commission

The funding will be made available

Amendment

The funding will be made available

through 2 multiannual allocations only covering the first 4 years and the remaining 3 years respectively. This funding will be reflected in the multiannual indicative programming of these instruments, in line with the identified needs and priorities of the countries concerned. ***The allocations can be revised in case of major unforeseen circumstances or important political changes in line with the EU external priorities.***

through 2 multiannual allocations only covering the first 4 years and the remaining 3 years respectively. This funding will be reflected in the multiannual indicative programming of these instruments, in line with the identified needs and priorities of the countries concerned.

PROCEDURE

Title	Establishing a European Neighbourhood Instrument	
References	COM(2011)0839 – C7-0492/2011 – 2011/0405(COD)	
Committee responsible Date announced in plenary	AFET 17.1.2012	
Opinion by Date announced in plenary	CULT 17.1.2012	
Rapporteur Date appointed	Iosif Matula 2.2.2012	
Discussed in committee	27.3.2012	25.4.2012
Date adopted	19.6.2012	
Result of final vote	+: 25 -: 0 0: 1	
Members present for the final vote	Zoltán Bagó, Malika Benarab-Attou, Lothar Bisky, Piotr Borys, Santiago Fisas Aixela, Lorenzo Fontana, Petra Kammerevert, Morten Løkkegaard, Emma McClarkin, Emilio Menéndez del Valle, Marek Henryk Migalski, Katarína Neved'alová, Doris Pack, Chrysoula Paliadeli, Gianni Pittella, Marie-Thérèse Sanchez-Schmid, Marietje Schaake, Marco Scurria, Hannu Takkula, László Tőkés, Gianni Vattimo, Sabine Verheyen, Milan Zver	
Substitute(s) present for the final vote	François Alfonsi, Ivo Belet, Seán Kelly, Iosif Matula, Rui Tavares	
Substitute(s) under Rule 187(2) present for the final vote	Luigi Berlinguer, Mario Pirillo	