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## **REPORT**

on strengthening the European Neighbourhood Policy  
(2007/2088(INI))

Committee on Foreign Affairs

Rapporteurs: Charles Tannock, Raimon Obiols i Germà

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## MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

### on strengthening the European Neighbourhood Policy (2007/2088(INI))

*The European Parliament,*

- having regard to the development of the European Neighbourhood Policy (ENP) since 2004, and in particular to the Commission Progress reports on implementation of the ENP of 4 December 2006 (SEC(2006)1504/2, SEC(2006)1505/2, SEC(2006)1506/2, SEC(2006)1507/2, SEC(2006)1508/2, SEC(2006)1509/2, SEC(2006)1510/2, SEC(2006)1511/2, SEC(2006)1512/2),
- having regard to Action Plans adopted jointly with Armenia, Azerbaijan, Georgia, Moldova and Ukraine, as well as with Egypt, Israel, Jordan, Lebanon, Morocco, the Palestinian Authority and Tunisia,
- having regard to the European Neighbourhood and Partnership Instrument (ENPI), closely linked to the implementation of the jointly adopted Action Plans, which replaces technical assistance provided so far by TACIS and MEDA,
- having regard to the Commission Non-Paper 'What the EU could bring to Belarus' of 21 November 2006,
- having regard to the European Security Strategy, 'A Secure Europe in a Better World', approved by the European Council on 12 December 2003,
- having regard to the Commission's Communication to the Council and the European Parliament of 4 December 2006 on strengthening the ENP (COM(2006)0726),
- having regard to the Commission's communication to the Council and the European Parliament of 11 April 2007, entitled 'Black Sea Synergy - A New Regional Cooperation Initiative' (COM(2007)0160),
- having regard to the Presidency Conclusions of the European Council of 14-15 December 2006<sup>1</sup> and 21-22 June 2007<sup>2</sup>, and to the German Presidency Progress Report of 15 June 2007,
- having regard to its resolutions on Wider Europe and on the ENP, in particular that of 19 January 2006<sup>3</sup>,
- having regard to its earlier resolutions on the neighbouring countries and regions of the EU,

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<sup>1</sup> Council Presidency Conclusions 16879/1/06 REV 1.

<sup>2</sup> Council Presidency Conclusions 11177/07.

<sup>3</sup> OJ C 287 E, 24.11.2006, p. 312.

- having regard to its resolutions on the neighbourhood policy and the EU's enlargement strategy,
  - having regard to its previous resolutions on the future of the Northern Dimension of 16 November 2005<sup>1</sup> and on the Baltic Sea Strategy for the Northern Dimension of 16 November 2006<sup>2</sup>,
  - taking into account the findings contained in the United Nations Development Programme's Arab Human Development Reports,
  - having regard to the Conference on the European Neighbourhood Policy, organised by the Commission and held on 3 September 2007,
  - having regard to Rule 45 of its Rules of Procedure,
  - having regard to the report of the Committee on Foreign Affairs and the opinions of the Committee on Regional Development and the Committee on Civil Liberties, Justice and Home Affairs (A6-0414/2007),
- A. whereas consolidation of security, democratic stability and prosperity, and the promotion of good governance and respect for fundamental freedoms and human rights in the EU neighbourhood, are crucial for the stability and prosperity of the whole European continent,
- B. whereas the ENP remains a core priority of EU foreign policy,
- C. whereas the ENP should remain distinct from the process of enlargement; whereas participation in the ENP does not preclude, for the eastern neighbours which are clearly identifiable as European countries, any perspective related to possible EU membership in the long term; whereas the ENP is, for all countries involved, an opportunity to integrate closer with the EU,
- D. whereas, despite the successful launch of reform agendas in several neighbouring countries, the ENP has not yet fully met expectations towards triggering and strengthening the commitment of the governments of the ENP countries to political and economic reforms,
- E. whereas more incentives need to be developed to motivate partners to advance on the path of reforms; whereas the ENP needs to be substantially strengthened to facilitate this process, including the allocation of sufficient financial resources to meet its stated ambitions and objectives,
- F. whereas open and frozen conflicts still represent a major obstacle to the fulfilment of the ENP's key purposes; whereas stability can only be achieved through comprehensive and lasting settlements of the existing conflicts,

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<sup>1</sup> OJ C 280 E, 18.12.2006, p. 113.

<sup>2</sup> OJ C 314 E, 21.12.2006, p. 330.

- G. whereas the specific aspects of EU policy towards the South Caucasus States, and of the EU Black Sea regional approach, are being dealt with in separate reports prepared by Parliament's Committee on Foreign Affairs,
1. Fully supports the principal objectives of the ENP, which is aimed at consolidating a ring of prosperity, stability and security, to develop close ties with and between our neighbouring states and to commit them to pursue reforms towards democracy based on respect for human rights, the rule of law, better governance and economic and social development; underlines the need for special attention to be paid to the promotion of equal rights, in particular the improvement of women's rights, but also as regards minorities and the ability of the neighbouring countries to overcome ethnic, religious or social conflicts by peaceful means;
  2. Expresses doubts about the meaningfulness of the ENP's geographic scope, as it involves countries which geographically are European together with Mediterranean non-European countries; notes however that it does not currently seem realistic to fundamentally change this overarching policy framework; stresses, therefore, the need for a greater effort to define the multilateral objectives and instruments of this policy so as to enable the EU and its neighbouring states to face shared challenges, and at the same time to respect the different conditions and specific characteristics of the regions and countries involved;
  3. Strongly advocates, therefore, that the entire implementation of the policy take as much account as possible of the differing identities of all the countries covered by the ENP, in order to develop the most appropriate and tangible middle- and long-term incentives for reform and to strengthen the commitment of these societies to the process of modernisation and cooperation and integration with the EU;
  4. Notes that the conditionality enshrined in the ENP approach draws on the positive experience of enlargement; considers that conditionality can constitute an appropriate incentive for acceleration of reform processes in the ENP countries towards their convergence with the EU if conceived positively and differentiated according to the specific needs and capacities of the country concerned, and accompanied by the development of a vision shared with the partners in its political, institutional and economic aspects;
  5. Strongly underlines that respect for universal human rights and fundamental freedoms is the core principle of EU policy; stresses that, regardless of the degree of willingness of partner countries' governments to cooperate and to share in these values, civil society in all ENP countries must be strongly supported and its participation and core role in the reform and democratisation process encouraged, and the development of free and independent media supported; calls on the Commission to negotiate the setting-up of subcommittees on human rights with all ENP countries so as to ensure an effective political dialogue on this matter;
  6. Underlines the importance for the EU of increasing its contacts with the parliaments, political parties, local authorities and other stakeholders in the ENP countries, with a view

to their involvement in the development and implementation of the Action Plans; therefore urges that partnership fora should be held on a periodic basis;

7. Stresses the utmost importance of a broad civil society dialogue and intensified people-to-people contacts, which contribute to a better understanding between the societies of the EU and the ENP countries and demonstrate the benefits of cooperation to both sides; considers that particular attention should be paid to student, cultural and research exchanges; welcomes in this respect the initiative of the Commission to open Community agencies and programmes to the ENP countries, and supports in particular further involvement of all ENP countries in the Erasmus Mundus programme;
8. Encourages the Commission and national, regional and local authorities to set up city and region-twinning programmes, and to provide adequate support for such programmes, in order to reinforce local and regional administrative capacity in neighbouring countries, as well as to promote exchange programmes for civil society and micro-project initiatives;
9. Stresses the need for strong political commitment on the part of the EU and the Member States in order to make the ENP a sustainable success; urges EU Member States to align their own policies in ENP countries as much as possible with the priorities set out in the ENP's Country Strategy Papers, in order to guarantee policy compatibility, coherence and complementarity;
10. Advocates the deepening of regular political dialogue between the EU and the ENP countries; welcomes the fact that Ukraine, Moldova, Georgia and Armenia align themselves with most of the EU's CFSP declarations and positions, and supports the decision to involve in the same way Azerbaijan; is convinced that such alignment with EU foreign policy should be open to all other ENP countries;
11. Welcomes the longer-term aim of establishing a neighbourhood-wide free trade area, as developed in the Commission's communication; supports the negotiation of bilateral deep free trade agreements between the EU and the respective ENP country, which should, in line with the implementation of regulatory reforms, go beyond tariffs and encompass services and the protection of investments; stresses that social and environmental impact assessments must be taken into account when these agreements are negotiated; regrets that the EU has not hitherto considered it possible to open up its market to products which the neighbourhood countries are in a particularly good position to supply at competitive prices and which are of a quality that meets EU standards;
12. Supports the development of multilateral cooperation between the EU and its partners on sectoral themes, to be built on existing regional and cross-border ties in areas such as the environment, energy security, culture, transport and border and migration management; supports, wherever possible, the negotiation of legally binding sectoral agreements which facilitate the integration of common policies; stresses in particular the need to leverage investments in extending the trans-European energy and transport networks to the ENP countries;
13. Stresses the need to use existing multilateral organisations to strengthen interaction between the European Union and the ENP countries; underlines in particular the role of

the Council of Europe and the OSCE in the fields of monitoring the implementation of human rights, democracy and the rule of law;

14. Advocates that visa facilitation and readmission agreements be negotiated with all ENP countries; stresses the need to improve the capacity of ENP countries to manage migration flows, effectively combat illegal migration and ensure that international human rights obligations are respected; calls on the Member States, the EU and all ENP countries to intensify their cooperation in the fight against trans-national organised crime, terrorism, trafficking in human beings and drug trafficking; supports the neighbours' involvement in the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union (Frontex) and the European Police Office (Europol); stresses the need to ensure that the implementation of such readmission agreements fully respects the principle of non-refoulement, and to ensure access to a fair asylum procedure; urges the Commission to organise effective monitoring of the treatment of persons returned under readmission agreements concluded with ENP countries, in particular with regard to possible 'chain refoulement';
15. Recalls that the ENP provides an excellent framework for regional and sub-regional cooperation; calls for enhanced regional cooperation in the areas of freedom, security and justice, and in particular in border management, migration and asylum, the fight against organised crime, trafficking in human beings, illegal immigration, terrorism, money laundering and drugs trafficking as well as police and judicial cooperation; considers that regional cooperation and networking on such issues could build on the experience gained, *inter alia*, within the framework of the 'Söderköping Process', which includes Belarus, Moldova and Ukraine and, on the EU side, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, Slovakia and Sweden;
16. Urgently asks the Member States to improve the processing of visas in order to facilitate mobility and to make legitimate travel to the EU less burdensome and less costly, particularly for groups such as students, scientists, businessmen and representatives of civil society; calls on the Member States to deal effectively with problems experienced at their consular services; encourages the establishment of common Schengen visa application centres in the ENP countries;
17. Encourages Member States where appropriate to enter into negotiations with a view to the conclusion of bilateral agreements with ENP countries for the purpose of implementing the local border traffic regime established by Regulation (EC) No 1931/2006 of the European Parliament and of the Council of 20 December 2006 laying down rules on local border traffic at the external land borders of the Member States and amending the provisions of the Schengen Convention<sup>1</sup>;
18. Welcomes with interest the Commission's proposal to draw up a viability study on a possible 'Neighbourhood Energy Agreement', and to that end encourages the ENP member countries to respect international law and the commitments entered into on the world markets;

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<sup>1</sup> OJ L 405, 30.12.2006, p. 1.

19. Advocates better dialogue and coordination and more joint actions between the EU and the USA in advancing common goals such as the promotion of democracy, the enhancement of energy security and the strengthening of regional security in the EU's neighbourhood;
20. Stresses the need for appropriate levels of funding and close coordination with other financial institutions in order to make the neighbourhood policy successful, and is of the view that advantage should be taken of the review of the 2007-2013 financial perspective planned for 2008-2009 to increase the budget of the ENPI; welcomes the introduction of the Neighbourhood Investment Facility, which will help to mobilise funds for ENP partners; strongly underlines the need to maintain an overall balance between the eastern and the southern parts of the ENP, reflecting the EU's ambitions and objectives in the regions, the effectiveness of previous assistance and the size of the population concerned;
21. Calls on the Commission to coordinate its financial resources and policy analysis capabilities with those of the international financial institutions (EIB, EBRD, World Bank), so as to generate synergies in conditioning and stimulating reforms along the lines of the ENP action plans;
22. Welcomes the motivating concept of the Governance Facility to provide additional financial support to best-performing countries; insists that it should reward real progress made in terms of objectives related to human rights and democratic governance, be based on transparent allocation criteria, and be used to further support the reform process;
23. Recommends close and constant vigilance in the fight against corruption in the countries themselves, the results of which should be used as the basis for determining levels of assistance;

### ***Eastern European Neighbourhood***

24. Notes that democratic neighbours which are clearly identifiable as European countries and which respect the rule of law may in principle apply, pursuant to Article 49 of the Treaty on European Union, for membership of the EU, and that the pace and depth of a common European process should correspond as closely as possible to the abilities to implement the appropriate reforms and meet conditions (Copenhagen criteria) in the partner countries and in the EU;
25. Reiterates, with this in mind, the view stated in Parliament's recommendation of 12 July 2007<sup>1</sup> that the current negotiations with Ukraine should result in the conclusion of an association agreement which contributes efficiently and credibly to Ukraine's prospects in Europe and initiates the corresponding process, including the possibility of EU membership; is of the view that a corresponding approach should be taken in relations to Moldova, given that the initial period of ten years in force of the Partnership and Cooperation Agreement is due to expire in June 2008;

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<sup>1</sup> *Texts Adopted*, P6\_TA (2007)0355.



26. Takes note of the initiative of the Commission to invite Belarus to attend as an observer at the ENP Conference held on 3 September 2007; is seriously concerned, however, by the lack of a positive response on the part of the government of Belarus to the conditional cooperation offer formulated by the Commission in its November 2006 non-paper; condemns the continued executions carried out in Belarus, the only country in Europe still imposing the death penalty, and other violations by Belarusian authorities of fundamental human rights and freedoms, and calls upon them to release all political prisoners and to stop any oppression of democratic forces, in order to enable the Belarusian people to benefit from freedom, democracy and prosperity and from all the opportunities which stem from closer integration with the EU; underlines that the EU should urgently provide more effective support for civil society, free media and political parties committed to democracy, the rule of law and respect for universal human rights and fundamental freedoms; strongly urges Belarus to apply a moratorium on the death penalty as a first step towards the abolition of capital punishment, and to ratify the second Optional Protocol to the International Covenant on Civil and Political Rights and the European Convention on Human Rights and its relevant protocols; encourages the Commission to make more effective use of the EIDHR, and to ensure that the means provided by the EU financial instruments cannot be misused by the Belarusian government against Belarusian citizens and civil society;
27. Calls on the Commission to promote people-to-people contacts by reducing the current cost of visas for Belarusians, especially for students, scholars and representatives of civil society, with a view to bringing such costs into line with those charged in other ENP countries such as Russia and Ukraine;
28. Considers that Belarus has the same European vocation and perspectives as Ukraine and Moldova, once it embraces democracy, respects fundamental human rights and freedoms and enhances the rule of law;
29. Is convinced that a motivating framework with medium-term implementation targets should be established, based on a new generation of association agreements to be negotiated with ENP countries which respect fundamental European values, are willing to integrate more closely with the EU and demonstrate objective performance in terms of ENP action plan implementation;
30. Is of the view that those agreements should envisage the development of the bilateral relationship with the EU in progressive stages, negotiating concrete conditions and timetables to be met, including binding performance benchmarks to be specified in the jointly adopted action plans, and accompanied by a regular monitoring process; reiterates its earlier proposal to develop with those countries clearly identifiable as European the deep free trade agreements in the context of a possible 'European Economic Area Plus';
31. Commends the conclusion of the visa facilitation and readmission agreements with Ukraine, as well as the initiation of such a process with Moldova, and urges that similar agreements be negotiated with the South Caucasus countries; is convinced that the prospect of a visa-free regime should be envisaged in the long term, with the steps necessary to achieve it being laid down; stresses that in the case of Georgia the progress

of reforms and the unintended negative impact of the visa facilitation agreement between the EU and the Russian Federation on the settlement of conflicts in the breakaway Georgian regions of South Ossetia and Abkhazia necessitate a speedy conclusion of the visa facilitation agreement between Georgia and the EU; urges that efficient monitoring mechanisms be put in place, in particular with regard to respect for the fundamental human rights of persons subject to readmission agreements; stresses the importance of having adequate guarantees of access to a fair asylum procedure for those in need of international protection, in particular when applying 'accelerated readmission procedures' to persons intercepted in border regions, as provided for in the readmission agreement with Ukraine and the proposal for a readmission agreement with Moldova;

32. Stresses the need for intensified implementation of the existing EU-supported transport projects in the region, in particular the TRASECA transport project connecting Europe, the Caucasus and Asia, fully utilising the transit potential of the countries involved;
33. Believes that the gradual integration of the EU's eastern neighbours into the European Energy Community should be pursued, and urges that reforms of energy sectors be implemented as a matter of priority, enforcing the principles of an open market economy and transparency, in particular as far as prices, network access and energy efficiency are concerned; welcomes the efforts made to include external energy security in line with the common European foreign policy as one of the cornerstones of the ENP;
34. Underlines the importance of the political dimension of the ENP; advocates stronger EU support for regional political cooperation projects such as the Community of Democratic Choice, GUAM and BSEC in order to promote democracy, confidence, multilateral cooperation and sustainable development within the region more efficiently;
35. Underlines the need for a stronger involvement on the part of the EU in the resolution of so-called frozen conflicts, *inter alia* through confidence-building programmes, conflict management and projects on education, culture and civil society building in breakaway territories; commends the work of the EUBAM mission on the Ukrainian-Moldovan border; calls on the Council and the Commission to make it clear that participation in the ENP commits the countries concerned to good neighbourly relations and that, in order that the potential of the ENP may be fully exploited, it binds the countries concerned to make renewed, fresh and genuine efforts to find lasting and sustainable settlements to the conflicts in the region and to refrain from belligerent statements, threats and actions that could further deteriorate the situation and undermine the efforts of the international community;
36. Encourages Ukraine, within the framework of its alignment with the EU's CFSP declarations and positions, to join in the restrictive measures taken by the EU against the leadership of the Transnistrian region of Moldova, thereby making a further significant contribution to the peaceful settlement of the Transnistrian conflict;
37. Welcomes the assistance afforded under the ENPI to confidence-building measures in Georgia and its breakaway regions of Abkhazia and South Ossetia; asks the Commission to explore the possibility of providing assistance, in the form of local confidence-building and local economic rehabilitation projects, to Nagorno Karabakh, with a view to helping

to resolve the conflict there;

38. Calls on Turkey to establish normal diplomatic relations and to re-open its land border with its neighbour Armenia as part of the confidence-building measures necessary for lasting peace and economic integration in the region; asks Turkey and Armenia to commence a frank discussion on all outstanding issues;
39. Underlines the importance of elaborating a more sophisticated policy for the Black Sea area, complementing the ENP, and emphasises the importance of having Turkey and Russia as partners in the development of a viable strategy for that region;
40. Considers it important to enhance the parliamentary dimension of the political partnership between the European Parliament and the countries involved in the eastern part of the ENP; suggests, therefore, the setting-up of an EU-Neighbourhood-East Parliamentary Assembly (EURO-NEST), following the example of the multilateral parliamentary assemblies already established with the participation of the European Parliament, and involving the Parliaments of Ukraine, Moldova, Armenia, Georgia and Azerbaijan, as well as pro-democracy observers from Belarus;
41. Is convinced that such an assembly would usefully contribute to the implementation of the strengthened ENP and would bring added value to the work of bilateral inter-parliamentary delegations, allowing all the parties concerned to reinforce cooperation, solidarity and mutual confidence, to contribute to the settlement of frozen conflicts, and to strengthen regular multilateral dialogue on subjects of common interest with a clear regional dimension such as energy, the environment, the fight against terrorism, migration management, human rights, etc.;
42. Welcomes the forthcoming Parliamentary Conference on the European Neighbourhood Policy East, entitled 'Together towards the next 50 years', which is due to take place in November 2007, as a first step in the right direction;
43. Stresses the need to use the strategic partnership between the EU and Russia to insist that fundamental human rights and freedoms, international law, democratic choice and the rule of law be respected as principles governing the approach of both partners to the shared neighbourhood; calls on the Russian authorities to assume their responsibility to help restore the territorial integrity of ENP countries, to comply with Russia's obligation to protect minorities in areas where it is involved in peace-keeping operations, and not to oppose possible European involvement in civilian and military peace-keeping operations in the frozen conflict areas, as requested by some of the parties concerned; regrets the use of energy resources as a tool for the realisation of political objectives; invites Russia to enter into a constructive dialogue with the EU and our common neighbours about possibilities for deepening multilateral cooperation in the Black Sea area;
44. Welcomes the initiative to strategically reinforce relations with neighbours of the Eastern ENP countries, in particular the countries of Central Asia; points out, in this respect, that links could be developed between the ENP and the recently adopted Central Asia strategy; stresses that, given Kazakhstan's key political, economic and energy role in this region, as well as its distinctive and successful secular multi-ethnic structures, serious consideration should be given to ways of involving it in the ENP, with the possible grant to it in the

future of full ENP country status, subject however to its undertaking extensive political reforms, with special attention being paid to the respecting of human rights and democratic principles;

45. Insists that implementing the ENP should continue to be a common political task for all EU Member States; suggests to the Commission that account should be taken of the unique transition-related reform experiences of those Member States which joined the EU in the 21st century, so as to further develop and refine the new mechanisms currently in operation, which may be beneficial to the ENP countries;

### ***Southern Mediterranean Neighbourhood***

46. Emphasises the strong and long-lasting links between the EU and the southern Mediterranean countries, and stresses that close cooperation is in the interests of both sides;
47. Recalls that the European Union should actively support and encourage the reform processes in the Southern ENP countries, as the potential benefits of far-reaching political, economic and social reforms amply exceed their cost; recalls also that this is a gradual process, which depends partly on the commitment of the partner countries to facilitating the reforms;
48. Calls on the Commission to further explore the various options for the next generation of broad-scope agreements with the Southern ENP countries; stresses that these agreements must include provision for arrangements to implement the human rights clause; notes that these bilateral agreements should not be at the expense of furthering multilateral cooperation throughout the region, and in particular the pursuit of the Barcelona Process goals, including the creation of a free trade area; calls on the Member States to reflect on possible ways of achieving deeper cooperation, including by means of increased flexibility in opening agricultural and labour markets in the future, in ways compatible with social protection and equity; calls on the Southern ENP countries to increase their efforts to open economic systems to a greater extent and to harmonise their economic regulation with the relevant parts of the EU acquis; stresses the need to grant Mediterranean countries the right to control the pace at which their markets are opened up and their national economic and social development strategies; considers that more effective use of the ENPI for regional projects would make it possible to improve the situation so as to promote a genuinely integrated regional economic area;
49. Reiterates that universal human rights are at the core of EU values; regrets that, although, since the beginning of the Euro-Mediterranean Partnership, substantial progress has been achieved as regards democracy and human rights, this progress has not been sufficient, and urges the Commission to continue working with governments, regional and local authorities and civil society actors in these countries; stresses the importance of freedom of expression in building democratic culture and strengthening civil society; urges the Commission to establish genuine dialogues in this field and to actively develop joint education policies and programmes to promote mutual understanding, tolerance and women's rights, particularly among the new generations; considers that, to this end, the southern partners should display greater transparency and openness to the contribution of

civil society; is convinced, however, that the human rights dialogue should not prevent the EU from indulging in public criticism and taking other measures in the event of serious infringements of fundamental rights;

50. Acknowledges the different circumstances, interests and priorities of each of the southern countries, which are taken into account in the negotiation and implementation of action plans; stresses the utmost importance of an increase in regional cooperation within the Euro-Mediterranean Partnership (EMP) framework; underlines that the ENP in no way replaces or competes with the EMP, but that the two policies are complementary, making it possible to combine the multilateral approach of the Barcelona Process with the bilateral perspective; calls on the Commission to strengthen its communication efforts in order to clarify the link between the two policies, both to the partner countries and to the European public;
51. Reiterates the need for stronger political will on the part of the EU institutions and the Member States to engage actively in conflict resolution in the region, whilst preventing the conflicts from standing in the way of the development of the ENP; stresses that the ENP will not reach its full potential without resolving conflicts which make regional cooperation difficult or impossible; reiterates that ENP activities conducive to conflict prevention should be strengthened and focused on confidence-building measures, such as border management, support for reconciliation processes at national, regional and local levels and support for civil society organisations; stresses the important role of the governance facility instrument in preventing and resolving conflicts; emphasises, in this regard, the need for coherence and complementarity between the ENP and other instruments and policy matters, and the need for structured conflict analysis and conflict sensitivity in the design, implementation and monitoring of programmes;
52. Reiterates that the ENP, together with the EMP, constitutes the framework for all fields of cooperation; is of the opinion that enhanced cooperation between interested parties should be possible and indeed facilitated; observes that the consideration of new initiatives to step up cooperation in the Mediterranean should, at all events, involve imparting fresh impetus to the Euro-Mediterranean Partnership, which necessitates serious thinking about the limits and difficulties encountered in recent years; insists that the Mediterranean should continue to be a common political concern for all Member States; recalls the importance of the Euro-Mediterranean Parliamentary Assembly (EMPA); stresses its hope that it will be possible for that institution to be involved in assessing the development of Euro-Mediterranean policies;
53. Considers it important to establish closer relations, even through new relationships, with the countries which are neighbours of our neighbours, such as the countries of the Gulf Cooperation Council;

### ***The role of the European Parliament***

54. Reiterates its commitment to continue to scrutinise the implementation of the ENP, in particular by making use of its powers, including, as a last resort, its budgetary powers, and by continuing the dialogue with the Commission concerning the application of the ENPI and the European Instrument for Democracy and Human Rights (EIDHR), a

dialogue which started in 2007 and which is to be continued with a view to the review planned for 2009; intends to examine regularly the ENP progress reports; regrets, however, the fact that it has not been consulted on the ENP Action Plans, the assessment of their implementation or progress in the discussions within the human rights subcommittees;

55. Is aware of its role as a significant opinion-former and as a forum for public debate, and intends to strengthen its cooperation with parliaments and civil societies in the ENP countries; undertakes, therefore, to make more effective use of its delegations to interparliamentary bodies; stresses, in this respect, the importance of the non-governmental dimension, namely the Euro-Mediterranean civil society platform, in strengthening the political dynamic in the southern partner countries;
56. Instructs its President to forward this resolution to the Council and the Commission, to the governments and parliaments of the Member States and to the governments and parliaments of all ENP countries.

## **OPINION OF THE COMMITTEE ON REGIONAL DEVELOPMENT**

for the Committee on Foreign Affairs

on strengthening the European Neighbourhood Policy  
(2007/2088(INI))

Draftsman: Tunne Kelam

### **SUGGESTIONS**

The Committee on Regional Development calls on the Committee on Foreign Affairs, as the committee responsible, to incorporate the following suggestions in its motion for a resolution:

1. Welcomes the Commission's communication on strengthening the European Neighbourhood Policy (ENP) and emphasises that this policy is a key tool for providing incentives to our neighbouring countries to draw closer to the Union, for encouraging them to implement a European system of values and for boosting the economic and social development of the regions bordering the Union, such developments being of interest to both the EU and its neighbours;
2. Welcomes the thematic dimension of the ENP, in particular in the field of energy (including, notably, measures to improve energy efficiency), climate change, transport, telecommunications, research and the information society, and stresses the regional dimension of this cooperation;
3. Considers that an efficient and mutually beneficial ENP should encourage neighbouring countries that are interested in future EU membership to concentrate on the quality and the speeding-up of their preparatory efforts and should entail the EU demonstrating its openness and support, in accordance with the concrete progress made by those countries;
4. Stresses that the efficiency of the ENP is also dependent on the readiness of the Member States to apply the principles underlying the four fundamental freedoms of the Union in their partner states, and believes that sectoral and regional agreements should be seen as a practical means of attaining this goal;
5. Calls on the Commission and the neighbouring countries to avoid the disproportionate concentration of ENP funding on major cities;
6. Stresses the crucial importance of cross-border and inter-regional cooperation

programmes as well as broader EU-wide exchanges in implementing the ENP, and considers that these programmes should have economic, environmental, social and cultural aspects and should promote gender equality and equal opportunities;

7. Calls on the Commission and the national, regional and local authorities involved in cross-border and inter-regional cooperation programmes and EU-wide exchanges to adopt a decentralised approach based on the principles of the cohesion policy, namely partnership and multi-annual planning, and to provide more incentives for grass-roots cooperation;
8. Calls on the Commission, the Member States and neighbouring countries to stimulate the involvement of civil society as well as local and regional authorities in implementing and monitoring the ENP; refers to the positive experiences gained in implementing the partnership principle in the context of the cohesion policy; consequently, calls on the Commission to organise an exchange of experiences between authorities in Member States and neighbouring countries regarding the implementation of the cohesion policy and of the ENP;
9. Calls on the Commission and the Member States to take the measures needed to ensure the visibility of the ENP;
10. Calls on the Commission to develop guidelines for local and regional authorities on their specific role in implementing ENP action plans and to develop the ENP further;
11. Encourages the Commission and national, regional and local authorities to set up city and region-twinning programmes, and to provide adequate support for such programmes, in order to reinforce local and regional administrative capacity in neighbouring countries, as well as to promote exchange programmes for civil society and micro-project initiatives;
12. Points to the importance of intensive regional cooperation for border policing and immigration control;
13. Considers it important to facilitate efficiently visa requirements for local border traffic and specific population groups (including students, researchers, artists, businesspersons and journalists), in order to stimulate economic, environmental, social and cultural development in regions bordering the Union and throughout neighbouring countries, to the benefit of all parties, and to reduce disparities along the external borders of the EU;
14. Takes the view that the ENP should also entail cooperation in preventing and dealing jointly with natural disasters, and encourages Member States as well as regional and local authorities to include this aspect in their cross-border cooperation programmes;
15. Reminds the Commission to include in its annual report to the European Parliament and to the Council on the implementation of Community assistance – the first such report being due at the end of 2007 – an evaluation of the ENP Instrument on cross border cooperation, including information on local and regional participation per country, on the various joint operational programmes and on related decentralised capacity building.



## PROCEDURE

<b>Title</b>	Strengthening the European neighbourhood policy
<b>Procedure number</b>	2007/2088(INI)]
<b>Committee responsible</b>	AFET
<b>Opinion by</b> Date announced in plenary	REGI 26.4.2007
<b>Enhanced cooperation – date announced in plenary</b>	
<b>Drafts(wo)man</b> Date appointed	Tunne Kelam 12.4.2007
<b>Previous drafts(wo)man</b>	
<b>Discussed in committee</b>	25.6.2007      28.6.2007
<b>Date adopted</b>	17.7.2007
<b>Result of final vote</b>	+:            43 –:            0 0:            1
<b>Members present for the final vote</b>	Alfonso Andria, Stavros Arnautakis, Elspeth Attwooll, Tiberiu Bărbulețiu, Jean Marie Beaupuy, Rolf Berend, Wolfgang Bulfon, Bairbre de Brún, Vasile Dîncu, Gerardo Galeote, Iratxe García Pérez, Pedro Guerreiro, Zita Gurmai, Marian Harkin, Jim Higgins, Filiz Hakaeva Hyusmenova, Mieczysław Edmund Janowski, Rumiana Jeleva, Tunne Kelam, Evgeni Kirilov, Constanze Angela Krehl, Mario Mantovani, Sérgio Marques, James Nicholson, Lambert van Nistelrooij, Jan Olbrycht, Maria Petre, Markus Pieper, Pierre Pribetich, Wojciech Roszkowski, Elisabeth Schroedter, Grażyna Staniszevska, Kyriacos Triantaphyllides, Oldřich Vlasák
<b>Substitute(s) present for the final vote</b>	Jan Březina, Den Dover, Jill Evans, Emanuel Jardim Fernandes, Lidia Joanna Geringer de Oedenberg, Samuli Pohjamo, Christa Prets, Károly Ferenc Szabó
<b>Substitute(s) under Rule 178(2) present for the final vote</b>	Péter Olajos, Thomas Ulmer
<b>Comments (available in one language only)</b>	...

## **OPINION OF THE COMMITTEE ON CIVIL LIBERTIES, JUSTICE AND HOME AFFAIRS**

for the Committee on Foreign Affairs

on strengthening the European neighbourhood policy  
(2007/2088(INI))

Draftswoman: Adina-Ioana Vălean

### **SUGGESTIONS**

The Committee on Civil Liberties, Justice and Home Affairs calls on the Committee on Foreign Affairs, as the committee responsible, to incorporate the following suggestions in its motion for a resolution:

1. Reaffirms the crucial importance of the ENP in consolidating a ring of stability, security, prosperity and good governance based on the values of respect for human rights, democracy and the rule of law; believes therefore that, within the framework of the ENP, the EU should further contribute to improving capacity building in the ENP countries in the area of freedom, security and justice by wider concrete measures, such as technical assistance and training of persons such as judges, police and custom officers.
2. Recalls that this goal is of mutual interest both to the EU and to its neighbours as the ENP contributes to a European area of freedom, security and justice, in promoting respect for human rights, and in particular the right to freedom of expression, the management of migration and the fight against terrorism, organised crime, human trafficking and corruption.
3. Welcomes the initiative of a strengthened ENP that gives new incentives to partner countries; believes that it should remain sufficiently flexible, offering a tailor-made approach to each neighbour; insists that the deepening of the EU relationship with each country should depend on its degree of commitment to common values, as well as its implementation of agreed priorities.
4. Insists that respect for fundamental rights and the international commitments of the Member States, notably those accepted within the framework of the European Convention for the Protection of Human Rights and Fundamental Freedoms, should be at the heart of all relations with ENP partner countries.

5. Expresses its concern about the lack of sufficient commitment by some ENP partner countries to respect for fundamental rights and urges partners to address in particular issues such as restrictions on press freedom, intimidation of NGOs, political prisoners, ill-treatment in police custody.
6. Regrets the weak performance of the ENP in the democracy field, which will have huge costs in terms of the political credibility and reputation of the EU, especially in the Southern partner States; encourages the EU to go beyond its declaration of principles.
7. Is aware of the European aspirations of some ENP countries; recalls that the ENP, as part of European foreign policy, remains distinct from the question of membership of the European Union, as it seeks to provide means for reinforcing bilateral relations, supports transition as a goal in its own right, and encourages prosperity, stability and security as a common interest.
8. Welcomes the proposal to include ENP partners in the Community agencies and programmes related to Justice and Home Affairs, which could serve as a catalyst for reforms, increase the sharing of best practices and enhance mutual understanding and intercultural dialogue.
9. Reiterates the need to step up cooperation with the Justice and Home Affairs bodies of the ENP countries as well as participation by civil society organisations (trade unions, employers' organisations and NGOs, and especially organisations working in the field of the protection of women's rights); emphasises that it is also important to improve cooperation between the European Union and civil society in the ENP countries.
10. Reiterates the importance of facilitating the mobility of students, researchers, officials; recalls that such mobility facilitation contributes to creating closer human links and improving the EU's image in ENP countries; calls for the removal of barriers to legitimate travellers from ENP countries through adequate visa requirements; welcomes therefore the initiative of a strengthened ENP that offers new possibilities of legitimate travel to the EU; welcomes the visa facilitation agreements with Ukraine and Moldova and the creation of a common visa application centre in Moldova, which could serve as a pilot project for the creation of such centres in other partner countries; encourages the Member States to improve their consular services in the ENP countries and to create common visa application centres.
11. Welcomes the establishment of a local border traffic regime that makes it possible for border area populations to maintain traditional contacts without encountering excessive administrative obstacles.
12. Considers that closer cooperation on border control, migration management, in full compliance with international human rights conventions, international law and international obligations relating to search and rescue of persons at sea, together with readmission agreements, are necessary as part of wider strategy to combat illegal immigration, terrorism, organised crime, trafficking in human beings for sexual and other purposes and drugs trafficking and are a prerequisite to visa facilitation.
13. Regrets the fact that seven years after the adoption of the Tampere programme, the

European Union does not have a coherent common immigration policy and that the focus has been until now on illegal immigration, whilst legal and illegal migration policy should be developed in a simultaneous and balanced way.

14. Considers that a common EU immigration policy must be based on respect for fundamental rights (notably the right to asylum and *non-refoulement*), solidarity, shared responsibility; it must be done in close cooperation with the third countries of origin and transit and must be associated with a policy of co-development, addressing the root causes of migration such as poverty, wars, dictatorships and taking into account the pull and push factors in migration.
15. Recalls the close link between illegal and legal migration, the fight against clandestine immigration entailing the improvement of legal immigration channels.
16. Welcomes the Commission's submission of a proposal for a directive providing for sanctions against employers of illegally staying third country nationals.
17. Stresses the need to promote programmes for the creation and establishment of organisations for the management of would-be immigrants to the European Union from ENP countries.
18. Welcomes the opening of centres for information on work possibilities in the EU and application, such as in Mali, and recommends the extension of such pilot projects in the ENP partner countries.
19. Calls on the EU to develop policies designed to facilitate to the utmost the positive impact of capital remittances by smoothing their flow and avoiding potential risks of fraud and over-taxation.
20. Recalls that the fight against trafficking in people should be a high priority of the ENP, with special attention being given to the protection of vulnerable groups of persons, such as women and children; calls for more police and judicial cooperation between Member States and ENP countries, in order, on the one hand, to improve prevention by launching awareness campaigns in the ENP countries and the Member States and, on the other, to dismantle the criminal organisations which benefit from trafficking;
21. Recalls that the conclusion of readmission agreements are a priority and form part of the partnership with third countries to combat illegal migration and trafficking in human beings; in that sense, welcomes the readmission agreements with Ukraine and Moldova.
22. Regrets that Ukraine has not yet extended visa facilitation to Romania and Bulgaria; urges Ukraine to immediately apply equal treatment to all EU citizens; welcomes the EC decision to delay ratification of the readmission agreements until this issue is settled; calls for the rapid implementation and appropriate monitoring of these agreements.
23. Considers that EU readmission agreements, replacing bilateral and multilateral agreements, with countries under the ENP programme should be adopted in full transparency and in compliance with international conventions, including the Geneva Convention, the principle of *non-refoulement* and the UN Convention Against Torture

and Other Cruel, Inhuman or Degrading Treatment or Punishment.

24. Proposes that the Commission publish annually an evaluation report on EU-readmission agreements, and come forward with proposals for improving the agreements when needed, and to fully involve Parliament in this process.
25. Recalls that improving the efficiency of border controls is vital in the fight against illegal migration, terrorism, organised crime, including trafficking in human beings and drugs, counterfeiting; believes that the ENP offers a good framework for helping ENP countries to secure their external borders against such threats.
26. Considers that border controls must be operated in a spirit of solidarity between Member States including by sharing the burden of managing the EU's external borders.
27. Stresses that there is a foreign policy dimension and not only a security dimension to the visa and border control policies, which create a bad image for the EU.
28. Warmly welcomes the establishment of FRONTEX and the launch of cooperation between FRONTEX, ENP countries and other third countries; encourages the conclusion of further agreements with those ENP partner countries; insists on the need to strengthen this cooperation and increase funding for FRONTEX; calls on the Member States to honour their promises and provide FRONTEX with all the logistic and human resources it needs to accomplish its tasks.
29. Recalls that the effective fight against terrorism, illegal immigration and organised crime in and from the neighbourhood can hardly be carried out without engaging all the resources of both the Commission and the Member States themselves, as well as other EU-based and international players.
30. Reaffirms the importance of enhancing cooperation with ENP countries in the fight against terrorism, notably in deepening cooperation with Europol and Eurojust in order to build mutual trust and share best practices; urges ENP partner countries to increase their level of data protection to approximate laws and practices in line with EU data protection standards as a prerequisite for further cooperation in this area; recalls that any joint counter-terrorism measures should fully comply with the principles of legitimacy, proportionality and efficiency.
31. Recalls that the ENP provides an excellent framework for regional and sub-regional cooperation; calls for enhanced regional cooperation in the matters of freedom, security, justice, and in particular in border management, migration and asylum, the fight against organised crime, trafficking in human beings, illegal immigration, terrorism, money laundering and drugs trafficking as well as police and judicial co-operation; considers that regional cooperation and networking on such issues could build on the experience gained, inter alia, within the framework of the “Söderköping Process”, which includes Belarus, Moldova and Ukraine and, on the EU side, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, Slovakia and Sweden.
32. Welcomes the new 'Black Sea Synergy' regional cooperation initiative, which supplements the ENP in the Black Sea region by proposing, inter alia, to improve border

management and customs cooperation at regional level and to stimulate regional dialogue with civil society; considers that work on a strengthened and coherent engagement towards the Black Sea area could build on the experience gained within the framework of the Barcelona Process and the Northern Dimension; insists that the priorities of this regional approach should be freedom, justice and security, democracy, respect for international law and civil society cooperation.

33. Reaffirms the crucial importance of the ENP, which is an adequate framework for dialogue and action aimed at finding solutions to frozen conflicts such as Transnistria; considers that, in the absence of the rule of law, such frozen conflicts constitute black holes for organised crime, terrorism, trafficking in human beings and drugs, and are a source of insecurity; therefore calls for the strengthening of regional initiatives that bring ENP partner countries together in order to find common solutions to such conflicts.
34. Regrets the absence of an adequate consultation of Parliament by the Presidency on the main aspects and basic choices of the common foreign and security policy, as provided for by Article 21 TEU.
35. Asks the Council Presidency and the Commission to keep the Parliament better informed during negotiations of agreements in the ENP area and to take into consideration Parliament's recommendations, in line with Articles 39 and 21 TEU and Article 300 TEC.
36. Calls on the Council and the Commission to keep Parliament better and more regularly informed during the negotiations of visa facilitation and readmission agreements with ENP countries, in application of the principle of cooperation in good faith between European institutions.
37. Calls for better cooperation between the EU and international organisations such as the Council of Europe in order to make full use of their expertise in areas such as human rights, information, cyber-crime, bio-ethics, trafficking, organised crime, etc.
38. Supports the idea of creating an “ENP – East Parliamentary Assembly”, following the model of the existing Euromed Parliamentary Assembly.
39. Welcomes the creation of the European Neighbourhood Policy Instrument, which is more flexible and allows new forms of cooperation and progress towards a “Neighbourhood Investment Fund”, which should address specific areas of cooperation, in particular cross-border cooperation.
40. Calls on the Commission to coordinate its financial resources and policy analytical capabilities with those of the international financial institutions (EIB, EBRD, World Bank) to generate synergies in conditioning and stimulating reforms along the lines of the ENP action plans.

## RESULT OF FINAL VOTE IN COMMITTEE

<b>Date adopted</b>	3.10.2007
<b>Result of final vote</b>	+: 26 -: 3 0: 0
<b>Members present for the final vote</b>	Alexander Alvaro, Philip Bradbourn, Michael Cashman, Carlos Coelho, Fausto Correia, Panayiotis Demetriou, Bárbara Dührkop Dührkop, Kinga Gál, Roland Gewalt, Jeanine Hennis-Plasschaert, Livia Járóka, Magda Kósáné Kovács, Barbara Kudrycka, Esther De Lange, Henrik Lax, Kartika Tamara Liotard, Sarah Ludford, Viktória Mohácsi, Martine Roure, Søren Bo Søndergaard, Vladimir Urutchev, Adina-Ioana Vălean, Ioannis Varvitsiotis
<b>Substitute(s) present for the final vote</b>	Inés Ayala Sender, Edit Bauer, Maria da Assunção Esteves, Ona Juknevičienė, Jean Lambert, Antonio Masip Hidalgo, Siiri Oviir, Eva-Britt Svensson
<b>Substitute(s) under Rule 178(2) present for the final vote</b>	

## PROCEDURE

<b>Title</b>	Strengthening the European neighbourhood policy		
<b>Procedure number</b>	2007/2088(INI)		
<b>Committee responsible</b>	AFET		
<b>Opinion by</b> Date announced in plenary	INTA 26.04.07	REGI 26.04.07	LIBE 26.04.07
<b>Not delivering opinion(s)</b> Date of decision	INTA 07.05.07		
<b>Enhanced cooperation</b> Date announced in plenary			
<b>Drafts(wo)man</b> Date appointed	Charles Tannock Raimon 17.4.2007		Obiols i Germà 19.09.07
<b>Previous drafts(wo)man</b>	Panagiotis Beglitis		
<b>Discussed in committee</b>	13.09.07	09.10.07	22.10.07
<b>Date adopted</b>	22.10.2007		
<b>Result of final vote</b>	+: 49 -: 1 0: 2		
<b>Members present for the final vote</b>	Christopher Beazley, Bastiaan Belder, Elmar Brok, Colm Burke, Véronique De Keyser, Giorgos Dimitrakopoulos, Hélène Flautre, Hanna Foltyn-Kubicka, Michael Gahler, Georgios Georgiou, Bronisław Geremek, Maciej Marian Giertych, Ana Maria Gomes, Klaus Hänsch, Jana Hybášková, Anna Ibrisagic, Metin Kazak, Maria Eleni Koppa, Joost Lagendijk, Emilio Menéndez del Valle, Willy Meyer Pleite, Pasqualina Napoletano, Annemie Neyts-Uyttebroeck, Vural Öger, Ria Oomen-Ruijten, Ioan Mircea Paşcu, Béatrice Patrie, Samuli Pohjamo, Bernd Posselt, Raül Romeva i Rueda, Jacek Saryusz-Wolski, György Schöpflin, Marek Siwiec, Hannes Swoboda, István Szent-Iványi, Konrad Szymański, Charles Tannock, Geoffrey Van Orden, Ari Vatanen, Jan Marinus Wiersma, Josef Zieleniec		
<b>Substitute(s) present for the final vote</b>	Ryszard Czarnecki, Alexandra Dobolyi, Patrick Gaubert, David Hammerstein, Marie Anne Isler Béguin, Tunne Kelam, Evgeni Kirilov, Rihards Pīks, Aloyzas Sakalas, Antolín Sánchez Presedo, Adrian Severin		
<b>Substitute(s) under Rule 178(2) present for the final vote</b>			