



**2018/0247(COD)**

21.1.2019

# **OPINION**

of the Committee on Regional Development

for the Committee on Foreign Affairs

on the proposal for a regulation of the European Parliament and of the Council  
establishing the Instrument for Pre-accession Assistance (IPA III)  
(COM(2018)0465 – C8-0274/2018 – 2018/0247(COD))

Rapporteur for opinion: Joachim Zeller

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## AMENDMENTS

The Committee on Regional Development calls on the Committee on Foreign Affairs, as the committee responsible, to take into account the following amendments:

### Amendment 1

#### Proposal for a regulation

##### Recital 5

###### *Text proposed by the Commission*

(5) The enlargement policy of the Union is an investment in peace, security **and** stability in Europe. It provides increased economic and trade opportunities to the mutual benefit of the Union and the aspiring Member States. The prospect of Union membership has a powerful transformative effect, embedding positive democratic, political, economic **and** societal change.

###### *Amendment*

(5) The enlargement policy of the Union is an investment in peace, security and stability **and prosperity** in Europe. It provides increased economic and trade opportunities to the mutual benefit of the Union and the aspiring Member States. The prospect of Union membership has a powerful transformative effect, embedding positive democratic, political, economic, societal **and environmental** change.

### Amendment 2

#### Proposal for a regulation

##### Recital 6

###### *Text proposed by the Commission*

(6) The European Commission reaffirmed the firm, merit-based prospect of EU membership for the Western Balkans in its Communication 'A credible enlargement perspective for and enhanced EU engagement with the Western Balkans'<sup>16</sup>. This is a strong message of encouragement for the whole Western Balkans and a sign of the EU's commitment to their European future.

###### *Amendment*

(6) The European Commission reaffirmed the firm, **reform-based and** merit-based prospect of EU membership for the Western Balkans in its Communication 'A credible enlargement perspective for and enhanced EU engagement with the Western Balkans'<sup>16</sup>. This is a strong message of encouragement for the whole Western Balkans and a sign of the EU's commitment to their European future.

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<sup>16</sup> COM(2018) 65 final available at <https://ec.europa.eu/commission/sites/beta->

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<sup>16</sup> COM(2018) 65 final available at <https://ec.europa.eu/commission/sites/beta->

### Amendment 3

#### Proposal for a regulation Recital 7

##### *Text proposed by the Commission*

(7) Assistance should also be provided in compliance with the agreements concluded by the Union with the beneficiaries listed in Annex I. Assistance should mainly focus on assisting the beneficiaries listed in Annex I to strengthen democratic institutions and the rule of law, reform the judiciary and public administration, respect fundamental rights and promote gender equality, tolerance, social inclusion and non-discrimination. Assistance should also support the key principles and rights as defined in the European Pillar of Social Rights<sup>17</sup>. Assistance should continue to support their efforts to advance regional, macro-regional and cross-border cooperation as well as territorial development, including through implementation of Union macro-regional strategies. It should also enhance their economic and social development and economic governance, underpinning a smart, sustainable and inclusive growth agenda, including through implementation of regional development, agriculture and rural development, social and employment policies and the development of the digital economy and society, **also** in line with the flagship initiative Digital Agenda for the Western Balkans.

##### *Amendment*

(7) Assistance should be provided in compliance with the agreements concluded by the Union with the beneficiaries listed in Annex I. Assistance should focus, **on the one hand**, on assisting the beneficiaries listed in Annex I to strengthen democratic institutions and the rule of law, reform the judiciary and public administration, respect **freedom of media and fundamental human rights, in particular the rights of minorities, respect and advance workers' rights** and promote gender equality, tolerance, social inclusion and non-discrimination, **as well as** support the key principles and rights as defined in the European Pillar of Social Rights<sup>17</sup>. **On the other hand**, assistance should continue to support their efforts to advance **economic, social and territorial development as well as** regional, macro-regional and cross-border cooperation, **gradually adopting relevant EU policies and practices, especially those of Cohesion Policy contributing also to the** implementation of Union macro-regional strategies. **Furthermore, IPA III** should also enhance their economic governance, underpinning a smart, sustainable and inclusive growth agenda, including through **the** implementation of **multi-annual programmes aimed at** regional development, agriculture and rural development, social and employment policies and the development of the digital economy and society, also in line with the flagship initiative Digital Agenda for the

#### Amendment 4

##### Proposal for a regulation Recital 8

###### *Text proposed by the Commission*

(8) The Union should provide support to the transition towards accession for the benefit of the beneficiaries listed in Annex I, based on the experience of its Member States. This cooperation should focus in particular on the sharing of experience acquired by the Member States in the reform process.

###### *Amendment*

(8) The Union should provide support to the transition towards accession, ***as well as to participation in EU cohesion Policy upon accession***, for the benefit of the beneficiaries listed in Annex I, based on the experience of its Member States ***and duly taking into consideration their specific situations***. This cooperation should focus in particular on the sharing of experience ***and best practices*** acquired by the Member States, ***as well as by the beneficiaries listed in Annex I***, in the reform process.

#### Amendment 5

##### Proposal for a regulation Recital 10

###### *Text proposed by the Commission*

(10) It is essential to further step up cooperation on migration including border management, ensuring access to international protection, sharing relevant information, strengthening the development benefits of migration, facilitating legal and labour migration, enhancing border control and pursuing our effort in the fight against irregular migration, trafficking in human beings ***and*** migrant smuggling.

###### *Amendment*

(10) It is essential to further step up cooperation on migration including border management, ensuring access to international protection, sharing relevant information, strengthening the development benefits of migration, facilitating legal and labour migration, enhancing border control, ***making humanitarian assistance available*** and pursuing our effort in the fight against irregular migration, trafficking in human beings, migrant smuggling ***and other forms of crime***.

## Amendment 6

### Proposal for a regulation

#### Recital 11

##### *Text proposed by the Commission*

(11) Strengthening the rule of law, including the fight against corruption and organised crime, and good governance, including public administration reform, remain key challenges in most of the beneficiaries listed in Annex I and are essential in order for beneficiaries to come closer to the Union and later to fully assume the obligations of Union membership. In view of the longer-term nature of the reforms pursued in those areas and the need to build up track records, financial assistance under this Regulation should address the requirements placed on the beneficiaries listed in Annex I as early as possible.

##### *Amendment*

(11) Strengthening the rule of law, including the fight against corruption and organised crime, and good governance, including public administration reform and ***bolstering administrative capacities***, remain key challenges in most of the beneficiaries listed in Annex I and are essential in order for beneficiaries to come closer to the Union and later to fully assume the obligations of Union membership. In view of the longer-term nature of the reforms pursued in those areas and the need to build up track records, financial assistance under this Regulation should address the requirements placed on the beneficiaries listed in Annex I as early as possible.

## Amendment 7

### Proposal for a regulation

#### Recital 13

##### *Text proposed by the Commission*

(13) The beneficiaries listed in Annex I need to be better prepared to address global challenges, such as sustainable development ***and*** climate change, and align with the Union's efforts to address those issues. Reflecting the importance of tackling climate change in line with the Union's commitments to implement the Paris Agreement and the Sustainable Development Goals (SDGs), this Programme should contribute to mainstream climate action in the Union's policies and to the achievement of an overall target of 25 % of the EU budget expenditures supporting climate objectives. Actions under this Programme are

##### *Amendment*

(13) The beneficiaries listed in Annex I need to be better prepared to address global challenges, such as sustainable development, ***environmental protection***, climate change ***and adapting the EU's circular economy model***, and ***to*** align with the Union's efforts to address those issues. Reflecting the importance of tackling climate change in line with the Union's commitments to implement the Paris Agreement and the Sustainable Development Goals (SDGs), this Programme should contribute to mainstream climate action in the Union's policies and to the achievement of an overall target of 25 % of the EU budget

expected to contribute 16 % of the overall financial envelope of the Programme to climate objectives. Relevant actions will be identified during the Programme's preparation and implementation, and the overall contribution from this Programme should be part of relevant evaluations and review processes.

expenditures supporting climate objectives. Actions under this Programme are expected to contribute 16 % of the overall financial envelope of the Programme to climate objectives. Relevant actions will be identified during the Programme's preparation and implementation, and the overall contribution from this Programme should be part of relevant evaluations and review processes.

## Amendment 8

### Proposal for a regulation Recital 16

#### *Text proposed by the Commission*

(16) The Commission and the Member States should ensure compliance, coherence, and complementarity of their assistance, in particular through regular consultations and frequent exchanges of information during the different phases of the assistance cycle. The necessary steps should also be taken to ensure better coordination and complementarity, including through regular consultations, with other donors. The role of civil society should be enhanced both in programmes implemented through government bodies and as a direct beneficiary of Union assistance.

#### *Amendment*

(16) The Commission and the Member States should ensure compliance, coherence, and complementarity of their assistance, in particular through regular consultations and frequent exchanges of information during the different phases of the assistance cycle. The necessary steps should also be taken to ensure better coordination and complementarity, including through regular consultations, with other donors. The role of civil society ***and of local and regional authorities, in particular in regions bordering the EU, as well as free media and the private sector*** should be enhanced both in programmes implemented through government bodies and as a direct beneficiary of Union assistance.

## Amendment 9

### Proposal for a regulation Recital 19

#### *Text proposed by the Commission*

(19) The transition from direct

#### *Amendment*

(19) The transition from direct

management of pre-accession funds by the Commission to indirect management by the beneficiaries listed in Annex I should be progressive and in line with the respective capacities of those beneficiaries.

Assistance should continue to make use of the structures and instruments that have proved their worth in the pre-accession process.

management of pre-accession funds by the Commission to indirect management by the beneficiaries listed in Annex I should be progressive and in line with the respective capacities of those beneficiaries.

Assistance should continue to make use of the structures and instruments that have proved their worth in the pre-accession process. ***In addition, IPA III should finance capacity building actions to establish the structures necessary for shared management upon accession, including through the implementation of pilot operational programmes via these structures, aiming at economic and social development modelled on the relevant EU practices. The Union should facilitate exchange of experience and best practice among beneficiaries, as well as among beneficiaries and one or more Member States.***

## Amendment 10

### Proposal for a regulation Recital 20

*Text proposed by the Commission*

(20) The Union should seek ***the most efficient*** use of available resources in order to optimise the impact of its external action. That should be achieved through coherence and complementarity among the Union's external financing instruments, as well as the creation of synergies with other Union policies and programmes. This includes, where relevant, coherence and complementarity with macro-financial assistance.

*Amendment*

(20) The Union should seek ***to*** use available resources ***efficiently*** in order to optimise the impact of its external action. That should be achieved through coherence and complementarity among the Union's external financing instruments, as well as the creation of synergies with other Union policies and programmes. This includes, where relevant, coherence and complementarity with macro-financial assistance ***and EU macro-regional strategies.***

## Amendment 11

### Proposal for a regulation

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## Recital 21

### *Text proposed by the Commission*

(21) In order to maximise the impact of combined interventions to achieve a common objective, this Regulation should be able to contribute to actions under other programmes, as long as the contributions do not cover the same costs.

### *Amendment*

(21) In order to maximise the impact of combined interventions to achieve a common objective, this Regulation should be able to contribute to actions under other **EU** programmes, as long as the contributions do not cover the same costs.

## Amendment 12

### Proposal for a regulation

#### Recital 24

### *Text proposed by the Commission*

(24) The types of financing and the methods of implementation under this Regulation should be chosen on the basis of their ability to achieve the specific objectives of the actions and to deliver results, taking into account, in particular, the costs of controls, the administrative burden, and the expected risk of non-compliance. This should include consideration of the use of lump sums, flat rates and unit costs, as well as financing not linked to costs as referred to in Article 125(1) of the Financial Regulation.

### *Amendment*

(24) The types of financing and the methods of implementation under this Regulation should be chosen on the basis of their ability to achieve the specific objectives of the actions and to deliver **effective** results, taking into account, in particular, the costs of controls, the administrative burden, and the expected risk of non-compliance. This should include consideration of the use of lump sums, flat rates and unit costs, as well as financing not linked to costs as referred to in Article 125(1) of the Financial Regulation.

## Amendment 13

### Proposal for a regulation

#### Recital 26

### *Text proposed by the Commission*

(26) External actions are often implemented in a highly volatile environment requiring a continuous and rapid adaptation to the evolving needs of Union partners and to global challenges such as human rights, democracy and good governance, security and stability, climate

### *Amendment*

(26) External actions are often implemented in a highly volatile environment requiring a continuous and rapid adaptation to the evolving needs of Union partners and to global challenges such as human rights, democracy and good governance, security and stability, climate

change and environment and irregular migration and its root causes. Reconciling the principle of predictability with the need to react rapidly to new needs consequently means adapting the financial implementation of the programmes. To increase the ability of the Union to respond to unforeseen needs, while respecting the principle that the Union budget is set annually, this Regulation should preserve the possibility to apply the flexibilities already allowed by the Financial Regulation for other policies, namely carry-overs and re-commitments of committed funds, to ensure an efficient use of the EU funds both for the EU citizens and the beneficiaries listed in Annex I, thus maximising the EU funds available for the EU external action interventions.

change and environment, ***natural disasters***, and irregular migration and its root causes. Reconciling the principle of predictability with the need to react rapidly to new needs consequently means adapting the financial implementation of the programmes. To increase the ability of the Union to respond to unforeseen needs, while respecting the principle that the Union budget is set annually, this Regulation should preserve the possibility to apply the flexibilities already allowed by the Financial Regulation for other policies, namely carry-overs and re-commitments of committed funds, to ensure an efficient use of the EU funds both for the EU citizens and the beneficiaries listed in Annex I, thus maximising the EU funds available for the EU external action interventions.

#### **Amendment 14**

##### **Proposal for a regulation Recital 29 a (new)**

*Text proposed by the Commission*

*Amendment*

***(29a) Cross border cooperation programmes are the most visible programmes of the Instrument of Pre-Accession Assistance as well as the well-known by citizens thus cross border cooperation programmes could significantly improve the visibility of the EU funded projects in the candidate states;***

#### **Amendment 15**

##### **Proposal for a regulation Recital 31 a (new)**

*Text proposed by the Commission*

*Amendment*

***(31a) Given the increased risk of corruption in large projects, it is desirable, with regard to projects***

*receiving support, to have a balanced mix of projects of varying sizes, with an emphasis on small projects (especially those using the proven LEADER method), which should also be prioritised for a host of other reasons (such as their contribution to visibility).*

## Amendment 16

### Proposal for a regulation Recital 33 a (new)

*Text proposed by the Commission*

*Amendment*

*(33a) Member States and the beneficiaries and stakeholders listed in Annex I should raise awareness of the achievements of Union funding and inform the general public accordingly. Communication and visibility activities are essential in making Union action visible on the ground and should be based on true, accurate and updated information. In order for these requirements to be enforceable, the competent authorities and the Commission should be able to apply remedial measures in case of non-compliance.*

## Amendment 17

### Proposal for a regulation Article 3 – paragraph 1

*Text proposed by the Commission*

*Amendment*

1. The general objective of IPA III shall be to support the beneficiaries listed in Annex I in adopting and implementing the political, institutional, legal, administrative, social and economic reforms required by those beneficiaries to comply with Union values and to progressively align to Union rules, standards, policies and practices with a

1. The general objective of IPA III shall be to support the beneficiaries listed in Annex I in adopting and implementing the political, institutional, legal, administrative, social, **environmental** and economic reforms required by those beneficiaries to comply with Union values and to progressively align to Union rules, standards, policies and practices with a

view to Union membership, thereby contributing to their stability, security and prosperity.

view to Union membership, thereby contributing to their stability, security and prosperity.

## Amendment 18

### Proposal for a regulation

#### Article 3 – paragraph 2 – point a

##### *Text proposed by the Commission*

(a) To strengthen the rule of law, democracy, the respect of human rights, fundamental rights and international law, civil society and security as well as improve migration management including border management;

##### *Amendment*

(a) To strengthen the rule of law, democracy, the respect of human rights, fundamental rights and international law, civil society, ***free and independent media***, and security as well as improve migration management including border management;

## Amendment 19

### Proposal for a regulation

#### Article 3 – paragraph 2 – point b

##### *Text proposed by the Commission*

(b) To reinforce the effectiveness of public administration and support structural reforms and good governance at all levels;

##### *Amendment*

(b) To reinforce the effectiveness ***and transparency*** of public administration, ***bolster administrative capacities*** and support structural reforms and good governance at all level, ***from national to regional and local***;

## Amendment 20

### Proposal for a regulation

#### Article 3 – paragraph 2 – point c

##### *Text proposed by the Commission*

(c) To shape the rules, standards, policies and practices of the beneficiaries listed in Annex I in alignment to those of the Union and to reinforce reconciliation and good neighbourly relations, as well as people to people contacts and

##### *Amendment*

(c) To shape the rules, standards, policies and practices of the beneficiaries listed in Annex I in alignment to those of the Union and to reinforce reconciliation, ***peace building*** and good neighbourly relations, as well as people to people

communication;

contacts and communication;

## Amendment 21

### Proposal for a regulation

#### Article 3 – paragraph 2 – point d

##### *Text proposed by the Commission*

(d) To strengthen economic and social development including through increased connectivity and regional development, agriculture and rural development and social and employment policies, to reinforce environmental protection, increase resilience to climate change, accelerate the shift towards a low-carbon economy **and** develop the digital economy and society.

##### *Amendment*

(d) To strengthen economic and social development ***and cohesion based on the relevant policies and practices of the European Union, supporting beneficiaries' preparations for participation in EU cohesion policy upon accession, including through multi-annual operational programmes aimed at*** increased connectivity and regional development, agriculture and rural development and social and employment policies, to reinforce environmental protection, increase resilience to climate change, accelerate the shift towards a low-carbon economy and develop the digital economy and society, ***and create conditions for the development of entrepreneurship.***

## Amendment 22

### Proposal for a regulation

#### Article 3 – paragraph 2 – point e

##### *Text proposed by the Commission*

(e) To support territorial and cross-border cooperation.

##### *Amendment*

(e) To support territorial, ***interregional*** and cross-border cooperation.

## Amendment 23

### Proposal for a regulation

#### Article 4 – paragraph 2

##### *Text proposed by the Commission*

2. The amount referred to in

##### *Amendment*

2. The amount referred to in

paragraph 1 may be used for technical and administrative assistance for the implementation of the Programme, such as preparatory, monitoring, control, audit and evaluation activities including corporate information technology systems and any activities related to the preparation of the successor programme for pre-accession assistance, in accordance with Article 20 of [NDICI Regulation].

paragraph 1 may be used for technical and administrative assistance for the implementation of the Programme, such as preparatory, monitoring, control, audit and evaluation activities including corporate information technology systems and any activities related to the preparation of the successor programme for pre-accession assistance, in accordance with Article 20 of [NDICI Regulation]. **Furthermore, an amount equivalent to 4% of the total budget of IPAIII actions under implementation should be used for the same type of activities at the initiative of the national IPA III authorities, with the aim of covering needs related to programming, programme delivery as well as ensuring administrative capacity and human resources.**

#### *Justification*

*The institutional structures in charge of IPA have been suffering from a constant lack of resources when it came to the development of human capacity, organisations and policies. National budgets are lacking funds, public administration reforms are slow to materialise, and targeted technical assistance measures included in IPA programmes so far did not solve the problem. As a response, similarly to technical assistance in cohesion policy, IPA authorities should benefit from an automatic allocation to be dedicated to management and capacity building, allowing a strategic approach to the task.*

#### **Amendment 24**

##### **Proposal for a regulation Article 5 – paragraph 4**

###### *Text proposed by the Commission*

4. Assistance under IPA III may be provided to the type of actions provided for under the European Regional Development Fund and the Cohesion Fund<sup>30</sup>, the European Social Fund Plus<sup>31</sup> and the European Agricultural Fund for Rural Development<sup>32</sup>.

###### *Amendment*

4. Assistance under IPA III may be provided to the type of actions provided for under the European Regional Development Fund and the Cohesion Fund<sup>30</sup>, the European Social Fund Plus<sup>31</sup> and the European Agricultural Fund for Rural Development<sup>32</sup>, **at national level as well as in a cross-border, transnational, interregional or macro-regional context.**

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<sup>30</sup> COM(2018) 372 final Proposal for a Regulation of the European Parliament and of the Council on the European Regional Development Fund and on the Cohesion Fund.

<sup>31</sup> COM(2018) 382 final Proposal of the European Parliament and of the Council on the European Social Fund Plus (ESF+)

<sup>32</sup> COM(2018) 392 final Proposal for a Regulation of the European Parliament and of the Council establishing rules on support for strategic plans to be drawn up by Member States under the Common agricultural policy (CAP Strategic Plans) and financed by the European Agricultural Guarantee Fund (EAGF) and by the European Agricultural Fund for Rural Development (EAFRD) and repealing Regulation (EU) No 1305/2013 of the European Parliament and of the Council and Regulation (EU) No 1307/2013 of the European Parliament and of the Council.

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<sup>30</sup> COM(2018) 372 final Proposal for a Regulation of the European Parliament and of the Council on the European Regional Development Fund and on the Cohesion Fund.

<sup>31</sup> COM(2018) 382 final Proposal of the European Parliament and of the Council on the European Social Fund Plus (ESF+)

<sup>32</sup> COM(2018) 392 final Proposal for a Regulation of the European Parliament and of the Council establishing rules on support for strategic plans to be drawn up by Member States under the Common agricultural policy (CAP Strategic Plans) and financed by the European Agricultural Guarantee Fund (EAGF) and by the European Agricultural Fund for Rural Development (EAFRD) and repealing Regulation (EU) No 1305/2013 of the European Parliament and of the Council and Regulation (EU) No 1307/2013 of the European Parliament and of the Council.

### *Justification*

*The amendment makes it clear that cohesion policy type interventions should be possible not only in a cross-border, but also a national context - as part of each beneficiary's preparations for EU cohesion policy, and with the aim of applying relevant European practices to socio-economic development.*

## **Amendment 25**

### **Proposal for a regulation Article 5 – paragraph 5**

#### *Text proposed by the Commission*

5. The [ERDF]<sup>33</sup> shall contribute to programmes or measures established for cross-border cooperation between the beneficiaries listed in Annex I and Member States. These programmes and measures shall be adopted by the Commission in accordance with Article 16. The amount of the contribution from IPA-CBC shall be

#### *Amendment*

5. The [ERDF]<sup>33</sup> shall contribute to programmes or measures established for cross-border cooperation between the beneficiaries listed in Annex I and Member States. These programmes and measures shall be adopted by the Commission in accordance with Article 16. The amount of the contribution from IPA-CBC shall be

determined pursuant to Article 10 (3) of [ETC Regulation]. IPA-Cross Border Cooperation programmes shall be managed in accordance with [ETC Regulation].

determined pursuant to Article 10 (3) of [ETC Regulation]. IPA-Cross Border Cooperation programmes shall be managed in accordance with [ETC Regulation]. ***The beneficiaries referred to in Annex I to this Regulation and their local and regional authorities are invited to take part in the types of cooperation provided for under the EGTC Regulation.***

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<sup>33</sup> COM(2018) 372 final Proposal for a Regulation of the European Parliament and of the Council on the European Regional Development Fund and on the Cohesion Fund.

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<sup>33</sup> COM(2018) 372 final Proposal for a Regulation of the European Parliament and of the Council on the European Regional Development Fund and on the Cohesion Fund.

## Amendment 26

### Proposal for a regulation Article 6 – paragraph 2

#### *Text proposed by the Commission*

2. Programmes and actions under this Regulation shall mainstream climate change, environmental protection ***and*** gender equality and shall, where applicable, address interlinkages between Sustainable Development Goals<sup>34</sup>, to promote integrated actions that can create co-benefits and meet multiple objectives in a coherent way.

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<sup>34</sup>

[https://ec.europa.eu/europeaid/policies/sustainable-development-goals\\_en](https://ec.europa.eu/europeaid/policies/sustainable-development-goals_en)

#### *Amendment*

2. Programmes and actions under this Regulation shall mainstream climate change, environmental protection, gender equality, ***cultural and linguistic diversity*** and shall, where applicable, address interlinkages between Sustainable Development Goals<sup>34</sup>, to promote integrated actions that can create co-benefits and meet multiple objectives in a coherent way.

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<sup>34</sup>

[https://ec.europa.eu/europeaid/policies/sustainable-development-goals\\_en](https://ec.europa.eu/europeaid/policies/sustainable-development-goals_en)

## Amendment 27

### Proposal for a regulation Article 6 – paragraph 4 a (new)



**4a. In cooperation with Member States, the Commission shall take the necessary measures to involve local and regional authorities in identifying and selecting the specific objectives of this Regulation.**

## **Amendment 28**

### **Proposal for a regulation**

#### **Article 7 – paragraph 2 – subparagraph 1**

*Text proposed by the Commission*

The IPA programming framework shall take relevant national strategies and sector policies into due account.

*Amendment*

The IPA programming framework shall take relevant **EU macro-regional and** national **and local** strategies and sector policies into due account.

## **Amendment 29**

### **Proposal for a regulation**

#### **Article 8 – paragraph 1**

*Text proposed by the Commission*

1. Assistance under IPA III shall be implemented in direct management or in indirect management in accordance with the Financial Regulation through annual or multi-annual action plans and measures as referred to in Chapter III of Title II of [NDICI Regulation]. Chapter III of Title II of [NDICI Regulation] shall apply to this Regulation with the exception of paragraph 1 of Article 24 [eligible persons and entities].

*Amendment*

1. Assistance under IPA III shall be implemented in direct management or in indirect management in accordance with the Financial Regulation through annual or multi-annual action plans and measures as referred to in Chapter III of Title II of [NDICI Regulation]. Chapter III of Title II of [NDICI Regulation] shall apply to this Regulation with the exception of paragraph 1 of Article 24 [eligible persons and entities]. **Where support is provided via budget support - as per Article 23 paragraph 1(c) of the [NDICI Regulation] – through sector reform performance contracts, IPA III funds made available shall be used entirely within the sector**

*concerned.*

*Justification*

*Support agreed via sector budget support should not be diverted to other policy areas, even if the agreed reform objectives are achieved with a smaller investment. Instead, all IPA III funds made available via this method of financing should serve reform objectives in the originally targeted policy area*

**Amendment 30**

**Proposal for a regulation**

**Article 8 – paragraph 2**

*Text proposed by the Commission*

2. Under this Regulation, action plans may be adopted for a period of up to seven years.

*Amendment*

2. Under this Regulation, action plans may be adopted for a period of up to seven years. ***This includes the possibility to devise multi-annual pilot operational programmes for economic and social development modelled on the practices of EU cohesion policy.***

*Justification*

*The option to implement “operational programmes” modelled on EU cohesion policy practice was made available to IPA beneficiaries towards the end of IPA I (around 2012). Under IPA II, the option existed in principle, but was rarely used. It would be beneficial, both from the perspective of effectively investing into socio-economic development, and of cohesion policy preparations, to keep that option alive, and to make it explicit at the level of the IPA III regulation.*

**Amendment 31**

**Proposal for a regulation**

**Article 9 – paragraph 1**

*Text proposed by the Commission*

1. Up to 3 % of the financial envelope shall be indicatively allocated to cross-border cooperation programmes between the beneficiaries listed in Annex I and the Member States, in line with their needs and

*Amendment*

1. Up to 5 % of the financial envelope shall be indicatively allocated to cross-border cooperation programmes between the beneficiaries listed in Annex I and the Member States, in line with their needs and priorities. ***This shall include support for***

priorities.

*capacity building at local and regional level.*

## **Amendment 32**

### **Proposal for a regulation**

#### **Article 10 – paragraph 1 a (new)**

*Text proposed by the Commission*

*Amendment*

***1a. Where a Beneficiary has fully transposed relevant EU legislation, and has demonstrated the existence of administrative capacities to apply that legislation in practice, the European Commission may decide to permit the use of national rules for the selection of applications for funding and the award of contracts under IPA III, subject to ex-post controls, and the possibility to withdraw that permission in case of systemic irregularities.***

*Justification*

*The need to use the EU's Practical Guide (PRAG) for the award of grants and tenders under IPA considerably makes implementation considerably more complex and costly. This is especially true as regards socio-economic development actions (e.g. grant schemes, financial instruments, etc.) Overall, PRAG has limited relevance for Beneficiaries' preparations for implementing cohesion policy upon accession. Therefore, where a Beneficiary has successfully implemented relevant EU legislation, it should be possible to apply the harmonised national rules instead of PRAG.*

## **Amendment 33**

### **Proposal for a regulation**

#### **Chapter 6 – title**

*Text proposed by the Commission*

*Amendment*

**MONITORING AND *EVALUATION***

**MONITORING, *EVALUATION* AND *VISIBILITY***

## Amendment 34

### Proposal for a regulation

#### Article 12 – title

*Text proposed by the Commission*

Monitoring, audit, evaluation and protection of the Union's financial interests

*Amendment*

Monitoring, audit, evaluation, **visibility** and protection of the Union's financial interests

## Amendment 35

### Proposal for a regulation

#### Article 12 – paragraph 1 a (new)

*Text proposed by the Commission*

*Amendment*

***1a. In addition, in each Beneficiary country, the Commission and the national authorities shall jointly set up an IPA III Monitoring Committee based on partnership, and a balanced representation of relevant national authorities, social partners, academia, and the representatives of civil society organisations. The Monitoring Committee shall meet at least once a year, and discuss***

***(a) the proposed priorities of IPA III in the beneficiary country in the context of the programming process;***

***(b) the progress of implementation, any issues that affect the performance of IPA III and measures taken to address them;***

***(c) the contribution of IPA III to the process of EU accession and related socio-economic reforms;***

***(d) monitoring reports and evaluations on IPA III actions and programmes;***

***(e) communication and visibility actions;***

***(f) progress made in preparations for the implementation of EU cohesion policy***

***upon accession.***

*Justification*

*The Chapter of the NDICI Regulation referred to has no specific provisions regarding the institutional framework of monitoring. To continue but also further develop existing IPA practice, that institutional framework should be built around a Monitoring Committee based on cohesion policy practice, with special regard to partnership with the relevant national stakeholders, including civil society.*

**Amendment 36**

**Proposal for a regulation**

**Article 12 – paragraph 5 a (new)**

*Text proposed by the Commission*

*Amendment*

***5a. Each Member State and beneficiary referred to in Annex I shall ensure that support under this instrument is made visible, in particular in connection with operations of strategic importance.***

**Amendment 37**

**Proposal for a regulation**

**Article 12 – paragraph 5 b (new)**

*Text proposed by the Commission*

*Amendment*

***5b. Member States, authorities and beneficiaries referred to in Annex I shall use the emblem of the European Union when carrying out visibility and communication activities.***

**Amendment 38**

**Proposal for a regulation**

**Article 12 – paragraph 5 c (new)**

*Text proposed by the Commission*

*Amendment*

***5c. In connection with support under***

*this Regulation, each beneficiary referred to in Annex I shall designate a communication coordinator for visibility and communication activities. The communication coordinator shall coordinate communication and visibility activities and, in cooperation with the Commission, shall give practical effect to the visibility measures to be taken.*

#### **Amendment 39**

##### **Proposal for a regulation**

##### **Article 12 – paragraph 5 d (new)**

*Text proposed by the Commission*

*Amendment*

**5d. The Commission shall run a network comprising communication coordinators and Commission representatives to exchange information on visibility and communication activities.**

#### **Amendment 40**

##### **Proposal for a regulation**

##### **Article 12 – paragraph 5 e (new)**

*Text proposed by the Commission*

*Amendment*

**5e. Where the beneficiary does not comply with its obligations under paragraphs 5a, 5b and 5c, up to 5 % of the support for the operation concerned may be cancelled.**

#### **Amendment 41**

##### **Proposal for a regulation**

##### **Annex II – paragraph 1 – point a**

*Text proposed by the Commission*

*Amendment*

(a) Establishing and promoting from an early stage the proper functioning of the institutions necessary in order to secure the

(a) Establishing and promoting from an early stage the proper functioning of the institutions necessary in order to secure the

rule of law. Interventions in this area shall aim at: establishing independent, accountable and efficient judicial systems, including transparent and merit-based recruitment and promoting judicial cooperation, evaluation and promotion systems and effective disciplinary procedures in cases of wrongdoing; ensuring the establishment of robust systems to protect the borders, **manage** migration flows and provide asylum to those in need; developing effective tools to prevent and fight organised crime, trafficking in human beings, migrants smuggling, money laundering/financing of terrorism and corruption; promoting and protecting human rights, rights of persons belonging to minorities including Roma **as well as lesbian, gay, bisexual, transgender and intersex persons fundamental freedoms, including** freedom of the media and data protection.

rule of law. Interventions in this area shall aim at: establishing independent, accountable and efficient judicial systems, including transparent and merit-based recruitment and promoting judicial cooperation, evaluation and promotion systems and effective disciplinary procedures in cases of wrongdoing; ensuring the establishment of robust systems to protect the borders, **stem** migration flows and provide asylum to those in need; developing effective tools to prevent and fight organised crime, trafficking in human beings, migrants smuggling, money laundering/financing of terrorism and corruption; promoting and protecting human rights, rights of persons belonging to **national, ethnic, linguistic and other** minorities including Roma, **protecting and promoting cultural and linguistic diversity**, freedom of the media and data protection.

## Amendment 42

### Proposal for a regulation Annex II – paragraph 1 – point b

#### *Text proposed by the Commission*

(b) Reforming public administrations in line with the Principles of Public Administration. Interventions shall aim at: strengthening public administration reform frameworks; improving strategic planning and inclusive and evidence-based policy and legislative development; enhancing professionalisation and de-politicisation of public service by embedding meritocratic principles; promoting transparency and accountability; improving quality and delivery of services, including adequate administrative procedures and the use of citizen centred eGovernment; strengthening public financial management and the production of reliable statistics.

#### *Amendment*

(b) Reforming public administrations **at all levels**, in line with the Principles of Public Administration. Interventions shall aim at: strengthening public administration reform frameworks; improving strategic planning and inclusive and evidence-based policy and legislative development; enhancing professionalisation and de-politicisation of public service by embedding meritocratic principles; promoting transparency and accountability; improving quality and delivery of services, including adequate administrative procedures and the use of citizen centred eGovernment; strengthening public financial management and the production of reliable statistics; **strengthening**

*decentralisation.*

#### Amendment 43

##### Proposal for a regulation

##### Annex II – paragraph 1 – point c

*Text proposed by the Commission*

(c) Strengthening economic governance: Interventions shall aim at supporting participation in the economic reform programme (ERP) process and systematic cooperation with international financial institutions on fundamentals of economic policy. Enhancing the capacity to strengthen macroeconomic stability and supporting progress towards becoming a functioning market economy with the capacity to cope with competitive pressures and market forces within the Union;

*Amendment*

(c) Strengthening economic governance: Interventions shall aim at supporting participation in the economic reform programme (ERP) process and systematic cooperation with international financial institutions on fundamentals of economic policy. Enhancing the capacity to strengthen macroeconomic stability and supporting progress towards becoming a functioning market economy, ***including strengthening entrepreneurship***, with the capacity to cope with competitive pressures and market forces within the Union;

#### Amendment 44

##### Proposal for a regulation

##### Annex II – paragraph 1 – point d

*Text proposed by the Commission*

(d) Strengthening the Union and its partners' capacity to prevent conflict, build peace and address pre-and post-crisis including through early warning and conflict-sensitive risk analysis; promoting people to people networking, reconciliation, peace-building and confidence-building measures, supporting capacity building in support of security and development (CBSD) actions.

*Amendment*

(d) Strengthening the Union and its partners' capacity to prevent conflict, build peace ***and stability***, and address pre-and post-crisis including through early warning and conflict-sensitive risk analysis; promoting people to people networking, reconciliation ***and good neighbourly relations***, peace-building and confidence-building measures, supporting capacity building in support of security and development (CBSD) actions; ***contributing to the defence and cyber defence of the beneficiaries listed in Annex I; strengthening the capabilities of strategic communication to foster systematic uncovering of disinformation.***



## Amendment 45

### Proposal for a regulation Annex II – paragraph 1 – point e

*Text proposed by the Commission*

(e) Strengthening the capacities of civil society organisations and social partners' organisations, including professional associations, in beneficiaries listed in Annex I and encouraging networking at all levels among Union-based organisations and those of beneficiaries listed in Annex I, enabling them to engage in an effective dialogue with public and private actors.

*Amendment*

(e) Strengthening the capacities of civil society organisations, ***independent media*** and social partners' organisations, including professional associations, in beneficiaries listed in Annex I and encouraging networking at all levels among Union-based organisations and those of beneficiaries listed in Annex I, enabling them to engage in an effective dialogue with public and private actors.

## Amendment 46

### Proposal for a regulation Annex II – paragraph 1 – point f a (new)

*Text proposed by the Commission*

*Amendment*

***(fa) Promoting local and regional governance and supporting local and regional authorities in connection with planning and administration.***

## Amendment 47

### Proposal for a regulation Annex II – paragraph 1 – point g

*Text proposed by the Commission*

(g) Strengthening access to and quality of education, training and lifelong learning at all levels, and offering support to cultural and creative sectors. Interventions in this area shall aim at: promoting equal access to quality early-childhood education and care, primary and secondary education,

*Amendment*

(g) Strengthening access to and quality of education, training and lifelong learning at all levels, and offering support to ***digital***, cultural and creative sectors. Interventions in this area shall aim at: promoting equal access to quality early-childhood education and care, primary and secondary education,

improving the provision of basic skills; increasing educational attainment levels, reducing early school-leaving and reinforcing teachers' training. Developing vocational education and training (VET) systems and promoting work-based learning systems to facilitate the transition to the labour market; improving the quality and relevance of higher education; encouraging alumni related activities; enhancing access to lifelong learning and supporting investment in education and training infrastructure particularly with a view to reducing territorial disparities and fostering non-segregated education and including through the use of digital technologies.

improving the provision of basic skills; increasing educational attainment levels, reducing early school-leaving and reinforcing teachers' training. Developing vocational education and training (VET) systems and promoting work-based learning systems to facilitate the transition to the labour market; improving the quality and relevance of higher education; encouraging alumni related activities; enhancing access to lifelong learning and supporting investment in education and training infrastructure particularly with a view to reducing territorial disparities and fostering non-segregated education and including through the use of digital technologies.

## Amendment 48

### Proposal for a regulation

#### Annex II – paragraph 1 – point h

##### *Text proposed by the Commission*

(h) Fostering quality employment and access to the labour market. Interventions in this area shall aim at: tackling high unemployment and inactivity by supporting sustainable labour market integration in particular of young people (especially those not in employment, education or training (NEET)), women, long-term unemployed and all under-represented groups. Measures shall stimulate quality job creation and support the effective enforcement of labour rules and standards across the entire territory. Other key areas of intervention shall be to support gender equality, promoting employability and productivity, the adaptation of workers and enterprises to change, the establishment of a sustainable social dialogue and the modernisation and strengthening of labour market institutions such as public employment services and labour inspectorates.

##### *Amendment*

(h) Fostering quality employment and access to the labour market. Interventions in this area shall aim at: tackling high unemployment and inactivity by supporting sustainable labour market integration in particular of young people (especially those not in employment, education or training (NEET)), women, long-term unemployed and all under-represented groups. Measures shall stimulate quality job creation and support the effective enforcement of labour rules and standards across the entire territory. Other key areas of intervention shall be to support ***the promotion of entrepreneurship and self-employment,*** gender equality, promoting employability and productivity, the adaptation of workers and enterprises to change, the establishment of a sustainable social dialogue and the modernisation and strengthening of labour market institutions such as public employment services and

labour inspectorates.

## Amendment 49

### Proposal for a regulation

#### Annex II – paragraph 1 – point i

##### *Text proposed by the Commission*

(i) Promoting social protection and inclusion and combating poverty. Interventions in this area shall aim at modernising social protection systems to provide effective, efficient, and adequate protection throughout all stages of a person's life, fostering social inclusion, promoting equal opportunities and addressing inequalities and poverty. Interventions in this area shall also focus on: integrating marginalised communities such as the Roma; combating discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation; enhancing access to affordable, sustainable and high quality services, such as early childhood education and care, housing, healthcare and essential social services and long term care, including through the modernisation of social protection systems.

##### *Amendment*

(i) Promoting social protection and inclusion and combating poverty. Interventions in this area shall aim at modernising social protection systems to provide effective, efficient, and adequate protection throughout all stages of a person's life, fostering social inclusion, promoting equal opportunities and addressing inequalities and poverty. Interventions in this area shall also focus on: integrating marginalised communities such as the Roma; combating discrimination based on sex, racial or ethnic origin, ***nationality, language,*** religion or belief, disability, age or sexual orientation; enhancing access to affordable, sustainable and high quality services, such as early childhood education and care, housing, healthcare and essential social services and long term care, including through the modernisation of social protection systems.

## Amendment 50

### Proposal for a regulation

#### Annex II – paragraph 1 – point j

##### *Text proposed by the Commission*

(j) Promoting smart, sustainable, inclusive, safe transport and removing bottlenecks in key network infrastructures, by investing in projects with high EU value-added. The investments should be prioritised according to their relevance to TEN-T connections with the EU, contribution to sustainable mobility,

##### *Amendment*

(j) Promoting smart, sustainable, inclusive, safe transport and removing bottlenecks in key network infrastructures, by investing in projects with high EU value-added. The investments should be prioritised according to their relevance to TEN-T connections with the EU, ***cross-border links,*** contribution to sustainable

reduced emissions, environmental impact, safe mobility, in synergy with the reforms promoted by the Transport Community Treaty.

mobility, reduced emissions, environmental impact, safe mobility, in synergy with the reforms promoted by the Transport Community Treaty.

## **Amendment 51**

### **Proposal for a regulation**

#### **Annex II – paragraph 1 – point k**

##### *Text proposed by the Commission*

(k) Improving the private-sector environment and competitiveness of enterprises, including smart specialisation, as key drivers of growth, job creation and cohesion. Priority shall be given to projects which improve the business environment.

##### *Amendment*

(k) Improving the private-sector environment and competitiveness of enterprises ***and entrepreneurship***, including smart specialisation, as key drivers of growth, job creation and cohesion. Priority shall be given to projects which improve the business environment.

## **Amendment 52**

### **Proposal for a regulation**

#### **Annex II – paragraph 1 – point m**

##### *Text proposed by the Commission*

(m) Contributing to the security and safety of food supply and the maintenance of diversified and viable farming systems in vibrant rural communities and the countryside.

##### *Amendment*

(m) Contributing to the security and safety of food ***and water*** supply and the maintenance of diversified and viable farming systems in vibrant rural communities and the countryside.

## **Amendment 53**

### **Proposal for a regulation**

#### **Annex III – paragraph 1 – point a**

##### *Text proposed by the Commission*

(a) promoting employment, labour mobility and social and cultural inclusion across borders through, inter alia: integrating cross-border labour markets, including cross-border mobility; joint local employment initiatives; information and

##### *Amendment*

(a) promoting employment, labour mobility and social and cultural inclusion across borders through, inter alia: integrating cross-border labour markets, including cross-border mobility; joint local employment initiatives; information and

advisory services and joint training; gender equality; equal opportunities; integration of immigrants' communities and vulnerable groups; investment in public employment services; and supporting investment in public health and social services;

advisory services and joint training; gender equality; equal opportunities; ***promotion of linguistic and cultural diversity***; integration of immigrants' communities and vulnerable groups; investment in public employment services; and supporting investment in public health and social services;

## Amendment 54

### Proposal for a regulation

#### Annex III – paragraph 1 – point e

##### *Text proposed by the Commission*

(e) encouraging tourism and cultural and natural heritage;

##### *Amendment*

(e) encouraging tourism, ***sport*** and cultural and natural heritage;

## PROCEDURE – COMMITTEE ASKED FOR OPINION

<b>Title</b>	Establishing the Instrument for Pre-accession Assistance (IPA III)						
<b>References</b>	COM(2018)0465 – C8-0274/2018 – 2018/0247(COD)						
<b>Committee responsible</b> Date announced in plenary	AFET 2.7.2018						
<b>Opinion by</b> Date announced in plenary	REGI 2.7.2018						
<b>Rapporteur</b> Date appointed	Joachim Zeller 20.6.2018						
<b>Discussed in committee</b>	15.11.2018						
<b>Date adopted</b>	17.1.2019						
<b>Result of final vote</b>	<table> <tr> <td>+:                   </td><td>31</td></tr> <tr> <td>–:                   </td><td>1</td></tr> <tr> <td>0:                   </td><td>3</td></tr> </table>	+:	31	–:	1	0:	3
+:	31						
–:	1						
0:	3						
<b>Members present for the final vote</b>	Pascal Arimont, Franc Bogovič, Rosa D’Amato, Tamás Deutsch, Aleksander Gabelic, Iratxe García Pérez, Michela Giuffrida, Marc Joulaud, Sławomir Kłosowski, Constanze Krehl, Louis-Joseph Manscour, Martina Michels, Iskra Mihaylova, Andrey Novakov, Younous Omarjee, Konstantinos Papadakis, Mirosław Piotrowski, Stanislav Polčák, Liliana Rodrigues, Fernando Ruas, Monika Smolková, Ruža Tomašić, Ramón Luis Valcárcel Siso, Monika Vana, Matthijs van Miltenburg, Lambert van Nistelrooij, Derek Vaughan, Kerstin Westphal, Joachim Zeller						
<b>Substitutes present for the final vote</b>	Andor Deli, John Howarth, Ivana Maletić, Bronis Ropè, Maria Gabriela Zoană, Damiano Zoffoli						

## FINAL VOTE BY ROLL CALL IN COMMITTEE ASKED FOR OPINION

31	+
ALDE	Iskra Mihaylova, Matthijs van Miltenburg
ECR	Sławomir Kłosowski, Mirosław Piotrowski, Ruža Tomašić
EFDD	Rosa D'Amato
PPE	Pascal Arimont, Franc Bogovič, Andor Deli, Marc Joulaud, Ivana Maletić, Lambert van Nistelrooij, Andrey Novakov, Stanislav Polčák, Fernando Ruas, Ramón Luis Valcárcel Siso, Joachim Zeller
S&D	Aleksander Gabelic, Iratxe García Pérez, Michela Giuffrida, John Howarth, Constanze Krehl, Louis-Joseph Manscour, Liliana Rodrigues, Monika Smolková, Derek Vaughan, Kerstin Westphal, Maria Gabriela Zoană, Damiano Zoffoli
VERTS/ALE	Bronis Ropė, Monika Vana

1	-
NI	Konstantinos Papadakis

3	0
GUE/NGL	Martina Michels, Younous Omarjee
PPE	Tamás Deutsch

Key to symbols:

+ : in favour

- : against

0 : abstention