



EUROPEAN PARLIAMENT

2009 - 2014

*Special committee on the policy challenges and budgetary resources for a sustainable  
European Union after 2013*

04.05.2011

# NOTICE TO MEMBERS

(05/2011)

**SUBJECT: Contributions to the work of SURE**

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## **PART I : CONTRIBUTIONS RECEIVED FROM EP COMMITTEES**

### **Committee on Foreign Affairs:**

#### ***Letter by Gabriele Albertini, the Chair***



ЕВРОПЕЙСКИ ПАРЛАМЕНТ    PARLAMENTO EUROPEO    EVROPSKY PARLAMENT    EUROPA-PARLAMENTET  
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Committee on Foreign Affairs  
The Chair

200585    15.02.2011

Ref.: D(2011)4226

Jutta Haug  
Chair  
SURE  
ASP 12G254

Dear Colleague,

Your committee has been charged with identifying the future policy challenges for the EU and the resulting budgetary resources which the Union requires in order to live up to such challenges.

In a letter addressed to all committees you have invited us to contribute to your debate by putting forward our views on what should be the Union's priorities in the next financing period.

After consulting the coordinators of my committee, I would like, at this stage, and before my committee draws up a formal opinion, to make the following points:

Firstly, experience in the current financial period shows a blatant disproportion between our ambitions in foreign policy - and the expectations such ambitions have created - and the financial means allocated to it. The EU has been slow in reacting to natural catastrophes and in addressing sensitive political crises, not least because of the shortage of funds.

Secondly, EU foreign policy must be based on our common values - **democracy, respect for human rights and rule of law**. Our commitment to such values must be further enhanced. The EU cannot remain silent or indifferent in the face of the protests which are shaking the southern bank of the Mediterranean. Through adequate and well targeted means we must be able to support the aspirations of the peoples living in partner countries and accompany them in their democratic transition. This means first and foremost **strengthening the European Instrument for Democracy and Human Rights**, by making it more effective, flexible and financially better endowed.

Thirdly, with new CFSP/CSDP provisions and the establishment of the European External Action Service, EU can rely on a new institutional framework for conducting an effective and coherent foreign policy. This effectiveness and coherence, however, can be achieved only if the EEAS is to effectively integrate national diplomats and therefore be a real European diplomatic service, working side by side with national diplomacies. Therefore there can be no talk, in the build-up phase, of budgetary neutrality.

.../...

Fourthly, no matter how accurate our forecast of the challenges and resulting financial needs in the field of foreign policy might be, we will always be overtaken by events. Developments in recent months (apart from the humanitarian crises in Haiti and Pakistan, one could think of the political crises in Belarus, Tunisia and Egypt, to quote only the most recent ones) show that the Union must be more flexible and responsive not only politically but also in its ability to deploy quickly additional financial resources. The coordinators therefore believe that, more adequate budgeting must be matched by **greater flexibility** between headings and above such headings.

In terms of policy areas, the following priorities could be highlighted:

The **Pre-accession and Neighbourhood policies** will continue to feature high in the Union's external agenda. The challenges we are facing in the Western Balkans are major and it is clear that, without a stepped up financial commitment (matching and substantiating our political engagement), the Union will lose its transforming power in the region.

The same applies for our neighbourhood. Our relations with the ENP countries have intensified, increasing the expectations in those countries. These relations, however, should be based on clear conditionality and benchmarking. Therefore progress in achieving "European" standards, including first and foremost respect for human rights and the establishment of democratic institutions, is essential. However, progress in this respect depends not only on these countries' political will but also on our support, including support to civil society and democratisation efforts. At a time when we set them more ambitious goals, we should be seen to increase also our financial commitment.

In the East, the **Eastern Partnership** has paved the way for closer cooperation in specific areas. The goal we have set ourselves of achieving closer political association and economic integration, based on far-reaching agreements (especially in the trade area), requires a massive modernisation of the economic, administrative and political structures of our partner countries. This means investment. Without matching financial resources the Union will lose its capacity to support the reform impetus and the democratic transition and consolidation in these countries.

Similar considerations apply for the **South**. Our relations with our southern neighbours must be based on clear progress in crucial areas such as good governance and respect for human rights. However, when a country is granted advanced status, based on defined criteria, this should also result in increased financial and technical support, in order to accompany its political, legislative and technical approximation to the EU.

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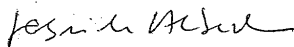
Another priority area in our foreign policy is crisis management. The current **Instrument for Stability (IfS)** is certainly a valid tool; however too much emphasis is being placed on ad-hoc, short-term measures, with too little investment in longer term, preventive measures. This is politically unsustainable. Given the more complex geopolitical setting and the growing trans-regional dimension of conflicts and security threats, conflict prevention, conflict mediation and conflict resolution have become key. At the same time, it is important for the EU to support, by means of institution building and capacity building measures, regional organisations that can be effective partners in promoting peace and in taking ownership of such processes. Sufficient resources must be therefore foreseen to allow the EU to play such an active role. In addition the EU should be able to address the specific needs of fragile states and accompany them in their efforts to reach sustainable stability. Furthermore geographic programmes (such as DCI and ENPI), which are currently too slow and unwieldy to respond to sudden crises, must be made more responsive, so as to alleviate the pressure on the IfS.

With regard to **CSFP/CSDP missions**, as emphasized by the VP/HR recently, there is a need to resort to a "comprehensive approach", i.e. to complement security and stability strategies with supporting development assistance and human rights strategies to ensure a long-term eradication of the root causes of insecurity and instability. Such a comprehensive approach requires not only better coordination, via the EEAS, but also **additional *ad hoc* budgetary appropriations**.

Another aspect your committee should bear in mind is the changing nature of our relations with **emerging world powers** such as China, India and Brazil (to quote only a few). Whilst these countries are recipient of EU development aid, little is done in terms of financial and technical cooperation in areas of mutual interest. This is due both to the fact that there is still no valid legal basis for non-ODA cooperation with such countries and to the very limited financial resources available for this purpose. The development of strategic relations with these countries must be accompanied by appropriate measures and resources. The **ICI +**, currently under negotiations, is but a very timid response to such challenges. In the new financial framework better resources for this type of activities should be foreseen.

These are but sketchy indications of where future challenges might lie. Needless to say we are willing to pursue our discussion, in view of the adoption of your final report.

Yours sincerely,



Gabriele Albertini

**Committee on Development:**

*Final Opinion, Rapporteur Thijs Berman*

[Please click on this link](#)

**Committee on Employment and Social Affairs:**

*Letter by Pervenche Berès, the Chair*



EUROPEAN PARLIAMENT

204325 21.10.2010

2009 - 2014

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*Committee on Employment and Social Affairs  
The Chairwoman*

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ES/jm  
D(2010)50657

Ms Jutta Haug  
Chair of the Committee on policy challenges  
ASP 12G254

Dear Chair,

On behalf of the Employment and Social Affairs committee (EMPL), I would like to thank you for your letter of 30 September 2010 and the opportunity to share with your committee the EMPL priorities in relation to the financial framework of the Union in the near future.

EMPL committee Members are fully aware of the utmost importance to ensure the financial basis for European employment and social policy in a context of scarce public resources due to national fiscal consolidation policies. In the wake of great global challenges deriving from the crisis and the demographic evolution, the efficient use of public funding is all the more important.

In this respect, the EMPL committee recently initiated a resolution to wind up the debate on the statement by the Commission on the future of the European Social Fund (ESF)<sup>1</sup>. Besides, the EMPL committee was associated to the report of the committee on the budgets (BUDG) on the Funding and Functioning of the European Globalisation Adjustment Fund (EGF)<sup>2</sup>. Furthermore, in the legislative resolution on guidelines for the employment policies of the Member States<sup>3</sup>, the EMPL committee underlined that the implementation of the headline targets would only be successful if adequate resources were in place.

In this respect, the Members of the EMPL committee take the view that a different approach to the use of the funds is urgently needed, also taking into account the financial problems of the Member States<sup>4</sup>. EMPL believes that a stronger focus on properly functioning labour markets and on social conditions is vital to boost growth and productivity and would improve employment performance in Europe<sup>5</sup>.

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<sup>1</sup> P7\_TA-PROV(2010)0357

<sup>2</sup> 2010/2072(INI)

<sup>3</sup> P7\_TA-PROV(2010)0309

<sup>4</sup> See attached Motion for a Resolution as adopted in EMPL on 28 April 2010, paragraph 20

<sup>5</sup> P7\_TA-PROV(2010)0357, paragraph 5

Several proposals on how this approach should look like are included in the above mentioned contributions and are highlighted below:

Strengthened governance, greater coherence between the financial instruments and better consistency of different policy areas:

Strengthened governance is a precondition for a better integration of the employment and social pillars with other pillars of the EU2020 strategy and the effective involvement of relevant stakeholders. Regarding financial aspects, EMPL calls for generating synergies and complementarities of the various financial instruments available and to meet the complex targets of the EU 2020 strategy for smart, inclusive and green growth. With this approach, the most disadvantaged micro-regions and the most vulnerable groups facing complex multi-dimensional disadvantages will be more effectively supported. To be effective, the use of the EU funding has to reduce the number of bureaucratic hurdles and facilitate longer-term measures<sup>1</sup>.

Moreover, the new strategy should reinforce the balance and coherence between economic, employment, social and environmental policies in line with more coherence across the multiannual framework programmes, such as Daphne, Progress, the Public Health Programme, and the "Europe for Citizens" programme.<sup>2</sup>

Optimise our tools

The EMPL committee is of the opinion that the European Union has to optimise the tools at hand to reach its objectives in the area of social and employment policies. This can be achieved through a more efficient and targeted use of financial instruments, supported by a better governance structure.

**European Social Fund:**

For EMPL, the ESF should be strengthened as the main engine underpinning the Europe 2020 strategy, and in particular its employment and social aspects. In its report on guidelines for the employment policies of the Member States, EMPL emphasises that the ESF resources should be fully used to increase employability and job quality, as well as to support measures to develop personal skills<sup>3</sup>. EMPL therefore calls on the Member States to use the ESF to invest in skills, employment, training and retraining activities with a view to creating more and better jobs. This focus on the employability should, however, not undermine the second objective of the ESF: social inclusion.

In this respect, EMPL recommends a bottom-up approach in the identification of the aims of the ESF as this fund highly depends on its ability to adapt to the various problems emerging from local and territorial specificities. Moreover, EMPL stresses that the ESF needs to be made more transparent as regards the allocation of funds, in order to give real visibility to the EU efforts in favour of employment and, with a view to boosting the contribution of ESF in the context of the future architecture of the structural funds, believes that there are considerable advantages in maintaining the ESF under the basic regulation on general provisions on the funds, but with its own rules.<sup>4</sup>

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<sup>1</sup> P7\_TA-PROV(2010)0309, recital 13b

<sup>2</sup> P7\_TA-PROV(2010)0357, paragraph 14

<sup>3</sup> P7\_TA-PROV(2010)0309, amendment 34

<sup>4</sup> P7\_TA-PROV(2010)0357, paragraphs 7, 14, 15 and 17

Finally, EMPL also believes that national budgets and the general budget of the EU, including the ESF and EGF should be coordinated and geared to prepare the workforce for a sustainable economy<sup>1</sup>.

### **European Globalisation Adjustment Fund (EGF):**

In its opinion to the BUDG report, EMPL calls for the continuation of the EGF in the future and for it to be clearly coordinated with the revision of the ESF beyond the next mid-term financial framework, to enable it to respond as an emergency tool to crisis situations. EMPL recalls that the EGF is an instrument that was set up in order to assist workers in cases of large-scale redundancies, to ensure positive development in the European Union in the face of globalisation and to meet the challenge of social and labour market reintegration in and between the Member States.<sup>2</sup>

EMPL strongly believes that this new tool has enabled innovative social and employment policy measures that put much more emphasis on the individual to emerge. It is hence a good example of how EU funding can foster social innovation. But this requires a strong administrative support on the side of the Commission that is unfortunately often lacking today due to insufficient administrative capacity and also a failing comprehensive approach.

### **Microfinance Facility:**

For EMPL, the Microfinance Facility is a very important tool that combines economic and social measures to boost economic and employment growth.<sup>3</sup> This instrument should, therefore, be further promoted beyond the present financial framework without being put in competition with the Progress programme.

### **Progress Programme:**

One of the main objectives of the Progress programme was to support the OMC. As EMPL Members take the view that the OMC should be improved, the design of Progress should be reviewed as well in the follow-up to the adoption of the next MFF.

In conclusion, as highlighted above, for the EMPL committee good design and coordination of the financial tools for the implementation of European employment and social policy is of paramount importance. My committee is, therefore, looking forward to a close cooperation with SURE on the proposals in its remit for the next MFF.

I gladly accept your proposal to attend your committee meetings and would appreciate if you would let me know when employment and social policy instruments are to be discussed. I would also be pleased to invite the SURE rapporteur to one of our future EMPL committee meetings.

Yours sincerely,



Pervenche Berès

Annex: Motion for a resolution on employment and social dimensions of Europe 2020,

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<sup>1</sup> P7\_TA-PROV(2010)0309, amendment 34

<sup>2</sup> 2010/2072(INI)

<sup>3</sup> P7\_TA-PROV(2010)0309, amendment 35

adopted in EMPL on 28 April 2010



EUROPEAN PARLIAMENT

2009 - 2014

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*Session document*

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30.4.2010

B7-0000/2010

## MOTION FOR A RESOLUTION

further to Question for Oral Answer B7-0000/2010

pursuant to Rule 115(5) of the Rules of Procedure

on employment and social dimensions of Europe 2020

**Pervenche Berès**

on behalf of the Committee on Employment and Social Affairs

*P. Berès*

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PE440.222v01-00

**EN**

*United in diversity*

**EN**

**B7-0000/2010**

**European Parliament resolution on employment and social dimensions of Europe 2020**

The European Parliament,

- having regard to the Commission communication on Europe 2020: A European strategy for smart, sustainable and inclusive growth (COM(2010)2020),
- having regard to its resolution of 10 March 2010 on EU 2020,
- having regard to the conclusions of the European Council of 25-26 March 2010,
- having regard to Rule 115(5) and 110(2) of its Rules of Procedure,

- A. Whereas the Lisbon Treaty stipulates that the Union should aim at full employment and social progress, as reflected in the horizontal social clause in Article 9 TFEU,
- B. Whereas both experience with the Lisbon Strategy and experience gained under the 2008-2009 crisis confirm that employment, social and economic policies should be mutually reinforcing,
- C. Whereas the title of the Europe 2020 strategy needs to make a direct reference to employment to ensure a European strategy for smart, sustainable inclusive employment and growth,
- D. Whereas the crisis underlined the importance of coordinating different policies and measures put in place at EU level and in Member States,
- E. Whereas the crisis has been wiping out millions of jobs and has aggravated job precariousness and poverty; whereas 16% of EU inhabitants are at risk of poverty; whereas 23 millions of EU inhabitants are unemployed,
- F. Whereas a smart, sustainable and inclusive economy will only be achieved if policies are urgently designed to tackle the root causes of the current unsustainable development, including several economic rules and directives which aggravate existing inequalities,
- G. Whereas investment in education, training and lifelong learning is a key element for better living conditions and a sustainable economy based on the skills, knowledge and innovation of its people,

***Ensuring employment and social objectives are genuine pillars of Europe 2020 (priority objectives)***

1. Considers that the revision of the overarching European development strategy offers a unique opportunity to set up a stronger strategy for sustainable growth aiming at full employment, quality and decent jobs and social justice;
2. Welcomes broadly the Commission's proposals focussing the new strategy on three key areas of knowledge and innovation, a sustainable and competitive economy, and high employment and social inclusion;
3. Considers however that, over the next decade, the EU will face multiple challenges in assuring its economic and social progress, including the adverse consequences of the recession, and believes that these challenges call for an in-depth review of mechanisms through which the European employment and social objectives are to be delivered;
4. Calls for measures aimed at triggering economic growth (predominantly through reducing administrative burden on small and medium enterprises); believes that economic growth has to be geared towards bringing new job opportunities;
5. Considers moreover that, in order to assure the economic and social progress, it is essential that the new strategy reinforces the balance and coherence between economic, employment, social and environmental policies; underlines that it must be an important goal of Europe 2020 to develop a true social Europe that puts employment and social security in the centre of the strategy;
6. Believes that the success of the Europe 2020 strategy, especially with regard to reducing unemployment, depends on the extent to which the Member States are willing to make the necessary investments; asks for a budgetary change at both EU and national level geared towards achieving the Europe 2020 objectives, including public investments to support decent jobs in a green economy;
7. Believes that the Europe 2020 strategy should recognize the key role of a strong public sector that acts as a key driver for change towards a sustainable economy and provides access to quality services;
8. Believes that both high employment and job quality must be central points of the strategy and that a stronger focus on well-functioning labour markets – both national and European – and on social conditions is vital in order to boost growth and productivity and improve employment performance; furthermore believes that the new strategy must give much more emphasis on job quality and decent work, including the fight against precarious and undeclared work and the creation of conditions for reconciliation of work and private life, as well as ensuring that people who are currently excluded from the labour market can gain access, particularly disabled people, younger and older people, ethnic minorities, migrants and the long-term unemployed;
9. Takes the view that the EU needs primarily highly skilled and qualified workforce to improve employability of the workforce, enhance access to employment for men and women of all ages and ethnic backgrounds, raise productivity levels, innovation and quality at work; considers that an updating of the training paths is necessary in order to take every profession - both the high-skilled and the low-skilled ones - towards the excellence of the practices and the contents;



10. Believes that special attention has to be given to tackling youth unemployment, creating conditions and incentives for older workers and carers to remain on the labour market, including persons with disabilities, and integrating immigrants and other vulnerable groups;
11. Points out that an ageing society will benefit from labour market policies geared towards inclusion and diversity; considers that tackling the demographic challenge must be a core element of the 2020 strategy and calls for early action to adapt the labour market, the social policy agenda and the industrial policy to the demographic challenge;
12. Considers that eradicating poverty and strengthening active social inclusion have to be an essential pillar for a successful 2020 strategy; believes that the European Years 2010, 2011 & 2012 can and should be used as a springboard to improve the instruments in this area;
13. Considers that gender equality legislation has so far not achieved its objectives, and believes that the pay gap between women and men, the hurdles to reconcile work and private life, unequal gender distribution of caring tasks and the provision of affordable, quality child-care facilities remain a central problem for many European workers; therefore calls for action to improve the situation;

***Establishing a sound strategy framework (targets, flagship initiatives)***

14. Notes the growing consensus on limiting the number of targets at EU level by setting fewer yet clearer, more realistic and quantifiable headline targets; points out that these targets should preserve a strong emphasis on the employment and social dimension of the future strategy while reflecting a coherence of economic, employment and social policies;
15. Welcomes broadly the Commission's proposals on the five headline targets at EU level, including those related to employment, education and poverty reduction;
16. Supports the demand that the Member States translate these EU targets into national targets, taking account of different starting positions and country specific circumstances of each Member State; invites the Commission to keep the Parliament associated to the steps taken and progress achieved in this respect;
17. Regrets that the Ecofin Council of 16 March decided to withdraw the crisis related support measures for the labour market and questioned the poverty target;
18. Regrets furthermore that the Spring European Council was unable to agree numerical rates of targets aimed at reducing school drop-out rate and increasing the share of the population having completed tertiary or equivalent education, as well as of the target, aimed at reducing the number of Europeans living below the poverty line by 25%, based on the accepted relative poverty indicator (60% of median income), knowing that this target was already rather modest;
19. Urges the Commission and the Member States to support the education and poverty reduction targets proposed by the Commission in the Communication "Europe 2020" as

top priorities, respecting the distribution of competences as foreseen in the Treaty and ensuring negotiation over individual national targets reflecting the national context and priorities, and to undertake all efforts needed to agree these concrete and quantifiable targets proposed by the Commission, for both areas, by the June European Council meeting; if agreement is not reached with the Parliament, the decision should be delayed until the October Council;

20. Reminds that European economies face, apart from the growing unemployment problem, increasing public deficits and debts; is of the view therefore that planned measures should take this into account in order to avoid future debt crisis;
21. Is convinced that education system reforms are necessary in order to fight structural unemployment, i.e. better and more efficient preparation for existing and future job opportunities;
22. Emphasises that ambitious, yet realistic and feasible targets, in the employment and social areas are essential if the strategy is to be credible; moreover, points out to the need to establish a strong consistency between employment and social objectives and those of other policy areas, in particular active citizenship, education and training, and ensuring that investment is made by Member States in social security and social protection systems, as well as guaranteeing access to rights, resources and universal services;
23. Calls on the Commission and the Member States to establish, on the basis of the headline targets on employment, poverty reduction and social inclusion, sets of concrete sub-targets both at the EU and national level which will be followed up by concrete policies and monitoring mechanisms, including indicators;
24. Emphasises, in respect of the employment rate target, the importance of ensuring greater participation of women, youth, carers, older workers, persons with disabilities and low skilled, as well as better integration of migrants and ethnic minorities in the work force;
25. Invites the Council and Commission to establish a European Youth Guarantee securing the right of every young person in the EU to be offered a job, apprenticeship, additional training or combined work and training after a maximum period of 4 months unemployment; calls for binding benchmarks on youth unemployment that may not exceed general average unemployment rate, as well as life-course approach to employment and training, underpinned by adequate state pension schemes;
26. Recalls, in respect of the poverty reduction target, its earlier proposals for the following targets:
  - The need to set up an EU target for minimum income schemes and contributory replacement income schemes providing income support of at least 60% of national median equalised income, and agreement on a timetable for achieving this target in all Member States;
  - The need to set up an EU target for minimum wages (statutory, collective agreements at national, regional or sectoral level) to provide for remuneration of at least 60% of the relevant (national, sectoral, etc.) average wage, and agreement on a timetable for achieving that target in all Member States;

- The need for the EU to agree on an EU-wide target to end street homelessness by 2015 and for all Member States to develop integrated homelessness strategies with a view to ending homelessness;
27. Believes that the Europe 2020 strategy should explicitly include ambitious targets for reducing poverty by half every five years (i.e. a target level of poverty of 8.5% by 2015 and 4% by 2020), for reducing inequality and more specifically the gap between rich and poor; considers therefore that poverty must be measured as "relative poverty" to help identify those at risk of exclusion and that the Gini indicator should be an explicit tool of the Europe 2020 strategy;
  28. Notes that the Commission proposal for the new strategy includes seven flagship initiatives aimed at catalysing progress under the three priority areas; notes that action at EU and national level aimed at assuring employment and social progress is proposed under two initiatives – ‘An agenda for new skills and jobs’ and ‘European Platform against poverty’; calls for improvement of the flagships in youth and industrial policy initiatives towards sustainable job creation and inclusion; points out that "Youth on the Move" is a laudable initiative but that labour mobility does not create the needed jobs nor does it overcome skills shortages;
  29. Believes that a sound and sustainable progress in assuring full employment, quality jobs and social justice requires a sound strategic framework;
  30. Considers therefore that a comprehensive European employment strategy should remain one of the key strands of Europe 2020, in line with Articles 121 and 148 of the Treaty, encompassing both quantitative and qualitative aspects of employment;
  31. Considers that a comprehensive European strategy aimed at eradicating poverty and facilitating social inclusion should be put in place, building on the existing Open Method of Coordination in social inclusion and social protection processes and the implementation of the integrated active inclusion strategy; believes that such a strategy should address inequality, barriers related to disability, including specific disability related expenses, and poverty in order to ensure adequate income, adequate and sustainable pensions, personalize pathway support into quality work and access to affordable and quality services for women and men of all age groups;
  32. Urges the European Council and the Commission to define and adopt an ambitious decent work agenda which includes the objective of a living wage; demands that the social partners in cooperation with the Commission initiate common European initiatives to fight social dumping and reduce the number of working poor; urges the Commission to publish on an annual basis indicators related to job quality as agreed by the Council;
  33. Calls on the Commission to supplement the proposed flagship initiatives so as to ensure such a sound strategic framework in the employment and social areas;
  34. Considers that in order to achieve a smarter, more sustainable and more inclusive economy the EU needs a green jobs strategy that delivers on skills, workplace adaptation and transformation of society; considers that such a strategy should include smart investment to create new green jobs, incentives to transform existing jobs into green jobs, investment in training and lifelong learning to support workers to develop and enable

workers to move into new jobs where necessary, a framework agreement on transition security, including the right to training and sufficient social security in times of job transition, an agreement of social partners to the right to lifelong learning and training in the workplace, and support for the adaption of skills and workplace organisation across the board;

35. Calls on the Commission to propose a European Disability Pact to Member States which can ensure coordination of disability policy and underpin relevant targets in Europe 2020 with initiatives aimed at increasing labour market participation and social inclusion of persons with disabilities;

***Setting up effective governance structures in the employment and social area***

36. Takes the view that the open method of coordination was a useful instrument, in the initial years, in transposing the overall EU objectives into concrete policies in the Member States; however, notes that due to a lack of ownership by Member States regarding the implementation of agreed action plans, and the absence of effective incentives and binding instruments at EU level the OMC failed to achieve some of its objectives; believes however that a strengthened and more effective form of governance in the employment and social area is needed for the years to come;
37. Calls on the Commission to make proposals for a strengthened governance process of the future strategy, both regarding monitoring and surveillance and implementation of employment and social policies and achievement of the targets, as well as integration of the employment and social pillars with other pillars of the strategy and effective involvement of relevant stakeholders, including civil society, at EU and national level;
38. Considers that governance structures in the employment and social areas have to become more visible and transparent, and have to include relevant European- and national-level actors, such as social partners, civil society and NGOs in structured dialogue at each stage of the design, delivery and monitoring of the strategy and the specific targets and programmes; considers that improved coordination and efficiency of the governance process should also ensure an adequate and visible focus on employment and social policies across the strategy; considers that the National and European Parliament must be given a clear role in this process;
39. Believes that certain elements used under the Open Method of Coordination, such as targets, guidelines and indicators, as well as formulation of country specific recommendations in the employment area, remain useful building blocks, but ought to be reformed and improved and expanded into the social area;
40. Considers that a real dialogue and cooperation between different stakeholders at the EU and national level responsible for the implementation of the strategy will be required in order to set coherent policies to reach EU objectives; believes that a strengthening of the dialogue - at every level of government - between entrepreneurs, employees and training institutions is important to devise effective employment strategies;

41. Recalls its calls on the Council and the Commission to acknowledge key role of the European Parliament in implementing the Europe 2020 strategy, including in respect of its employment and social pillars;
42. Recalls once again its longstanding calls on the Council and the Commission to join in negotiations for an inter-institutional agreement with the Parliament, providing for a coherent application of governance mechanisms of the new strategy with full involvement, on equal terms, of the European Parliament in drawing up objectives, targets and indicators, as well as providing for Parliament's access to documents, participation in meetings, monitoring and review of progress;
43. Instructs its President to forward this resolution to the Council and the Commission.

**Committee on the Environment, Public Health and Food Safety:**

*Final Opinion, Rapporteur Gerben-Jan Gerbrandy*

[Please click on this link](#)

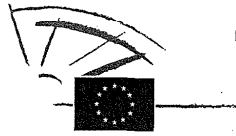
**Committee on Industry, Research and Energy:**

*Final Opinion, Rapporteur Herbert Reul*

[Please click on this link](#)

## **Committee on the Internal Market and Consumer Protection:**

### ***Letter by Malcolm Harbour, the Chair***



ЕВРОПЕЙСКИ ПАРЛАМЕНТ    PARLAMENTO EUROPEO    EVROPSKÝ PARLAMENT    EUROPA-PARLAMENTET  
EUROPÄISCHES PARLAMENT    EUROOPA PARLAMENT    ΕΥΡΩΠΑΪΚΟ ΚΟΙΝΟΒΟΥΛΙΟ    EUROPEAN PARLIAMENT  
PARLEMENT EUROPÉEN    PARLAIMINT NA HEORPA    PARLAMENTO EUROPEO    EIROPAS PARLaments  
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EURÓPSKY PARLAMENT    EVROPSKI PARLAMENT    EUROOPAN PARLAMENTTI    EUROPAPARLAMENTET

Committee on the Internal Market and Consumer Protection  
The Chairman

IMCO-10-0321  
D(2010) 52101

204262    21.10.2010

Mrs Jutta HAUG  
Chair

Special Committee on the Policy Challenges and Budgetary Resources for a  
sustainable European Union after 2013  
ASP 12G254  
EUROPEAN PARLIAMENT

**Subject:    IMCO priorities relevant for the work of the Policy Challenges  
Committee (SURE)**

Further to your letter of 30 September 2010, I am writing to inform you of key priorities of the Internal Market and Consumer Protection Committee which could be relevant for the work of the Policy Challenges Committee.

Among the strategic priorities of the IMCO Committee is the expected Commission Communication on the "Single Market Act", due to be adopted on 27 October. As you know, this Act is a direct response to a call from Parliament for a 'single market act' in its resolution of 20 May 2010 on *Delivering a Single Market to Consumers and Citizens*.

The Committee called for a Single Market Act which would be a qualitative step forward in the relaunch of the internal market, and contribute to economic growth and the achievement of the EU2020 strategy by a combination of legislative and non-legislative initiatives to strengthen and complete the Single Market. We also consider that the concerns of the citizens and consumers and their right of free movement and residence must be better reflected in Single Market policies.

The European Commission has indicated that the Single Market Act could cover as many as fifty initiatives. Given its scope and breath, the IMCO Committee has been authorised to draw up three own-initiative reports which would take as their starting points the three Chapters or 'pillars' of the Single Market Act, i.e. (a) Business, (b) Citizens and (c) Governance issues.

An important feature of the envisaged Single Market Act should be an element of urgency, to ensure that measures are in place by 2012. It will be of crucial importance



to keep the momentum going also after 2012. In this context IMCO would be very happy to contribute to the work of your Committee.

I believe that it could be useful, at the appropriate moment, for your rapporteur to come to the IMCO Committee to develop this, and indeed other initiatives of common interest.

At a later stage, we could consider, subject to the agreement of Coordinators, how best to develop our cooperation on issues of common concern, including whether a joint meeting or an alternative form of close cooperation could be envisaged.

Best wishes  
Malcolm

Malcolm HARBOUR

**Committee on Transport and Tourism:**

*Final Opinion, Rapporteur Brian Simpson*

[Please click on this link](#)

## Committee on Regional Development:

### *Letter by Danuta Maria Hübner, the Chair*



ЕВРОПЕЙСКИ ПАРЛАМЕНТ    PARLAMENTO EUROPEO    EVROPSKÝ PARLAMENT    EUROPA-PARLAMENTET  
EUROPÄISCHES PARLAMENT    EUROOPA PARLAMENT    ΕΥΡΩΠΑΪΚΟ ΚΟΙΝΟΒΟΥΛΙΟ    EUROPEAN PARLIAMENT  
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EURÓPSKY PARLAMENT    EVROPSKI PARLAMENT    EUROOPAN PARLAMENTTI    EUROPAPARLAMENTET

Committee on Regional Development  
The Chair

Ms. Jutta HAUG  
Chair  
Special Committee on the policy challenges  
and budgetary resources  
for a sustainable European Union after 2013  
ASP 12G254

112988    11.11.2010

Dear Colleague,

Thank you for your letter of 30 September 2010 and for your interest in and support to the cooperation between our Committees in matters of common concern and of utmost importance to the Parliament and to the European Union as a whole.

Indeed, my Committee attaches the greatest importance to the debate on the political, legislative and budgetary priorities for the post-2013 multiannual financial framework.

We believe, therefore, that an opinion to your Report on Policy challenges and budgetary resources for a sustainable European Union is very important and necessary for this purpose, and Ms. Constanze Angela Krehl (S&D) has thus been appointed as Rapporteur for that opinion.

I take this opportunity to highlight a few points deemed essential by my Committee on these crucial issues.

In November 2009, the Committee on Regional Development set up the Working Party on the Future Cohesion Policy, an informal working group composed by several members of the Committee and chaired by myself, in the framework of which several experts, practitioners and senior officials of the Commission gave their input in numerous meetings in view of establishing a Position Paper on the orientation of Regional policy for the future programming period of 2013-2020.

The Position Paper, containing the points deemed essential by the Working Party for establishing a successful and efficient policy, was sent to the President of the European Parliament and to the Presidents of the European Council, of the Council and of the Commission.

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5426 EN

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As you know, the Parliament has adopted on 7 October a resolution on EU cohesion and regional policy after 2013<sup>1</sup>, which largely reflects the above-mentioned Position Paper, and is perceived by the REGI Committee as the minimum standard as far as the future cohesion policy and its financial framework post-2013 are concerned.

The European value added of cohesion policy is uncontested, as this policy constitutes a well-established mechanism of delivery of European objectives and that resolution clearly advocates for an independent role for this policy as a framework for establishing strong synergies between all European policies. It also insists that the regional dimension must be fully considered in the review of the EU budget and of the future multiannual financial framework, and that a strong and well-financed EU regional policy is a *conditio sine qua non* for achieving social, economic and territorial cohesion.

I would furthermore draw your attention to the fact that we must ensure that the EU2020 Strategy is a truly European project that will reenergise Europe not only in terms of growth, sustainable jobs and competitiveness, but also its unity.

The overarching nature of the Europe 2020 Strategy has to be sustained by well coordinated policy tools and synergies between these have to be effectively put in place and the Parliament will have to play a key-role in supporting the Commission's intervention in all areas of the Strategy and in monitoring its implementation.

Those policy tools include the internal market regulation, capital investment in infrastructure, public investment, including through the budget of the European Union, in the horizontal and non-sectoral objectives of that Strategy, as well as reinforced synergies between the EU budget and the national budgets and between these latter in all priority areas.

The EU budget investment priorities have indeed to remain aligned with the above-mentioned Strategy objectives and cohesion policy will have to move to an even more result-oriented approach, focusing on conditionality and on a reliable and effective monitoring system, thus contributing to the effective and efficient delivery of those objectives and to the creation of real European added value.

However, the aim of a better alignment of EU expenditure with the EU 2020 goals (smart, sustainable and inclusive growth) as expressed by the Commission, in order to address the present fragmentation of EU funding instruments, should not imply an automatic adherence of the budget structure to the goals of the Strategy, by allocating individual policies to the exclusive attainment of each of those objectives.

Indeed, many EU policies contribute in different ways to one or more of the above-mentioned goals, in particular cohesion policy, which is of horizontal nature and cuts across all the objectives of the EU 2020 Strategy.

In order to provide you with a complete overview of the position of the Committee on Regional Development on these issues I enclose a number of documents produced

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<sup>1</sup> P7\_TA(2010)0356

recently and which reflect the core principles that form the policy as viewed by the members of this Committee and/or of the Parliament.

In this framework, I look forward, as Chair of the Committee on Regional Development, to further cooperating with you and your Committee in order to deliver a strong and consistent final position of the Parliament to the future political, legislative and budgetary architecture of the European Union.

Yours sincerely,



Danuta Hübner

Encl.

1. European Parliament resolution of 7 October 2010 on EU cohesion and regional policy after 2013 (P7\_TA(2010)0356).
2. European Parliament resolution of 24 March 2009 on the Green Paper on Territorial Cohesion and the state of the debate on the future reform of cohesion policy (2008/2174(INI)).
3. European Parliament resolution of 20 May 2010 on the contribution of the Cohesion policy to the achievement of Lisbon and the EU2020 objectives (2009/2235(INI)).
4. European Parliament resolution of 6 July 2010 on the European Union Strategy for the Baltic Sea Region and the role of macro-regions in the future cohesion policy (2009/2230(INI)).
5. Draft Report on achieving real territorial, social and economic cohesion within the EU - a sine qua non for global competitiveness? (2009/2233(INI)). Rapporteur: Petru Constantin Luhan (adopted in the Committee on Regional Development).
6. Position Paper on the Future Cohesion Policy of 13 July 2010.
7. Oral questions by Ms Danuta Hübner, on behalf of the Committee on Regional Development:
  - a) The Cohesion Policy after 2013 and the Draft communication of the EC entitled "A reform Agenda for a Global Europe - Reforming the Budget, Changing Europe";
  - b) The Cohesion Policy after 2013;
  - c) EU Cohesion and Regional Policy after 2013.
8. Letter of the Chair of the Committee on Regional Development sent to the President of the European Commission on 29 June 2010.
9. Letter of the Chair of the Committee on Regional Development sent to the President of the European Commission on 15 July 2010.

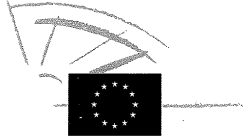
**Committee on Regional Development:**

*Final Opinion, Rapporteur Constanze Angela Krehl*

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## Committee on Agriculture and Rural Development:

*Letter by Paolo De Castro, the Chair*



EUROPEAN PARLIAMENT

COMMITTEE ON AGRICULTURE AND RURAL DEVELOPMENT  
THE CHAIRMAN

Mrs Jutta HAUG  
Chairwoman  
Policy Challenges Committee (SURE)  
European Parliament  
ASP 12G254

317952 17.11.2010

Dear Mrs Haug,

Many thanks for your letter of 30 September 2010 regarding our Committee's contribution to the working of SURE Committee. We see the undertaking of your committee as a fundamental endeavour for Parliament in the process of establishing the new Multi-annual Financial Framework post 2013.

We have decided to contribute to the work of your committee by means of a letter and through regular exchanges of information between the members of our committees. We do not intend at this time to draft a formal opinion on the report of your committee, but would like nevertheless to stress our key areas of interest through this letter and the exchanges we envisage.

As a first step in this process, we would like to propose to have a discussion in Comagri with you and the SURE rapporteur, Mr Salvador Garriga Polledo. Furthermore, we would be happy to be able to state the position of our Committee in one of the meetings of SURE.

Regarding our position for the future financial framework, we would like to draw your attention to the report on the Future of the Common Agricultural Policy (rapporteur George Lyon) that Parliament has adopted in plenary on July 7th 2010.

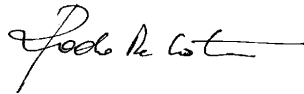
Through this report, Parliament acknowledged that in addition to its fundamental objectives - ensuring food security for Europe's citizens, guaranteeing reasonable prices for consumers and a fair revenue for farmers - the CAP beyond 2013 needs to strengthen its role in preserving the environment and mitigating climate change, as well as play a more important role in securing the livelihood of Europe's rural areas. The CAP must further secure employment and contribute to the EU's effort to redress the European economy, also through more innovation.

The CAP now has a multi-functional role in delivering public goods such as preserving the environment, high-quality food production, good animal husbandry and shaping and improving the diversity and quality of valued landscapes in the EU. Not least, the CAP is essential in combating land abandonment, rural depopulation

and the ageing of the rural population in the EU, by providing appropriate funding and assistance for rural communities.

Given the wide array of objectives that agricultural policy is called to respond to, Parliament has also demanded that the share of the budget allotted to the policy be maintained beyond 2013. The CAP remains to this day the most integrated of all EU policies and therefore accounts for the largest share of the EU budget. It is to be reminded that its share of the budget has steadily decreased from about 75% of the total EU budget in 1985 to 39.3% by 2013, representing less than 0.45% of total EU GDP, whereas the policy provides food security for 500 million Europeans, ensures 13.6 million jobs, and directly provides care and maintenance for 47 % of the entire EU territory.

Given these facts and the expectations of European citizens, consumers and food producers alike, we support the view that the Common Agricultural Policy needs to remain a fundamental political priority for Parliament and the European Union as a whole.



Paolo DE CASTRO  
Ref: D (2010) 57507



*Final Opinion, Rapporteur Giovanni La Via*

[Please click on this link](#)

**Committee on Culture and Education:**

*Final Opinion, Rapporteur Cătălin Sorin Ivan*

[Please click on this link](#)

**Committee on Women's Rights and Gender Equality:**

*Final Opinion, Rapporteur Eva-Britt Svensson*

[Please click on this link](#)

## PART II : CONTRIBUTIONS RECEIVED FROM NATIONAL PARLIAMENTS

### Austria

Mag.<sup>a</sup> Barbara Prammer



REPUBLIK ÖSTERREICH  
Nationalrat  
Die Präsidentin

Sehr geehrter Herr Präsident!

Wien, 28. Oktober 2010  
GZ. 13026.0036/28-L1.3/2010

Der Hauptausschuss hat in seiner Sitzung am 27. Oktober 2010 folgende Mitteilung gemäß Art. 23f Abs. 4 B-VG zur EU-Vorlage

13101/10 CO EUR

Europäischer Rat (Tagung am 28./29. Oktober 2010) – Entwurf einer erläuterten Tagesordnung

beschlossen:

„Die österreichische Bundesregierung hat in ihrem Positionspapier, das sie am 30. September 2010 im Rahmen des ECOFIN-Rates vorgestellt hat, deutlich die Vorteile einer Finanztransaktionssteuer dargelegt. So ist aus dem Positionspapier klar ersichtlich, dass Finanztransaktionssteuern unabhängig von Finanzaktivitätssteuern oder Bankenabgaben eingeführt werden können, da sie eine unterschiedliche Bemessungsgrundlage, eine unterschiedliche Inzidenz und eine unterschiedliche wirtschaftliche Wirkung haben:

- Eine global oder in der EU/Eurozone eingeführte Finanztransaktionssteuer mit einer breiten Bemessungsgrundlage kann signifikante Finanzmittel ohne negative realwirtschaftliche Effekte generieren. Insbesondere kann eine solche Steuer als Ergänzung zu den geplanten Regulierungsmaßnahmen auf den Finanzmärkten angesehen werden, diese aber nicht ersetzen. Steuerpflichtig ist der Erwerb von Finanzprodukten im Inland sowie im Ausland, wenn entweder der/die KäuferIn oder der/die VerkäuferIn InländerIn ist. Gewöhnliche Transaktionen auf Gehalts- und Sparkonten von Privaten werden daher nicht besteuert, ebenso nicht Geschäftskonten, welche keine Finanztransaktionen zum Gegenstand haben.
- Ein einheitlicher Steuersatz scheint die einfachste Art der Besteuerung. Der Steuersatz sollte niedrig sein, da damit Verzerrungen und Ausweichreaktionen vermieden werden

Präsidentin des Nationalrates  
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können. Derzeit wird auf EU Ebene ein Steuersatz von 0,01% diskutiert, denkbar wäre auch ein leicht höherer Steuersatz. Eine Lenkungswirkung würde trotzdem durch die Frequenz der Transaktionen entstehen. Transaktionen näher an der Realwirtschaft haben niedrigere Frequenzen und würden damit weniger stark betroffen.

- Das Steueraufkommen könnte bei globaler Einführung und breiter Bemessungsgrundlage (wie weiter unten vorgeschlagen) anfangs etwa ½ Prozent des Welt-BIP betragen, das wären etwa 200 bis 250 Mrd. € bei einem Steuersatz von 0,01%. Das Steueraufkommen würde in der Tendenz steigen, wenngleich auch Schwankungen nicht ausgeschlossen werden können.
- Die Inzidenz der Abgabe ist günstig, d.h., dass überwiegend die ZahlerInnen der Abgabe auch die Abgabe wirtschaftlich tragen werden und damit die gewünschte Zielgruppe getroffen wird. Die moderate Höhe des gesamten Abgabenaufkommens sichert eine faire und angemessene Besteuerung. Die Finanzinstitutionen können damit weiter ungehindert ihrer Rolle für die Wirtschaft gerecht werden.

Steuern auf bestimmte Finanztransaktionen werden aktuell in einigen EU-Mitgliedstaaten eingehoben. Dieses Recht soll nicht angetastet werden. Die EU-weite Einführung einer allgemeinen Steuer auf Finanztransaktionen wäre auch für diese Länder ein Vorteil, weil bisherige Ausweichreaktionen abnehmen oder sogar wegfallen würden.

Der europäische Finanzmarkt und insbesondere jener der Eurozone ist bereits weitgehend integriert. Es ist als Reaktion auf die Finanzkrise in den aktuellen Plänen vorgesehen, die Transparenz weiter zu erhöhen, z.B. bei den Märkten für Derivate. Das ermöglicht das rasche und kostengünstige Wechseln von Jurisdiktionen und höhlt die Steuersouveränität der Mitgliedstaaten weiter aus. Bei einer EU-weiten Regulierung der Märkte, welche steuerliche Aspekte berücksichtigt, könnte der Binnenmarkt weiter entwickelt, der europäische Finanzmarkt vertieft und auch die Steuersouveränität gestärkt werden.

Auf Grund von wirtschaftlichen Vorteilen großer Märkte wird ein Großteil der Finanztransaktionen auf wenigen Marktplätzen in Europa abgewickelt. Eine Besteuerung würde aber nicht die BürgerInnen in den Ländern mit den Marktplätzen treffen, sondern die Finanzmarktteilnehmer, welche auf diesen Märkten handeln. Im Bereich des Zolls, welcher eine Eigenmittelquelle für den EU-Haushalt darstellt, ist dieses „Rotterdam-Effekt“ genannte Phänomen längst umgesetzt und politisch akzeptiert. So wie beim Zoll oder der EU-Quellenbesteuerung auf Zinseinkünfte, wäre es fair, wenn die Länder mit den Marktplätzen die zusätzlichen Abgaben, welche aus neuen Finanztransaktionssteuern (z.B. von Derivate-Märkten) entstehen würden, mit den anderen Mitgliedstaaten, deren BürgerInnen zu

diesem Aufkommen beitragen, teilen würden.

Der Nationalrat unterstützt daher die beiliegende Position der österreichischen Bundesregierung nach Einführung einer Finanztransaktionssteuer und ersucht den Europäischen Rat, das Europäische Parlament und die Europäische Kommission,

- die Arbeiten unter Einbindung von Steuer- und FinanzmarktexpertInnen zur Prüfung der praktischen Aspekte einer Einführung einer allgemeinen Finanztransaktionssteuer zu intensivieren und bis zum Europäischen Rat im März 2011 eine umfassende Analyse vorzulegen, welche Bedingungen für die Anwendung einer solchen Steuer gelten würden;
- bei allen Legislativvorschlägen zur Finanzmarktregulierung zu berücksichtigen, dass – wo zutreffend – steuerliche Anknüpfungspunkte für nationale oder EU-weite Finanztransaktionssteuern bestehen;

eine vergleichende Analyse bestehender nationaler Finanzmarktsteuern zu erstellen.

**Austrian Position Paper for the Introduction of a General Financial and Global  
Transaction Tax**

- A broad based financial transaction tax which is implemented globally or in the EU/Euro area can generate significant fiscal revenues without negative side effects on the real economy. In particular, such a tax can complement but not substitute the planned re-regulation of financial markets. The taxable event should be the acquisition of financial products in the home country, and also abroad, if either the buyer or the vendor are citizens of the home country. Normal transactions on retail customer bank and saving accounts or business bank accounts, which do not relate to pure financial transactions, will not be taxed.
- A single tax rate seems to be the simplest way of taxation. The tax rate should be low, as this will reduce distortions and tax evasion to a minimum. Currently a rate of 0.01 % is under discussion in EU fora, but a slightly higher rate could be considered. The tax can, nevertheless, have an impact on the frequency of trades. Transactions closer to real economic activity have low frequencies and will thus be less affected.
- If implemented globally and broad based (as proposed below), tax revenues could initially amount to some ½ percent of world GDP, or some 200 to 250 bn € at a rate of 0.01 %. Tax revenues would increase over time, though fluctuations cannot be excluded.
- The tax incidence is favourable, i.e. it is very likely that the tax payer will also carry most of the burden of the tax. Thus, the tax will be paid by the target groups. The moderate overall amount of tax revenues ensures a fair and adequate taxation. This will allow financial institutions to play their full role for the economy.

**Motivation**

Broad tax bases improve the allocation of resources. Labour, capital and the environment are already subject to taxes world-wide. Labour in particular labour is highly burdened by taxes. Physical capital is directly and indirectly taxed via e.g. environmental taxes or VAT. In comparison, financial capital is comparatively less, or not at all, burdened by taxes. This is why one can reasonably expect a moderate contribution of the sector for the necessary fiscal consolidation.



Tax burden in 2008	EU-27	Euro area
Total taxes as % of GDP	39.3	39.7
Implicit tax on labour, %	36.5	38.6
Implicit tax on capital, %	n.a.	30.1
Tax on energy in € per ton oil-equivalent	196.3	194.7

Source: EC: Taxation Trends 2010



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## Financial Transaction Tax – Outline

### 1. Taxable Event

- Acquisition of financial products in the home country
- Acquisition of financial products abroad, if either the buyer or the vendor is citizen of the home country.

### 2. Date of Tax Liability

- Date of disposition agreement

### 3. Taxable Person

- Buyer and/or vendor

For transactions where a stockbroker acts as intermediary, he is also considered jointly and severally liable. Stockbrokers may be banks, as well as all persons who regularly trade in financial products on behalf of third parties or arrange the buying and selling of financial products. In case of joint and several liability, a rule has to be worked out who is primarily liable.

### 4. Taxable Objects:

- Shares
- Bonds
- Derivatives, distinguished between
  - Options
  - Swaps
  - Forward contracts (i.e. futures and forwards)

### 5. Tax Base

- Purchase price for shares and bonds
- Notional value for derivatives (i.e. the value of a derivative's underlying assets), which far exceeds the purchase price of the derivative.

### 6. Tax Rate

A flat rate tax would be the most manageable option. Tax rates from 0.01% to 0.1% have been discussed. A tax rate of 0.01% to 0.05 % is proposed, as tax evasion as well as economic impact would be kept at a low level. Nevertheless, such a low tax rate can reduce the number of high frequency transactions (e.g. on derivatives).

### 7. Tax Revenue

At a tax rate of 0.01% the estimated tax revenues (based on all financial transactions of 2007) would be  $\frac{1}{2}$  % of global GDP. Tax revenues in Europe and North America would be above average with about  $\frac{3}{4}$  % of GDP, tax revenues in Low Income Countries would be considerably lower.

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### **European Aspects of a General Financial Transaction Tax**

Several EU Member States levy taxes on certain financial transactions. This right to tax shall not be affected. The EU-wide introduction of a general tax on financial transactions would also benefit these countries, as existing tax evasion would decline or even disappear.

The European financial market – and even more so that of the Euro area – is already deeply integrated. As reaction to the financial crisis, current planning envisages to improve the transparency of markets, e.g. on the markets of derivatives. Such integration allows for a quick and cheap change of jurisdictions and will further undermine the tax-sovereignty of Member States. By regulating markets at the EU-level in a way that takes account of possible taxation, the EU would contribute to the furthering of the internal market, to the deepening of financial markets and to the strengthening of tax-sovereignty at the same time.

Due to the economic advantage of large markets a big part of financial transactions is executed on a few market places in Europe. Any taxes levied would not necessarily burden the citizens of the countries hosting the market places, but those who trade on these market places. As regards customs duties, which are one of the own resources of the EU-budget, the so-called „Rotterdam-effect“ is well-known, politically accepted and implemented. In analogy to customs duties or the EU-withholding tax on interest income, it would be fair if Member States who host market places would share the additional tax revenues generated by new financial transactions taxes (e.g. from markets of derivatives) with other Member States whose citizens contribute to the tax revenues.

Taxes on financial transactions can be implemented independently of bank levies or financial activity taxes: the tax base, the tax incidence and the economic impact is different.

### **Proposals for further steps**

1. Setting-up of a High Level Group of Tax and Financial Market Experts by the ECOFIN-Council in order to examine the practical aspects of a general FTT with a view to report to the spring European Council in March 2011.
2. The EC shall be invited to – where applicable - take into account elements of national or EU-wide taxation, when making proposals for regulating financial markets.
3. The EC shall be invited to make a stock-taking comparison of existing national taxes on the financial markets.”

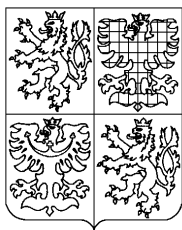
Hievon beehre ich mich Mitteilung zu machen und verbleibe  
mit freundlichen Grüßen



(Mag.<sup>a</sup> Barbara Prammer)

An den  
Präsidenten des  
Europäischen Parlaments  
Herrn Jerzy BUZEK

Rue Wiertz 43  
1047 Brüssel  
BELGIEN



**PARLAMENT ČESKÉ REPUBLIKY**  
**POSLANECKÁ SNĚMOVNA**  
*6. volební období*

**Ing. Pavel S u c h á n e k**

*předseda rozpočtového výboru*

*Praze dne        ledna 2011*  
*Čj.: 11949/00001/2011*

*Vážená paní předsedkyně,*

*obdržel jsem Vaši výzvu, abychom jsme se vyjádřili ke strategii budoucího víceletého finančního rámce Evropské unie. Předložil jsem tento požadavek rozpočtovému výboru Poslanecké sněmovny Parlamentu České republiky. Přiznávám, že jsme k této problematice vedli v našem výboru obsáhlou diskusi. Výsledek našeho jednání jsme shrnuli do stanoviska, které jsme přijali formou usnesení. Toto usnesení Vám v příloze zasílám. Současně jsme pověřili naši stálou zástupkyni při Evropském parlamentu, aby s Vaším sekretariátem zprostředkovávala všechny další kontakty.*

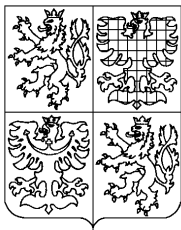
*Těším se na další spolupráci a snad i na osobní kontakt.*

*S pozdravem*

*Příloha: dle textu*

*Vážená paní*  
**Jutta H a u g**  
*předsedkyně výboru*

*Zvláštní výbor Evropského parlamentu*  
*pro politické výzvy a rozpočtové prostředky*  
*pro udržitelnou Evropskou unii po roce 2013*  
*(SURE)*  
*B-1047 B r u s e l*



**PARLIAMENT OF THE CZECH REPUBLIC**  
**CHAMBER OF DEPUTIES**  
*6<sup>th</sup> election term*

**Ing. Pavel S u c h á n e k**

*Chairperson of the Committee on the Budget*

*In Prague on 18th January 2011*  
*Ref. No.: 11949/00001/2011*

*Dear Chairwoman,*

*I have received your invitation to comment on the strategy of the future multiannual financial framework of the EU. I put forward your request to the Committee on the Budget of the Chamber of Deputies of the Parliament of the Czech Republic. I have to admit we conducted a thorough discussion on this topic in our Committee. The results of our deliberations are summarised in our position we adopted in the form of a resolution. Please, find the resolution attached to this letter. At the same time we have authorised our permanent representative to the European Parliament to mediate all future contacts with your secretariat.*

*I am looking forward to future co-operation and perhaps even personal contact with you.*

*Yours sincerely,*

*Appendix: as mentioned in the text*

*Mrs.*

**Jutta H a u g**

*Chairwoman*

*Special Committee of European Parliament  
on the Policy Challenges and Budgetary Resources  
for a Sustainable European Union after 2013  
(SURE)  
B-1047 B r u s s e l s*

*Parlament České republiky*  
**Poslanecká sněmovna**  
*6. volební období - 2011*  
*rozpočtový výbor*

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**USNESENÍ**  
*z 10. schůze dne 12. ledna 2011*

k požadavku předsedkyně „Dočasného výboru Evropského parlamentu pro politické výzvy a rozpočtové zdroje k udržitelnému rozvoji Evropské unie (výboru SURE)

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Na základě vyzvání předsedkyně „Dočasného výboru Evropského parlamentu pro politické výzvy a rozpočtové zdroje k udržitelnému rozvoji Evropské unie (výboru SURE) paní Jutty Haug a po doporučení předsedy Evropského parlamentu pana Jerzyho Buzka se rozpočtový výbor Poslanecké sněmovny Parlamentu České republiky zabýval posouzením politických a finančních priorit, které Česká republika na své parlamentní úrovni spatřuje pro budoucí víceletý finanční rámec EU na období po roce 2013 (MFF).

Rozpočtový výbor Poslanecké sněmovny Parlamentu po úvodním výkladu jeho předsedy poslance Pavla Suchánka a po rozpravě zaujímá ve shodě s již dříve přijatým usnesením Poslanecké sněmovny č. 181 z 9. schůze dne 9. prosince 2010 ke Sdělení Komise Evropskému parlamentu, Radě, Evropskému hospodářskému a sociálnímu výboru, Výboru regionů a parlamentům členských států - Přezkum rozpočtu EU /kód dokumentu 15285/10, KOM(2010) 700 v konečném znění/ /sněmovní tisk 191-E/ následující stanovisko:

Rozpočtový výbor

**I. k časovému hledisku doporučuje, aby**

- politická jednání o nadcházejícím finančním rámci EU byla v rámci Rady a s Evropským parlamentem ukončena nejpozději v červnu 2012, tak aby byl dostatečný časový prostor na přijetí související legislativy, která bude ve většině případů přijímána spolurozhodující procedurou;

**II. k délce finančního rámce a struktuře rozpočtu je toho názoru, že**

- délka období, na které je víceletá finanční perspektiva přijímána, by měla být zachována, tj. 7 let. Sedmileté období dává dostatečně dlouhou jistotu ohledně výše dostupných zdrojů a podmínek pro jejich čerpání. Zkrácení programovacího období by snižovalo efektivitu programování i následné implementace, zejména u investičních programů jako je kohezní politika;
- současné mechanismy flexibility zakotvené v evropském rozpočtu jsou dostatečné a umožňují adekvátním způsobem reagovat na nepředvídatelné události. Nepodporujeme případné návrhy na vytvoření nových nástrojů flexibility ani na rozvolnění současných pravidel platných pro jejich využívání;

**III. k objemu a strategii rozpočtu se zasazuje o to, aby**



- budoucí evropský rozpočet zůstal zachován přibližně na jeho současné úrovni kolem 1 % HND EU;
- souhrn výdajů rozpočtu EU zajišťoval evropskou přidanou hodnotu se zřetelem k plnění cílů strategie Evropa 2020;

#### **IV. k příjmové straně rozpočtu**

##### **a) navrhuje, aby**

- rozpočet EU měl co nejjednodušší a nejpřehlednější systém vlastních zdrojů, kdy státy přispívají podle své vyspělosti. Financován by měl být pouze tradičními vlastními zdroji a zdrojem založeným na HND;
- zdroj založený na DPH byl zrušen, neboť je v rozporu se zásadou spravedlnosti odvodů a jednoduchosti;
- se odstranily na příjmové straně rozpočtu EU veškeré rabaty;

##### **b) nesouhlasí, aby**

- byly zaváděny nové zdroje rozpočtu, které by systém pouze zkomplikovaly a současně by ohrožily výhradní odpovědnost členských států v oblasti daňové politiky;

#### **V. k výdajové straně rozpočtu trvá na tom, aby**

- kohezní politika EU zůstala jednou z hlavních výdajových položek rozpočtu EU a aby prostředky na politiku soudržnosti byly koncentrovány na méně vyspělé členské státy a regiony – současný cíl 1. Kohezní politika EU představuje podle našeho názoru klíčový nástroj solidarity v EU a současně významný prostředek pro podporu růstu a reálné konvergence méně vyspělých oblastí k průměru EU;
- hlavním cílem kohezní politiky bylo snižování zaostalosti méně vyspělých členských států a regionů a podpora jejich přibližování k úrovni vyspělosti bohatších států. Současnou snahu Komise o co největší provázání kohezní politiky s cíli strategie Evropa 2020 proto nepovažujeme za zcela optimální a usilujeme o co největší prostor pro členské státy ke zohlednění potřeb jejich regionů;
- Evropský sociální fond zůstal i nadále součástí kohezní politiky EU;
- výpočet alokací byl společný pro všechny fondy kohezní politiky;

#### **VI. ke Společné zemědělské politice prosazuje, aby**

- byla provedena skutečná zásadní reforma s její vyšší tržní orientací. Důraz klademe na odstranění přetrvávajících rozdílů ve výši přímých plateb mezi členskými státy EU a na přerušení vazby mezi výši plateb a úrovní produkce před více než deseti lety;
- SZP byla i nadále zachována jako společná politika. Přímé platby by měly být i nadále financovány výhradně z rozpočtu EU, neměly by být spolufinancovány z národních rozpočtů;

- výdaje na SZP byly, s ohledem na zachování rozpočtu na úrovni 1 % HND a nutný prostor rozpočtu pro silnou kohezní politiku a financování nových priorit, dále postupně snižovány;

*VII. a) pověřuje* předsedu výboru, aby s tímto stanoviskem seznámil předsedkyni Dočasného výboru Evropského parlamentu pro politické výzvy a rozpočtové zdroje k udržitelnému rozvoji Evropské unie;

*b) žádá* stálou zástupkyni Poslanecké sněmovny Parlamentu České republiky paní Kláru Urbanovou, aby zprostředkovávala kontakty mezi sekretariátem rozpočtového výboru Poslanecké sněmovny Parlamentu České republiky a sekretariátem výboru Evropského parlamentu pro politické výzvy a rozpočtové zdroje k udržitelnému rozvoji Evropské unie.

Jiří DOLEJŠ v.r.  
ověřovatel

Pavel SUCHÁNEK v.r.  
předseda

*Parliament of the Czech Republic*  
***Chamber of Deputies***  
*6<sup>th</sup> election term - 2011*  
*Committee on the Budget*

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***RESOLUTION***  
*from 10<sup>th</sup> meeting held on January 12, 2011*

on the request of the Chairwoman of the “Special Committee on the Policy Challenges and Budgetary Resources for a Sustainable European Union after 2013 (SURE committee)”

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Following the invitation of the Chairwoman of the “Special Committee on the Policy Challenges and Budgetary Resources for a Sustainable European Union after 2013 (SURE committee)” Mrs. Jutta Haug and recommendation of the President of European Parliament Mr. Jerzy Buzek the Committee on the Budget of the Chamber of Deputies of the Parliament of the Czech Republic considered political and financial priorities which the Czech Republic foresees on the parliamentary level for the next multiannual financial framework of the EU for the period following the year 2013 (MFF).

Having heard the initial explanation of the Chairperson of the Committee on the Budget and member of the Chamber of Deputies Mr. Pavel Suchánek and having discussed the issue the Committee on the Budget of the Chamber of Deputies of the Parliament of the Czech Republic adopts the following position which is in accord with already adopted resolution of the Chamber of Deputies No. 181 from 9<sup>th</sup> plenary session held on December 9, 2010 on the Communication of the Commission to the European Parliament, the European Council, the European Economic and Social Committee, the Committee on Regions and Parliaments of Member States – EU Budget Review /document code 15285/10, KOM(2010) 700 in the final wording/ /Parliamentary print 191-E/:

The Committee on the Budget

***VII. as far as time perspective is concerned, recommends***

- to conclude political negotiations about the upcoming EU financial framework within the framework of the Council and European Parliament in June 2012 at the latest so as to provide satisfactory time frame for adoption of related legislation, which in most of the cases will be adopted by means of the co-decision procedure;

***VIII. as far as the financial framework and budget structure is concerned, it is of the opinion that***

- the duration of period for which the multiannual financial perspective is to be adopted, shall be maintained, i.e. it shall be maintained at 7 years. The seven-years-long period provides sufficient certainty with respect to the aforementioned resources available and conditions applicable to drawing the funds. Any shortening of the period would decrease the efficiency of the programme as well as its consequent implementation in the area of investment programs such as the cohesion policy in particular;

- the current flexibility mechanisms embedded in the European budget are sufficient and allow for adequate reaction to unforeseeable events. We do not support any eventual proposals for creation of new flexibility tools nor relaxing the current rules for the use of such rules;

**IX. as far as budget volume and strategy is concerned, it wishes to**

- maintain the future European budget approximately at its current level of 1 % EU's GNI;
- make sure the sum of EU's budget expenses provides the European added value in view of the Europe 2020 strategy goals fulfilment;

**X. as far as budget revenues are concerned  
c) it proposes to**

- make sure the EU's budget has the simplest and most transparent system of capital and reserves with individual member countries contributing according to the level of their development. Furthermore, the budget shall be funded by traditional own resources and by a source based on GNI;
- abandon the VAT based source because it is in contradiction with the principles of just contributions and simplicity;
- remove all rebates in the EU budget revenues;

**d) it disagrees with**

- introducing new budgetary sources that would only make the system more complex and at the same cause danger to the sole responsibility of member states in the area of tax policies;

**XI. as far as expenditures are concerned, it insists on**

- making sure the EU's cohesion policy remains one of the main expenditure items of EU's budget and that the cohesion policy funds shall be concentrated and directed to the less developed member states and regions – i.e. the current goal no. 1. The EU cohesion policy in our opinion represents a key solidarity tool in the EU and at the same time it is a significant tool for support of growth and real convergence of less developed areas towards the EU average;
- making sure the main priority of the cohesion policy is reducing deficiency of less developed member states and regions and support of their approximation to the level of development of wealthier member states. Therefore, we do not consider the current endeavour of the Commission to link the cohesion policy with the Europe 2020 strategy goals to the maximum possible extent to be optimal and seek to provide as much opportunities for the member states to make sure the needs of their regions are taken into consideration;
- keeping the European social fund an integral part of the EU Cohesion Policy in the future;
- common calculation of allocations for all Cohesion Policy funds;

*XII. as far as Common Agricultural Policy is concerned, it supports*

- performing a real and substantial reform of CAP with significantly better market orientation. We put the emphasis on removing persisting differences in direct payments between the EU member states and abandonment of the link between the amount of payments and the level of production more than ten years ago;
- maintaining the CAP a common policy also in the future. Direct payments should continue to be funded from EU budget exclusively and such payments shall not be co-financed from national budgets;
- continuation of gradual CAP expenditure reductions in view of keeping the EU budget on the level of 1% GNI and the need for strong cohesion policy and new priorities funding;

*VII. a) authorises* the Chairperson of the Committee to communicate this position to the Chairwoman of the “Special Committee on the Policy Challenges and Budgetary Resources for a Sustainable European Union;

*b) requests* the Permanent Representative of the Chamber of Deputies of the Parliament of the Czech Republic Mrs. Klára Urbanová to mediate contacts between the secretariat of the Committee on the Budget of the Chamber of Deputies of the Parliament of the Czech Republic and the secretariat of the Committee on the Policy Challenges and Budgetary Resources for a Sustainable European Union of European Parliament.

Jiří DOLEJŠ m.p.  
verifier

Pavel SUCHÁNEK m.p.  
Chairperson

MEP Jutta Haug  
Parlement européen  
Bât. Altiero Spinelli  
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60, rue Wiertz / Wiertzstraat 60  
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**Udtalelse til Europa-Parlamentets SURE-udvalg om den flerårige finansielle ramme for 2014-2020 og den fælles landbrugspolitik**

28. januar 2011

Kære Fru Jutta Haug

Ref. 10-001001-5

Kontakt

Signe Riis Andersen

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Signe.andersen@ft.dk

Folketingets Europaudvalg, Finansudvalg og Udvalg for Fødevarer, Landbrug og Fiskeri har behandlet spørgsmålet om den kommende flerårige finansielle ramme for 2014-2020 og har vedtaget følgende udtalelse, som bidrag til SURE-udvalgets videre arbejde:

Et flertal (Venstre, Socialdemokraterne, Socialistisk Folkeparti, Konservative Folkeparti and Radikale Venstre) finder, at EU-kommissionens budget review KOM (2010) 0700 danner et fornuftigt udgangspunkt for det videre arbejde med de kommende flerårige finansielle rammer (2014-2020), men er samtidig skeptiske over for dele af udspillet om fremtidige finansieringskilder. Flertallet tilslutter sig, at EU's kommende budget udformes, så det understøtter de fælles prioriteringer i 2020-strategien.

Flertallet mener derfor, at der skal derfor opstilles klare prioriteter mellem udgiftskategorier med henblik på at fremme dem, som bidrager mest til at opnå EU's 2020-mål.

Målsætningerne om at basere EU's budget på merværdi ifht. de samme udgifter afholdt på nationalt niveau, og om at gøre EU's budget mere fremtidsorienteret og resultatorienteret er meget positive. Det er ligeledes positivt, at klima og energi nævnes som tværgående indsatsområder. Derudover bør områder som forskning, innovation, fælles infrastrukturprojekter og EU's udenrigspolitikke arbejde styrkes i det nye budget. Det handler i særlig grad om, at stimulere investeringerne i grønnere teknologi og grønnere services, for det er som Kommissionen påpeger, der, det største potentiale for fremtidig eksport og fremtidige job ligger, eftersom der er tale om en industri, der allerede nu beskæftiger 3,5 millioner europæere.

En holdbar vækst- og beskæftigelsesudvikling skal være båret af markeds-mæssig efterspørgsel og understøttet af politisk bestemte tilskudsordninger og incitamentsstrukturer. Samme principper bør gælde for infrastrukturområdet.

Flertallet tilslutter sig fuldt Kommissionens forslag om, at satse endnu mere på infrastrukturprojekter, der tilfører hele EU en merværdi, som f.eks. transport-, kommunikations- og energinet. Måltrettet finansiel støtte på EU-plan kan være med til at kickstarte sådanne vigtige projekter, der ofte frembyder et stort kommercielt potentiale på længere sigt.

Flertallet lægger stor vægt på en øget markedsorientering og liberalisering af den fælles landbrugspolitik med henblik på en afvikling af landbrugsstøtten på længere sigt for alle 27 medlemslande. EU's landbrugspolitik skal indrettes, så den er bæredygtig i forhold til natur, miljø og dyrevelfærd. Der er ikke nogen modsætning mellem et langsigtet mål om støtteafvikling og et større fokus på bæredygtighed i den eksisterende støtte.

Flertallet er skeptisk over for Kommissionens forslag til reformer af finansieringssiden. Flertallet anser for eksempel Kommissionens forslag om direkte opkrævning af EU-moms for at være for vidtgående. Medlemslandenes eneret til skatteopkrævning skal fastholdes. EU-budgettet finansieres allerede i dag bl.a. af told og landbrugsafgifter, som medlemslandene opkræver på vegne af hele fællesskabet. Flertallet mener ikke, at Danmark på forhånd skal afvise at se på forslag til sådanne nye indtægtskilder, så længe der ikke er tale om at EU opkræver direkte EU-skatter i medlemslande eller at nye indtægtskilder benyttes til en generel forøgelse af EU's budget.

Derudover mener flertallet, at EU's landbrugsstøtte i perioden 2014-2020 skal have et meget stærkere fokus på håndtering af nye udfordringer og skal være med til at understøtte EU's 2020-strategi for intelligent, bæredygtig og inklusiv vækst. Det betyder, at flere ressourcer skal flyttes til udvikling af ny teknologi inden for landbrug, miljø- og naturbeskyttelse, klimatiltag, økologi og forbedret fødevarekvalitet. Det kan bl.a. gøres ved krav om stigende modulation og flere frihedsgrader til, hvad landene må bruge pengene til.

Et mindretal (Dansk Folkeparti) ønsker i forhold til ovenstående udtalelse at gøre følgende bemærkninger:

Dansk Folkeparti ser på positivt på beskrivelsen i forhold til at reformere EU's udgiftsside, så udgifterne i højere grad flugter med EU's politiske prioriteringer. Derimod bør EU ikke udvikle nye former for egenindtægter. EU's indtægter bør baseres på indbetalinger direkte fra EU's medlemslande, så der for borgerne er fuld åbenhed og gennemsigtighed.

Mindretallet lægger stor vægt på en øget markedsorientering og liberalisering af den fælles landbrugspolitik med henblik på en afvikling af landbrugsstøtten på længere sigt for alle 27 medlemslande i EU. Mindretallet lægger vægt på, at EU's landbrugspolitik er bæredygtig i forhold til natur, miljø og dyrevelfærd. Der er ikke modsætning mellem på den ene side en støtteafvikling og på den anden side et fokus på bæredygtighed. Mindretallet opfordrer til øget fokus på ensartet implementering af EU-tiltag og regler.

Den europæiske landbrugs- og fødevarerektors evne til at overleve i fremtiden er tæt knyttet til sektorens evne til at være innovativ og aktivt bruge sin faglighed, snarere end at basere sig på klassiske støttemekanismer. Den fælles landbrugspolitik skal i perioden 2014-2020 have et meget stærkere fokus på håndtering af nye udfordringer.

Den fælles landbrugspolitik har potentialet til at være en del af løsningen på mange af de nye udfordringer og at bidrage til at udforske nye indtjeningsmuligheder og en bæredygtig udvikling. For eksempel hvordan man kan skabe en effektiv vandforvaltning og forvaltning af biodiversitet, fødevarerikkerhed, håndtering af klimændringer, højere miljømæssige hensyn og levering af grøn energi. Og dermed skabe merværdi i landbrugssektoren.

Et andet mindretal (Enhedslisten og Chr. H. Hansen (UFG)) mener, at EU fremtidige budgetter skal tage udgangspunkt i, at væksten i EU på ingen måde må overstige væksten i medlemslandenes offentlige sektor. Det betyder også, at nedskæringerne i disse landes budgetter skal genfindes i EU's budgetter.

Mindretallet afviser alle forslag om nye direkte eller indirekte skatter, som ender direkte i EU's kasse. Det skal sikres, at medlemsstaterne har fuld kontrol med EU's budgetter og udviklingen af såvel EU's indtægter som udgifter. Vi vil dog gerne lægge skat på finansielle transaktioner - en tobinlignende skat - koordinere selskabsbeskatning og større indsats mod skattely mv. Men mindretallet mener, at dette skal gøres gennem koordinering mellem landene og ikke som EU-skatteregler.


Anvendelsen af EU's midler skal omprioriteres, sådan at der fokuseres på at understøtte en grøn-omstilling i medlemslandene. Klimaindsatsen skal tage udgangspunkt i en målsætning om, at EU-landene samlet set skal reducere deres CO2 udslip med 40 procent i 2020 og at der på længere sigt gennemføres en omstilling til 100 procent vedvarende energi.

Landbrugsstøtten skal reduceres og omlægges. Ethvert element af eksportstøtte skal fjernes og støtten skal koncentreres omkring at støtte en udvikling af landbruget, så det bliver både miljømæssigt og økonomisk bæredygtigt.



Det væsentligste element i dette er støtte til økologisk omlægning og lokal  
produktion af fødevarer.

Med venlig hilsen



Anne-Marie Meldgaard, formand for Europaudvalget

***(English version)***

Jutta Haug MEP  
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**Opinion for the SURE Committee of the European Parliament on the  
multiannual financial framework for 2014-2020 and the Common Agricultural**

04 February 2011

Dear Mrs. Haug,

Ref. 10-001001-7

Contact  
Signe Riis Andersen  
Secretary to the Committee on  
European Affairs

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The European Affairs Committee, the Finance Committee and the Committee on Food, Agriculture and Fisheries have considered the question of the multiannual financial framework for the period 2014-2020 and have adopted the following opinion as their contribution to the further work in the SURE Committee.

A majority (Venstre, Socialdemokraterne, Socialistisk Folkeparti, Konservative Folkeparti and Radikale Venstre) find the European Commission's budget review COM (2010) 0700 a sensible starting point for further work on the future multiannual financial framework (2014-2020), while remaining sceptical of parts of the proposal in respect of future financing means. The majority endorse shaping the future EU budget in a manner which supports the common priorities of the 2020 strategy.

The majority therefore believe that this requires a clear prioritization of cost categories in order to promote those which contribute the most to achieving the Europe 2020 objectives.

The objective of basing the EU budget on added value when compared to spending similar amounts at a national level and of making the EU budget more future and result oriented is very positive. It is equally positive that climate and energy are mentioned as crosscutting priorities. In addition, areas such as research, innovation, joint infrastructure projects and European foreign policy efforts should be strengthened in the new budget. It is particularly a question of stimulating investment in greener technologies and greener services. As the Commission points out, this holds the greatest potential for future exports and future jobs as we are talking about an industry already employing 3.5 million Europeans.

Sustainable growth and sustainable development in employment must be supported by market

demand and underpinned by politically determined subsidy schemes and incentive structures. Similar principles should be applied to infrastructure.

The majority fully support the Commission's proposal for even greater emphasis on infrastructure projects which provide added value for the entire EU, e.g. transport, communication and energy networks. Targeted financial support at European level could help kick-start these types of important project which frequently offer considerable commercial potential in the longer term.

The majority emphasize a more market-oriented and liberalised common agricultural policy with a view to phasing out agricultural aid for all 27 member countries in the longer term. The European agricultural policy must be shaped to become sustainable in respect of nature, the environment and animal welfare. There is no contradiction between a long-term objective of phasing out aid and a greater focus on sustainability in the existing aid.

The majority is sceptical of the Commission's proposal for reform of the financing side. In the opinion of the majority, the Commission's proposal for collecting an EU value-added tax directly is an example of going too far. Member countries must maintain their exclusive right to collect taxes. At present, the European budget is already funded by e.g. tariffs and agricultural levies which member countries collect on behalf of the whole Community. The majority believe that Denmark should not, in advance, refuse to consider proposals for such new sources of income so long as they do not involve the EU collecting European taxes directly in member countries or using new sources of income to increase the EU budget in general.

The majority also believe that the EU's agricultural aid for the period 2014-2020 must be focused more strongly on handling new challenges while supporting the Europe 2020 strategy for intelligent, sustainable and inclusive growth. This means shifting more resources to the development of new technology in agriculture, environment and nature protection, climate measures, organic farming and improved food quality. This can, for example, be achieved by requiring increased modulation and increased freedom for countries to spend the funds as they wish.

A minority (Dansk Folkeparti) wish to make the following statement in relation to the above opinion:

Dansk Folkeparti takes a positive view of the description in respect of reform of EU expenses to align them more with the political priorities of the EU. On the other hand, the EU should not develop new forms of own resources. The EU's income should be based on payments directly from its member countries, creating full openness and transparency for European citizens.

The minority emphasize a more market-oriented and liberalised common agricultural policy with a view to phasing out agricultural aid for all 27 member countries in the longer term. The minority emphasize the importance of the European agricultural policy being sustainable in respect of nature, the environment and animal welfare. There is no contradiction between phasing out aid on the one hand while on the other hand focusing on sustainability. The minority call for an increased focus on a uniform implementation of EU measures and rules.

The ability of the European agriculture and food sector to survive in the future is closely linked to its ability to innovate and to use its skills actively rather than build on classical aid mechanisms. Over the period 2014-2020, the common agricultural policy must have a much stronger focus on handling new challenges.

The common agricultural policy has the potential to be part of the solution to many of the new

challenges and to contribute to exploring new income streams and sustainable development. Examples of this are ways to establish efficient water management, biodiversity management, food safety, handling climate change, increasing environmental considerations and supplying green energy. This would create added value for the agricultural sector.

Another minority (Enhedslisten and Chr. H. Hansen (UFG)) believe that future European budgets should take as their starting point that growth in EU spending must not in any way exceed growth in member countries' public sectors. This also implies that cuts in the budgets of these countries should be reflected in EU budgets.

The minority reject all proposals for new direct or indirect taxes going straight into the EU's coffers. It must be ensured that member countries remain fully in control of EU budgets and of the development of both EU revenue and expenditure. However, we would like to impose a financial transaction tax along the lines of a Tobin tax, coordinate company taxation and increase action against tax havens etc. The minority also believe that this should be implemented through coordination among countries, not in the form of EU tax rules.

The spending of EU funds should be refocused on supporting conversion to sustainability in member countries. Climate measures should take as their starting point a target of an overall reduction in EU countries' CO2 emissions of 40% by 2020, while in the longer term implementing a 100% conversion to sustainable energy.

Agricultural aid must be reduced and reoriented. Every element of export subsidies must be removed and aid concentrated on supporting the development of agriculture to make it both environmentally and economically sustainable. The most important element in this is aid for a conversion to organic farming and local production of food.

Yours faithfully,

Anne-Marie Meldgaard, Chair of the European Affairs Committee



**RIIGIKOGU**



**EUROOPA LIIDU ASJADE KOMISJON**

Mr Jerzy Buzek

President

31.01.2011 *2.1-3/2553-1*

European Parliament

Regarding the dialogue between the European Parliament and National Parliaments in the process of preparation for the EU Future Financial Perspective

Dear Colleague,

In reply to your address regarding the European Parliament's initiative to start a dialogue with national parliaments in the process of preparation for the EU future financial perspective, we would like to inform that Estonian Parliament EU affairs committee has considered political and financial priorities which Estonia foresees for the next multiannual financial framework of the EU for the period following the year 2013, during two committee sittings in 9<sup>th</sup> April and in 26<sup>th</sup> November 2010 together with Minister of Finance of Estonian Republic.

European Affairs Committee of Estonian Parliament would like to stress out that for us, it is important that the negotiation of a new fiscal framework also takes into account the need for investments in energy and transport infrastructure. It is important to bear in mind that in some cases, such as energy security and the European Union's internal coherence-enhancing investments, it may be necessary to carry out these investments of public funding support, through European Union measures.

Here by we would like to point out Estonia's main positions of the EU budgetary framework summary, common agricultural policy and cohesion policy.

**1) EU budgetary framework summary**

- In our opinion, the size of the current financial package is also perfectly suited for the next period. At the same time, the budget must be geared to achieving the goals of the Europe 2020 strategy and its national implementation strategies, all the while supporting value-added activities on the EU level. (This position should also be reflected in the division of the Budget Perspective

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funds, and all common policies – including the common agricultural and cohesion policies – must contribute to achieving the Europe 2020 objectives).

- The duration of the Budget Perspective must be sufficient (e.g. 7 years) to ensure the necessary financial and political stability for planning and investing the funds. This is why we prefer updating the budget with measures other than shortening the budget period, for example by increasing the flexibility of budget sections.

- Estonia sees no point in limiting the funds allocated to a country to a certain percentage of their GNP, as has been determined for the period of 2007–2013, because the allocation of funds should be based on the relative wealth of regions and also on their ability to use the funds in a purposeful way.<sup>1</sup>

- The EU “own resources” issue must be made simpler and more transparent. We support the elimination of the current VAT-based own funds and correction mechanisms. We are open to discussion on the proposed new forms of own resources, believing however that the new own resources must fulfil not only the criteria proposed by the Committee, but also the criteria of stability and sufficiency. In view of the specific features of the Estonian income tax system, we are most doubtful on basing the own resources on corporation tax.

- We believe that an increased coordination and coherence between various goals and instruments is necessary in financing. We also support simplified deployment of funds, as well as a stronger conditional framework that should ensure a more purposeful use of funds. We prefer updating and developing the existing and functioning financial instruments instead of creating new ones.

## **2) Discussions over the future of the common agricultural policy (CAP)**

- CAP must remain a jointly financed common policy on the EU level. Weakening of the common policy (primarily via increased co-financing of the CAP first pillar) and excessive state aid to the agricultural sector would damage competitive conditions and clash with the principle of improved functioning of the internal market. Research and development activities play an important role in improving agricultural competitiveness, as they help to increase production efficiency, develop climate proof varieties and reduce environmental burden.

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<sup>1</sup> Opinion of the Minister of Finance: should the maximum limits set for 2007–2013 remain the same for the next period, Estonia's maximum would be set at 3.429 % of the anticipated GNP of the next period (at the moment, the limit is at 3.7135 % of our GNP). This concerns the following funds: European Regional Development Fund, European Social Fund, Cohesion Fund, European Agricultural Fund for Rural Development, European Fisheries Fund.

- The most important issue for Estonia, when discussing the future of CAP, concerns giving a new content to direct aids (CAP first pillar) and unlinking it from the past production volume. The current direct aid system distorts competition within the EU and should be replaced with a system that values agricultural production in equal measure all over the EU. The main objective is an increased levelling of differences between direct aids paid in different Member States and the improved direction of direct aids primarily to active agricultural producers. We should however avoid a situation where the equalisation of direct aid levels leads to the redistribution of rural development benefits (CAP second pillar) and other budgetary means between Member States in an attempt to compensate for the changes in direct aids.

- The balance between the first (direct aid) and the second pillar (rural development instruments) of CAP should shift towards the second pillar all over the EU. Since a great challenge for agricultural production is to achieve sustainable food security through a competitive agricultural sector and by ensuring biodiversity, we must lay increasing emphasis on structural development, new challenges, innovation and adoption of new technologies, rather than on income support benefits.

- We believe that common market organisation measures should be reviewed so that they no longer directly influence the production decisions of agricultural producers. Common market organisation measures that exercise a direct impact on the market have to be implemented only in cases of extreme price fluctuation and on all main agricultural products produced in the European Union.

### **3) Discussions on the future of the Cohesion Policy (CP)**

- Estonia supports the continuation of the CP as an investment policy that promotes economic growth and competitiveness all over the EU, all the while supporting the levelling of regional development all over the Union. The main emphasis of the CP must remain on accelerating the development of less developed regions and on eliminating the bottlenecks that stand in the way of development, and most of the instruments must serve this purpose.

- Our solution for ensuring the stability of financing is to gradually decrease the CP funds allocated to regions in line with their growing wealth and according to a relevant plan.

- We support the creation of a common strategic framework for the strategic planning of the Cohesion Fund, Rural Development Fund and Fisheries Fund resources. A common strategic framework contributes to a better planning of instruments, in order to ensure the synergy and clear efficacy of EU resources. This is why we support the continuation of the European Social Fund (ESF) as part of the CP.

- Since the significant competition-harming bottlenecks are of a cross-border nature, Estonia thinks that a certain part of the instruments (particularly those that concern infrastructure) must be allocated to carrying out cross-border projects. This is why Estonia attaches great importance to macro-regional strategies (such as the Baltic Sea Region Strategy), because these help to plan and coordinate activities important for the whole macro-region. In addition to the international cooperation instruments of the territorial cooperation objective, the strategy should be taken into account when planning the so-called national envelope instruments. Estonia hopes that the cross-border cooperation programmes of the European Neighbourhood and Partnership Instrument (ENPI) will be returned within the EU Cohesion Policy framework and that their implementation will be carried out on bases similar to the three programmes of the Cohesion Policy target area (cooperation of border regions at EU internal frontiers).

- Estonia supports the further simplification of the CP implementation policy (use of trust deeds, co-planning of instruments, wider use of financial organisation measures, possibilities for simplified justification of expenses, etc.).

The European Union Affairs Committee supports the initiative of the Special Policy Challenge Committee (SURE) to start a dialogue with national parliaments and is going to take an active part in the discussions on the EU future financial perspective.

Sincerely yours,

A handwritten signature in black ink, appearing to read 'M Mihkelson', followed by a horizontal line.

Marko Mihkelson

Chairman of the EU Affairs Committee



## Germany

### *Deutscher Bundestag*



Deutscher Bundestag  
Ausschuss für die Angelegenheiten  
der Europäischen Union  
Der Vorsitzende

Frau  
Jutta Haug, MdEP  
Vorsitzende des Sonderausschusses SURE  
Europäisches Parlament

B-1047 Bruxelles

Berlin, 16. März 2011

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**Dienstgebäude:**  
Paul-Löbe-Haus

Sehr geehrte Frau Vorsitzende,

für Ihr Schreiben, mit dem Sie den Deutschen Bundestag über die Einsetzung des Sonderausschuss zu den politischen Herausforderungen und Haushaltsmitteln für eine nachhaltige Europäische Union nach 2013 in Kenntnis setzen, danke ich Ihnen sehr. Ich begrüße ausdrücklich die Initiative, zur Vorbereitung der Arbeiten zum Mehrjährigen Finanzrahmen 2014 bis 2020 in einen Dialog mit den nationalen Parlamenten einzutreten. Die hierbei zu erörternden Fragestellungen betreffen auch die nationalen Parlamente in besonderer Weise.

In Abstimmung mit dem Finanz- und dem Haushaltsausschuss des Deutschen Bundestages wird der Ausschuss für die Angelegenheiten der Europäischen Union die Kommunikation mit dem von Ihnen geführten Sonderausschuss zu den politischen Herausforderungen und Haushaltsmitteln für eine nachhaltige Europäische Union nach 2013 koordinieren.

Aus den Fraktionen wurde inzwischen großes Interesse bekundet, Ihr persönliches bzw. das Angebot Ihres Ausschusses zu einem bilateralen Treffen in naher Zukunft aufzugreifen. Ich schlage vor, dass sich die Sekretariate unserer Ausschüsse kurzfristig hierzu austauschen und ein solches Treffen vorbereiten.

Es würde mich außerordentlich freuen, wenn dies in Ihrem Ausschuss positiv aufgenommen würde.

Mit freundlichen Grüßen

Gunther Krichbaum



Bundesrat

Bundesrat  
Ausschuss für Fragen der  
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**Frau  
Jutta Haug  
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Europäischen Parlaments  
Bât. Altiero Spinelli 12G254  
60, Rue Wietz  
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Belgium**

Berlin, 26. Januar 2011

**Mehrjähriger Finanzrahmen der EU ab 2014;  
Ihr Schreiben an die Vorsitzenden der Ausschüsse der nationalen Par-  
lamente der EU-Mitgliedstaaten**

Sehr geehrte Frau Vorsitzende,

der mehrjährige Finanzrahmen der Europäischen Union ab 2014 ist ein Thema von herausragender Bedeutung für die Länder. Ich möchte Ihnen daher sehr herzlich für Ihre Initiative danken, zur Vorbereitung der Beratungen im SURE die nationalen Parlamente um die Übermittlung ihrer diesbezüglichen Positionen bzw. Beschlüsse zu bitten. Sie entspricht voll und ganz dem Geist des Vertrags von Lissabon, der nicht zuletzt die Rolle der nationalen Parlamente gestärkt hat.

Die Ministerpräsidentenkonferenz hat am 15. Dezember 2010 einen Grundsatzbeschluss zur Reform des EU-Finanzsystems gefasst, der am 17. Dezember 2010 vom Bundesrat inhaltsgleich als Stellungnahme zu der Mitteilung der Kommission an das Europäische Parlament, den Rat, den Europäischen Wirtschafts- und Sozialausschuss, den Ausschuss der Regionen und die nationalen Parlamente: Überprüfung des EU-Haushalts - KOM(2010) 700 endg. - (BR-Drucksache 667/10 (Beschluss)) angenommen wurde.

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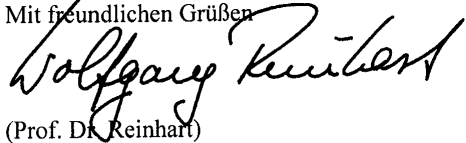
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...

Beigefügt übersende ich den Beschluss des Bundesrates sowie Arbeitsübersetzungen in englischer und französischer Sprache und würde mich sehr freuen, wenn die Positionen des Bundesrates im Rahmen der Diskussionen des SURE Berücksichtigung fänden.

Ich verbleibe mit den besten Wünschen für eine erfolgreiche Arbeit.

Mit freundlichen Grüßen

A handwritten signature in black ink, appearing to read 'Wolfgang Reinhart'. The signature is fluid and cursive, with the first name 'Wolfgang' written in a larger, more prominent script than the last name 'Reinhart'.

(Prof. Dr. Reinhart)

## **Beschluss**

**des Bundesrates**

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### **Mitteilung der Kommission an das Europäische Parlament, den Rat, den Europäischen Wirtschafts- und Sozialausschuss, den Ausschuss der Regionen und die nationalen Parlamente: Überprüfung des EU-Haushalts**

**KOM(2010) 700 endg.**

Der Bundesrat hat in seiner 878. Sitzung am 17. Dezember 2010 gemäß §§ 3 und 5 EUZBLG die folgende Stellungnahme beschlossen:

#### **I. Grundsätzliche Anmerkungen**

1. Der Bundesrat begrüßt, dass die Kommission die ursprünglich für 2008/2009 erwartete Mitteilung zur Überprüfung des EU-Haushalts nunmehr vorgelegt hat. Er sieht darin eine Fortsetzung des 2007 eingeleiteten Diskussionsprozesses und verweist insofern auf die Stellungnahme des Bundesrates zur Mitteilung der Kommission "Den Haushalt reformieren, Europa verändern - Konsultations-papier im Hinblick auf die Überprüfung des EU-Haushalts (2008/2009)" vom 14. März 2008 (BR-Drucksache 657/07 (Beschluss)). Der Bundesrat bedauert allerdings, dass die Kommission die Mitteilung zur Überprüfung des EU-Haushalts zwei Jahre verspätet und somit erst kurz vor dem Verhandlungsbeginn zum mehrjährigen Finanzrahmen vorgelegt hat.
2. Der Bundesrat sieht die große Bedeutung des Unionshaushaltes als Ausdruck und Instrument der fortgeschrittenen europäischen Integration und der europäischen Solidarität. Die EU muss finanziell handlungsfähig und mit angemessenen Eigenmitteln ausgestattet sein.

3. Der Bundesrat zeigt sich enttäuscht, dass der Auftrag des Europäischen Rates vom Dezember 2005, mit dem die Kommission aufgefordert wurde, "... eine vollständige, weit reichende Überprüfung vorzunehmen, die sämtliche Aspekte der EU-Ausgaben, einschließlich der GAP, und der Eigenmittel, einschließlich der Ausgleichzahlung an das Vereinte Königreich, abdeckt, und darüber 2008/2009 Bericht zu erstatten..."<sup>1</sup> mit dieser Mitteilung nicht erfüllt wurde. Hierzu mangelt es sowohl der Mitteilung als auch dem Begleitdokument an einer ausreichenden Datenbasis. Außerdem fehlt es an einer Gewichtung der aufgeführten Aufgabenbereiche.
4. Die Mitteilung enthält wesentliche Anregungen zur Verbesserung der Ergebnisorientierung, des europäischen Mehrwerts und der Ausgabenqualität des EU-Haushalts. Angesichts der Lasten, die die Wirtschafts- und Finanzkrise allen öffentlichen Haushalten aufgebürdet hat, sollte der künftige Finanzrahmen den Konsolidierungsbedarf der nationalen Haushalte berücksichtigen und auf das notwendige, sachlich begründete Volumen beschränkt werden. Unabhängig von der künftigen Struktur der Eigenmittel werden alle öffentlichen Mittel letztlich direkt oder indirekt von den europäischen Steuerzahlerinnen und Steuerzahlern aufgebracht.
5. Daher unterstützt der Bundesrat die Verhandlungsposition der Bundesregierung, dass die Beiträge der Mitgliedstaaten an die EU ihrer wirtschaftlichen Leistungsfähigkeit entsprechen müssen. Nicht alle europäischen Aufgaben und zukünftigen Herausforderungen machen eine europäische Finanzierung notwendig. Angesichts der leeren öffentlichen Kassen auf allen politischen Ebenen muss auch die EU auf eine sparsame Haushaltsführung achten. Die Finanzierungen der EU dürfen nur im Rahmen ihrer Kompetenzen erfolgen.
6. Der Bundesrat unterstützt die Kommission in ihren Bemühungen, die Ausgaben auf die politischen Prioritäten der EU zu konzentrieren und dabei insbesondere auch auf die Verwirklichung der Strategie Europa 2020 auszurichten. Angesichts des relativ geringen Anteils des EU-Haushalts von etwa einem Prozent des BIP der EU kann und soll die Ausgabenpolitik der EU jedoch nicht das Hauptinstrument zur makroökonomischen Steuerung und zur Umsetzung der Strategie Europa 2020 werden. Diesbezüglich kommt der Koordinierung der Wirtschaftspolitik der Mitgliedstaaten und Regionen und der Vervollkommenung des Rechtsrahmens auf EU-Ebene jeweils unter Beachtung der Kompetenzen der Mitgliedstaaten die größere Bedeutung zu.

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<sup>1</sup> Rat der Europäischen Union, Finanzielle Vorausschau 2007-2013, Dok.-Nr. 15915/05 vom 19. Dezember 2005 S. 32

## II. Prioritäten für den künftigen Finanzrahmen

7. Der Bundesrat weist darauf hin, dass es sich bei intelligentem, nachhaltigen und integrativen Wachstum um sich gegenseitig verstärkende Prioritäten handelt, auf die die verschiedenen Ausgabenkategorien des Finanzrahmens nicht schematisch aufgeteilt werden können. Der neue Wachstumsansatz der EU-2020-Strategie bildet vielmehr ein Querschnittsziel, zu dessen Umsetzung die verschiedenen Ausgaben der Union innerhalb der bestehenden Budgets der spezifischen Politikbereiche in jeweils spezifischer Weise beitragen müssen. Klarheit und Transparenz der Ausgaben sollten Vorrang vor der schematischen Abbildung politischer Strategien haben.

### II.1. Innovation und Bildung

8. Der Bundesrat begrüßt grundsätzlich die von der Kommission eingeleiteten Schritte zur geplanten Leitinitiative Innovationsunion und verweist insoweit auf die Stellungnahme des Bundesrates zur Mitteilung der Kommission "Leitinitiative der Strategie Europa 2020 - Innovationsunion" vom 5. November 2010 (BR-Drucksache 616/10 (Beschluss)). Die Leitinitiative formuliert einen grundsätzlich tragfähigen Politikansatz, fasst die Definition des Begriffs Innovation zu Recht weit, nimmt die großen Herausforderungen unserer Gesellschaft in den Fokus und berücksichtigt Schlüsseltechnologien. Der Bundesrat begrüßt, dass die Kommission mit der vorgelegten Mitteilung die Leistungen der Länder und Regionen und der Zivilgesellschaft mit einbezieht und diese als bedeutende Akteure anerkennt.
9. Der Bundesrat weist jedoch darauf hin, dass mit der von der Kommission vorgeschlagenen Leitinitiative keine Zentralisierung der Innovationspolitik verbunden sein darf. Innovationspolitik im Rahmen der Strategie Europa 2020 geht über die von der Kommission vorgeschlagene Leitinitiative hinaus. Insofern dürfen die Finanzmittel der EU für Forschung und Innovation auch nicht auf die Umsetzung der Leitinitiativen der Kommission beschränkt werden. Innovationspolitik sollte weiterhin auch Ausfluss dezentraler Entscheidungsfindung sein. Da Innovation in den Ländern und Regionen stattfindet, sollten die dort vorhandenen Strukturen genutzt und ihre innovativen Netzwerke eingebunden werden. Den Ländern und Regionen müssen ausreichende Spielräume für ihre eigenen bildungs- und innovationspolitischen Zielsetzungen bleiben, die parallel zu Europa 2020 fortbestehen.
10. Der Bundesrat unterstreicht den hohen Stellenwert, der Bildung, Qualifizierung, Wissenschaft, Forschung, Technologie und Innovation im Rahmen der EU-2020-Strategie für die Verwirklichung eines intelligenten, nachhaltigen und integrativen Wachstums beigemessen wird. Dabei sind die vertragsrechtlichen Kompetenzen, vor allem im Bildungsbereich, strikt zu beachten. Der Bundesrat

weist insbesondere darauf hin, dass Bildung, Wissenschaft und Kultur als Kernbereiche der Eigenstaatlichkeit der Länder über ökonomisch motivierte Zielsetzungen hinausgehen und aus diesen Gründen auch künftig nicht der Wirtschafts-, Sozial- oder Beschäftigungspolitik untergeordnet werden dürfen. Bildung erschöpft sich nicht darin, die Beschäftigungsfähigkeit zu verbessern, sondern muss das Ziel haben, Werte zu vermitteln und die gesamte Persönlichkeit zur Entfaltung zu bringen.

## II.2. Transeuropäische Netze, Energie- und Klimapolitik

11. Der Bundesrat sieht in der Beseitigung von grenzübergreifenden Engpässen strategischer transnationaler Achsen der Verkehrs-, Kommunikations- und Energienetze einen Mehrwert von hohem gesellschaftlichen Nutzen, der dem neuen Wachstumsansatz der EU entspricht. Um den erforderlichen Modernisierungsschub zu unterstützen, sollte die Union wie bisher eine Politik anbieten, die sich vorrangig auf die Erarbeitung von Leitlinien, die Erhöhung der Interoperabilität der Netze, die Auswahl von Vorhaben von gemeinsamem Interesse und die Erarbeitung von Durchführbarkeitsstudien richtet. Der Ausbau bedarfsgerechter, qualitativ hochwertiger Infrastruktur und die Beseitigung kritischer Engpässe sollten grundsätzlich vor dem Hintergrund der ökonomischen Wettbewerbsfähigkeit der EU wie auch der ausgeglichenen und nachhaltigen Entwicklung erfolgen. Von besonderer Bedeutung sind dabei Knotenpunkte, Verbindungen von höchster strategischer und wirtschaftlicher Bedeutung sowie die intelligente Verknüpfung verschiedener Verkehrsträger. Die vorhandenen Finanzierungsinstrumente in Form von Anleihebürgschaften oder Zinszuschüssen sollten gezielt und im Rahmen der vereinbarten Ausgabenobergrenzen auf solche Vorhaben und Programme ausgerichtet werden, die eine eindeutig positive Wirkung für Europa haben. Die EU sollte im Rahmen ihrer finanziellen Unterstützung der Verkehrsinfrastruktur auch zur Internalisierung von externen Effekten beitragen.
12. Der Bundesrat begrüßt, dass die Kommission bei der Reform des EU-Haushalts Umweltschutz, Klimawandel und Verknappung natürlicher Ressourcen als langfristige Herausforderungen anerkennt und die politische Bedeutung der Klima- und Energieziele unterstreicht. Er ist der Auffassung, dass zur Bewältigung dieser Herausforderungen eine Neuausrichtung der Prioritäten innerhalb der bestehenden Programme die bessere Alternative zur Schaffung eigener Fonds ist. Zu Recht weist die Kommission darauf hin, dass die Mittel so mehreren Zielen gleichzeitig dienen können. Die einschlägigen EU-Programme und die Fonds aus den Bereichen Forschung, Kohäsion, Landwirtschaft und Entwicklung des ländlichen Raumes müssen entsprechend angepasst werden. Der Bundesrat weist in diesem Zusammenhang darauf hin, dass den Maßnahmen zur Anpassung an den Klimawandel in Zukunft eine besondere Bedeutung zukommt.

### II.3. Gemeinsame Agrarpolitik

13. Der Bundesrat begrüßt, dass die Kommission die Landwirtschaft als Teil der EU-Wirtschaft anerkennt. Die Landwirtschaft kann sowohl bei der Bewältigung der neuen Herausforderungen (Klimawandel, Erhalt der Biodiversität, Wassermanagement, Nutzung erneuerbarer Energien etc.) als auch bei den ursprünglichen Zielsetzungen (Versorgungssicherheit, Lebensmittelsicherheit etc.) ihren Beitrag für die Erreichung der Ziele der Strategie Europa 2020 und zur Schaffung und Sicherung von Arbeitsplätzen im ländlichen Raum leisten. Dieser Aspekt muss in den kommenden Jahren gestärkt werden.
14. Um die künftigen Herausforderungen im Spannungsfeld zwischen der wettbewerbsfähigen europäischen Erzeugung qualitativ hochwertiger Nahrungsmittel und den gesellschaftlichen Anforderungen an Umwelt, Klima, Wassermanagement und Biodiversität sowie die Erhaltung vitaler ländlicher Räume zu bewältigen, benötigt die Gemeinsame Agrarpolitik (GAP) eine wirkungsstarke 1. und 2. Säule. Auch im Rahmen eines reformierten Finanzsystems muss eine angemessene und verlässliche Finanzierung der GAP sichergestellt sein. Der Bundesrat hält es dabei für erforderlich, künftige Zahlungen nach dem Prinzip öffentliche Zahlungen für öffentliche Güter zu gestalten sowie stärker und konkreter an gesellschaftlich gewünschten Leistungen auszurichten.
15. Der Bundesrat weist darauf hin, dass Deutschland 2013 bei den Direktzahlungen ein reines Regionalmodell mit vollständig entkoppelten Prämienzahlungen haben wird. Es ist zunächst erforderlich, dass auch die anderen Mitgliedstaaten auf diesem Weg zu vollständig entkoppelten Direktzahlungen weiter voranschreiten. Der Bundesrat ist der Auffassung, dass eine Angleichung der Direktzahlungen ausgehend von der derzeitigen Verteilung allenfalls in geringem Umfang anhand objektiver Kriterien, die den spezifischen Bedingungen in den einzelnen Mitgliedstaaten Rechnung tragen, und verteilt über einen längeren Zeitraum erfolgen kann.
16. Der Bundesrat befürwortet die stärkere Ausrichtung der zweiten Säule der Agrarpolitik auf umweltpolitische Ziele und auf die Entwicklung der ländlichen Räume, so dass auch innovative Produktionsprozesse und -techniken, Umwelt- und Klimaschutz, effiziente Wasserbewirtschaftung und Ressourceneffizienz sowie Diversifizierung der Wirtschaft im ländlichen Raum und Stärkung der Wettbewerbsfähigkeit der Land- und Forstwirtschaft unterstützt werden. Es wird begrüßt, dass die ländliche Entwicklung durch eine engere Abstimmung mit den Zielen und Instrumenten der EU-Strukturfonds und durch eine bessere Nutzung von Synergien weitere Impulse erhalten soll.



17. Der Bundesrat unterstützt nachdrücklich das Anliegen der Kommission, bei den Anforderungen an Kontrollsysteme nicht nur auf die Effizienz und Effektivität, sondern auch auf die Verhältnismäßigkeit zwischen Kontrollaufwand und Kontrollnutzen zu achten. Insbesondere bei der Umsetzung der Direktzahlungen einschließlich der Cross-Compliance-Regelungen werden Möglichkeiten gesehen, den hohen Verwaltungs- und Prüfaufwand zu reduzieren, ohne dabei die Wirksamkeit der Kontrollen zu beeinträchtigen. Hierbei spielen niedrige Kontrollquoten und höhere Toleranzschwellen eine wesentliche Rolle.

#### II.4. Kohäsionspolitik

18. Der Bundesrat ist der Auffassung, dass die Kohäsionspolitik eines der erfolgreichsten Instrumente zur solidarischen Unterstützung schwächerer Regionen ist und auch zur Schaffung von Wachstum und Wohlstand in ganz Europa beiträgt. Der Bundesrat begrüßt, dass die Kommission auch zukünftig eine Kohäsionspolitik in der gesamten Union und damit in allen Regionen für erforderlich hält, um den wirtschaftlichen, sozialen und territorialen Zusammenhalt und die harmonische Entwicklung der Union als Ganzes durch intelligentes, nachhaltiges und integratives Wachstum zu fördern. Auch künftig sollte daher ein erheblicher Teil der EU-Haushaltsmittel für strukturpolitische Förderaktivitäten in den Regionen vorgesehen werden.

In Bekräftigung der bisherigen Beschlüsse<sup>1</sup> der Länder hebt der Bundesrat hervor, dass

- die europäische Kohäsionspolitik eine horizontale Politik zur Unterstützung einer nachhaltigen und integrierten Regionalentwicklung bleiben muss und ihren Beitrag zur Strategie EUROPA 2020 leistet,
- die EU mit ihrer Strukturpolitik auch zukünftig ein Angebot für alle Regionen bereithalten muss,
- für Regionen, die derzeit im Rahmen des Ziels "Konvergenz" gefördert werden, deren BIP/Kopf aber 75 Prozent des Unionsdurchschnitts übersteigt, angemessene und gerechte Übergangsregelungen vorgesehen werden müssen; die Mittel hierfür sollen im Ziel Konvergenz aufgebracht werden,
- sich die Struktur der Kohäsionspolitik mit drei grundlegenden Zielen bewährt hat und beibehalten werden sollte,
- dabei die EU-weite Förderung von regionaler Wettbewerbsfähigkeit und Beschäftigung im Einklang mit Nachhaltigkeitserfordernissen als integraler Bestandteil der Kohäsionspolitik sicherzustellen ist, wobei die Förderung von Forschung, Innovation und Qualifizierung sowie von Maßnahmen zum Klimaschutz eine wichtige Rolle spielt,

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<sup>1</sup> Gemeinsame Bund-Länder-Stellungnahmen zum Vierten Kohäsionsbericht vom Januar 2008 und zum Grünbuch der Kommission zum territorialen Zusammenhalt vom Februar 2009, Beschluss der Ministerpräsidenten "Eckpunkte zur Zukunft der EU-Kohäsionspolitik nach 2013" vom 16. Dezember 2009

- der Europäische Sozialfonds unverzichtbarer Bestandteil einer integrierten Kohäsionspolitik bleiben muss,
  - die Förderung der grenzübergreifenden, transnationalen und interregionalen Zusammenarbeit verstärkt werden soll,
  - die städtische Dimension im Rahmen der Kohäsionspolitik beibehalten werden muss,
  - die Kohärenz und Komplementarität zwischen der Kohäsionspolitik und der europäischen Politik zur Entwicklung des ländlichen Raumes verstärkt werden soll,
  - zur Steigerung der Effizienz und zur Erzielung von Synergieeffekten eine bessere Koordinierung der Kohäsionspolitik mit den sektoralen Gemeinschaftspolitiken erforderlich ist,
  - das Verwaltungs- und Finanzkontrollsystem im Interesse von Subsidiarität und Bürokratieabbau konsequent vereinfacht werden soll.
19. Der Bundesrat verweist darauf, dass detaillierte Positionen zur Zukunft der EU-Kohäsionspolitik in einer gemeinsamen Bund-Länder-Stellungnahme zum Fünften Kohäsionsbericht der Europäischen Kommission übermittelt werden.

## II.5. Weitere EU-Finanzierungsinstrumente

20. Die Entscheidung über die Zukunft des Europäischen Globalisierungsfonds (EGF) erfordert eine vorherige Evaluation.
21. Der Bundesrat unterstützt die Absicht der Kommission, die europäischen Aktionsprogramme zur Förderung der Kultur und der bürgerschaftlichen Begegnung in einem großen Programm zusammenzufassen. Das dient der Übersichtlichkeit und der Verwaltungsvereinfachung.
22. Der Bundesrat teilt die Einschätzung der Kommission, dass die bestehenden EU-Programme im Bildungsbereich im Sinne des lebenslangen Lernens erfolgreich dazu beitragen, Qualifikationen, Wissen und Bildung der Teilnehmer zu verbessern. Die Mobilitätsprogramme der EU im Bereich der allgemeinen und beruflichen Bildung ergänzen die Programme und Maßnahmen in den Mitgliedstaaten - auch vor dem Hintergrund drohenden Fachkräftemangels (GMK) - wirkungsvoll und erzeugen einen hohen europäischen Mehrwert. Vor diesem Hintergrund begegnet der Bundesrat der Ankündigung der Kommission, für die EU-Bildungsprogramme ein stärker integriertes Konzept auszuarbeiten, um die Zielsetzungen von "Jugend in Bewegung" zu fördern, mit großer Zurückhaltung. Da sich aus Sicht der Länder das Programm für Lebenslanges Lernen als

Instrument zur Förderung der Mobilität junger Menschen bewährt hat, spricht sich der Bundesrat stattdessen dafür aus, dieses Programm auch im Rahmen des nächsten mehrjährigen Finanzrahmens in seiner derzeitigen bewährten Grundstruktur fortzuführen und nur in einzelnen Programmteilen weiterzuentwickeln. Vor diesem Hintergrund wird eine entsprechende finanzielle Ausstattung der Programme für alle Bildungsbereiche als notwendig erachtet.

23. Die gleichen Feststellungen treffen auch für die europäische Forschungsförderung zu. Vor dem Hintergrund des Ziels, 3 Prozent des BIP der EU für Forschung und Entwicklung aufzuwenden, sollen die zentralen Elemente der Forschungsrahmenprogramme, insbesondere auch das spezifische Programm "Zusammenarbeit", im Interesse der grenzübergreifenden Kooperation der Hochschulen und der Grundlagenforschung in europäischen Verbünden fortgesetzt und weiter entwickelt werden.
24. Der Bundesrat bekennt sich zur nachbarschaftlichen Solidarität im Katastrophenschutz. Mit dem Monitoring and Information Centre (MIC) steht ein geeignetes und die Kapazitäten von 27 Mitgliedstaaten koordinierendes Instrument zur Verfügung. Der Bundesrat bekräftigt seine Position, dass jeder Mitgliedstaat grundsätzlich selbst für den Schutz seiner Bevölkerung verantwortlich ist. Beim weiteren Ausbau eines handlungsfähigen Zivilschutznetzes sollte sich die Union daher auf koordinierende Maßnahmen konzentrieren.
25. Der Europäische Solidaritätsfonds ist Ausdruck des Füreinander-Einstehens der Mitgliedstaaten. Er sollte erhalten bleiben und weiterhin bei außergewöhnlich schweren Naturkatastrophen zum Einsatz kommen. Eine Änderung der Vergabekriterien ist nicht erforderlich, allerdings sollte geprüft werden, ob und wie die Einsatzmöglichkeiten des Europäischen Solidaritätsfonds bei grenzüberschreitenden Schadensfällen verbessert werden können. Die Verfahren sollten transparenter und konkreter gefasst und die Mittelbereitstellung beschleunigt werden.
26. Der Bundesrat ist der Ansicht, dass zur Verwirklichung des Raums der Freiheit, der Sicherheit und des Rechts vor allem legislative und koordinierende Maßnahmen notwendig sind. Die darüber hinaus erforderlichen Mittel sind zu bündeln und die Aufgaben auf die kostengünstigste Weise durchzuführen.
27. Der Bundesrat hält Vorbeitritts Hilfen grundsätzlich weiter für erforderlich. Sie helfen, die Beitrittskandidaten an die Union heranzuführen. Dabei muss die Höhe der Mittel jedoch in einem angemessenen Verhältnis zu Stand und Perspektiven der Beitrittsvorbereitung stehen. Die Förderung muss insbesondere auf die Prioritäten der Beitrittspartnerschaft Bezug nehmen, konkrete Ziele aufweisen und eine Leistungsüberwachung beinhalten.

## II.6. Maßnahmen im Außenbereich

28. Der Bundesrat ist der Auffassung, dass die vom Vertrag von Lissabon geschaffenen außenpolitischen Strukturen das gemeinsame strategische Handeln und den flexiblen Einsatz der außenpolitischen Instrumente der EU erleichtern. Europa muss eine angemessene Rolle auf der internationalen Bühne wahrnehmen und seine führende Position in der weltweiten Entwicklungszusammenarbeit beibehalten. Die EU muss über ein effektives Kriseninterventionspotential verfügen und die notwendige haushaltspolitische Flexibilität für rasche Nothilfen bei Katastrophenfällen haben. Der Bundesrat unterstützt den Ansatz der Kommission, dass die europäischen außenpolitischen Ausgaben sich am europäischen Mehrwert und den politischen Prioritäten orientieren und alle Instrumente ergebnisoffen überprüft werden müssen.
29. Richtig ist auch, dass der finanzielle Beitrag der EU zum internationalen Klimaschutz deutlich erkennbar sein muss. Der EU-Beitrag kann sich nur im Rahmen des haushaltspolitischen Spielraums der EU unter Beachtung der weiteren Prioritäten bewegen. Der Bundesrat ist der Meinung, dass die Mittel effektiv und effizient eingesetzt werden müssen.
30. Der Bundesrat unterstützt die Europäische Nachbarschaftspolitik. Die EU ist auch in Zukunft gefordert, in ihrer Nachbarschaft politischen Gestaltungswillen zu zeigen, um Sicherheit und Wohlstand in Europas Umfeld zu fördern. Die Nachbarschaftspolitik muss noch attraktiver, wirksamer und glaubwürdiger gestaltet werden. Das Europäische Nachbarschafts- und Partnerschaftsinstrument (ENPI) muss mit seiner finanziellen Ausstattung weiter in der Lage bleiben, seine Hebelwirkung zu entfalten. Die von der Kommission genannten Prioritäten, Freihandel, Anpassung an das Binnenmarktrecht, Energie, Migration, Grenzschutz und Umweltschutz sowie Ausbau von Kapazitäten und Institutionen, werden unterstützt.

## III. Erhöhung der Wirksamkeit der Ausgabenpolitik

31. Der Bundesrat begrüßt die Ankündigung der Kommission, ihre Verwaltungsausgaben auf den Prüfstand zu stellen. Auch die Kommission darf nicht von Konsolidierungsanstrengungen und strenger Haushaltsdisziplin ausgenommen werden. Allerdings darf eine Verminderung der Verwaltungsausgaben der Kommission nicht zur Schaffung neuer Exekutivagenturen oder zu einer Verlagerung auf die Mitgliedstaaten führen.

32. Der Bundesrat befürwortet, die Erschließung zusätzlicher privater Finanzmittel für geeignete Projekte zu prüfen. Hierbei können neue Finanzierungsinstrumente oder in geeigneten Fällen auch projektbezogene Anleihen in Erwägung gezogen werden. Die Ausgabe solcher Anleihen sowie die Übernahme von Bürgschaften und Garantien kann allerdings ausschließlich Aufgabe der EIB, nationaler Staatsbanken, privater Banken oder Konsortien unter Einschluss der EIB, nicht aber anderer EU-Institutionen sein. Die Ausgabenobergrenzen und das Verschuldungsverbot dürfen nicht aufgeweicht werden.
33. Der Bundesrat weist aber darauf hin, dass bei den europäischen Förderprogrammen nicht in allen Bereichen die Anreizfunktion von verbilligten Krediten ausreicht und dort weiterhin Zuschüsse notwendig sein können. Soweit EU-Förderprogramme über die europäischen Finanzinstitutionen umgesetzt werden sollen, ist sicherzustellen, dass diese nicht nur mit den nationalen, sondern auch mit den regionalen Förderinstituten unmittelbar zusammenarbeiten.
34. Der Bundesrat hält Großprojekte, die nur gemeinschaftlich realisiert werden können und in hohem Maße zur globalen Wettbewerbsfähigkeit beitragen, weiterhin für erforderlich. Allerdings betrachtet er die Kostenexplosion bei einigen Projekten mit großer Sorge. Bessere Planung und besseres Management sind erforderlich. Die Beauftragung privater Projektträger, die das Risiko einer Kostenüberschreitung tragen, kann bei entsprechender Kosten-Nutzen-Relation einen Beitrag dazu leisten.

#### IV. Struktur und Geltungsdauer des Finanzrahmens

35. Der Vorschlag der Kommission, die ersten drei Rubriken des Mehrjährigen Finanzrahmens durch Rubriken entsprechend der drei Ziele der EU-2020-Strategie zu ersetzen, erkennt ihre enge Interdependenz. Ein bestehender Wirkungszusammenhang würde künstlich aufgeteilt.
36. Der Bundesrat sieht keine Veranlassung, die Zahl der Rubriken auf drei große (interne, externe Ausgaben und Verwaltungsausgaben) zu reduzieren. Wenige große Rubriken weisen einen hohen Aggregationsgrad und damit einen entsprechenden Informationsverlust auf. Die großen Rubriken müssten durch aussagekräftige Unterkategorien untersetzt werden. Gewinne an Transparenz würden sich dadurch nicht ergeben.
37. Aus Sicht des Bundesrates sprechen überzeugende Gründe dafür, dass auch zukünftige Finanzrahmen siebenjährige Perioden abbilden sollten. Diese Zeitspanne hat sich für die Strukturfondsprogramme und die anderen Förderprogramme der EU bewährt und entspräche dem Zeithorizont der derzeitigen Strategie EUROPA 2020. Eine Verkürzung der Laufzeit des Finanzrahmens würde den Abstimmungs- und Verwaltungsaufwand unnötig erhöhen und die Planungssicherheit reduzieren.

Diesen Nachteil wiegt eine Synchronisierung mit

den Mandatsperioden der Kommission und des Europäischen Parlaments nicht auf. Die von der Kommission vorgeschlagene zehnjährige Laufzeit des Finanzrahmens mit ausführlicher Halbzeitüberprüfung ("5+5") kann - abhängig von der konkreten Ausgestaltung - einer Verkürzung der Laufzeit gleichkommen, da zur Halbzeit mit ausführlichen und gegebenenfalls langwierigen Verhandlungen zu rechnen wäre. Mit Blick auf die Strukturfondsprogramme käme eine Laufzeit "5+5" allenfalls dann in Betracht, wenn die inhaltliche Grundstruktur, die Verwaltungs- und Kontrollsysteme und der Finanzierungskern genehmigter Operationeller Programme für die gesamte Laufzeit rechtssicher gewährleistet wären.

38. Innerhalb des Finanzrahmens sind die Vorteile eines langfristig auf Stabilität ausgelegten EU-Haushalts den Vorteilen größerer Flexibilität gegenüberzustellen. Zusätzliche Ausgaben sind vorrangig durch interne Mittelum-schichtungen zu finanzieren. Nicht verbrauchte Mittel sollten auch zukünftig an die Mitgliedstaaten erstattet werden. Die Option einer Übertragung nicht ge-nutzter Spielräume des Vorjahres oder einer freien Verschiebung von Mitteln auf frühere oder spätere Jahre steht dem entgegen.
39. Der Bundesrat begrüßt, dass die Kommission die auch von ihm seit langem ge-äußerte Kritik aufgreift und den Verwaltungsaufwand bei der Inanspruchnahme der europäischen Programme reduzieren will. Die zum Teil sehr komplizierten Verfahrensvorschriften stellen eine hohe Hürde für die Teilnahme an EU-Programmen dar und sollten daher anwenderfreundlicher ausgestaltet werden. Bei der angekündigten Standardisierung der europäischen Durchführungsbestimmungen muss darauf geachtet werden, dass den unterschiedlichen Ausgangs- und Rahmenbedingungen der einzelnen Politikbereiche Rechnung getragen wird. Die Kommission verweist auf ihren vor kurzem vorgelegten Vor-schlag zur Überarbeitung der Haushaltsordnung für den Gesamthaushaltsplan der EU. Der Bundesrat hält die erneute grundlegende Umstellung des Systems der Strukturfondsförderung nicht für sinnvoll. Er ist der Auffassung, dass der Vorschlag für eine Verordnung über die Haushaltsordnung für den Gesamthaushaltsplan der EU (Neufassung) insbesondere für die fondsfinanzierten Förder- und Ausgleichsmaßnahmen einen erheblichen zusätzlichen Verwaltungsaufwand mit sich bringt. Dies würde zu Unsicherheiten, erheblichem Mehraufwand sowie Reibungsverlusten und neuen Fehlerquellen führen. Die zusätzlichen Kontrollebenen und -stufen verschlechtern das Verhältnis zwischen Verwaltungsaufwand und eingesetzten Geldern. Im Einzelnen hat der Bundesrat dazu am 24. September 2010 Stellung genommen (BR-Drucksache 347/10 (Beschluss)).

## V. Reform des Einnahmensystems der EU

40. Der Bundesrat bekräftigt seine Erwartung, dass die Reform des Finanzsystems der EU dessen Stärken ausbaut und derzeitige Unzulänglichkeiten beseitigt; hierfür werden eine Überprüfung der Einnahmen und Ausgaben des EU-Haushalts sowie mehr Gerechtigkeit bei der Verteilung der Finanzierungslasten auf die Mitgliedstaaten als erforderlich angesehen.
41. Der Bundesrat erwartet, dass die Finanzreform zu einer transparenten und gerechten Gestaltung der Einnahmen und Ausgaben der EU führt. Das bedeutet, dass die Finanzbeiträge der Mitgliedstaaten an die EU und die Rückflüsse an die Mitgliedstaaten aus der EU in einem angemessenen Verhältnis zum relativen Wohlstand der Mitgliedstaaten stehen müssen. Dementsprechend müssen die Beitragslasten an der Wirtschaftsleistung der Mitgliedstaaten ausgerichtet und exzessive Haushaltssalden für einzelne Mitgliedstaaten vermieden werden.
42. Die traditionellen Eigenmittel (insbesondere Zölle) sollten der EU weiterhin verbleiben.
43. Das bestehende Verschuldungsverbot hat sich in vollem Umfang bewährt und ist aufrechtzuerhalten.
44. Der Bundesrat hält einen allgemeinen Korrekturmechanismus für erforderlich, der allen durch ihre Nettobeiträge übermäßig belasteten Mitgliedstaaten zugute kommt und Sonderregelungen zu Gunsten einzelner Mitgliedstaaten, wie etwa den Britenrabatt, möglichst überflüssig macht. Für den Fall, dass es nicht gelingt, sich über einen derartigen Mechanismus zu einigen, müssen weiterhin Ad-hoc-Mechanismen zum Ausgleich exzessiver Nettosalden herangezogen werden können.

## VI. Direktzuleitung an die Kommission

45. Der Bundesrat übermittelt diese Stellungnahme direkt an die Kommission.

## **Resolution**

**Of the Bundesrat**

### **Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee, the Committee of the Regions and the national parliaments: the EU Budget Review**

**COMM (2010) 700 FIN**

In its 878th session on 17th December 2010, the Bundesrat adopted the following Resolution pursuant to §§ 3 and 5, Act on Cooperation between the Federation and the Federal States in European Union Affairs (EUZBLG):

#### **I. General comments**

1. The Bundesrat is pleased to see that the Commission has now tabled the Communication on the EU budget review, which was originally scheduled for 2008/2009. The Bundesrat views this as a continuation of the discussion process initiated in 2007 and would therefore like to refer back to the Bundesrat's Opinion on the Commission Communication "Reforming the budget, changing Europe – Consultation Paper on the EU Budget Review (2008/2009)" of 14th March 2008 (BR-Official Document 657/07 (Resolution)). However the Bundesrat finds it regrettable that the Commission has tabled the Communication on the EU Budget Review with a two-year delay, so that it has become available just shortly prior to the start of negotiations on the Multi-annual Financial Framework.
2. The Bundesrat is aware of the great importance of the European Union's budget as a manifestation and instrument of successful European integration and solidarity. The EU needs a sound financial basis in order to take action and must be provided with appropriate own resources.
3. The Bundesrat is disappointed that in this Communication the Commission has not fulfilled the mandate from the December 2005 European Council, calling upon the Commission to "... undertake a full, wide ranging review covering all aspects of EU spending, including the CAP, and of resources, including the UK rebate, and to report in 2008/9...."<sup>1</sup> Neither the Communication nor the accompanying document are based on a sufficiently comprehensive data set to make this possible. In addition there is no prioritization of the various areas of activity enumerated.

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<sup>1</sup> Council of the European Union, Financial Perspective 2007-2013, Doc 15915/05 of 19th December 2005 p. 32



4. The Communication includes essential proposals on improving the focus on results, and enhancing both European added value and the quality of EU budget expenditure. In the light of the strains on all public budgets as a consequence of the economic and financial crisis, the future financial framework should take account of the need for consolidation in national budgets and should be limited to the requisite, factually substantiated amounts. Irrespective of the future structure of own resources, all public monies are ultimately provided directly or indirectly by European taxpayers.
5. The Bundesrat therefore supports the Federal Government's negotiating position, namely that Member States' contributions to the EU must be commensurate with their economic performance. European funding is not required to tackle all European tasks and future challenges. As the public coffers are empty at all levels of the political system, the EU must also practice budgetary rigour. EU funding must only be provided within the ambit of the EU's powers and responsibilities.
6. The Bundesrat supports the Commission's efforts to concentrate expenditure on the EU's political priorities and in particular on implementation of the Europe 2020 Strategy. As the EU budget represents a relative small proportion of EU GDP (roughly one percent), EU expenditure cannot be the main instrument for macroeconomic management and implementation of the Europe 2020 Strategy. Coordination of the economic policy of the Member States and regions and completion of the legal framework at the EU level – always with due respect for Member States' competences – play a more important role.

## II. Priorities for the future Financial Framework

7. The Bundesrat draws attention to the fact that fostering intelligent, sustainable and integrative growth means acting to achieve mutually reinforcing priorities; specific individual aspects cannot simply be allocated to particular expenditure categories in the Financial Framework. In contrast, the new growth strategy contained in the EU 2020 Strategy is a mainstreaming objective, and all EU activities within the existing budgets for various policy areas must make their own specific contribution to attaining this goal. Clarity and transparency about expenditure should be more of a priority than slavishly reflecting political strategies.

### II.1. Innovation and Education

8. The Bundesrat welcomes the steps taken by the Commission on the planned Flagship Initiative on the Innovation Union and would in this context like to draw attention to the Bundesrat Opinion on the Commission Communication "Flagship Initiative of the Europe 2020 Strategy – Innovation Union" of 5th November 2010 (BR-Official Document 616/10 (Resolution)). The Flagship Initiative lays out a fundamentally viable policy approach, defines innovation in suitably broad terms, turns the spotlight on the major challenges facing our societies and takes key technologies into account. The Bundesrat is pleased to note that in the Communication it has tabled the Commission also acknowledges the achievements

of the Federal states and regions, and of civil society, and recognizes these as significant political players.

9. However, the Bundesrat draws attention to the fact that there must not be any centralization of innovation policy as a consequence of the Flagship Initiative proposed by the Commission. Innovation policy in the context of the Europe 2020 Strategy involves more than the Flagship Initiative proposed by the Commission. EU funding for research and innovation must therefore not be limited to implementing the Commission's Flagship Initiatives. Innovation policy should continue to be the fruit of decentralized decision-making processes. As innovation happens in the federal states (Länder) and regions, the structures available there should be utilized and their innovative networks should be integrated. The Federal states and regions must have sufficient scope to establish their own priorities for education and innovation policy, parallel to Europe 2020.
10. The Bundesrat underscores the great importance accorded to education, qualification, science, research, technology and innovation in the EU's 2020 Strategy to ensure intelligent, sustainable and integrative growth. In this context, the competences stipulated in the Treaties, in particular in the realm of education, must be rigorously respected. In particular, the Bundesrat draws attention to the fact that education, science and culture as core areas of Federal state sovereignty have an importance beyond purely economic considerations and should therefore not merely be subsumed into economic, social or employment policy. Education means more than simply enhancing one's employability, but must aim to convey values and encourage pupils to develop all aspects of their character.

## II.2. Trans-European Networks, energy and climate policy

11. The Bundesrat considers that overcoming cross-border bottlenecks in strategic transnational axes in transport, communication and energy networks constitutes added value of significant benefit to society, which dovetails with the EU's new growth strategy. In order to encourage the impetus needed for modernisation, the EU should continue to adopt a policy approach that gives precedence to devising guidelines, increasing network interoperability, selecting projects of common interest and drawing up feasibility studies. Steps to develop high-quality infrastructure in line with demand and to overcome critical bottlenecks should be based on the principle of fostering the EU's economic competitiveness and promoting balanced and sustainable development. As part of this approach, hubs, priority strategic and economic connections and intelligent modal links are of particular importance. The existing financing mechanisms in the form of loan guarantees or interest-rate subsidies should be utilised in a targeted fashion, concentrating, within the framework of the agreed ceilings for expenditure, on projects and programmes that will have a clear positive effect for Europe. In the context of its financial support for transport infrastructure, the EU should also contribute to internalising external effects.
12. The Bundesrat is pleased to note that in the reform of the EU budget the Commission has acknowledged environmental protection, climate change and the

increasing scarcity of natural resources as long-term challenges and underscores the political importance of climate and energy goals. The Bundesrat considers that it would be advisable when tackling these challenges to refocus the priorities within existing programmes rather than setting up a separate fund. The Commission quite rightly points out that funds could thus be utilised to pursue several objectives simultaneously. The relevant EU programmes and funds from the policy areas of research, cohesion, agriculture and rural development should be adjusted accordingly. In this context, the Bundesrat draws attention to the fact that measures to help adjust to climate change will be of particular importance in the future.

### II.3. Common Agricultural Policy

13. The Bundesrat is pleased to note that the Commission recognises agriculture as a component of the EU's economy. Agriculture can play a part in attaining the goals of the Europe 2020 Strategy and in creating and securing jobs in rural areas, both by responding to new challenges (climate change, preserving biodiversity, water management, use of renewable energies etc.) and through pursuing the CAP'S original goals (security of supply, food safety etc.). This aspect must play a greater role in the future.
14. The 1st and 2nd pillars of the Common Agricultural Policy (CAP) must function effectively in order to meet the future challenges of dealing with the conflicting priorities involved in reconciling competitive European production of high-quality food with societal demands pertaining to the environment, climate, water-management and biodiversity, as well as conserving crucial rural areas. Within the context of a reformed financing system, appropriate and reliable funding of the CAP must also be guaranteed. In this context the Bundesrat considers that future payments must be structured in terms of public funding for public goods, and that there must be a greater and more tangible focus on benefits that reflect society's aspirations.
15. The Bundesrat draws attention to the fact in the sphere of direct payments Germany will have a strictly regional model with fully decoupled premium payments in 2013. In the first instance the other Member States must continue to progress in moving towards fully decoupled direct payments. The Bundesrat takes the view that there should only be limited harmonisation of direct payments on the basis of the current allocation of such payments. Any such harmonisation should draw on objective criteria that take account of the specific circumstances in the Member States and should be carried out over a fairly lengthy time period.
16. In the second pillar of agricultural policy the Bundesrat advocates a more pronounced focus on environment policy goals and on rural development, to ensure support for innovative production processes and technologies, environmental and climate protection, efficient water management and efficient use of resources, as well as fostering economic diversification in rural areas and making agriculture and forestry more competitive. The Bundesrat welcomes efforts to give greater impetus to rural development by ensuring policy dovetails

more closely with the goals and instruments of the EU Structural Funds and by tapping into synergy effects.

17. The Bundesrat strongly supports the Commission's aim of ensuring that the emphasis should be not solely on efficiency and effectiveness in considering requirements for monitoring systems; instead thought should also be given to the proportionality of the effort expended on monitoring and the benefits obtained. In particular when putting the direct payments system into practice, including cross-compliance provisions, there appears to be scope to reduce the enormous cost of administration and inspections without rendering monitoring less effective. Low monitoring quotas and higher tolerance thresholds play an essential role in this context.

#### II.4. Cohesion policy

18. The Bundesrat takes the view that cohesion policy is one of the most successful instruments for support, rooted in solidarity, for weaker regions and also contributes to creating growth and prosperity across Europe. The Bundesrat welcomes the Commission's emphasis on the continuing need for EU-wide cohesion policy, involving all regions, in order to foster economic, social and territorial cohesion and encourage harmonious development of the European Union as a whole through intelligent, sustainable and integrative growth. In the future too a considerable proportion of EU budgetary funds should therefore be earmarked to fund structural policy activities in the regions.

Affirming the previous Resolutions adopted by the federal states<sup>1</sup>, the Bundesrat emphasises that:

- European cohesion policy must remain a horizontal policy to support sustainable and integrated regional development and to contribute to the Europe 2020 Strategy,
- in the future too the EU's structural policy must ensure it has something to offer to all regions,
- appropriate and fair transitional provisions must be devised for regions that currently receive funding under the "Convergence" Objective but have a per capita GDP of over 75 per cent of the European Union average: the funds to cover this should be provided from the Convergence Objective,
- the structure of cohesion policy with three fundamental objectives has proved its worth and should be maintained,
- steps must be taken in this context to ensure that EU-wide support is provided to promote regional competitiveness and employment in harmony with the demands of sustainability as an integral component of cohesion policy: fostering research, innovation and qualification plays an important role in this context, as do climate change mitigation measures,

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<sup>1</sup> Joint Federation-Länder Opinions on the Fourth Cohesion Report from January 2008 and on the Commission Green Paper on Territorial Cohesion of February 2009, Resolution of the Minister-Presidents "The Main Issues in the Future of EU Post-2013 Cohesion Policy" of 16th December 2009

- the European Social Fund must be maintained as an indispensable component of an integrated cohesion policy,
- efforts to foster cross-border, transnational and interregional cooperation should be increased,
- attention must continue to be paid to the urban dimension as part of cohesion policy,
- the consistency and complementarity of cohesion policy and European rural development policy should be reinforced,
- coordination of cohesion policy and sectoral EU policy is essential to increase efficiency and harness synergy effects,
- in the interest of subsidiarity and reducing bureaucracy, the administrative and financial monitoring system should be consistently simplified.

19. The Bundesrat draws attention to the fact that detailed comments on the future of EU cohesion policy will be transmitted in a joint Federation-Federal states Opinion on the European Commission's Fifth Cohesion Report.

## II.5. Further EU financing instruments

20. An evaluation must be carried out before a decision is taken on the future of the European Globalisation Fund (EGF).

21. The Bundesrat supports the Commission's plans to combine the European Action programmes to promote culture and civil society engagement in one broad programme. This will enhance clarity and make administration of the programmes simpler.

22. The Bundesrat shares the Commission's view that existing EU programmes on education for lifelong learning make a positive contribution to improving participants' qualifications, knowledge and education. The EU's mobility programmes for general and professional education provide an effective complement to programmes and measures in the Member States – particularly in the context of the threat of a shortfall in skilled workers (GMK) - and generate a high degree of European added value. Against this backdrop, the Bundesrat has serious reservations about the Commission's announcement that it intends to devise a more integrated concept for the EU's education programmes with a view to promoting the goals of "Youth on the Move". As the Federal states are of the opinion that the Lifelong Learning Programme has proved its worth as an instrument to promote young people's mobility, the Bundesrat therefore advocates that this programme should be continued with its existing basic structure in the context of the next Multi-annual Financial Framework and that changes should only be made in individual sections of the programme. In this context the Bundesrat takes the view that appropriate funding is needed for the programmes for all fields of education.

23. The same applies to European research funding. In the light of the goal of allocating 3 percent of the EU's GDP to research and development, the central elements of the Framework Research Programmes, including in particular the specific "Cooperation" programme, should be continued and developed in the interest of cross-border cooperation between universities and basic research in European clusters.
24. The Bundesrat affirms its commitment to neighbourly solidarity for civil protection. The Monitoring and Information Centre (MIC) is a useful instrument in this policy area and coordinates the capacities of the 27 Member States. The Bundesrat reaffirms that each Member State bears primary responsibility for protecting its own population. The EU should therefore concentrate on coordinating measures in further developing a civil protection network that is able to take action.
25. The European Solidarity Fund is an expression of the way in which the Member States stand by each other. It should be retained and continue to be deployed in unusually severe natural catastrophes. There is no need to change the criteria for awarding funds from this scheme; however thought should be given to the question of whether and how improvements could be made to the ways in which the European Solidarity Fund can be deployed to respond to cross-border losses and damage. Procedures should be made more transparent and more concrete and disbursement of funds should be accelerated.
26. The Bundesrat takes the view that primarily legislative and coordinating measures are required in order to implement the Area of Freedom, Security and Justice. Funds required over and above this should be pooled and expenditure should be effected in the most cost-effective manner.
27. The Bundesrat considers that there is still a need for pre-accession aid. This funding helps to bring accession candidates closer to the European Union. In this context the level of funding must however be proportionate to progress on preparation for accession and prospects for accession. Funding must focus in particular on the priorities of the accession partner, identify concrete goals and include monitoring of achievements.

## II.6. Foreign policy measures

28. The Bundesrat considers that the foreign policy structures created by the Treaty of Lisbon facilitate joint strategic action and flexible deployment of the EU's foreign policy instruments. Europe must take on an appropriate role on the international stage and maintain its leading position in global development cooperation. The EU must have the resources needed to intervene effectively in crises, along with the necessary budgetary flexibility to provide emergency aid rapidly in catastrophes. The Bundesrat supports the Commission's approach of taking European added value and political priorities as the yardstick in considering European foreign

policy tasks and agrees that there should be an open and unbiased review of all instruments.

29. The Commission is also correct in noting that the EU's financial contribution to international climate protection should be made more visible. The EU's contribution must reflect the EU's budgetary constraints given the other EU priorities to be pursued. The Bundesrat considers that the funds must be used effectively and efficiently.
30. The Bundesrat supports the European Neighbourhood Policy. The EU will be called on in the future too to show a determination to shape policy with a view to fostering security and prosperity in Europe's environs. Neighbourhood policy must be made still more attractive, effective and credible. The European Neighbourhood and Partnership Instrument (ENPI) must continue to be funded at a level that enables its leverage effect to function. The Bundesrat supports the priorities cited by the Commission, namely free trade, alignment with Single Market legislation, energy, migration, border protection and environmental protection, along with capacity- and institution-building.

### III. Increasing the effectiveness of expenditure policy

31. The Bundesrat welcomes the Commission's announcement that it will take a critical look at its administrative expenditure. The Commission must also be included in efforts to consolidate and must practice strict budgetary discipline. However a reduction in the Commission's administrative expenditure must not lead to the creation of new executive agencies, nor must it mean that the financing burden is shifted to Member States.
32. The Bundesrat advocates examining means of obtaining additional private funding for appropriate projects. In this context new financing instruments or, in appropriate cases, project-related loans could be considered. The only bodies empowered to grant such loans or furnish sureties and guarantees should be the EIB, national state banks, private banks or consortia including the EIB, but not other EU institutions. The ceilings for expenditure and the prohibition on incurring debt must not be watered down.
33. However the Bundesrat draws attention to the fact that the incentive function of cheaper loans is not sufficient in all areas covered by European funding programmes and that subsidies may continue to be necessary in those spheres. If European funding programmes are to be implemented through the European financial institutions, it is important to ensure that the latter cooperate with national and regional funding institutions.
34. The Bundesrat considers that there will continue to be a need for large-scale projects that can only be implemented jointly by the EU as a whole and that make a significant contribution to global competitiveness. However, the Bundesrat notes the explosion of costs in some projects with great concern. Better planning and

better management are called for. Involving the private sector in running projects, and in bearing the risk of cost overshoots, can contribute to achieving this kind of improvement, with the caveat that there must be an appropriate balance between costs and benefits.

#### IV. Structure and duration of the Financial Frameworks

35. The Commission's proposal to replace the first three headings of the Multi-annual Financial Framework with headings corresponding to the three goals of the EU's 2020 Strategy does not do justice to the interdependence of these goals. This would create artificial divisions in the existing interrelated and interdependent structure.
36. The Bundesrat sees no reason to reduce the number of headings to three major headings (internal, external and administrative expenditure). A system with a limited number of broad headings would mean a high degree of aggregation within these headings and thus a corresponding loss of information. The broad headings would have to be divided into meaningful sub-categories. This would not contribute to enhancing transparency.
37. In the Bundesrat's view there are convincing grounds to continue working with a timeframe of seven years for future Financial Frameworks. This time span has proven successful for the Structural Funds programmes and the EU's other funding programmes and would correspond to the time frame for the current EUROPE 2020 Strategy. Reducing the duration of the Financial Framework would unnecessarily increase the effort expended on reaching an agreement and in administration, and would make planning more uncertain. This disadvantage would outweigh the potential benefits of synchronising the Financial Framework with the terms of office of the Commission and the European Parliament. The Commission's proposal for a ten-year timeframe for the Financial Framework with an extensive Mid-term Review ("5+5") might – depending on the specific arrangements introduced – amount to halving the programme's duration, as the Mid-term Review would be likely to entail extensive and possibly protracted negotiations. With reference to the Structural Funds Programmes, a "5+5" timeframe would only be possible if legal security could be provided, guaranteeing continuity in the substantive underlying structure, the administrative and monitoring systems and core financing for approved Operational Programmes for the entire duration of the programme.
38. In the Financial Framework the advantages of an EU budget focused on long-term stability need to be weighed against the advantages of greater flexibility. Additional expenditure should be financed primarily by internal reallocation of funds. Monies not spend should continue to be refunded to the Member States. This would not be compatible with the option of carry-over of non-utilised capacity from the previous year nor with the option to re-allocate funds freely from earlier or later budget years.



39. The Bundesrat is pleased to note that the Commission has responded to the criticism that has long been voiced, also by the Bundesrat, and will endeavour to reduce the administrative effort for beneficiaries of European programmes. The sometimes highly complicated procedural provisions constitute a significant barrier to participation in EU programmes and these provisions should therefore be cast in a more user-friendly form. In the planned standardisation of European implementing provisions, the different initial conditions and general circumstances pertaining to individual policy areas must be duly taken into account. The Commission refers to its recently tabled proposal to amend the Financial Regulation applicable to the general budget of the EU. The Bundesrat takes the view that fundamentally restructuring the system for Structural Funds support once again would not be reasonable. The Bundesrat is of the opinion that the proposal for a Regulation on the Financial Regulation applicable to the general budget of the EU (recast) would give rise to considerable additional administrative costs in particular for fund-financed support and compensatory measures. This would cause uncertainty, considerable additional costs and loss of efficiency due to tension and friction, and would produce new sources of error. The additional monitoring levels and steps in monitoring would mean greater administrative efforts at higher cost. The Bundesrat commented in detail on this issue on 24th September 2010 (BR-Official Document 347/10 (Resolution)).

#### V. Reform of the EU's revenue system

40. The Bundesrat affirms that it expects reform of the EU financial system to build on the system's strengths and remove its current shortcomings. With a view to attaining that goal, the Bundesrat considers that review of revenue and expenditure in the EU budget is essential, along with a more equitable system for sharing the funding burden between Member States.
41. The Bundesrat expects that the financial reform will lead to EU expenditure and revenue being structured in a more transparent and equitable fashion. That means that the Member States' financial contributions to the EU and net returns to the Member States must be proportionate to the relative prosperity of the Member States. In keeping with this, the burden of contributions must be determined by the economic performance of the Member States and that excessive budgetary balances for individual Member States must be avoided.
42. Traditional own resources (particularly customs revenue) must continue to accrue to the EU.
43. The existing prohibition on incurring debt has fully proved its worth and must be maintained.
44. The Bundesrat considers that a general corrective mechanism is needed to benefit all Member States that carry a disproportionate burden due to their net contributions; insofar as this is possible, this general mechanism should make it superfluous to have special provisions to benefit particular states, such as the

British rebate. Should it prove impossible to reach agreement on a mechanism of this type, ad hoc mechanisms to compensate for excessive net balances would have to continue to be utilised.

#### VI. Direct transmission to the Commission

45. The Bundesrat will transmit this Opinion directly to the Commission.

**Ireland**

Ms Jutta Haug  
Chairperson  
Special Committee on the Policy Challenges and Budgetary  
Resources for a sustainable European Union after 2013. (SURE)  
European Parliament  
B-1047 Brussels  
Belgium

8 February 2011

Dear Chairperson

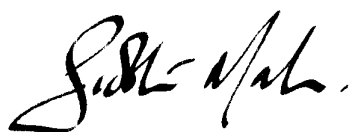
**Re: Communication from the Commission to the European Parliament, the Council,  
the European Economic and Social Committee, the Committee of the Regions and  
the national parliaments – The EU Budget Review - COM (2010) 700**

I refer to your correspondence regarding the establishment of the Special Committee on the Policy Challenges and Budgetary Resources for a sustainable European Union after 2013 and inviting the Joint Committee on European Affairs to make a contribution on any of the strategic policy communications published by the Commission in the run up to the new multiannual financial framework.

The Joint Oireachtas Committee on European welcomed the initiative of the SURE committee and the opportunity to contribute to its work on defining the European Parliament's political priorities for the post-2013 multiannual financial framework (MFF).

As you may be aware Dáil Éireann dissolved on Wednesday 2 February and a general election will be held on 25 February 2011. In the meantime I have been directed by the Joint Committee to forward the enclosed contribution in response to your request on behalf of the Chairman and the Committee.

Yours sincerely



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Siobhan Malone  
Clerk to the Joint Committee

## **Joint Committee on European Affairs**

### **Position on the Multiannual Financial Framework post-2013**

#### **Contribution to the European Parliament's Special Committee on the Policy Challenges and budgetary resources for a sustainable EU after 2013 (SURE)**

1. The Joint Committee welcomes the initiative of the European Parliament's Special Committee on the Policy Challenges and budgetary resources for a sustainable EU after 2013 (SURE) and the opportunity to contributing to its work on defining the European Parliament's political priorities for the post-2013 multiannual financial framework (MFF). The Joint Committee believes that it is very important that all the institutions of the EU seek to involve national parliaments in the EU budgetary planning process as it can have a very significant impact on the direction and priorities of the Union, and in turn our citizens.
2. The Joint Committee's contribution is based on its consideration of the Commission's Budget Review – COM (2010) 700 – which was published in October 2010 as well as the views provided by the sectoral committees within the Oireachtas. The Committee would like to thank those committees who have provided views, in particular the Joint Committee on Agriculture, Fisheries and Food. The Committee believes that it is important to note that the Commission's Budget Review is not a formal proposal dealing with figures or shares of the EU's future budget. The formal proposal is not expected to be published by the Commission until June 2011. The Committee looks forward to considering this proposal and preparing a comprehensive contribution in response.
3. This contribution seeks to outline the Joint Committee's views on what should be the policy and budgetary priorities for the EU post-2013. After making some general observations, the contribution deals particularly with agricultural policy, competitiveness and the EU 2020 Strategy, structural and cohesion policies, climate change and energy, the area of freedom security and justice, and external relations as well as the issues of own resources and rebates.

#### ***General Observations***

4. The EU faces a series of major challenges, which include improving the sustainability and competitiveness of the EU; demographic and migration changes; security and global instability. Many of these challenges are deeply interlinked and require a comprehensive policy response at Member State and EU level. The Committee strongly believes that decisions taken under the budgetary review must reflect these considerations.
5. There has been a gradual adjustment of EU expenditure over time. For example, the share of the EU Budget absorbed by the Common Agricultural Policy (CAP) has declined from over 70% in 1985 to a forecast of 32% in 2013. Over the same period, the share of the EU budget absorbed by structural and cohesion policy will have increased

from over 10% in 1985 to close on 36% by 2013. Other policy areas, such as competitiveness, rural development and external actions have seen their share of the budget increase. It is clear that the EU budget is not static and has evolved over time to respond to the perceived needs of the Union. Therefore, the Committee believes that changes to the post-2013 MFF should be gradual in nature so as to provide continuity with existing policies while providing for the gradual introduction of new initiatives. It should be a question of evolution rather than revolution.

### ***Agricultural Policy***

6. The Commission's Budget Review refers to the share of CAP in the overall EU budget falling steadily over the years and suggests that "continuing this trend would still leave agriculture spending representing a major public investment – one falling on the EU's shoulders, rather than on national budgets". The Joint Committee is concerned about this oblique suggestion that the CAP share of the EU budget might continue to fall. The Committee is critical that the CAP is singled out for mention in this regard and would suggest that the reference pre-judges the outcome of the discussion which has yet to occur.
7. The Joint Committee strongly believes that a strong and effective CAP should be maintained and the level of EU funding retained for the following reasons:
  - The CAP is now a multi-functional policy that is well integrated with other public policy areas;
  - The great bulk of expenditure now goes to provide income supports direct to farmers rather than through intermediate measures such as intervention purchases;
  - Through cross-compliance and rural development measures, the CAP promotes on-farm efficiency, ensures food safety, procures public environmental goods and addresses public concerns about animal welfare;
  - Rural development measures also aim to alleviate the economic and social problems of rural areas;
  - The cost of CAP is no longer disproportionate in terms of EU GDP or by reference to international comparisons;
  - CAP can play a useful role in addressing future energy needs and the major challenge in reconciling the twin requirements of substantially reducing greenhouse gas emissions while at the same time ensuring a continued ability to provide a secure and sustainable food supply.
8. Overall, it is the Committee's firm belief that the CAP has now the capacity, particularly with further appropriate reform, to make a significant contribution to EU and

global food security, to combating climate change and to general economic recovery. CAP should be seen as integral part of the EU 2020 Strategy and not a separate policy competing for funding. The Committee recalls the conclusions of the European Council of 17 June 2010 which stated: *“A sustainable, productive and competitive agricultural sector will make an important contribution to the new strategy [EU 2020], considering the growth and employment potential of rural areas while ensuring fair competition”*. This potential will only be realised if sufficient resources are provided in the EU budget.

9. The negotiation of the CAP reform will be part of the wider negotiations on the MFF post-2013. All aspects of these negotiations will take place in parallel over a period of about two years. However, final decisions on specific reforms to the CAP can properly be taken only in light of the resources that are to be provided for the CAP. Therefore, the Committee believes that the relevant Presidencies should ensure that the negotiations on the new MFF should be sequenced so that final decisions on further changes in the CAP will be taken in the full knowledge of the resources that will be available for the CAP.
10. The Committee is also strongly of the opinion that the First Pillar of the CAP should continue to be fully funded at EU level. The viability of the family farm depends on direct payments. Without adequate compensation, farmers will reduce production and some will go out of business all together. As a result:
  - The EU will continue to lose market share on the domestic and world markets with an adverse impact on economic activity and employment;
  - Food security risks and price volatility in the EU will increase;
  - The EU will contribute less to global food security;
  - There will be reduced attention to the environment and increasing environmental degradation;
  - The economies of rural areas, which are highly dependent on farmers' purchasing power, will be damaged.

Therefore, the Committee recommends that resources at least sufficient to maintain the present value of direct payments should be provided in the new MFF.

### ***Competitiveness & the EU 2020 Strategy***

11. The EU is facing growing challenges from demographic and international competitive pressures. The economic crisis has highlighted the competitiveness differences between the EU Member States as well as the huge challenge the Union faces in trying to remain competitive in a global market. The Committee therefore strongly supports the EU 2020 Strategy as a means to contribute to Europe's economic recovery and strengthening the competitiveness of Member States. The EU 2020 Policies will contribute to increasing

productivity and growth potential which are essential to the economic recovery and the prosperity of the Union's citizens. It is important that the EU 2020 Strategy is now implemented in an energetic way and therefore the Committee believes that the new MFF should be designed to support this implementation.

12. In particular, the Committee believes that the MFF should focus on the area of Research, Development and Innovation. An increased share of the EU Budget could be devoted to this activity with particular emphasis on technology transfer to enable the rapid transfer of research results to firms, providing priority to high-growth potential sector and SMEs. In the design of EU Research programmes, the Committee believes that more attention is required to stimulate cooperation between the laboratories of Universities and Institute of Technologies and firms across the Union. Existing programme activities to promote education and training exchanges across the Community, in particular in research activities, should be upheld, if not strengthened.

### ***Structural and Cohesion Policies***

13. Structural and Cohesion policies have been very successful in achieving their objective of bringing about income convergence across Member States and regions. Ireland has derived considerable benefit from these policies. They have been evolving as income per capita of countries and regions converge with the EU average, with regions moving from Objective 1 to Objective 1 in transition and, as in the case of Ireland, moving out of Cohesion Fund eligibility.
14. The Committee believes that this transition should continue with a greater concentration of funds in the least developed Member States. Structural and Cohesion Funds have the greatest long-term benefit when concentrated on public goods such as road, public transport, water treatment and the environment. This also improves the effectiveness of programme management and budgetary controls. The Committee also supports the retention of the relatively small level of funds devoted to territorial cohesion because of its cross-border nature.

### ***Climate change and energy***

15. At the March 2007 European Council, the Heads of State and Government agreed an integrated climate and energy policy with three objectives: increasing security of supply; ensuring the competitiveness of European economies and the availability of affordable energy; and promoting environmental sustainability and combating climate change. The Council also emphasised that the EU is committed to transforming Europe into a highly energy-efficient and low greenhouse-gas-emitting economy, including a commitment to achieve at least a 20% reduction in greenhouse gas emissions by 2020 compared to 1990.
16. The Committee believes that EU Budget should be the financial mechanism to support EU Member States in meeting these objectives, through assisting investments for the development of renewable energy sources and other initiatives that can reduce greenhouse gas emissions. The EU Budget, combined with regulation, could contribute

to increased energy interconnection across Europe. Research into energy efficiency as well alternative technologies for environmentally friendly technology should also be given greater emphasis in the EU Budget.

### ***Area of Freedom, Security and Justice***

17. The EU Budget already provides funding for actions in the area of Freedom, Security, Justice and Citizenship, including management of migration flows and external borders protection, and consumer protection. The Committee believes that this area should continue to be a priority for the EU Budget. The Committee supports the activities supported from funding under the European Refugee fund, the European Integration fund and the European Returns fund as well as those provided for from EU funding under the Prevention and Fight against Crime programme. We see a continuing need for these policy areas to be supported by the EU budget.

### ***External Relations***

18. EU expenditure on its foreign and security policy is modest by comparison with the indirect benefits which it brings to the Union's citizens through contributing to the promotion of peace and democracy globally. Meeting the cost of important ESDP missions will be a major challenge with the limited resources currently available. The Committee is also supportive of the Financial Instrument for the European Neighbourhood Policy and the Instrument of Pre-Accession, both of which play a significant role in integrating some of the EU's regional partners into a framework providing improved cooperation and stability. Therefore, the Committee believes that EU funding in these very important areas, especially as EU foreign policy gains more coherence and prominence through the new External Action Service, should be strengthened in the new MFF.

### ***Own Resources***

19. Member States' contributions to the EU Budget come from a mixture of resources, with some 70% from a GNI based contribution, 15% from a VAT-related resource and the remaining 15% from Customs Duties. The Committee believes that this method of funding has provided a stable source of revenue for the EU Budget. However, it is complex and not that simple to administer. The Committee would therefore support a more simplified system for funding EU expenditure, which should still be mainly based on GNI plus the traditional own resources. A GNI based system is the most equitable as it is based on the Member State's ability to pay and should provide a stable source of financing for the EU Budget. It is also transparent and imposes a low administrative burden on Member States.
20. The Committee is strongly opposed to an "EU tax". It is not clear to the Committee how such a tax would be equitable. The Committee is also not in favour of an EU tax rate harmonisation. First, the Committee believes that any tax rate harmonisation would be in breach of the principle of subsidiarity. Second, Ireland's corporate tax rate of 12.5% is an integral part of our industrial policy and a key factor in our economic recovery. The



Committee is therefore completely against any attempt to introduce corporate tax harmonisation within the EU either directly or through technical measures. The Committee is also sceptical about many aspects of the proposed EU Common Consolidated Corporate Tax Base.

***Rebates***

21. The Committee considers rebates as unsuited to the long-term funding of the Union. It considers that these rebates should be gradually phased out, consistent with the concerns of the major net contributors. The Committee sees little merit in alternative approaches such as a General Correction Mechanism and hold that the ultimate objective should be an end to rebates.

Joint Oireachtas Committee on European Affairs  
27 January 2011

**Latvia**

31 January 2011  
9/16-

**Ms. Jutta HAUG**  
The Chairwomen of the Special Policy Challenge Committee

Dear Colleague,  
Thank you for your undated letter regarding the European Parliament's initiative to start a dialogue with national parliaments in the process of preparation for the EU future financial perspective. I enclose our Parliamentary report, prepared jointly by representatives of the Saeima Committees on European Affairs and Budget and Taxes, assisted by experts of the ministries and other committees of the Saeima.  
The Saeima of the Republic of Latvia supports the initiative to start a dialogue with national Parliaments on the EU financial perspective after 2013 and looks forward to ongoing contacts with the European Parliament.  
Yours sincerely,

**Imants Liegis**  
Chairman of the European Affairs Committee

enc. 2 pages

## **REGARDING THE DIALOGUE BETWEEN THE EUROPEAN PARLIAMENT AND NATIONAL PARLIAMENTS IN THE PROCESS OF PREPARATION FOR THE EU FUTURE FINANCIAL PERSPECTIVE – VIEW OF THE LATVIAN PARLIAMENT (SAEIMA)**

### **FRAMEWORK, CEILINGS, DURATION AND STRUCTURE OF THE NEXT FINANCIAL PERSPECTIVE**

The ceilings of the next Financial Perspective should remain at about the same level. We give our preference to the bottom-up approach where we, first, decide on the content of the expenditure categories not the overall size of the EU budget against the GDP.

The Own Resources ceilings should not be increased. In any case it is important that this remains purely unanimous decision of the Council.

Latvia approves the current structure of the EU budget and is of the opinion that proposals to create any new categories/instruments need to have a clear justification and a thorough assessment. New priorities and challenges primarily should be financed by streamlining resources within the agreed financial framework.

Latvia prefers to keep the seven year duration for the next EU's multiannual budget. We believe that the current structure of the EU budget allows for enough flexibility to cater for the unforeseen needs. If necessary, Latvia could agree to increase the margins within the expenditure categories at the time when the decision on the multiannual budget is taken.

### **REVENUES OF THE EU BUDGET**

The Own resources system should be simplified. The best way to do that is to abolish VAT based resource, retaining only GNI resource and Traditional own resources.

We are not in a position currently to agree or to start any discussions on new own resources. We are extremely concerned about the potential impact introduction of new taxes would have on competitiveness of different sectors of economy across the different Member States.

The correction mechanisms should be abolished as well.

### **EU BUDGET EXPENDITURES POST 2013**

The two main priorities for Latvia in the upcoming negotiations will be Cohesion policy and the Common Agricultural policy.

The Cohesion Policy should be focused on its original / historical aim, i.e. to reduce disparities in the level of development among the EU Member States and regions. It is necessary to maintain the same level of financial support for the convergence objective of Cohesion policy after 2013. We need to make sure that there is a real economic convergence among the Member States. Only through creating an economically homogeneous area will Europe become more competitive and achieve Strategy 2020 goals.

Financial distribution of the Cohesion policy has to be more concentrated and therefore Member States should be able to choose a limited number of priorities for support; the EU convergence regions should have possibility to choose more priorities.

The current architecture of the Cohesion policy should be kept for the next financing period as well; a clear linkage between the European Social fund, European Regional Development fund and the Cohesion fund has promoted a better coordination of actions and synergy of the Cohesion policy.

Reform of the Common Agriculture policy has to make a major contribution to establishment of fair conditions of competitiveness for all the EU farmers. In this context, it is necessary to abandon any references to the historic criteria and introduce new, objective, transparent direct payments distribution criteria for all the Member States.

Common Agriculture policy has to remain a single, common EU policy after 2013 without division in national or regional policies and both CAP pillars should be kept. First pillar of Common Agriculture policy has to be fully financed from the EU budget resources.



**LIETUVOS RESPUBLIKOS SEIMO PIRMININKAS  
SPEAKER OF THE SEIMAS OF THE REPUBLIC OF LITHUANIA**

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E-mail Irena.Degutiene@lrs.lt

**Jerzy Buzek**  
Pirmininkas  
Europos Parlamentas

2011-01-18 Nr. 516

**DĖL EUROPOS PARLAMENTO DIALOGO SU NACIONALINIAIS PARLAMENTAIS  
RENGIANTIS BŪSIMAJAI ES FINANSINEI PERSPEKTYVAI**

Gerbiamas Kolega Jerzy,

Atsakydama į Jūsų kreipimąsi dėl Europos Parlamento iniciatyvos pradėti dialogą su nacionaliniais parlamentais rengiantis būsimajai ES finansinei perspektyvai, norėčiau Jus informuoti, kad Lietuvos Respublikos Seimo Europos reikalų komitetas 2010 m. spalio 8 d. pritarė pasiūlymui parengti parlamentinį pranešimą dėl ES 2014 - 2020 m. finansinės perspektyvos ir su ja susijusių horizontalių ES politikų peržiūrų. Parlamentinį pranešimą rengia Seimo Europos reikalų, Kaimo reikalų bei Biudžeto ir finansų komitetų atstovai, jiems talkina Seimo kanceliarijos ir kviestiniai ekspertai.

Lietuvos Respublikos Seimo specializuoti komitetai (Biudžeto ir finansų, Ekonomikos, Audito, Socialinių reikalų ir darbo, Kaimo reikalų) jau yra apsvarstę svarbiausias Europos Komisijos strategines iniciatyvas, susijusias su būsima ES finansine perspektyva: komunikatą dėl ES biudžeto peržiūros, Penktosios ekonominės, socialinės ir teritorinės sanglaudos ataskaitos išvadas, komunikatą dėl Bendrosios žemės ūkio politikos artėjant 2020 m. (su aprūpinimu maistu, gamtos ištekliais ir teritorine pusiausvyra susijusių būsimų uždavinių sprendimo), komunikatą dėl 2020 m. ir vėlesnio laikotarpio energetikos infrastruktūros prioritetų ir integruoto Europos energetikos tinklo plano.

Lietuvos Respublikos Seimas palaiko Europos Parlamento įsteigto specialiojo Politinių išbandymų komiteto (SURE) iniciatyvą pradėti dialogą su nacionaliniais parlamentais ir rengiasi aktyviai dalyvauti diskusijose dėl būsimosios ES finansinės perspektyvos bei palaikyti glaudžius ryšius su Europos Parlamentu.

Pagarbiai

Seimo Pirmininkė

Irena Degutienė



**LIETUVOS RESPUBLIKOS SEIMO PIRMININKAS  
SPEAKER OF THE SEIMAS OF THE REPUBLIC OF LITHUANIA**

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*Courtesy translation*

Mr Jerzy Buzek  
President  
European Parliament

18 January 2011

**REGARDING THE DIALOGUE BETWEEN THE EUROPEAN PARLIAMENT AND  
NATIONAL PARLIAMENTS IN THE PROCESS OF PREPARATION FOR THE EU  
FUTURE FINANCIAL PERSPECTIVE**

Dear Colleague,

In reply to your address regarding the European Parliament's initiative to start a dialogue with national parliaments in the process of preparation for the EU future financial perspective, I would hereby like to inform you that on 8 October 2010, the Committee on European Affairs of the Seimas of the Republic of Lithuania approved the proposal to launch a Parliamentary Report on the EU Financial Perspective 2014-2020 and the related EU policy horizontal reviews. The Parliamentary Report is prepared jointly by representatives of the Seimas Committees on European Affairs, Rural Affairs, and Budget and Finance assisted by experts of the Office of the Seimas and invited experts.

The standing Committees of the Seimas of the Republic of Lithuania (the Committee on Budget and Finance, Economics, Audit, Social Affairs and Labour and Rural Affairs) have already considered the key strategic initiatives of the European Commission related to the EU future financial perspective: the Communication on the EU Budget Review, Conclusions of the Fifth Report on Economic, Social and Territorial Cohesion, the Communication on the Common Agricultural Policy towards 2020 (resolving the future tasks linked to the provision of food, natural resources and territorial challenges), the Communication on Energy Infrastructure Priorities for 2020 and beyond, as well as a Blueprint for an integrated European Energy Network plan.

The Seimas of the Republic of Lithuania supports the initiative of the Special Policy Challenge Committee (SURE) to start a dialogue with national parliaments and is going to take an active part in the discussions on the EU future financial perspective and to maintain close contacts with the European Parliament.

Respectfully yours,

Irena Degutienė

RAPPREŻENTANZA PERMANENTI  
GHALL-UNJONI EWROPEA



PERMANENT REPRESENTATION  
TO THE EUROPEAN UNION

MALTA

*Ir-Rappreżentant Permanenti*

*The Permanent Representative*

Jutta Haug  
Member of the European Parliament  
Bâtiment Altiero Spinelli  
12G254  
60, Rue Wiertz  
B-1047 Brussel  
Belgium

PR99/11

27 January 2011

Dear Ms Haug

**Position of the Maltese Government on the Commission Communication on 'The Budget Review'**

I refer to our meeting held on 20 October 2010 during which we discussed the Commission Communication on 'The Budget Review'. Enclosed please find a document outlining a detailed position of the Maltese Government on the said Commission Communication.

As you will recall from our meeting, the publication of the Communication has been welcomed by the Maltese Government due to the opportunity it provides to consider possible ideas for future EU Budgets in line with the December 2005 European Council Conclusions which had called for a full, wide ranging review of all aspects of EU spending and of resources.

I would like to emphasize that for the Maltese Government it is important that the EU Budget continues to be an instrument to support the specificities of Member States at the national and regional levels through Cohesion Policy. I would also like to highlight, that the Maltese Government has sought to keep an open mind on the ideas contained in the Communication for the financing of the EU budget. While we are in favour of simplifying the Own Resources system to allow for more transparency, predictability and a reduction of collection costs and administrative burdens, our preliminary assessments have shown that a number of these proposals such as an EU tax on air transport, an EU tax on the financial sector and an EU corporate income tax, will impact negatively on a peripheral economy such as Malta's.

It is pertinent to note that this information is also being sent to MEP Jan Olbycht, Vice-Chairperson of the Special Committee on the policy challenges and budgetary resources for a sustainable European Union after 2013.

Yours Sincerely

A handwritten signature in black ink, appearing to read 'Richard Cachia Caruana', with a horizontal line drawn underneath.

Richard Cachia Caruana  
Ambassador  
Permanent Representative

Enclosures: Position of the Maltese Government on the Commission Communication on 'The Budget Review' (COM(2010) 700)

Copy: Permanent Secretary, Ministry of Finance, the Economy and Investment



## **Position of the Maltese Government on the Commission Communication on ‘The Budget Review’ (COM(2010) 700)**

The Maltese Government welcomes the tone of the Communication on ‘The Budget Review’. This Communication provides an opportunity to discuss the review of the EU Budget that is being conducted in line with the December 2005 European Council conclusions that called for a full, wide ranging review of all aspects of EU spending and of resources.

### *Revenue*

The Maltese Government is in favour of simplifying the Own Resources system to allow for more transparency, predictability and a reduction of collection costs and administrative burdens. Consequently, Malta has sought to consider the Commission’s ideas for possible new Own Resources with an open mind.

It is already clear that a number of the proposals will impact negatively on a peripheral economy such as Malta’s. For example, an EU tax on air transport in a geographically isolated Member State, such as Malta, which depends disproportionately on air transport, will be hit severely and disproportionately by such a tax. Likewise, an EU tax on the financial sector or an EU corporate income tax base could also be problematic for Malta.

Furthermore, for small open economies which are highly dependent on imports for their consumption, there is the tendency for these countries to end up paying more relative to their prosperity when it comes to the Traditional Own Resources. Malta’s preference for the Own Resources system is therefore a system solely based on the Gross National Income (GNI) resource. From Malta’s perspective, such a resource is considered to be an efficient means of revenue collection which creates minimum distortions on the allocation of resources.

Furthermore, Malta believes that the ideal situation would be to avoid shortcomings on the expenditure side, but if the expenditure side of the Budget in the next Multiannual Financial Framework will maintain the current distortions then correction mechanisms have to be in place as a second-best option.

### *Expenditure*

With regard to the proposed principles guiding future EU expenditure, the Maltese Government welcomes the strong endorsement of the principle of solidarity, where it is noted in the Communication that solidarity is one of the foundation stones of the EU, a core principle and source of strength. In this context the reference to supporting those Member States with external borders and who therefore are in the frontline to protect the external border of the Union is well received.

The principles of future EU expenditure mirroring the EU’s core policy priorities and ensuring EU added value are likewise important, however they must be balanced with the need to assist the Member States in other areas which due to the territorial context and specificities also require EU support. This is also part of the principle of solidarity and the specific needs of

Member States as well as the different levels of economic, social and territorial development between and within the Member States need to remain central to the EU budget. In this respect the proposal for transitional support for regions which have not completed the catching-up process is welcome and we believe that the system should be based on what was agreed for the 2007-2013 period.

The Maltese Government considers that the principle of solidarity is best reflected in Cohesion Policy. This policy is a fundamental pillar of the EU budget in that it is the most effective instrument to address the existing disparities between and within Member States. It is the most visible symbol of co-operation and solidarity at European level which has a direct impact on the quality of life of European citizens. Malta, therefore, believes that Cohesion Policy should be strengthened to support all regions to reach their full potential while taking into account the specificities of the Member State at the national and regional level.

The Maltese Government is concerned on the proposal for a disciplined concentration of cohesion policy on the objectives of the Europe 2020 Strategy as this seems to imply that the specific needs of the Member States and regions, which require support to reduce the socio-economic disparities in the EU, are being put aside. It needs to be reiterated that the objective of cohesion policy is to reduce the socio-economic disparities between regions as set out in the Treaty and not to be the standard bearer for the Europe 2020 Strategy. Therefore, while the role of the EU budget in supporting the Europe 2020 Strategy is established, the specific needs of the Member States and regions and their levels of developments also need to be also taken into account. There are Member States which cannot go beyond a certain level of investment in areas such as innovation and research, and need to focus more on other priorities such as basic infrastructure which is equally if not more required to ensure socio-economic development. Investment in the Europe 2020 Strategy priorities has to be placed within the overall context of each Member State / region economic level and territorial specificities.

With regard to agricultural spending, the Communication also does not address the issue of what financial resources are necessary to achieve the objectives of a modernised Common Agricultural Policy (CAP). The Maltese Government can agree with some of the reform paths indicated that are related to the rural development, market orientation and synergy directions, but simply 'greening' the direct payments system (with no mention made of the market instruments) will fall short of what the public expects from the policy's reform and will retain an element that is distortive to competition in the agricultural sector, and particularly to Member States' net financial position within the overall EU budget.

One of the Communication's suggested policy options is to re-distribute direct payments among Member States while maintaining their current level, however, to have the CAP deliver better public goods would require the redistributing more of these overall resources to the second pillar. Rural Development Policy under the second Pillar should be strengthened given its increasingly significant contribution to the public good through environmental protection and preservation. Community financing needs to integrate these elements into European farming. Support under the first pillar still commands a significant proportion of the EU budget in spite of its relative inability to ensure the delivery of public goods by the farming community in the same manner as the second pillar. This situation detracts from the financing of policies and priorities aimed, among other things, at enhancing the economic competitiveness of the EU.

*Structure*

The Maltese Government believes that there needs to be flexibility in the EU Budget but it is important such flexibility is complemented with a strong commitment to budgetary discipline, set limits and legally sound solutions. Consequently, the Maltese Government's main concern for the post-2013 multiannual financial framework with regard to flexibility is the Commission's proposal to maintain the current 0.03% flexibility arrangement agreed by qualified majority should be maintained as an important safety valve allowing limited deviations from the foreseen ceilings. In the context of the 2011 budget and the Lisbon Package negotiations, an ad hoc solution has come about through the creation of a Contingency Margin. The Maltese Government has only agreed to the setting up of this Contingency Margin in the spirit of compromise in the 2011 budget negotiations and will therefore look for a different method of increasing flexibility in the EU Budget which does not breach Article 312(2) of the Treaty on the Functioning of the EU. The Maltese Government's interpretation of this Article remains that any revisions of the Multiannual Financial Framework require unanimity in Council.

With regard to the questions of the period covered by the new financial framework, Malta would prefer to maintain a seven year financial programming period as shortening this period would impact the effectiveness of programme implementation. The ten year programming may improve implementation of programmes further but will also clearly increase issues of flexibility in the EU Budget as there are bound to be many unforeseen expenditures arise along the years which will not only make the proposed mid-term review of framework essential but possibly also rather difficult to negotiate, potentially reducing the overall exercise to a five year programming scenario.



DCO Internationaal en Ruimtelijk  
vaste commissie voor Europese Zaken

Aan de Voorzitter van de bijzondere commissie  
beleidsuitdagingen van het Europees Parlement

Plaats en Datum	Den Haag, 2 februari 2011
Betreft	Bijdrage aan werkzaamheden van de commissie SURE met betrekking tot de Financiële Perspectieven.
Ons kenmerk	11-EU-B-004

Geachte mevrouw Haug,

Graag bedank ik u voor uw brief van 17 november 2010 waarin u ons uitnodigt een bijdrage te leveren ten behoeve van uw werkzaamheden omtrent de prioriteiten van het Europees Parlement bij het Meerjarig Financieel Kader na 2013. De Tweede Kamer heeft met belangstelling kennis genomen van de werkzaamheden van de commissie voor beleidsuitdagingen van het Europees Parlement (SURE).

De Tweede Kamer volgt het debat over de Financiële Perspectieven met grote belangstelling en kijkt uit naar de presentatie van de desbetreffende wetgevende voorstellen door de Europese Commissie. Op basis van deze voorstellen zal de Tweede Kamer vanuit haar rol als democratisch gekozen controleur van de Nederlandse regering de onderhandelingsinzet beoordelen.

De Tweede Kamer meent dat de Financiële Perspectieven van dermate politiek belang zijn, dat zij heeft voorgenomen om direct na het verschijnen van de wetgevende voorstellen een parlementair behandelvoorbehoud te plaatsen. Met dit instrument geeft de Tweede Kamer een versterkte invulling van haar controlerende bevoegdheden ten opzichte van de Nederlandse regeringsinzet bij de Europese besluitvorming.

Vooruitlopend op het verschijnen van de Financiële Perspectieven en de Nederlandse kabinetsreactie hierop wil de Tweede Kamer u alvast de volgende inhoudelijke zienswijzen meegeven op het gebied van de inkomsten en uitgaven van de Europese Unie:

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der Staten-Generaal  
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E-mail: [cic.eu@tweedekamer.nl](mailto:cic.eu@tweedekamer.nl)



DCO Internationaal en Ruimtelijk beleid  
Commissie Defensie/Europese Zaken

#### *Inkomsten*

De Tweede Kamer stelt zich achter het Nederlandse kabinetsstandpunt dat de afdrachten van de lidstaten aan de Europese Unie evenwichtiger en transparanter moeten worden. Bij voorkeur wordt een vast percentage van het Bruto Nationale Inkomen (BNI) gebruikt als middelenbron voor de financiering van de EU-begroting. Het gebruik van het BNI als grondslag van de afdrachten is eenvoudig, transparant en verzekert ook een eerlijke verdeling van afdrachten onder de lidstaten, namelijk op basis van de omvang van de economie van de lidstaten.

Verder dient het huidige maximum voor de eigen middelen niet te worden verhoogd.

#### *Uitgaven*

De volgende Financiële Perspectieven zullen zich op het gebied van de uitgaven moeten voegen naar de nieuwe budgettaire werkelijkheid in de Europese Unie. Dientengevolge moeten in de volgende EU-begrotingen besparingen gevonden worden om nieuwe prioriteiten te financieren. Verder dienen Europese uitgaven een duidelijk toegevoegde waarde te hebben ten opzichte van private initiatieven en ten opzichte van nationaal beleid.

Hoogachtend,

  
De voorzitter van de vaste commissie voor Europese Zaken,  
G. Verburg

Vervolg Brief

Bladzijde

2

DCO Internationaal en Ruimtelijk  
vaste commissie voor Europese Zaken

To the Chairwoman of the Special Committee on the  
policy challenges and budgetary resources for a  
sustainable European Union after 2013

Date: 2 February 2011  
Re: Contribution to activities by the SURE Policy Challenges Committee regarding Financial Perspectives.  
Our reference: 11-EU-B-004

**- COURTESY TRANSLATION -**

Dear Ms Haug,

Thank you for your letter of 17 November 2010 in which you invited us to provide input for your activities regarding the priorities of the European Parliament for the Multiannual Financial Framework after 2013. The Dutch House of Representatives was very interested to be informed of the activities of the European Parliament Committee for Policy Challenges (SURE).

The Dutch House of Representatives is following the debate on Financial Perspectives with great interest and is eagerly anticipating the presentation of the relevant legislative proposals by the European Commission. The Dutch House of Representatives will use these proposals to review the negotiation process, acting in its role as the democratically elected auditor of the Dutch government.

The Dutch House of Representatives feels that the Financial Perspectives are of such political importance that it is planning to hold a parliamentary reservation immediately following publication of the legislative proposals. By using this instrument, the Dutch House of Representatives is reinforcing its supervisory powers with respect to the Dutch government's commitment to European decision-making.

In advance of the publication of the Financial Perspectives and the response of the Dutch government to these, the Dutch House of Representatives would like to take this opportunity to apprise you of its substantive views regarding the revenue and spending of the European Union as follows:

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E-mail: [cie.eu@tweedekamer.nl](mailto:cie.eu@tweedekamer.nl)

**- COURTESY TRANSLATION -**

*Revenue*

The Dutch House of Representatives supports the view of the Dutch government that the contributions from the Member States to the European Union need to be made more fair and transparent. Preference is given to using a fixed percentage of the Gross National Income as resource to finance the EU budget. Using the GNI as the basis for contributions is simple and transparent and also ensures a fair distribution of contributions across the Member States, namely based on the size of the Member States' economies.

Furthermore, the present maximum for the own resources should not be raised.

*Expenditure*

Regarding expenditure, the next Financial Perspectives will have to adjust to the new budgetary reality in the European Union. As a consequence, economies will have to be made in the next EU budgets in order to finance new priorities. Furthermore, European spending needs to have clear added value with respect to private initiatives and national policy.

Yours sincerely,

G. Verburg  
Chair of the Standing Committee on European Affairs

Letter cont.

Page 2

## Portugal

### *Assembleia da República*

Sua Excelência  
Senhor Jerzy Buzek  
Presidente do Parlamento Europeu  
Bruxelas

PE - COURRIER EP - ENTRÉE
22 -03- 2011
Nº 3393

**Assunto: Contributo da Assembleia da República para a Comissão SURE do Parlamento Europeu**

*Senhor Presidente,*

Acuso e agradeço a recepção do ofício do Senhor Presidente, dando conta da criação e das actividades a desenvolver pela Comissão SURE do Parlamento Europeu ("Comissão Especial sobre os Desafios Políticos e os Recursos Orçamentais para uma União Europeia Sustentável após 2013") na óptica da preparação do trabalho relativo ao próximo quadro financeiro plurianual.

Regozijo-me com a abordagem adoptada e com o diálogo político estabelecido, que se quer cada vez mais estreito e profícuo entre os Parlamentos nacionais e o Parlamento Europeu, sobretudo, em temas tão relevantes como este para o futuro do projecto europeu, cujo principal desafio será procurar conciliar o difícil equilíbrio entre a actual situação de crise, os recursos conferidos à UE e os objectivos a prosseguir.

Nesta sequência, venho, por esta via, informar V. Exa. que, na Assembleia da República, é competente na matéria em apreço a Comissão de Assuntos Europeus que, em razão da matéria, se articulou com a Comissão de Orçamento e Finanças. Deste modo, gostaria que se dignasse transmitir o sentido da carta do Presidente da Comissão de Assuntos Europeus desta Assembleia à Presidente da Comissão SURE do Parlamento a que Vossa Excelência preside.

Fazendo votos para que o trabalho interparlamentar se desenvolva no sentido de uma parceria reforçada em matérias politicamente relevantes para os Parlamentos da União Europeia, como este exemplo bem ilustra, e disponibilizando-me para reforçar o nosso diálogo inter-institucional,

Queira Vossa Excelência aceitar, Senhor Presidente, a expressão do meu respeito e muito apreço. *e etc.*

**O PRESIDENTE DA ASSEMBLEIA DA REPÚBLICA,**

  
**JAIME GAMA**

Lisboa, 11 de Março de 2011  
Ofício 241/PAR/11/hr



*Assembleia da República*  
(courtesy translation)

Mr Jerzy Buzek  
President of the European Parliament  
Brussels

**Subject: The Assembly of the Republic's contribution to the SURE Committee of the European Parliament**

I acknowledge receipt and thank you, Mr President, for your letter reporting on the creation and activities to be carried out by the SURE Committee of the European Parliament (Special committee on the policy challenges and budgetary resources for a sustainable European Union after 2013), within the scope of the preparation of the work regarding the next multi-annual financial framework.

I am pleased by the approach and the political dialogue that has been established, that we wish to be closer and meaningful between national Parliaments and the European Parliament, particularly, in such important matters as this one for the future of the European project, whose main challenge will be to reconcile the difficult balance between the current crisis situation, the resources entrusted to the UE and the objectives to be pursued.

Consequently, I hereby would like to inform you that in the Assembly of the Republic it is the European Affairs Committee that is responsible for the matter in question, which, for this purpose, has worked together with the Budget and Finance Committee. I would therefore be grateful if you could forward the content of the letter of the Chairman of the European Affairs Committee of this Assembly to the Chairwoman of the SURE Committee of your Parliament.

In the hope that the inter-parliamentary work evolves towards an enhanced partnership in matters that are politically relevant for the parliaments of the European Union, as this example well illustrates, I remain available to reinforce our inter-institutional dialogue.

Please accept, Mr President, the assurances of my highest consideration and esteem.

**THE PRESIDENT OF THE ASSEMBLY OF THE REPUBLIC**

**JAIME GAMA**

Lisbon, 11 March 2011  
Official letter no. 241/PAR/11/hr



**ASSEMBLEIA DA REPÚBLICA  
COMISSÃO DE ASSUNTOS EUROPEUS**

Exm<sup>a</sup> Senhora Jutta Haug  
Presidente da Comissão SURE  
do Parlamento Europeu

03.03.2011

**Assunto: Contributo da Assembleia da República para a Comissão SURE do Parlamento Europeu**

Exma. Senhora Presidente da Comissão SURE, Cara Colega,

Na sequência da recepção do seu ofício referente ao trabalho que a Comissão SURE, a que V. Exa. preside, tenciona desenvolver ao longo do primeiro semestre de 2011 e ao repto que lança aos Parlamentos nacionais e, designadamente, à Assembleia da República, para o envio de contributos sobre o novo quadro financeiro plurianual após 2013, a Comissão de Assuntos Europeus (CAE) deliberou, na sua reunião de 11 de Janeiro, preparar um contributo sobre a referida matéria, a qual será objecto de um relatório apresentado pela Comissão SURE até Julho próximo.

Assim, e ponderando a abrangência e profundidade das matérias em apreço, a CAE considerou que seria relevante procurar estabelecer um contacto político mais estreito com a Comissão SURE do PE com vista a que o contributo desta Assembleia possa ser útil para o trabalho que essa Comissão do PE desenvolverá, com o objectivo de definir as prioridades políticas do Parlamento Europeu para o novo quadro financeiro plurianual após 2013, quer em termos legislativos, quer em termos orçamentais, cabendo-lhe ainda apresentar orientações sobre os recursos necessários para que a União Europeia concretize estas prioridades.

Gostaria, deste modo, de convidar uma delegação da Comissão a que V. Exa. preside a reunir com a CAE na Assembleia da República em data que considere mais adequada e, cumulativamente, solicitar-lhe que enviasse a esta Comissão os elementos adicionais que entenda poderem ser úteis ao processo de elaboração do referido contributo. Por último, cumpre reafirmar a intenção de envio de contributo por parte da Assembleia da República, decorrente do trabalho conjunto entre a Comissão de Assuntos Europeus e a Comissão de Orçamento e Finanças, pese embora necessite de mais tempo para o efeito, solicitando, desde já, a sua melhor compreensão para este facto que decorre dos trâmites necessários à pronúncia parlamentar.

Aceite os meus melhores cumprimentos,

**O PRESIDENTE DA COMISSÃO,**

**(Vitalino Canas)**

Comissão Parlamentar de Assuntos Europeus - Assembleia da República - Palácio de S. Bento - 1249-068 LISBOA  
Tel. (351) 213 919 018 \* Fax, (351) 213 917 435  
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## Sweden

25 January 2011

Jutta Haug  
European Parliament  
Chair SURE

Madam Chair,

Thank you for your letter inviting us to inform you of the positions of the Committee on Finance with regard to the budget review. These issues due to be considered by your Committee are important. The Committee on Finance at the Riksdag (the Swedish Parliament) follows these matters by means of regular information meetings and deliberations with government ministers on both the annual and the long-term budgets of the EU. Furthermore, the Government consults with the Riksdag in the Committee on European Union Affairs prior to each Ecofin decision.

In the light of the negotiations in the EU regarding both the 2011 budget and the coming long-term EU budget it should be noted that in relation to budgetary policies in the EU the Committee on Finance is inclined to budget restrictiveness and is oriented towards reforming and modernising the EU budget. The Committee considered the review of the long-term EU budget 2007-2013 in statement 2007/08:FiU14. As may be seen in the attached statement, the Committee considered that the principles of subsidiarity, European added value, proportionality, sound financial management and restrictiveness should underlie the budget. The Committee considered that the ability of the EU budget to adapt to changing conditions and demands had been inadequate, and that a thorough-going readjustment of priorities in EU budget expenditure was necessary while any changes had to be made without increasing aggregate budget spending. The Committee has not considered the Commission Communication on the review of the EU budget (COM(2010)700) in a statement, but in December 2010 it held deliberations with EU Minister Birgitta Ohlsson concerning the long-term EU budget.

To provide you with a rapid overview you will find attached a summary of this statement on the review of the long-term EU budget. In addition, a memorandum is attached setting out the positions in the statement. Reservations from opposition parties are also included. The complete statement is also attached. Please, notice that the document was decided prior to our last election and since then one more party has gained seats in the Riksdag.

The Riksdag has also been following the questions of Agricultural Policy and EU Cohesion Policy on the basis of the Communication presented by the Commission in November 2010. On 9 December 2010 the Committee on Industry and Trade organised an information meeting with the Government in connection with Commission Communication COM(2010)642 *"Conclusions of the fifth report on economic, social and territorial cohesion: the future of cohesion policy"*. On 10 February 2011 the Committee will hold deliberations with the Government regarding the same matter. On 17 February 2011 the Committee on Environment and Agriculture will hold deliberations with the Government in connection with Commission communication COM(2010)672 *"The CAP towards 2020: Meeting the food, natural resources and territorial challenges of the future"*.

The Committee on Finance will continue to follow these matters. I am looking forward to continued contact with you and your Committee and will be writing to you again in order to

set up a meeting.

Yours sincerely,

Anna Kinberg Batra

## **Annex**

### **Summary of Statement 2009/10:2007/08:FiU14 Review of the EU-budget**

In May 2006 the European Parliament, the Council and the Commission urged the Commission to make a complete and comprehensive review of all aspects of the EU's expenditure and revenue and present a report on this in 2008–2009. In September 2007, as a part of this review, the Commission called for a broad process of consultation intended to provide an important starting point for the Commission's coming report. The consultation process will end on 15 April 2008. The Commission wishes to carry out the budget review using a long-term perspective, but the review is not intended to contain any budget proposals after the close of the current budget period which will last until 2013.

The Committee on Finance supports the principles and points of departure that the Government considers should determine the budget – subsidiarity, European added value, proportionality, sound financial administration, and restrictivity.

The Committee considers that the capacity of the EU budget to adapt to changed preconditions and demands has been inadequate. Although the composition of the budget's expenditures has changed, they are still noticeably dominated by "traditional" expenditures, i.e. agricultural policy and regional policy. Expenditures for areas like competitiveness, R&D, and environmental and climate policy have admittedly increased, but from very low levels.

The Committee considers that a thorough reordering of the priorities of EU budget expenditures is needed, and that the changes should be made without an increase in overall budget expenditure.

The Committee advocates a drastic reduction of the EU budget's expenditure on agricultural policy and emphasises that the special review of agricultural policy now under way, the Health Check, should not entail any restriction on the possibility of reforming agricultural policy and reducing its dimensions.

Regional policy also needs to be reformed both with regard to design and volume. The Union's regional policy efforts should be centred on those countries in the EU which have a clearly lower level of prosperity than the average. The benefits of regional policy support for the EU's richer countries are highly questionable.

A number of areas need to be given higher priority to meet current and future political and economic challenges. There is a need for more focus on competitiveness, R&D, strategic investments in infrastructural projects, and exchange programmes in the field of education. Legal matters such as serious cross-border crime, trafficking in human beings, drug smuggling and terrorism also need increased resources. If the EU wishes to play a leading role on a global scale, it must also be ready to work actively to improve democracy and human rights. This also requires greater efforts. The Committee on Finance especially wishes to emphasise that together with R&D efforts, environmental and climate issues should be given higher priority. The Committee considers that there are good reasons for efforts at EU level within both these areas.

Sound financial administration is one of the basic principles that the upcoming reforms of the EU budget should be based on, and the Committee considers it necessary to improve the checks to ensure the appropriate and efficient employment of EU funds. The Court of Auditors should also be given greater powers to conduct efficiency audits to determine whether various programmes of expenditure are appropriately designed to achieve their policy objectives. Transparency, simplicity and an explicit division of responsibility should be aimed for in the design of both the budget as such and the individual expenditure programmes.

In the Committee's view, the budget's revenues and expenditures must be viewed in a single context. Adjustments and rebates have arisen because the aggregate burden of the budget has become unreasonably skewed between Member States, and this in its turn results from the expenditures being very unevenly distributed. A reform of the elements making up both revenues and expenditures must therefore be viewed in a coherent perspective.

The Committee opposes the introduction of an EU tax. The Committee considers that there is broad political and popular opposition to transferring the right of taxation to the EU.

The Committee also considers that the European Parliament should be located in Brussels alone.

The Left Party and the Green Party submitted reservations.

## **Statements by the Committee on Finance concerning the EU and the economic crisis**

### **Committee on Finance statement 2007/08:FiU14 Review of the EU budget**

This statement was approved in the Committee on 27 March 2008.

#### ***General views***

In conjunction with the agreement on the current long-term EU budget, a decision was taken to undertake a review of the entire EU budget in 2008/09. For Sweden this budget review was an important precondition for approving the long-term EU budget for the period 2007–2013. The Committee on Finance notes with satisfaction that as part of this review the Commission is now carrying out a broad process of consultation with interested parties at every level – European, national, regional and local.

Significant changes have taken place, both in the EU and elsewhere. As a result, new problems have emerged, but also new opportunities. Greater international competition, the growth of cross-border crime, growing migration flows, climate, environmental and energy issues, and the need for international initiatives for peace, democracy and combating poverty are all areas in which the EU needs to play a prominent role. Meeting these challenges makes considerable demands on EU cooperation. The common resources of the EU must be used effectively and appropriately.

It is important to bear in mind that the budget is just one of several tools which the EU has at its disposal to implement its policies. Many future challenges are of a kind that cannot be tackled by budgetary measures. Instead, other forms of cooperation must be applied. These may involve political cooperation and a common regulatory framework. The most appropriate measures vary, and must be assessed in each individual case. There are thus many urgent matters which are not necessarily best resolved by means of the budget.

Like the Government and other committees, the Committee on Finance considers it imperative to make good use of this opportunity to carry out a budget review, and that this review is thorough-going. Priorities in the budget need to be adjusted in accordance with current demands, the budget structure needs to be simplified and modernised, implementation needs to be more stringent, and budget control and follow-up need to be toughened up. It is therefore very gratifying that the Commission is initiating an unconditional discussion in which all aspects of the EU budget can be raised.

The Committee also supports the principles and points of departure which the Government considers should guide work on the budget: subsidiarity, European added value, proportionality, sound financial management and restrictiveness. In the Committee's view, changes in expenditure should be made without any increase in aggregate spending. The subsidiarity principle means that the Union should only implement a measure if the targets cannot be achieved adequately by means of initiatives at a lower level, or to put it another way, when a measure at EU level adds something which the member states cannot accomplish

on their own. In the Committee's view, the terms subsidiarity and European added value are different ways of expressing the same thing. Before a measure is considered for the EU budget at all, it must be carefully considered whether an intervention at EU level is the most appropriate way of resolving the issue in question.

Currently a special review of EU agricultural policy - the "health check" - is under way, and special reviews are also being carried out of other important parts of the budget. It is absolutely crucial that these special reviews do not lock down certain matters or entail restrictions in the changes which may be prompted in the course of this general budget review. A free and open debate on the budget which is permitted to explore every aspect of the question will be of little use if agricultural policy or other parts of expenditure are regarded as out of bounds as a result of recently conducted special reviews.

### ***The ability of the EU budget to deal with changing priorities***

In its consultation document, the Commission gives a retrospective overview of how the composition of EU budget expenditure has changed over time. In 1988, agricultural policy absorbed 61 per cent of spending, and in 2013 it is estimated that this proportion (excluding rural development) will have decreased to 32 per cent. In 1988, the proportion of the budget used for cohesion policies, i.e. various forms of regional support, constituted just over 17 per cent of spending, while it is estimated that it will have increased to 36 per cent in 2013. Funding for other policy areas is estimated to show an increase from 7 per cent to 26 per cent of budget expenditure between 1988 and 2013.

The EU budget has shown a certain degree of flexibility and its composition has changed over time. However, the Committee on Finance considers, as do the Committee on Foreign Affairs and the Committee on European Union Affairs in their statements, that insufficient flexibility has been in evidence. The part of budget expenditure used for "traditional" spending such as agricultural policy and various forms of regional support, has hitherto predominated and is expected to remain predominant in 2013. The Common Agricultural Policy and EU Cohesion Policy together accounted for 78 per cent of spending in 1988 and it is estimated that they will account for 68 per cent in 2013. In addition funding for rural development estimated to amount to 7 per cent of budgetary expenditure in 2013 is reported in the Commission Communication under Other Policy Areas. These funds also have the character of traditional expenditure and are intended to help meet the objectives of the Common Agricultural Policy. The EU budget has been and still is completely dominated by traditional spending on agricultural policy and regional support. There has been increased spending in certain new areas, but these increases have been from very low levels and in absolute numbers they are minimal.

In the opinion of the Committee on Finance, it is evident that the composition of expenditure reflects past concerns rather than those of the future. As a result, the ability of the budget to meet new challenges cannot be considered satisfactory. It is therefore necessary to comprehensively readjust priorities in budgetary spending.

### ***The design of the future EU budget***

#### **Expenditure priorities**

In the Committee's view, the challenges for the future noted by the Commission in its Communication give a good description of the future concerns facing the EU. They also show with admirable clarity that the present-day budget is not designed to meet them and that a



thorough-going reform and readjustment of priorities is absolutely necessary if the resources mobilised by the budget are to correspond to these future challenges. The Committee shares the view of the Committee on EU Affairs that it is important that policy areas which are given high priority also get the resources they require – even if they are new – and that expenditure is kept within budget limits. The ability of the EU budget to adapt to new conditions and political challenges must therefore be improved, as the Committee has previously noted.

The Committee notes that despite the shifts in expenditure which have taken place in the EU budget, it is still dominated by traditional spending, i.e. the Common Agricultural Policy and regional policy. It is estimated that these two areas together will represent more than three quarters of budget expenditure in 2013. In the Committee's view, a distribution of expenditure of this kind corresponds very poorly to the problems facing the Union now and in the future.

There is also good reason to query many of these costs on the basis of the fundamental principles which should underlie the EU budget. Direct support to agriculture has taken on the form of general income support exclusively addressing the agricultural sector where those who produced most according to earlier support schemes continue to receive the greatest support. There is reason to ask whether this support generates any European added value at all. The Committee on Finance agrees with other committees and thinks that reforms in agricultural policy should be guided by deregulation and market-orientation, attention to consumer and environmental protection, the phasing out of direct support and the abolition of export subsidies. Current agricultural policy contributes to maintaining high prices and locking resources into sectors with low productivity, in some cases it has negative effects on the environment and it is very expensive. In the opinion of the Committee on Finance, spending on the Common Agricultural Policy should be drastically reduced, both in absolute terms and as a proportion of EU expenditure.

The other element of traditional EU expenditure – regional policy - must also be reformed in terms of both scope and content. The gradual enlargement of the EU, both in 2004 and 2007, has given rise to increased differences in prosperity between the Union's member states and this is a development which may be expected to continue as future enlargements take place.

There are good reasons for the EU to fund measures whose purpose is to improve economic developments in parts of the EU with relatively low levels of prosperity, and such support is also imperative on grounds of solidarity. It is, however, difficult to argue that the parts of EU cohesion policy targeting member states with relatively high levels of prosperity generate enough European added value to justify action at EU level. To the extent that prosperous European countries consider it justified to support weak regions in their own country, this should be a national matter. The fact that relatively prosperous member states spend large sums on redistributing resources among each other via the EU is not an expression of solidarity within the Union but rather the result of an endeavour to maximise their own revenues from the Union budget. The EU's common resources should be concentrated to areas where they are most useful, and regional policy measures in prosperous countries can hardly be considered to belong in this category.

It would be advantageous to orient the implementation of EU cohesion policy in relatively prosperous countries towards the political and strategic coordination of different regional development initiatives. For this reason EU cohesion policy in relatively prosperous member states should be conducted by other means than jointly-funded support. This kind of support should instead go to countries with the lowest economic standard and therefore the greatest need. In the view of the Committee, there is both a great need and great potential for reducing EU budget expenditure for various kinds of regional policy measures.

With regard to areas which should be given priority and allocated increased resources in the future, the Committee supports the assessment made by government minister Malmström at the hearing of 6 December. In the first place, greater efforts are needed in relation to competitiveness, R&D, strategic investments in infrastructural projects, and exchange programmes in education. In the second place, greater efforts are needed in regard to legal issues relating to serious cross-border crimes such as trafficking in human beings, trafficking in drugs and terrorism. In the third place, EU relations to other countries should be given priority. If the EU is to play a leading role globally it must also be prepared to act to contribute to democracy and human rights.

Besides the above-mentioned points, the Committee particularly wishes to note certain areas which should be given greater priority. In common with the Committee on European Union Affairs and the Committee on Industry and Trade, the Committee wishes to emphasise environmental and climate issues, and R&D initiatives. In both these areas there is clear justification for initiatives at EU level.

Environmental policy is typically cross-border in character and there is a great need for action at EU level. It is, however, not self-evident that budgetary measures are the most efficient way to conduct environmental policy. Common rules and common legislation with national responsibility for implementation may provide a first-hand alternative.

Environmental and climate issues are, however, very broad in character and cannot well be dealt with using only measures exclusive to environmental policy. Environmental awareness must instead permeate the whole of the budget. This can apply to such things as infrastructural planning, the use of information technology or research, and the development of efficient energy technology. The Committee on Industry and Trade writes in its statement of opinion that the EU should take increased responsibility for general critical issues which cannot be resolved by individual countries. Energy, the climate and the environment constitute a set of problems of this type. The environment has not previously attracted attention in budget planning with the same clarity as growth, and constitutes a very modest proportion of the current budget. In the view of the Committee on Industry and Trade the interconnected issues of energy, the climate and the environment should be given greater priority in future budgets. The Committee on Finance shares this view.

In the area of R&D, the Committee on Finance also thinks that there are compelling reasons to increase joint efforts in the EU. Such measures can be expected to give positive cross-border knock-on effects with respect to both research findings and researchers. Initiatives focusing on research are necessary if companies in Europe are to make their mark in the global economy. At the same time work on ecologically, socially and financially sustainable development demands new knowledge and technology. Individual European countries, however, cannot single-handedly fund all the research which the development of society requires. For this reason there are great opportunities for the EU to use strategic research initiatives to generate European added value which member states are unable to create themselves.

To a greater and greater extent, research of the highest scientific calibre requires investments in research infrastructure. These investments, however, are frequently of such dimensions that individual countries alone are unable to finance them. Cooperation at EU level is for this reason an appropriate way to create a research infrastructure which will generate European added value further down the line. Infrastructure initiatives furthermore have the positive effect that they tend to attract the most eminent researchers, which means that researchers from both Europe and the rest of the world will be at these European research facilities. The 2007–2013 Seventh Framework Programme's budget for research infrastructure corresponds

neither to the needs of European research nor to its potential. A suitable starting point for future European efforts regarding research infrastructure is the work being done in the European Strategic Forum for Research Infrastructure (ESFRI).

The Committee also thinks that the European Research Council will have a very beneficial influence on European research. Competition for research funding at a European level makes visible the European frontline of research within various areas, while at the same time helping to promote a high level of quality in the research being done. The research funded by the Council thus provides a benchmark for all European research. To make full use of the potential positive effects of the European Research Council on European research, the Committee considers that efforts in this area should be increased.

Beside these high-priority areas there are other areas that require urgent attention.

In its statement of opinion, the Committee on Transport and Communications notes that a reorientation of the transport system towards more environmentally friendly, energy-saving and efficient means of transport is needed to achieve present climate targets, and that this must be clearly highlighted among the important challenges facing the EU in coming decades. Issues in the transport, postal services, telecommunications and IT areas are crucial to the development of a sustainable society and to achieving the objectives set out in the updated Lisbon Strategy for growth and employment. The Committee on Transport and Communications notes that there are good reasons to continue having special programmes in the Community budget for these areas in the future. At the same time the Committee wishes to draw attention to the fact that initiatives relating to infrastructural projects are primarily a national concern and in certain cases a regional or local responsibility, although in certain circumstances, particularly in relation to cross-border projects and adaptation to climate change, it is justifiable to fund them at EU level.

The Committee on Finance shares the view of the Committee on Transport and Communications that in some cases there may be grounds for EU level initiatives in order to finance a more sustainable and effective transport system. The Committee would like to emphasise, however, that European added value must be in focus for measures at EU level. For this reason it is of crucial importance that the selection of measures is not determined by regional policy aspects or by a desire to distribute funds among the member states. Infrastructural initiatives are primarily a national undertaking and it is important that clear European added value can be demonstrated to justify funding from the EU budget.

In the area of European defence and security policy there are clear advantages to common initiatives at EU level. Acting jointly, the EU has far greater potential for making an impact in the international arena than if each country acts on its own. It is, however, important to ensure that international operations during crises do not overlap UN or NATO operations. Needs in this area are greater than currently available resources and they can be expected to increase in the future.

The need for humanitarian assistance is considerable and can furthermore be expected to become even greater in the future as a consequence of climate change, for instance. The Committee on Finance considers that EU initiatives for humanitarian assistance and combating poverty in the third world should be increased, and that in particular initiatives to combat child poverty should be given high priority. Poverty reduction, however, is not just about support in emergency situations but also about creating good conditions for growth and development in poor countries. Measures via the budget only form part of policies for combating poverty. Besides budget measures the EU also needs to use its trade policies to

make things easier for countries in the third world so that protectionist currents do not put obstacles in the way of economic development.

### **Implementation of the EU budget**

Sound economic management is one of the fundamental principles on which future reforms of the EU budget should be based. The Committee considers that economic management should ensure that funds are used correctly, effectively and appropriately, and that the budget should be characterised by a restrictive attitude with regard to expenditure. This is an area where much can and should be done.

In recent years the EU has made a comprehensive effort to improve management and control of common Union funds. Despite this, for the past thirteen years the Court of Auditors has been in a position to present an audit report without objections. For this reason there are compelling grounds to continue working for improved internal governance and control of EU finances.

The Committee on European Union Affairs emphasises that responsibility in relation to the implementation of the budget is of crucial significance. Better governance with clearer objectives, a clearer division of responsibilities (including increased delegation), and better possibilities for imposing sanctions are three areas of improvement, all of which would give the Court of Auditors better conditions for scrutinising the budget and in extension considerably increase the proportion of correctly administered funds. The Committee on Finance shares this view.

Of course improved control is necessary to ensure that EU funds are used correctly and legally, but in the Committee's view, stronger control is not enough. To promote financial effectiveness and ensure good results from initiatives funded by the Union budget, more is required than merely observing rules, however conscientiously this is done. Measures in the budget must also be designed to actually produce the desired results.

The Committee on Finance advocates planning and administering the EU budget in a result-oriented manner to a higher degree than is currently the case, so that focus is on the effects of budgetary measures for Union member states and citizens. For this reason the Court of Auditors should be given greater scope for carrying out performance audits and thereby not only controlling that funds are used correctly in a legal sense, but also that the expenditure systems are appropriately designed.

Changing the role of the Court of Auditors in this direction, however, is associated with a number of difficulties. It is only possible to decide if a spending programme has the intended effect if the objectives are expressed with clarity and precision. A programme should not have too many objectives, and the various objectives must not be contradictory, although this is often the case today. It must be clear who is responsible for what in the implementation of the budget, not only in a strictly official sense, but also in practical terms. The Committee does not consider it a straightforward matter to improve control of the use of common EU funds. However, it is imperative that an effort is made to improve openness and transparency, responsibility and accountability, and control in the implementation of the budget.

The Committee on Transport and Communications writes that both the EU budget and the structure of individual EU programmes can be rather impenetrable, and that it is therefore imperative to have clear and transparent delimitation and a simple programme structure. The Committee on Finance shares this view. Transparency, simplicity and an explicit division of responsibilities should be guiding principles in formulating both the budget in itself and

individual expenditure programmes. Simplicity, clarity and a clear chain of responsibility in turn entail improved preconditions for the implementation of follow-ups and evaluations of various kinds, as well as for demanding accountability.

The Committee would like to see a rapid implementation of changes in the budget, if possible before the completion of the current programme period, i.e. before the end of 2013. Rapid implementation must not, however, be at the expense of the content of the reforms. It is far more important that the reforms are of the thorough-going and far-reaching kind advocated by the Committee, even if this means that no changes can be implemented before 2014.

The Committee also wishes to take the opportunity of raising the issue of the location of the European Parliament. The Committee is well aware that this matter is regulated by treaty and that for this reason the budget review will probably not affect it. Even though the Parliament's location will not be reconsidered in conjunction with the budget review for formal reasons, the Committee nevertheless considers that the issue is relevant in this context. The budget review creates opportunities for a discussion of every aspect of EU expenditure and is therefore not restricted by whether or not a matter is regulated in the treaty. In the view of the Committee the current order of things, in which Parliament shifts its activities from Brussels to Strasbourg eleven times a year, is not fit for purpose. The system entails an ineffective use of both financial resources and time, and leads to unnecessary travel with associated environmental stress. Perhaps the most serious consequence of the current setup with a commuter parliament, however, is that it undermines the confidence of citizens in Parliament and by extension in the EU as a whole when it comes to responsible management of Union funds and sound economic management. The Committee considers that the European Parliament should only be located in Brussels.

### ***EU budget revenues***

In the view of the Committee, the revenue and expenditure aspects of the EU budget must be seen in a single context. Various corrections have emerged because the overall budget burden for different member states has become unreasonably skewed, as budgetary expenditure is very unevenly distributed. Combining the current expenditure structure with a revenue system designed using criteria of efficiency and simplicity, e.g. some kind of GNI-based system, would in the Committee's view lead to a completely unacceptable distribution of burdens between member states. A necessary precondition for changes in the revenue side of the budget must therefore be drastic changes in the expenditure side.

In the Committee's view, the argument that expenditure and revenue are determined separately and that the net position is thus a residual that lacks importance, or that at least ought to lack importance, is unrealistic. In practice, net positions are very important to member states.

It is the firm opinion of the Committee on Finance that a reform of the expenditure side of the EU budget is a matter of urgency, and that such a reform must precede any changes in the revenue side.

The Committee also opposes the introduction of any form of EU tax. In the opinion of the Committee, there is broad political and popular resistance to any transfer of the right to levy taxes to the EU. The right to levy taxes is and should continue to be a national concern.

## **Reservations**

### **1. Review of the EU budget – Explanatory statement (Lft)**

by Ulla Andersson (Left Party).

#### **Position**

The Left Party wishes to strengthen freedom for national self-determination both within and outside the EU. For this reason we wish to reduce EU revenues and expenses in general. Activities which are currently administered by the EU could be managed both more democratically and with greater financial efficiency if they were the responsibility of the member states instead.

The Left Party is profoundly critical of the EU's agricultural policy – not only because it is extraordinarily expensive but also because it is inefficient, bureaucratic, encourages cheating and is profoundly unjust towards the third world. In addition, it favours the development of large-scale industrial agriculture with long-distance animal transports, which are not wanted by either farmers or consumers. By far the greatest part of agricultural policy should be returned to the member states.

Structural funding and regional policy are also ineffective and bureaucratic. They are surrounded by large-scale cheating and financial irregularities, lock regions into dependence on grants, and make it more difficult to create real jobs in the public sector since many of the temporary projects require public cofunding. As in the case of agricultural policy, structural funding and regional policy should be returned to the member states in all essentials.

The EU budget has not responded sufficiently to the need for more environment and climate friendly policies. Climate change, biodiversity and healthy ecosystems are the most important challenges facing agricultural policy. The impact of agriculture on the marine environment and the problems connected with eutrophication have not been raised clearly in either the Commission consultation document or in the deliberations of the Committee majority. Another important challenge, which is not clearly presented in the Commission's description, is how the EU can support sustainable agriculture in developing countries. EU fisheries policy must take into account the needs of developing countries in a completely different way.

The Committee considers that there are clear advantages to joint initiatives at EU level in defence and security policy. The Left Party endeavours on the contrary to foster more robust national self-determination both within and outside the EU and for this reason wishes to reduce appropriations for military purposes. Our policies entail a foreign and security policy based on Sweden once more having a strong voice in the world. Foreign and security policy must for this reason be returned to member states.

The Left Party is also strongly opposed to the development of a common European foreign affairs administration, as we have considers it to diminish national self-determination. We consider that Sweden as a rich country that does not participate in military alliances can also play a decisive role in the world in the future by means of an independent foreign and security policy. The world is in great need of individual states that stand up for democracy, human rights and international law, regardless of where, by whom and with what motives they are violated or limited. By participating in the EU joint foreign and security policy Sweden is renouncing its ability to be such a country.

The Left Party is further profoundly critical to the construction of "Fortress Europe". The militarisation of the external borders of the EU, carrier responsibility, visa compulsion, and the Dublin system all hinder people needing protection from war and persecution from

seeking asylum in the EU and force people into the hands of refugee smugglers instead. We oppose greater supranational action in the asylum and immigration policy areas and think that this will lead to even more restrictive policies and to increased militarisation of the external borders of the EU and that it will undermine the right of asylum.

We want to see a Europe based on intergovernmental cooperation and solidarity between people and states within and outside Europe. EU foreign policy must be returned to the member states, and the military alliances must be phased out and replaced by a common security system based on OSCE and in collaboration with the UN.

With regard to EU budget revenues the Left Party advocates charges related to the financial strength of the member states. Rebates, particularly that of the UK, should be phased out.

## **2. Review of the EU budget – Explanatory statement (Grn)**

by Mats Pertoft (Grn).

### **Position**

To a great extent, the majority in the Committee on Finance, that is to say the four centre-right parties and the Social Democratic Party, have written an opinion on the Commission Communication on a budget reform which is comprehensive and takes up "general Swedish" views and deliberations concerning the EU budget which the Green Party also supports. There are, however, several important issues we would have liked to have considered where we have a different view from the majority.

The Green Party considers that climate policy has not been given sufficient resources within current budget limits. The proportion of the budget dealing with new challenges is small and started at a very low level. It should be added here, however, that significant parts of climate and environmental policy should of course be implemented nationally on the basis of the different conditions in different countries, and that parts are more appropriately dealt with by legislation than as budget items. At the same time it is important that the EU budget does not contain elements which counteract an active climate policy, which both the structural funds and agricultural policy do.

With regard to areas which are to be prioritised in the future, the Green Party considers that it is not enough to enumerate in very broad terms such areas as competitiveness, the fight against crime and relations to other countries. Prioritisation and ranking should be both clearer and more restrictive. The Green Party considers that the budget must be adapted to prioritise future concerns such as climate and environmental policy and give them a larger proportion of the EU budget, and that the EU budget should be climate-proofed, i.e. that the budget should not fund activities which damage the climate. This means, for instance, fewer financial resources for motorways and airports and more money for railways. In railway policy specifically there is clear added value for the EU: if people are to be able to replace air travel (which destroys the climate,) with rail travel (which is better for the environment) it is also necessary for rail networks to be improved across borders improved and that a drastic extension of high speed trains within and over national borders is undertaken. We also considered it to be a important priority to highlight the social dimension and that these two fundamental factors permeate all policy areas in the EU, in order for optimal coordination to take place. There must not continue to be watertight barriers between the various policy areas. The Green Party considers that it is possible to further restrict the EU budget, which we also considered to be possible when the current five-year budget was approved by all the other Riksdag parties in December 2005. A reformed and more future-oriented budget should be

able to improve the Swedish net position considerably.

The Green Party considers that a special working group should be appointed at EU level to review the EU budget from the perspective of the climate question, as part of the review now under way, and to study the steps necessary to make the EU budget climate-proof. It should be in the interest of both Sweden and the EU to attempt to reorient the budget to promote developments which will not hasten climate change. Unfortunately large parts of the EU budget today are directly destructive for the climate, despite the grandiose objectives set at the EU summit of March 2007 such as reducing emissions by 20% by 2020.

The Green Party considers that trade in agricultural products cannot be viewed in the same way as trade in other goods, since agriculture has many more functions just food production. These broader functions are of great importance to society, and for this reason it must not just be market forces which govern how agricultural production is located and developed. We consider that there are compelling reasons to maintain and develop agriculture even in countries which lack the conditions to be competitive in the world market. For reasons of food security, the environment and regional policy there is frequently great value to be gained by having a high level of self-sufficiency where basic foods are concerned. In addition, export support, which has proved to have a negative effect on agriculture in poorer countries, should be removed. The problems which have attracted attention in relation to the climate impact of animal production should also be noted and the remaining export grants for animals in the EU should be stopped.

The EU fisheries budget should be reviewed. Many of the countries the EU has negotiated with over fishing agreements are developing countries. They belong to the group of countries with the greatest needs and frequently have problems when it comes managing fishing in a responsible manner. As long as it is only a question of coastal fishing the problems are not great, but as soon as large industrial fishing vessels arrive there is a great need for research, control and implementation programmes, data collection, consultation, training, etc. The EU's agreements must contain provisions for helping to develop competence lacked by the country in question. Reducing EU access to stocks, however, must not lead to reducing payments to the country in question. Currently payment is calculated in relation to the amount of access to fish stocks, and the agreements contain a clause which entails that if access to fish stocks diminishes then payment will also be reduced. This creates a situation with no incentives at all to reduce fishing in order to preserve fish stocks, which is crucial for continued sustainable fishing.

The Green Party rejects the transfer in any form of the right to levy taxes at EU level, as does the Committee majority. The need to improve Sweden's net position is important, primarily by a reduction in charges. We also consider it important to review the budget process. In the European debate proposals have been presented that it should first be decided how much each country is to pay net and only then go into detail about how the money should be distributed. The current procedure is first to decide how much each country is to pay, and then argue about where spending is to be allocated, which means that national ministers are tempted to push for bad expenditure just to get political credit for reducing the net charge. It would be desirable if the EU or Sweden looked more closely at this part of the budget process and made an analysis of what an amended process would entail.