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REPORT

on the proposal for a Council regulation on pre-accession financial assistance
for Turkey
(COM(2001)230 – C5-0219/2001 – 2001/0097(CNS))

Committee on Foreign Affairs, Human Rights, Common Security and Defence
Policy

Rapporteur: Alain Lamassoure

Symbols for procedures

- * Consultation procedure
majority of the votes cast
- **I Cooperation procedure (first reading)
majority of the votes cast
- **II Cooperation procedure (second reading)
*majority of the votes cast, to approve the common position
majority of Parliament's component Members, to reject or amend
the common position*
- *** Assent procedure
*majority of Parliament's component Members except in cases
covered by Articles 105, 107, 161 and 300 of the EC Treaty and
Article 7 of the EU Treaty*
- ***I Codecision procedure (first reading)
majority of the votes cast
- ***II Codecision procedure (second reading)
*majority of the votes cast, to approve the common position
majority of Parliament's component Members, to reject or amend
the common position*
- ***III Codecision procedure (third reading)
majority of the votes cast, to approve the joint text

(The type of procedure depends on the legal basis proposed by the Commission)

Amendments to a legislative text

In amendments by Parliament, amended text is highlighted in ***bold italics***. Highlighting in *normal italics* is an indication for the relevant departments showing parts of the legislative text for which a correction is proposed, to assist preparation of the final text (for instance, obvious errors or omissions in a given language version). These suggested corrections are subject to the agreement of the departments concerned.

CONTENTS

	Page
PROCEDURAL PAGE	4
LEGISLATIVE PROPOSAL	5
DRAFT LEGISLATIVE RESOLUTION.....	14

PROCEDURAL PAGE

By letter of 30 May 2001 the Council consulted Parliament, pursuant to Article 308 of the EC Treaty, on the proposal for a Council regulation on pre-accession financial assistance for Turkey (COM(2001)230 - 2001/0097 (CNS)).

At the sitting of 31 May 2001 the President of Parliament announced that she had referred this proposal to the Committee on Foreign Affairs, Human Rights, Common Security and Defence Policy as the committee responsible and to the Committee on Budgets and the Committee on Budgetary Control for their opinions (C5-0219/2001).

The Committee on Foreign Affairs, Human Rights, Common Security and Defence Policy had appointed Alain Lamassoure rapporteur at its meeting of 29 May 2001.

It considered the Commission proposal and draft report at its meetings of 11 September and 9 October 2001.

At the latter meeting it adopted the draft legislative resolution by 43 votes to 1.

The following were present for the vote: Elmar Brok, chairman; Baroness Nicholson of Winterbourne, vice-chairman; Alain Lamassoure, rapporteur; Alexandros Alavanos (for Pedro Marset Campos), Danielle Auroi (for Per Gahrton), Alexandros Baltas, Bastiaan Belder, André Brie, Gunilla Carlsson, Carlos Carnero González (for Rosa M. Díez González), Maria Carrilho (for Mário Soares), Daniel Marc Cohn-Bendit, John Walls Cushnahan, Joseph Daul (for Ingo Friedrich), Véronique De Keyser, Karel C.C. Dillen, Andrew Nicholas Duff (for Francesco Rutelli), Pere Esteve, Pernille Frahm (for Luigi Vinci), Monica Frassoni (for Elisabeth Schroedter), Michael Gahler, Alfred Gomolka, Bertel Haarder, Efstratios Korakas, Joost Lagendijk, Hanja Majj-Weggen (for Hugues Martin), Minerva Melpomeni Malliori (for Pasqualina Napolitano pursuant to Rule 153(2)), Cecilia Malmström (for Paavo Väyrynen), Mario Mantovani (for Jas Gawronski pursuant to Rule 153(2)), Linda McAvan, José María Mendiluce Pereiro (for Raimon Obiols i Germà), Emilio Menéndez del Valle, Arie M. Oostlander, Hans-Gert Poettering, Jacques F. Poos, Luís Queiró, Jannis Sakellariou, Amalia Sartori, Ilka Schröder, Ioannis Souladakis, Maj Britt Theorin (for Klaus Hänsch), Johan Van Hecke, Jan Marinus Wiersma and Christos Zacharakis.

The Committee on Budgets decided on 13 September 2001 not to deliver an opinion; the Committee on Budgetary Control decided on 10 September 2001 not to deliver an opinion.

The report was tabled on 11 October 2001.

The deadline for tabling amendments will be indicated in the draft agenda for the relevant part-session.

LEGISLATIVE PROPOSAL

Proposal for a Council regulation on pre-accession financial assistance for Turkey (COM(2001)230 – C5-0219/2001 – 2001/0097(CNS))

The proposal is amended as follows:

Text proposed by the Commission¹

Amendments by Parliament

Amendment 1
Recital 7 a (new)

The projects and programmes funded from this assistance should contribute to the political development of Turkey, the process of democratisation, the reform of its development policies and the restructuring of its institutional and legal framework, as well as to economic and social cohesion;

Justification

It is vital to stress the political aspects so as to encourage the reforms which are necessary and urgent in this area.

Amendment 2
Recital 7 b (new)

The Commission should find ways to improve the effectiveness of MEDA democracy programmes in Turkey and support small-scale projects with a view to strengthening civil society, consolidating the democratic system and supporting free and independent media;

Justification

It is important to support small-scale projects which are likely to have an opinion-forming

¹ OJ C 240, 28.8.2001, p. 115

effect within civil society.

Amendment 3
Recital 9 a (new)

Income is unevenly distributed among the different Turkish provinces. These disparities should be remedied by supporting the development of backward regions and strengthening economic and social cohesion;

Justification

The socio-economic development of backward regions should lead to a reduction in the income disparities and offer fresh opportunities to sections of the Turkish population who do not enjoy them at present. This phenomenon is a threat to the economic and social cohesion needed in order to carry forward the process of political and economic democratisation.

Amendment 4
Recital 10 a (new)

The Commission shall ensure that the pre-accession assistance is coordinated with the Member States' bilateral operations and with funding from the EIB, other financial instruments for cross-border cooperation (PHARE, MEDA, TACIS, CARDS, INTERREG) and other international financial institutions;

Justification

This amendment is designed to highlight the importance of sound coordination between pre-accession assistance, bilateral aid from the Member States and the various EIB lending procedures (pre-accession mechanism, special action programme to support the consolidation and intensification of the customs union). Such coordination should extend beyond the necessary exchange of information on identifying and selecting projects and

should be based on an aid strategy designed to enhance the complementarity and synergy of all aid provided by the Union to Turkey.

Amendment 5
Recital 18

Management of pre-accession assistance shall gradually be decentralised to Turkey, taking account of its management and financial control capacities, so that it can be more closely involved in the pre-accession assistance process;

Management of pre-accession assistance shall gradually be decentralised to Turkey, taking account of its management and financial control capacities, so that it can be more closely involved in the pre-accession assistance process, ***provided that ex-post control of operations is undertaken and the Turkish authorities undertake to carry out the same controls and apply the same guarantees as those laid down in the Community rules on the matter;***

Justification

Gradually transferring responsibility for aid management to the Turkish Government should improve the effectiveness and speed with which Community assistance is implemented by enabling decisions to be taken as close as possible to their point of impact. Nevertheless, there is a need to ensure that this increased decentralisation of financial operations is totally transparent and that the Turkish authorities are willing to enforce the same level of financial control and guarantees as laid down in the Community's financial rules (including recovery of funds paid unduly).

Amendment 6
Recital 19

The current diverse sources of financial assistance for Turkey should be regrouped so that, whilst Turkey remains eligible under Council Regulation (EC) No 1488/96, Council Regulation (EC) No 764/2000 of 10 April 2000 regarding the implementation of measures to intensify the EC-Turkey Customs Union and Council Regulation (EC) No 257/2001 of 22 January 2001 regarding the

The current diverse sources of financial assistance for Turkey should be regrouped so that, whilst Turkey remains eligible under Council Regulation (EC) No 1488/96 ***with regard to measures of regional interest funded from the MEDA budget line (establishment of networks, cooperation in the field of statistics and in the fields of justice and home affairs)***, Council Regulation (EC) No 764/2000 of

implementation of the measures to promote economic and social development in Turkey, shall be repealed;

10 April 2000 regarding the implementation of measures to intensify the EC-Turkey Customs Union and Council Regulation (EC) No 257/2001 of 22 January 2001 regarding the implementation of the measures to promote economic and social development in Turkey, shall be repealed;

Justification

It should be clearly stressed that, once the new regulation on pre-accession financial assistance has come into force, Turkey, as a member of the Barcelona process, may continue to receive funding under the MEDA regulation for operations of regional interest. This additional financial effort is justified by the key role that Turkey has in the Mediterranean in promoting the principle of secularity of the State, maintaining environmental balances (water reservoirs in the region) and the situation that has made Turkey a focal point of migratory flows.

Amendment 7
Recital 20 a (new)

The financial assistance hitherto granted to Turkey should be focused, as a matter of priority, on political and institutional reforms;

Justification

The preference on the Turkish side is to talk about economic reforms, and not political reforms, as a way of working towards a State governed by the rule of law. There seems to be too great an attachment to the current configuration of the State, forgetting that this is precisely the major obstacle to accession.

Amendment 8
Recital 21

In the financial perspective 2000 - 2006, the pre-accession financial assistance was

In the financial perspective 2000 - 2006, the pre-accession financial assistance was

doubled for the candidate countries; in the light of the Helsinki European Council, subject to the normal budgetary procedures the aim should be that this principle be applied for Turkey and continue to apply during the remaining period of the current financial perspective;

doubled for the candidate countries; in the light of the Helsinki European Council, subject to the normal budgetary procedures the aim should be that this principle be applied for Turkey and continue to apply during the remaining period of the current financial perspective, ***provided that Turkey confirms its goal of becoming a State governed by the rule of law;***

Justification

Parallels with Slovakia when governed by Meciar can be seen here.

Amendment 9
Article 2 a (new)

Article 2a

The beneficiaries of this assistance may include not only the Turkish State and regions but also local authorities, business support organisations and agencies, co-operatives and civil society, in particular associations, foundations, non-profit-making organisations and non-governmental organisations.

Justification

This provision, which appears in the regulations currently in force (Council Regulation (EC) No 764/2000 of 10 April 2000 regarding the implementation of measures to intensify the EC-Turkey customs union and Regulation (EC) 257/2001 of 22 January 2001 regarding implementation of measures to promote economic and social development in Turkey) is not included in the present proposal for regulation designed to replace the two abovementioned regulations. Explicit reference to all categories of beneficiary should help mobilise civil society more effectively, accustomed as it is to administrative centralism, and encourage it to take part in programmes and measures eligible for financial assistance from the Union.

Amendment 10
Article 3, paragraph 2 a (new)

2a. The Commission shall adopt detailed provisions on information and publicity so as to ensure that Community funding for measures financed by this regulation enjoys a high profile.

Justification

It is important to inform Turkish public opinion of the financial assistance provided by the Community, the measures the latter is undertaking to assist Turkey during the pre-accession process and the possibilities offered by this regulation, stressing the fact that Turkey is being treated on an equal footing with other applicant countries. This should improve the Union's image among the Turkish public, which knows little of its role and work.

Amendment 11
Article 4, paragraph 4 a (new)

4a. The Commission, in cooperation with the Member States, shall take all necessary measures to ensure sound coordination with the other providers of funds concerned, in particular the EIB.

Justification

This amendment is designed to highlight the importance of sound coordination between pre-accession assistance, bilateral aid from the Member States and the various EIB lending instruments (pre-accession mechanism, special action programme to consolidate and intensify the custom union). This coordination should extend beyond the necessary exchange of information on identifying and selecting projects and should be based on an assistance strategy designed to increase complementarity and synergy of all aid provided by the Union to Turkey.

Amendment 12
Article 5, paragraph 2 (aa) (new)

aa) Their ability to reduce regional imbalances and strengthen economic and social cohesion.

Justification

The socio-economic development of backward regions should lead to a decrease in income disparities and open up new opportunities for sections of the Turkish population who do not enjoy them at present. This phenomenon is a threat to the economic and social cohesion needed to carry through the process of political and economic democratisation.

Amendment 13
Article 5, paragraph 2 (b)

b) Cultural, social, gender **and environmental** aspects;

b) Cultural, social **and** gender aspects;

Justification

Reference to the environment is made in (c).

Amendment 14
Article 5, paragraph 2 (c)

c) conservation and protection of the environment on the basis of the principles of sustainable development;

c) conservation and protection of the environment on the basis of the principles of sustainable development; **conservation of the cultural heritage;**

Justification

Turkey's cultural heritage, particularly the splendour of its archaeological sites, is worthy of special attention and should be duly taken into account during prior feasibility studies for investment projects to be funded by the Union.

Amendment 15
Article 10

Each year, the Commission shall submit to the European Parliament, the Council and the Economic and Social Committee a report on the implementation of the assistance. The report shall contain information on the programmes and projects financed during the year, as well as information on the results of monitoring and evaluation. This information could be included in the report to which reference is made in Article 10 of Regulation (EC) No 3906/89.

Each year, the Commission shall submit to the European Parliament, the Council and the Economic and Social Committee a report on the implementation of the assistance. The report shall contain information on the programmes and projects financed during the year, as well as information on the results of monitoring and evaluation, ***accompanied if necessary by proposals for changes in the management of the aid, to ensure maximum efficiency. The report shall contain information on the progress of projects during the financial year under way and on the programming for the following financial year. It shall also include information on bodies with which contracts have been concluded.*** This information could be included in the report to which reference is made in Article 10 of Regulation (EC) No 3906/89.

Justification

This amendment has three goals:

1. Taking into account the prospects for the following financial year; 2. Supplementing the statistical information on the progress of projects in the regular report on Turkish progress towards accession; 3. Monitoring bodies taking part in the implementation of the programme so that Parliament is as fully informed as possible, enabling it to fully exercise its powers as the budgetary and supervisory authority. The report should provide an overview of the assistance provided by the Union to the pre-accession process in Turkey and ensure that Community financial assistance is coherent and effective.

DRAFT LEGISLATIVE RESOLUTION

European Parliament legislative resolution on the proposal for a Council regulation concerning pre-accession financial assistance for Turkey (COM(2001) 230 – C5-0219/2001 – 2001/0097(CNS))

(Consultation procedure)

The European Parliament,

- having regard to the Commission proposal (COM(2001)230)¹,
 - having been consulted by the Council pursuant to Article 308 of the EC Treaty (C5-0219/2001),
 - having regard to Rule 67 of its Rules of Procedure,
 - having regard to the report of the Committee on Foreign Affairs, Human Rights, Common Security and Defence Policy (A5-0338/2000),
1. Approves the Commission proposal as amended;
 2. Calls on the Commission to alter its proposal accordingly, pursuant to Article 250(2) of the EC Treaty and Article 119(2) of the Euratom Treaty;
 3. Calls on the Council to notify Parliament should it intend to depart from the text approved by Parliament;
 4. Calls for the conciliation procedure to be initiated should the Council intend to depart from the text approved by Parliament;
 5. Asks to be consulted again if the Council intends to amend the Commission proposal substantially;
 6. Instructs its President to forward its position to the Council and Commission.

¹ OJ C 240, 28.8.2001, p. 115.