# **EUROPEAN PARLIAMENT**

2004



2009

Committee on Foreign Affairs

2004/0220(COD)

21.3.2006

# **SECOND OPINION**

of the Committee on Foreign Affairs

for the Committee on Development

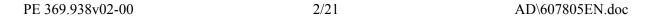
on the proposal for a regulation of the European Parliament and of the Council on establishing a financing instrument for development cooperation and economic cooperation

(COM(2004)0629 - C6-0128/2004 - 2004/0220(COD))

Draftswoman: Irena Belohorská

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#### SHORT JUSTIFICATION

### **Brief Background**

- 1. The Commission proposal under examination aims to introduce "a new framework for planning and delivery assistance in order to make the community's external assistance more effective" and presents several new instruments to do this. The specific proposal before us is on the establishment of a financing instrument for development cooperation and economic cooperation (DCECI).
- 2. In March 2005, the draftswoman prepared an opinion on the above proposal, expressing the view that the proposal in its current form was unacceptable, principally because it failed to respect Parliament's policy-making role, with the result that Parliament would no longer be able to exercise its democratic role in policy-making and allocating funding to specific programmes. On the basis that Parliament has to be able to exercise the powers accorded it under the Treaties which would provide any new financial institutions with greater legitimacy, democratic control and transparency the committee voted to reject the Commission's proposal. The lead committee and the other opinion-giving committees were of a similar view.
- 3. Over the past few months, at the request of the European Parliament, a number of trilateral meetings (European Parliament, Council, Commission) have taken place to discuss the new instruments and the DCECI in particular.

While a number of unsatisfactory issues have subsequently been resolved i.e. the expiry clause, review clause, and the legal base for the Instrument on Stability, bringing it under the co-decision procedure, the original provisions foreseen for the DCECI on programming and the allocation of funding - where Parliament's co-decision powers on political priority-setting are replaced by the consultation procedure - remain.

In December 2005, the Committee on Development requested that the report be referred back to committee to address the outstanding problems. The Committee on Development's rapporteur has presented a new report with 100 amendments.

#### Position of draftswoman

4. The draftswoman, like the rapporteur and the draftsmen for the other committees, maintains her position that Parliament's powers must <u>not</u> be eroded in any way.

However, unlike the rapporteur for the Committee on Development, she is of the view that both economic cooperation and development cooperation should be part of the same regulation, as proposed by the Commission, and finds the general approach or philosophy underlining the Commission's proposal to be positive and a step forward in promoting the concept of foreign affairs in the European Union.

The main thrust of the amendments is, therefore, to reinforce - or to introduce where no provision has been made for it - Parliament's role in the whole process, and the need for transparency throughout.

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Of central importance, too, to the draftswoman, is the question of financial control over the funds disbursed. She therefore introduces an amendment for a provision to cover cases where, for example, performance has proved less than satisfactory: in such cases, the multi-annual indicative allocation for programmes may be "decreased or suspended".

To strengthen financial controls, the draftswoman proposes that beneficiaries of Community funds under this Regulation must keep available for the Commission "all the supporting documents regarding the expenditure".

Other amendments seek to strengthen existing clauses such as extending the reach of rapid response to disasters to include technical or industrial disasters.

Provided full account is taken of the concerns expressed in the opinion, the draftswoman recommends that the Committee on Foreign Affairs support the Commission proposal.

#### **AMENDMENTS**

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

Text proposed by the Commission<sup>1</sup>

Amendments by Parliament

# Amendment 1 Citation 1

Having regard to the Treaty establishing the European Community, and in particular *Articles* 179(1) *and* 181a(2) thereof,

Having regard to the Treaty establishing the European Community, and in particular *Article* 179(1) thereof,

## Justification

The instrument should focus on development cooperation with developing countries, and exclude relations with non-developing countries, which are covered by Regulation no. 382/2000 (still in force). There is therefore no need for Article 181a as a legal base. Its deletion is completely in conformity with Legal Opinion 8095/05 of Council's Legal Service of 15 April 2005, Legal Opinion SJ-0809/05 of Parliament's Legal Service of 8 December 2005, and the Opinion from the European Parliament's Committee on Legal Affairs of 31 January

<sup>1</sup> not yet published in OJ

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## Amendment 2 Recital 1 a (new)

(1a) A new instrument, Regulation (EC) No... on Community assistance to third countries for the promotion and protection of democracy and human rights, will be proposed.

## Justification

The EP has, in the Böge report, approved the need for an additional instrument devoted to human rights promotion.

# Amendment 3 Article 1, paragraph 1

(1) In accordance with *Articles* 179 *and* 181a of the Treaty, the Community shall finance measures aimed at supporting cooperation with countries, *territories* and regions (hereinafter referred to as "partner countries and regions") which are not Member States of the Community or Overseas Countries and Territories, or eligible for Community assistance under the pre-accession instrument or the European Neighbourhood and Partnership Instrument, *and international measures in multilateral frameworks*.

(1) In accordance with *Article* 179 of the Treaty, the Community shall finance measures aimed at supporting cooperation with *developing* countries and regions (hereinafter referred to as "partner countries and regions") which are not Member States of the Community or Overseas Countries and Territories, or eligible for Community assistance under the pre-accession instrument or the European Neighbourhood and Partnership Instrument.

## Justification

The instrument should focus on development cooperation with developing countries, and exclude relations with non-developing countries, which are covered by Regulation no. 382/2000 (still in force). There is therefore no need for Article 181a as a legal base. Its

deletion is completely in conformity with Legal Opinion 8095/05 of Council's Legal Service of 15 April 2005, Legal Opinion SJ-0809/05 of Parliament's Legal Service of 8 December 2005, and the Opinion from the European Parliament's Committee on Legal Affairs of 31 January 2006 on the legal basis of the proposal.

# Amendment 4 Article 1, paragraph 2

- (2) In accordance with Articles 179 and 181a of the Treaty, Community assistance shall support inter alia development cooperation, economic, financial, scientific and technical cooperation and all other forms of cooperation with partner countries and regions, and international measures to promote the objectives of the EU's internal policies abroad. Such cooperation shall be implemented in accordance with the principles and objectives of the Community's external action.
- (2) In accordance with *Article* 179 of the Treaty, Community assistance shall support development cooperation, *being* economic, financial, scientific and technical cooperation, and all other forms of cooperation with partner countries and regions, and international measures to promote the objectives of *Community development cooperation as defined in this Regulation*.

#### Justification

The instrument should focus on development cooperation with developing countries, and exclude relations with non-developing countries, which are covered by Regulation no. 382/2000 (still in force). There is therefore no need for Article 181a as a legal base. Its deletion is completely in conformity with Legal Opinion 8095/05 of Council's Legal Service of 15 April 2005, Legal Opinion SJ-0809/05 of Parliament's Legal Service of 8 December 2005, and the Opinion from the European Parliament's Committee on Legal Affairs of 31 January 2006 on the legal basis of the proposal.

Amendment 5 Article 1, paragraph 3

(3) Measures financed under this Regulation shall cover all areas of cooperation pertinent to achieving the

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objectives of Articles 177 to 181a of the Treaty and to fulfilling the Community's international obligations and commitments. It shall also be used for areas of cooperation covered by partnership and cooperation agreements and other bilateral instruments concluded with partner countries and regions or specified in declarations jointly approved with such countries and regions, and for pursuing the objectives of internal policies at international level. The measures shall relate inter alia to:

- (a) human and social development, including health and population issues;
- (b) promoting gender equality;
- (c) rural development, food aid and food security;
- (d) urban development;
- (e) environmental protection;
- (f) sustainable development of natural resources;
- (g) infrastructure (particularly transport, water, power, environmental and telecommunications infrastructure), including the management systems and safety and security of power and transport infrastructure and operations, and energy saving measures;
- (h) the private sector, productive sectors and economic infrastructure;
- (i) trade and investment;
- (j) jobs, social cohesion and social protection;
- (k) upholding fundamental social rights, including core labour standards;
- (1) customs and tax;
- (m) macroeconomic and structural reform;
- (n) sectoral reform;
- (o) basic, secondary and higher education, and vocational training;

- (p) research, cooperation on and development of scientific and technical capacity; and scientific mobility;
- (q) cultural cooperation and academic and cultural exchanges;
- (r) mutual understanding between the Community and the partner countries and regions;
- (s) developing civil society, dialogue with non-government actors, particularly associations, non-governmental organisations, the media and the social partners;
- (t) support for institutions aimed, for instance, at promoting good governance, strengthening the rule of law, building up the capacity of administrations and local authorities, making public services more effective and aligning institutional and regulatory frameworks;
- (u) policy dialogue;
- (v) promoting and defending human rights and fundamental freedoms, and support for the process of democratisation including electoral assistance and election observers;
- (w) regional cooperation and integration, including cooperation between industrial partners;
- (x) crossborder cooperation;
- (y) justice, plus judicial, police, tax, financial and customs cooperation;
- (z) all aspects of asylum and (legal or illegal) migration including border controls, readmission and return, and international protection;
- (aa) aid for refugees, and displaced or uprooted persons;
- (bb) conflict prevention, management and resolution;
- (cc) the transition from emergency aid to rehabilitation and long term development, reconstruction and post emergency

rehabilitation;

(dd) preventing natural disasters;

(ee) any other area appropriate for achieving the objectives laid down in Articles 177 to 181a of the Treaty.

## Justification

The reference to Article 181A should be deleted from the Regulation. Following the Development Committee rapporteur, the precise nature of actions to be carried out will be set out in specific policy regulations for each thematic and geographical programme.

Amendment 6 Article 2, paragraph - 1 (new)

(-1) The Union is based on the values of democracy, the rule of law, good governance and respect for human rights and democratic freedoms and seeks to develop and consolidate these values in the partner countries and regions through dialogue and cooperation.

## Justification

Replacing Article 2(5) of the Commission proposal, to give appropriate prominence to human rights.

Amendment 7 Article 2, paragraph - 1 a (new)

(-1a) Community cooperation in the partner countries and regions shall take account of more general issues, particularly in relation to promoting human rights, equality between men and women, the rights of children and social rights.

## Justification

Special attention should be paid to issues concerning the protection of human rights, particularly the rights of children.

Amendment 8 Article 2, paragraph 5

(5)The Union is founded on the values of respect for human dignity, liberty, democracy, equality, the rule of law and respect for human rights and seeks to promote commitment to these values in partner countries through dialogue and cooperation.

Deleted

Amendment 9
Article 3, paragraph 1, subparagraphs 4 a and 4 b (new)

The Commission shall propose a multiannual financial framework allocating funds by global thematic and by regional geographical programmes. The multiannual financial framework shall be adopted in accordance with the procedure set out in Article 251 of the Treaty.

Spending targets shall be set by the legislative authority within those thematic and regional geographical programmes, and shall be adhered to in the

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# implementation of the programmes.

## Justification

Financial allocations for the different geographical and thematic programmes must be set out in a table to be called the "multiannual financial framework (MFF)". The legislative authority shall have the right to set spending targets in order that development funds can be directed towards priority areas.

# Amendment 10 Article 3, paragraph 2, subparagraph 1

- (2) In the case of geographical programmes, the Commission shall draw up a strategy paper and a multiannual indicative programme for each partner country or region, as provided for in Article 4, and adopt an action programme for each partner country or region, as provided for in Article 7.
- (2) In the case of geographical programmes, the Commission, with the approval of the European Parliament, shall draw up a strategy paper and a multiannual indicative programme for each partner country or region, as provided for in Article 4, and adopt an action programme for each partner country or region, as provided for in Article 7.

(See amendment to subparagraph 3)

Justification

A role must be foreseen for the European Parliament.

# Amendment 11 Article 3, paragraph 2, subparagraph 3

In exceptional circumstances, Community support may also take the form of special measures not covered in strategy papers or multiannual indicative programmes, as provided for in Article 8.

In exceptional circumstances, Community support may also take the form of special measures not covered in strategy papers or multiannual indicative programmes, as provided for in Article 8. The European Parliament and the Council, which must be immediately informed of the special measures, may call for the suspension of such special measures if they are not satisfied that the special measures are

#### warranted.

(See amendment to subparagraph 1)

#### Justification

It is clear that there must be a role at all stages for the two arms of the joint budgetary authority.

# Amendment 12 Article 4, paragraph 1, subparagraph 2

Strategy papers shall be reviewed at midterm, or ad hoc if necessary, in accordance where appropriate with the principles and procedures laid down in the partnership and cooperation agreements concluded with the partner countries and regions. Strategy papers shall be reviewed at midterm, or ad hoc if necessary, in accordance where appropriate with the principles and procedures laid down in the partnership and cooperation agreements concluded with the partner countries and regions. In cases of threats to democracy, the rule of law, human rights and fundamental freedoms, the European Parliament may call for an urgent revision of the strategy papers.

## Justification

There must be a role for the European Parliament in the process of the urgent revision of strategy papers, in particular in cases of threats to democracy, rule of law, human rights and fundamental freedoms.

# Amendment 13 Article 4, paragraph 3, subparagraph 1

- (3) Multiannual indicative programmes shall be drawn up on the basis of the strategy papers for each partner country or region. They shall be the subject of an agreement with the country or region where possible.
- (3) Multiannual indicative programmes shall be drawn up on the basis of the strategy papers for each partner country or region. They shall be the subject of an agreement with the country or region where possible. Such programmes shall not be regarded as adopted until the European Parliament has been informed and has had the opportunity to fully debate the proposals.

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In order to ensure greater transparency, the European Parliament should be kept informed and have the opportunity to fully debate the proposals.

# Amendment 14 Article 4, paragraph 3, subparagraph 5

In exceptional circumstances a multiannual indicative allocation may be increased or decreased, particularly in the light of special needs such as those of a post-crisis situation, or where performance has been exceptional.

In exceptional circumstances, particularly in the light of special needs, such as those of a post-crisis situation, where performance has been exceptional, a multiannual indicative allocation may be increased; where the performance has been unsatisfactory, the multiannual indicative allocation may be decreased or suspended.

## Justification

In order to prevent irregularities occurring, in particular where the performance of the country has been inadequate, more stringent rules have to be applied.

# Amendment 15 Article 4, paragraph 4

- (4) In circumstances such as crises, post-conflict situations or threats to democracy, the rule of law, human rights or fundamental freedoms, a special emergency procedure may be used to conduct an ad hoc review of the country's or region's cooperation strategy. Such reviews may propose a country or region strategy to make the transition to long-term cooperation and development. The strategy shall ensure that measures taken under this Regulation are consistent with other Community instruments, in particular the stability instrument and humanitarian aid. Where partner countries or groups of partner countries are directly involved in, or affected
- (4) In circumstances such as crises, post-conflict situations or threats to democracy, the rule of law, human rights or fundamental freedoms, a special emergency procedure may be used to conduct an ad hoc review of the country's or region's cooperation strategy. Such reviews may propose a country or region strategy to make the transition to long-term cooperation and development. The strategy shall ensure that measures taken under this Regulation are consistent with other Community instruments, in particular the stability instrument and humanitarian aid. Where partner countries or groups of partner countries are directly involved in, or affected

by, a crisis or post-crisis situation, multiannual programming shall place special emphasis on stepping up coordination between relief, rehabilitation and development to help them make the transition from an emergency situation to the development phase; programmes for countries and regions regularly subject to natural disasters shall provide for disaster preparedness *and* prevention.

by, a crisis or post-crisis situation, multiannual programming shall place special emphasis on stepping up coordination between relief, rehabilitation and development to help them make the transition from an emergency situation to the development phase; programmes for countries and regions regularly subject to natural disasters shall provide for disaster preparedness, prevention *and the management of the consequences of such disasters*.

### Justification

It is not sufficient to cover only situations prior to the occurrence of disaster; the situation afterwards should also be covered.

## Amendment 16 Article 6

The strategy papers and multiannual indicative programmes referred to in Articles 4 and 5, and any reviews thereof referred to in Article 4(1) and (3) and Article 5(1), shall be adopted by the Commission in accordance with the management procedure set out in Article 21(2).

**Before adopting the strategy papers and** multiannual indicative programmes referred to in Articles 4 and 5, and any reviews thereof, referred to in Article 4(1) and (3) and Article 5(1), the Commission shall submit to the European Parliament and to the Council a draft text. Within three months of the submission of the draft text, each Institution may either suggest amendments, if it is considered that the text does not meet the objectives laid down by the legislative authority, or object to the adoption of that text and, possibly, ask the Commission to submit a proposal for a legislative act to be adopted in accordance with Article 251 of the Treaty. The European Parliament and the Council shall both have the right to call for suspension of the programmes, if deemed necessary.

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The present Regulation gives the Commission the necessary latitude and flexibility with regard to exceptional assistance. It also provides for new initiatives not covered by the Regulation. Objectives and measures are broadly defined. This means that the co-legislators should be granted the possibility to intervene should they consider that the Commission, when defining the purpose and scope of Community action under their instrument, is going beyond or against their political will.

## Amendment 17 Article 7, paragraph 3

- (3) The Commission shall *send* action programmes to the *Member States* for their information within one month of *adopting its decision*.
- (3) The Commission shall *present the final version of* action programmes to the *European Parliament and the Council* for their information within one month of *their adoption*.

### Justification

It is imperative that the European Parliament and the Council are kept properly informed.

# Amendment 18 Article 8, paragraph 4

- (4) The Commission shall *send* the special measures to the *Member States* for their information within one month of *adopting its decision*.
- (4) The Commission shall *communicate* the special measures to the *European Parliament and the Council* for their information within one month of *their adoption*.

### Justification

It is imperative that the European Parliament and the Council are kept properly informed.

# Amendment 19 Article 8, paragraph (5)

- (5) The procedure laid down in Article 21(3) need not be used for amendments to special measures, such as those making technical adjustments, extending the implementation period, reassigning funds within the forecast budget, or increasing or reducing the size of the budget by less than 20% of the initial budget, provided these amendments do not affect the initial objectives set out in the Commission decision
- (5) The procedure laid down in Article 21(3) need not be used for amendments to special measures *which only make* technical adjustments, provided *that those* amendments do not affect the initial objectives set out in the Commission decision. *Any such technical adjustments* shall be communicated immediately to the European Parliament and the Council.

#### Justification

Any extension of the implementation period, reassignment of funds within the forecast budget, increases or reductions in the size of the budget by less than 20% of the initial budget are of such a nature that they have to be subject to assessment under the procedure laid down in Article 21(3).

# Amendment 20 Article 13, paragraph (3), indent 2

- the beneficiary partner country or region undertakes to check regularly that the operations financed by the Community budget have been properly implemented, to take appropriate measures to prevent irregularities and fraud, and, if necessary, to take legal action to recover *unduly paid funds*.
- the beneficiary partner country or region undertakes to check regularly that the operations financed by the Community budget have been properly implemented, to take appropriate measures to prevent irregularities and fraud, and, if necessary, to take legal action to recover *funds lost*, *wrongly paid out or incorrectly used*.

### Justification

There has to be a possibility to recover funds which have been lost, wrongly paid out or incorrectly.

#### Amendment 21

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#### Article 15, paragraph 2 a (new)

(2a) For a period of five years following the last payment, the beneficiary of Community funds shall keep available for inspection by the Commission all supporting documents regarding the expenditure.

## Justification

A period of 5 years seems to be sufficient to facilitate the" ex-ante control" of the expenditure.

# Amendment 22 Article 19, paragraph 1

- (1) The Commission shall regularly evaluate the results of geographical and thematic policies and programmes and of sectoral policies and the effectiveness of programming in order to ascertain whether the objectives have been met and enable it to formulate recommendations with a view to improving future operations.
- (1) The Commission shall, through a transparent and participatory process, regularly monitor and review its programmes and evaluate the results of geographical and thematic policies and programmes and of sectoral policies and the effectiveness of programming in order to ascertain whether the objectives have been met and enable it to formulate recommendations with a view to improving future operations.

In addition to carrying out its own internal evaluation, the Commission shall, on its own initiative or at the request of the European Parliament or the Council, commission, by means of public tender, independent external evaluations to evaluate its multiannual indicative programmes, to assess the quality of its geographical and thematic programmes and to put forward recommendations for the attainment of their objectives.

In the context of these reviews and evaluations, the Commission shall verify that the programmes properly implement the priorities established in the policysetting regulations mentioned in Article 3.

For the programming process, self-evaluation is necessary, but it must be transparent and complemented by regular independent external evaluations.

# Amendment 23 Article 19, paragraph 1 a (new)

(1a) The Commission shall, on its own initiative or at the request of the European Parliament or the Council, conduct similar internal evaluations and, by use of independent organisations selected by public tender, commission external evaluations to assess the results of projects and other actions carried out under this Regulation, with a view to assessing the effectiveness of those projects and actions, ascertaining whether their objectives have been met and formulating recommendations aimed at improving future operations.

## Justification

Evaluation should not only concern the programming process and its results, but also the projects and actions carried out under the geographical and thematic programmes.

# Amendment 24 Article 19, paragraph 2

- (2) The Commission shall send its evaluation reports to the committee referred to in Article 21 for information.
- (2) The Commission shall send its evaluation reports to the *European Parliament and to the* committee referred to in Article 21 for information

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A role must be foreseen for the European Parliament.

# Amendment 25 Article 21, paragraph 1

- (1) The Commission shall be assisted by a committee.
- (1) The Commission shall be assisted by a committee *in which the European Parliament shall also be represented*.

## Justification

A role must be foreseen for the European Parliament.

## Amendment 26 Article 23

Without prejudice to the provisions on suspension of aid in partnership and cooperation agreements with partner countries and regions, where a partner country fails to *observe the principles referred to in Title I*, the Council, acting by a qualified majority on a proposal from the Commission, may take appropriate *steps* in respect of any assistance granted to the partner country under this Regulation.

(1) Without prejudice to the provisions on suspension of aid in partnership and cooperation agreements with partner countries and regions, where a partner country fails to comply with the provisions of this Regulation, the Council, acting by a qualified majority after obtaining the opinion of the European Parliament, on a proposal from the Commission, forwarded simultaneously to the European Parliament and the Council, may take appropriate measures in respect of any assistance granted to the partner country under this Regulation. Such measures may include the partial or full suspension of assistance.

### Justification

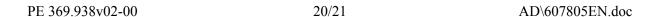
A role for Parliament and Council must be foreseen.

# Amendment 27 Article 23, paragraph 1 a (new)

(1a) If irregularities are detected, a beneficiary of Community funds shall be required to submit a detailed explanation within a specified period; if the beneficiary fails to provide a satisfactory answer, the assistance may be cancelled and repayment of the sums already paid out may be sought.

## Justification

A possibility that financial assistance may be suspended in cases where the partner country fails to comply with the provisions of this regulation has to be emphasised.



# **PROCEDURE**

Title	Proposal for a regulation of the European Parliament and of the Council on establishing a financing instrument for development cooperation and economic cooperation
References	COM(2004)0629 - C6-0128/2004 - 2004/0220(COD)
Committee responsible	DEVE
Committee asked for its opinion Date announced in plenary	AFET 26.1.2005
Enhanced cooperation	
Draftsman Date appointed	Irena Belohorská 30.11.2004
Discussed in committee	23.2.2006 20.3.2006
Date amendments adopted	21.3.2006
Result of final vote	for: 40 against: 0 abstentions: 12
Members present for the final vote	Angelika Beer, Panagiotis Beglitis, André Brie, Elmar Brok, Philip Claeys, Véronique De Keyser, Giorgos Dimitrakopoulos, Ana Maria Gomes, Alfred Gomolka, Richard Howitt, Jana Hybášková, Toomas Hendrik Ilves, Michał Tomasz Kamiński, Helmut Kuhne, Vytautas Landsbergis, Emilio Menéndez del Valle, Francisco José Millán Mon, Pasqualina Napoletano, Annemie Neyts-Uyttebroeck, Baroness Nicholson of Winterbourne, Raimon Obiols i Germà, Cem Özdemir, Justas Vincas Paleckis, Alojz Peterle, Tobias Pflüger, João de Deus Pinheiro, Mirosław Mariusz Piotrowski, Hubert Pirker, Paweł Bartłomiej Piskorski, Libor Rouček, José Ignacio Salafranca Sánchez-Neyra, Jacek Emil Saryusz-Wolski, György Schöpflin, Gitte Seeberg, Marek Maciej Siwiec, István Szent-Iványi, Charles Tannock, Inese Vaidere, Ari Vatanen, Karl von Wogau, Luis Yañez-Barnuevo García, Josef Zieleniec
Substitutes present for the final vote	Irena Belohorská, Alexandra Dobolyi, Glyn Ford, Patrick Gaubert, Jaromír Kohlíček, Miguel Angel Martínez Martínez, Aloyzas Sakalas, Pierre Schapira, Tatjana Ždanoka
Substitutes under Rule 178(2) present for the final vote	