



2023/2029(INI)

20.7.2023

OPINION

of the Committee on Budgets

for the Committee on Foreign Affairs and the Committee on Development

on the implementation of the Neighbourhood, Development and International
Cooperation Instrument – Global Europe
(2023/2029(INI))

Rapporteur for opinion: Eider Gardiazabal Rubial

PA_NonLeg

SUGGESTIONS

The Committee on Budgets calls on the Committee on Foreign Affairs and the Committee on Development, as the committees responsible, to incorporate the following suggestions into their motion for a resolution:

1. Recalls its long-standing position that the Heading 6 ceiling is insufficient to allow the Union to achieve its ambitions on the global stage, combining the programme's core tasks of international cooperation with crisis response and new initiatives; notes that the already tight envelope for the Neighbourhood, Development and International Cooperation Instrument (NDICI), and in particular, the allocation for the cushion, has been stretched to its limits, as proven by the Commission's proposal to revise the multiannual financial framework (MFF); stresses, in particular, the need for the EU budget to make a tangible contribution to the reconstruction of Ukraine and to the most demanding global challenges; notes that the EU budget is the sole guarantor for the European Investment Bank's (EIB) activity outside the EU; calls, therefore, for additional guarantees for the EIB, including for blending instruments, to allow for further EIB engagement in Ukraine, involving local and EU stakeholders; welcomes the Commission's proposal for a revision of the MFF with additional funding for Heading 6, since the current financial programming is insufficient for the NDICI, and should better reflect the geopolitical ambitions of the European Union and its global commitments;
2. Notes that the financial programming of Heading 6 has been front-loaded for the current MFF, accounting for EUR 17 billion for the current year, and will be reduced to EUR 14.6 billion for 2026; notes that, together with the major negative impact of the current spike in inflation rates, this will further affect the ability of the EU budget to deliver on EU external action in the coming years; takes note of the additional funds proposed by the Commission for Heading 6, of which EUR 9.5 billion would be allocated for responding to the external dimension of migration, including external challenges, EUR 3 billion for the NDICI cushion and EUR 2.5 billion for the Solidarity and Emergency Aid Reserve (SEAR);
3. Calls on the Commission to take advantage of the MFF revision to refine the nomenclature of the NDICI – Global Europe in order to allow the budgetary authority to exercise its scrutiny powers, particularly as regards the neighbourhood budgetary lines, in order to strengthen transparency so as to achieve a data-driven policy which can be audited regarding its objectives and to better reflect a strategic approach and improve long-term programming;
4. Underlines that the EU should support civil society organisations to pursue the values, interests and objectives of the Union; is concerned that the support from the thematic programme for civil society organisations will be reduced for the remaining period;
5. Recognises the importance of the joint actions taken by the EU and the Member States in development cooperation, and the need for a common approach to global challenges; underlines that the EU and the Member States should strengthen their exchange of information and further involve stakeholders from all Member States;

6. Acknowledges that the NDICI suffers from a lack of visibility and publicity; considers that the NDICI should be better explained to the public, including by enhancing the transparency and publicity of projects supported by NDICI – Global Europe;
7. Stresses that the EU has cooperative relations with a large number of countries and recalls that EU external financing instruments should provide a decisive contribution to achieve the EU's international commitments and objectives, in particular the UN 2030 Agenda for Sustainable Development and its Sustainable Development Goals and the Paris Agreement; notes that the EU recently endorsed new international commitments, such as for the loss and damage caused by climate change at the 2022 UN Climate Change Conference (COP27); recalls Parliament's standing position that new priorities should be financed with additional resources;
8. Recalls that the Commission must respect the horizontal targets as laid down in Regulation (EU) 2021/947¹, and Article 16 of the Interinstitutional Agreement on budgetary discipline²; urges the Commission to present a strategy to respect the horizontal targets and to close existing gaps; regrets the fact that, for 2021, the share of the committed amount contributing to the migration and forced displacement target was 14 % – largely exceeding the 10 % target, and that the share of the committed amounts contributing to climate objectives was 18.5 % – drastically below the 30 % target; urges the Commission to provide detailed figures on the implementation of the horizontal objectives and the programming for the remaining period, in particular on climate and migration, biodiversity and gender mainstreaming;
9. Notes that at least 85 % of new actions implemented under the NDICI should have gender equality as a principal or significant objective and that at least 5 % of those actions should have gender equality and women's and girls' rights and empowerment as a principal objective;
10. Regrets that the Commission's use of the emerging challenges and priorities cushion does not respect the spirit of Article 17 of the regulation, in particular as concerns the financing of new legislative initiatives; regrets the pre-allocation of 60 % of funds for the remaining cushion without considering future anticipated needs not yet taken into account, such as the Syrian refugee package; asks the Commission to inform Parliament in detail ahead of each mobilisation of the cushion funds and to take its observations into account, in line with Recital 71 of the regulation;
11. Welcomes the recent macro-financial assistance (MFA) instrument adopted to support several countries, notably Ukraine, in facing the consequences of the Russian aggression against Ukraine; regrets the lack of information given to the budgetary authorities on the management of the financing of the interest costs of the MFA; is

¹ Regulation (EU) 2021/947 of the European Parliament and of the Council of 9 June 2021 establishing the Neighbourhood, Development and International Cooperation Instrument – Global Europe, amending and repealing Decision No 466/2014/EU of the European Parliament and of the Council and repealing Regulation (EU) 2017/1601 of the European Parliament and of the Council and Council Regulation (EC, Euratom) No 480/2009, OJ L 209, 14.6.2021, p. 1.

² Interinstitutional Agreement of 16 December 2020 between the European Parliament, the Council of the European Union and the European Commission on budgetary discipline, on cooperation in budgetary matters and on sound financial management, as well as on new own resources, including a roadmap towards the introduction of new own resources, OJ L 433 I, 22.12.2020, p. 28.

concerned that the current financing of the MFA interest costs through the mobilisation of the NDICI cushion, rather than through fresh appropriations, risks exhausting most, if not all, of the NDICI cushion for the remaining period, leaving the NDICI without the ability to respond to unforeseen challenges; underlines, therefore, the need to find sustainable long-term financing solutions, while preserving the ability to cope with future challenges;

12. Regrets the lack of clarity on the financing of the new Global Gateway strategy and recalls that any such new initiatives should be financed through fresh appropriations and the related upward revision of the Heading 6 ceiling;
13. Calls on the Commission to strengthen the monitoring of the stability of the investment framework provided for by the NDICI (European Fund for Sustainable Development Plus and the External Action Guarantee) given the current geopolitical and economic instability and to ensure that its purpose is maintained as provided for in the regulation; calls on the Commission to provide the budgetary authority with quarterly updates, including on the use and amounts of budgetary guarantees, together with the estimated provisioning and future forecasts, the state of play as regards the climate and biodiversity targets, and the contribution of the NDICI to promoting gender equality;
14. Welcomes the new status of candidate country for Ukraine and Moldova; notes that both countries will require further financial and technical assistance to prepare for accession, enhance the countries' resilience and prevent and counter hybrid threats; notes the Commission's proposal to establish a new financial support instrument, the Ukraine Facility, and calls on the Commission to put forward proposals to include Ukraine and Moldova on the list of beneficiaries of the Instrument for Pre-accession Assistance (IPA III), which would alleviate the pressure on the NDICI; is of the opinion that the budgetary guarantees provided by the NDICI for the MFA+ to Ukraine should be moved above the ceiling, given the nature of the expenditure.

INFORMATION ON ADOPTION IN COMMITTEE ASKED FOR OPINION

Rule 58 – Joint committee procedure Date announced in plenary	16.3.2023
Date adopted	19.7.2023
Result of final vote	+: 35 -: 5 0: 0
Members present for the final vote	Rasmus Andresen, Olivier Chastel, David Cormand, Katalin Cseh, Andor Deli, Pascal Durand, José Manuel Fernandes, Eider Gardiazabal Rubial, Alexandra Geese, Vlad Gheorghe, Eero Heinäluoma, Monika Hohlmeier, Joachim Kuhs, Pierre Larrouturou, Camilla Laureti, Janusz Lewandowski, Margarida Marques, Siegfried Mureşan, Victor Negrescu, Andrey Novakov, Dimitrios Papadimoulis, Bogdan Rzońca, Eleni Stavrou, Nils Ušakovs, Rainer Wieland
Substitutes present for the final vote	Anna-Michelle Asimakopoulou, Elisabetta Gualmini, Francisco Guerreiro, Fabienne Keller, Eric Minardi, Jan Olbrycht, Younous Omarjee, Eva Maria Poptcheva, Roberts Zīle
Substitutes under Rule 209(7) present for the final vote	Nicolas Bay, Carlos Coelho, France Jamet, Zbigniew Kuźmiuk, Anne Sander, Salima Yenbou

FINAL VOTE BY ROLL CALL IN COMMITTEE ASKED FOR OPINION

35	+
ECR	Zbigniew Kuźmiuk, Bogdan Rzońca, Roberts Zīle
PPE	Anna-Michelle Asimakopoulou, Carlos Coelho, José Manuel Fernandes, Monika Hohlmeier, Janusz Lewandowski, Siegfried Mureșan, Andrey Novakov, Jan Olbrycht, Anne Sander, Eleni Stavrou, Rainer Wieland
Renew	Olivier Chastel, Katalin Cseh, Vlad Gheorghe, Fabienne Keller, Eva Maria Poptcheva, Salima Yenbou
S&D	Pascal Durand, Eider Gardiazabal Rubial, Elisabetta Gualmini, Eero Heinäluoma, Pierre Larrousurou, Camilla Laureti, Margarida Marques, Victor Negrescu, Nils Ušakovs
The Left	Younous Omarjee, Dimitrios Papadimoulis
Verts/ALE	Rasmus Andresen, David Cormand, Alexandra Geese, Francisco Guerreiro

5	-
ID	France Jamet, Joachim Kuhs, Eric Minardi
NI	Nicolas Bay, Andor Deli

0	0

Key to symbols:

+ : in favour

- : against

0 : abstention