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DRAFT REPORT

on the review of the European Neighbourhood Policy
(2015/2002(INI))

Committee on Foreign Affairs

Rapporteur: Eduard Kukan

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United in diversity

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MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

on the review of the European Neighbourhood Policy (2015/2002(INI))

The European Parliament,

- having regard to the Joint consultation paper from the Commission and the High Representative ‘Towards a new European Neighbourhood Policy’ of 4 March 2015¹,
- having regard to the VP/HR Communications ‘A partnership for democracy and shared prosperity with the Southern Mediterranean’ (COM(2011)0200)², published on 8 March 2011, and ‘A new response to a changing neighbourhood’ (COM(2011)0303)³, published on 25 May 2011,
- having regard to the Communication from the Commission to the Council and the European Parliament ‘Wider Europe – neighbourhood: a new framework for relations with our Eastern and Southern neighbours’ of 11 March 2003 (COM(2003)0104)⁴,
- having regard to the Council conclusions on the European Neighbourhood Policy of February 2008⁵,
- having regard to its previous resolutions on the European Neighbourhood Policy of 20 November 2003 on relations with our neighbours to the east and south⁶, of 20 April 2004 on wider Europe – new neighbourhood policy⁷, of 19 January on the European Neighbourhood Policy⁸, of 15 November 2007 on strengthening the European Neighbourhood Policy⁹, of 7 April 2011 on the review of the European Neighbourhood Policy – Eastern dimension¹⁰, of 7 April 2011 on the review of the European Neighbourhood Policy – Southern dimension¹¹, of 14 December 2011 on the review of the European Neighbourhood Policy¹², of 23 October 2013 on the European Neighbourhood Policy: towards a strengthening of the partnership: EP’s position on the 2012 reports¹³, and of 12 March 2014 on assessing and setting priorities for EU relations with the Eastern Partnership countries¹⁴,
- having regard to Rule 52 of its Rules of Procedure,

¹ JOIN (2015) 6 final <http://ec.europa.eu/enlargement/neighbourhood/consultation/consultation.pdf>

² http://eeas.europa.eu/euromed/docs/com2011_200_en.pdf

³ <http://eurlex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2011:0303:FIN:en:PDF>

⁴ http://eeas.europa.eu/enp/pdf/pdf/com03_104_en.pdf

⁵ External relations Council conclusions of 18 February 2008, http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/gena/98818.pdf

⁶ Texts adopted, P5_TA(2003)0520.

⁷ Texts adopted, P5_TA(2004)0278.

⁸ Texts adopted, P6_TA(2006)0028.

⁹ Texts adopted, P6_TA(2007)0538.

¹⁰ Texts adopted, P7_TA(2011)0153.

¹¹ Texts adopted, P7_TA(2011)0154.

¹² Texts adopted, P7_TA(2011)0576.

¹³ Texts adopted, P7_TA(2013)0446.

¹⁴ Texts adopted, P7_TA(2014)0229.

- having regard to the report of the Committee on Foreign Affairs (A8-0000/2015),
- A. whereas the European Neighbourhood Policy (ENP) was created to strengthen the European Union's (EU) partnerships with neighbouring countries in order to develop an area of shared stability, security and prosperity;
- B. whereas the neighbourhood is currently in a state of flux and is less stable and less secure than when the ENP was launched;
- C. whereas developments in the region since 2004, but in particular in the last few years, have shown the ENP to be unable to respond adequately and promptly to the rapidly changing and challenging circumstances;
- D. whereas the Commission has tried to reshape the ENP so as to address its flaws, in particular after the Arab Spring; whereas this was reflected in the new financing instrument for the ENP for 2014-2020 – the European Neighbourhood Instrument (ENI);
- E. whereas since the introduction of the new approach in 2011, political developments in the neighbourhood have demonstrated that the EU needs to further rethink relations with its neighbours, taking into account the different external and internal realities; whereas the EU needs to address new challenges in its neighbourhood and adjust its strategy by examining its interests and priorities and assessing its policy tools, incentives and available resources and their attractiveness to its partners;
- F. whereas differentiation is needed, especially as the EU neighbourhood has become more fragmented than ever, with the countries differing in many respects, including in their ambitions and expectations as regards the EU; whereas the EU's bilateral relations with ENP countries are at different stages of development;
- G. whereas the resources available to the EU for its action as a 'global player' until 2020 within the multiannual financial framework only amount to 6 % of the total budget and cover all related programmes, including development and cooperation assistance;
- H. whereas the EU Member States should play an important role in the European neighbourhood by aligning their efforts and supporting a single EU voice;
- I. whereas the consultation process carried out by the Commission should be comprehensive and inclusive so as to ensure that all relevant stakeholders are consulted;
 - 1. Stresses the importance and timeliness of the review of the ENP; emphasises that the revised ENP should be able to provide a quick and adequate response to the situation on the ground, while also putting forward a long-term vision for developing relations with the neighbouring countries;
 - 2. Believes in the continued value of its initially stated objective of creating an area of prosperity and good neighbourliness, based on the founding values and principles of the Union, through a deep structural transformation in the neighbouring countries; stresses therefore the need to go back to basics and bring this objective back to the top of the agenda;

3. Stresses that respect for the universal fundamental values of human rights, rule of law and democracy on which the EU is founded must remain at the core of the revised policy;
4. Stresses that the renewed policy must be more strategic, with a real political vision, and politically driven; calls for special envoys to be appointed for the East and the South, with the task of politically coordinating the revised policy;
5. Urges that short-, medium- and long-term priorities and strategic objectives be defined, bearing in mind that the ENP should aim to create different levels of cooperation in different areas among and with the ENP countries; stresses that in defining its approach the EU should look at its priorities and those of the individual countries concerned, together with their level of development, considering the interests of society on the whole and not only those of the political elite;
6. Emphasises that local ownership and inclusiveness should be key aspects of the new approach so as to ensure that the benefits of the ENP reach all levels of society throughout the country;
7. Regrets the limited resources allocated to the EU's cooperation with its partners within its neighbourhood, notably in comparison with other stakeholders;
8. Calls on the EU to improve its coordination with other donors and international financial institutions and calls for joint programming with its Member States; considers that better coordination with the Member States is necessary in order to achieve a common approach to the short- and medium-term goals of the EU's cooperation with neighbouring countries;
9. Considers that the mid-term review of the external financial instruments should take into account the review of the revised policy, and that the ENI should therefore reflect the ambition of making the ENP more flexible;

Added value of action at EU level

Reshaping the European Neighbourhood Policy

10. Stresses the need to reshape the ENP in order to build strong, lasting partnerships with the ENP countries; calls for the technical aspects of the policy to be underpinned by a clear political vision;
11. Notes that the ENP should deploy its own methodology and tools, which correspond to the level of ambition and goals that the different ENP countries aspire to in their relations with the EU;
12. Calls on the Commission to focus on sectors identified together with its partners, in which progress and universal added value can be achieved, and to gradually expand cooperation based on progress and ambitions;
13. Stresses that enlargement and neighbourhood policies are separate policies with different objectives; reiterates, however, that European countries within the ENP can

apply for membership if they satisfy the criteria and conditions of admission under Article 49 TEU;

Support for democracy, judicial reform, rule of law and institutional capacity-building

14. Considers support for democracy, the rule of law and human rights to be central to the ENP; stresses that the EU should be willing to offer incentives and know-how to help overcome the social challenges and economic costs of undertaking democratic reforms;
15. Underlines the continuous need to focus on strengthening and consolidating democracy, the rule of law, the independence of the justice system, respect for minorities and diversity; highlights that capacity-building in national institutions, including their national assemblies, together with support for civil society, pro-democracy groups and political parties, will enhance political dialogue and pluralism;
16. Stresses the importance of developing a thriving and active civil society in the processes of transformation and democratisation, which includes social partners and the business community; underlines the importance of European companies and their role in the promotion and dissemination of international standards for business;

Differentiation and conditionality

17. Calls for the ENP to be developed into a more tailor-made and flexible policy framework able to adapt to the diversity that exists; underlines that differentiation should take place not only between Eastern and Southern partners but also among the ENP countries themselves;
18. Stresses the need to implement conditionality in relation to reform processes; emphasises that the EU cannot compromise its fundamental values and should avoid creating double standards; stresses that countries that are making progress in implementing reforms and following European policy should be granted more substantial support;
19. Considers that the EU should invite non-association partner countries to engage in sectorial cooperation in line with an 'ENP Plus' model, including the possibility of concluding sectorial agreements that would facilitate the integration of non-association partner countries into specific sectorial parts of the single area of the four basic freedoms of the EU;

Security dimension

20. Notes that security and stability are basic concerns in the neighbourhood and that current developments in the region call for a strong security component in the ENP, which has regrettably been missing to date;
21. Calls for closer coordination between the ENP and wider Common Foreign and Security Policy (CFSP) and Common Security and Defence Policy (CSDP) activities, addressing different aspects of the security of ENP countries and of the EU;
22. Underlines the need for an overarching political strategy to restore the European

political order while ensuring full compliance with international law and commitments, as laid down in the Helsinki Final Act of 1975, based on respect for human rights, minority rights and fundamental freedoms, independence, sovereignty and the territorial integrity of states, and peaceful resolution of conflicts; notes that the Organisation for Security and Co-operation in Europe (OSCE), as the biggest regional organisation responsible for security, can play an important role in this regard;

23. Calls for the revised policy to support partner countries in building proper state structures to deal with security issues, such as effective law enforcement, intelligence and security, which should be accompanied by proper parliamentary oversight; stresses that the EU should engage in areas such as security sector reform;
24. Stresses the need to actively promote and assist in the peaceful settlement of conflicts in the region, using different tools and instruments, on the basis of the added value they may provide – such measures include its EU Special Representatives, confidence-building programmes and CSDP missions;

Fostering regional integration

25. Stresses the importance of the regional dimension of the ENP and the need to promote and contribute to regional integration by means of regional cooperation programmes;
26. Calls for the revised policy to strengthen the existing platforms for cooperation, namely the Union for the Mediterranean and the Eastern Partnership, to further support regional integration when the priorities identified by the partners are similar for a specific policy field and to bring partners closer together in terms of economic standards and legislation;
27. Underlines the importance of the role of multilateral assemblies, such as EuroNest and PA-UfM, as fora for political dialogue and a tool for fostering ownership of the Neighbourhood Policy;

Neighbours of neighbours

28. Emphasises the need to build strong partnerships with neighbouring countries; stresses the importance of ensuring that the ENP is part of the EU's broader external policy and of taking into account the other strategic players that have influence on the neighbourhood – the 'neighbours of neighbours' – as well as international and regional organisations;
29. Stresses that the EU should realistically consider the different policy options that its partners face and how to build bridges with their neighbours on different levels and how to address the foreign policy of third countries in its neighbourhood;
30. Calls on the EU to take advantage of the expertise of the regional organisations to which the neighbours belong, such as the Council of Europe, the OSCE, the African Union and the League of Arab States, which are important fora in which to engage partners in carrying out reforms, to address concerns on human rights and to foster democratisation;

Policy objectives and tools

A diversified offer: priority sectors

31. Calls for the EU to explore and identify, together with its partners, priorities for integration in different policy fields, such as economic development, infrastructure and regional development, the environment, competition policies, SMEs, migration, security, energy and energy efficiency, with the aim of creating an area of prosperity and good neighbourliness;
32. Considers that the trend of the externalisation of internal policies should be reflected in the new ENP;
33. Stresses the importance of free movement of people, and supports enhancing visa facilitation and visa liberalisation within the neighbourhood, particularly for students, young people and researchers; calls on the Commission, in cooperation with the Member States, to further enhance mobility partnerships within the neighbourhood and develop possibilities for circular migration schemes, which would encourage and reward regular migrants;
34. Notes that high unemployment, social exclusion and poverty, combined with the low political participation of women, are root causes of instability, and demands engagement beyond the Deep and Comprehensive Free Trade Areas (DCFTAs);
35. Calls on the Commission to explore and offer to the ENP countries different levels of participation, cooperation and engagement in its policies, programmes and agencies, such as in EUROPOL, customs management and the Energy Community;
36. Considers that greater emphasis should be placed on using technical assistance programmes such as TAIEX and Twinning, and that the partners should be included in EU programmes such as Erasmus and Horizon 2020, as they contribute to sharing knowledge and establishing networks at different levels and are the basis for creating a Common Neighbourhood Area;
37. Takes the view that the parliamentary dimension of the policy needs to be reinforced by enhancing the effectiveness of the interparliamentary meetings and parliamentary assemblies; welcomes, in this context, the new approach that Parliament has adopted to parliamentary democracy support;
38. Emphasises that for the ENP to be a successful policy, it should also ensure that there is ownership by the Member States; calls on the Commission, therefore, to reinforce policy coordination and joint programming of financial assistance, and to provide mechanisms to foster consultation between the Member States, EU structures and neighbouring countries;

Assessment and visibility

39. Emphasises that the action plans, established in close partnership with the authorities of the partner countries, should focus on a limited number of priorities to be implemented and that their implementation should be assessed on a regular basis, with policy options

which could be commonly agreed;

40. Stresses that progress reports should focus on the implementation of the priorities identified in the action plans and reflect the level of engagement of the partner country; reiterates its call for the data contained in the reports to be put into perspective by bearing in mind the national context and by including trends from the previous years;
41. Considers that the visibility of EU assistance should be enhanced in order to make clear to the populations of the partner countries and the EU Member States the benefits of EU support;
42. Calls on the EU to strengthen its capacity to counter misinformation and propaganda campaigns against the EU and its Member States;
43. Instructs its President to forward this resolution to the Council, the Commission and the Governments and Parliaments of ENP countries