

European Neighbourhood Policy

This month's newsletter is devoted to the European Neighbourhood Policy (ENP). After a brief introduction into the policy, the links section provides a variety of perspectives on the ENP, its focus, first results and prospects for the future.

The European Neighbourhood Policy is an indirect consequence of the enlargement of the European Union (EU) with the countries of Central and Eastern Europe. The ENP was introduced in 2003, when the pre-accession period for the then-candidate states was drawing to a close and the EU was forced to address news issues, particularly the fact that this enlargement would bring the countries of the former Soviet Union to its borders.

The ENP was therefore a response to the challenges that would emerge with this new geographic proximity. This is reflected in the main goal of the ENP, which is to create a zone of stability, prosperity, security and sustainable development at the EU's new borders to the east and south. First and foremost, the policy aims to avoid the drawing of new dividing lines in Europe.

Initially, the ENP was drafted to cover the EU's post-Eastern enlargement neighbors, bordering the bloc by land and sea; that is, the former Soviet Union republics and the Mediterranean states. Later it was expanded to the Caucasian republics. Russia opted out in favor of its strategic partnership with the EU, the EU-Russia Common Spaces.

Currently, the ENP covers 16 countries and territories - Algeria, Armenia, Azerbaijan, Belarus, Egypt, Georgia, Israel, Jordan, Lebanon, Libya, Moldova, Morocco, the Palestinian Authority, Syria, Tunisia and Ukraine. However, cooperation with Algeria is pending due to that country's disinclination to develop the ENP structures. Cooperation with Belarus has been suspended by the EU for political reasons. Finally, cooperation with Libya and Syria is subject to their adoption and implementation of association agreements with the EU.

The ENP is a peculiar combination of varying policies. On the one hand, it is a continuation of the EU's enlargement policy. On the other hand, it builds on earlier frameworks of cooperation between the EU and the now neighboring countries. However, these dual origins of the ENP have contributed to the doubts about its potential effectiveness.

Firstly, as an enlargement policy, the ENP is based on the conditionality approach. The EU offers the ENP states a stake in its internal market as a reward for introducing reforms in all major spheres. The reforms are identified in action plans jointly agreed between the EU and individual ENP states. The pace of progress in the ENP depends on the countries' success in meeting the objectives laid down in the action plans.

This model largely follows the EU's differentiated approach to the candidate states. However, the accession of any of the ENP states to the EU is currently ruled out. Therefore, in the absence of a membership perspective, the governments of the ENP states have little incentive to comply with the EU's requirements.

Secondly, the ENP inherits the negative experience of the partnership and cooperation agreements with the former Soviet Union states and association relations with the Mediterranean countries. These earlier strategies failed to bring about the EU's desired results, specifically democratization and breakthrough in economic development.

As for the ENP, it addresses the issue of democracy rather superficially, while the main priority is clearly economic cooperation. However, for most of the ENP states, ambitious economic goals are hardly achievable in the near future. Therefore, certain reservations exist concerning the ENP's ability to overcome the deficiencies of earlier approaches to the EU's cooperation with third states and trigger progress in the neighboring countries' development.

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1.1 EUROPEAN UNION

European Neighbourhood Policy, by the European Commission, Brussels, Belgium
Official website of the European Neighbourhood Policy presenting the European Commission's perspective on the policy. The website provides an overview of the history and the development of the ENP, terms and scope of financial assistance of the EU to the neighboring countries, as well as the Commission's proposals to strengthen the policy's leverage. The documents section contains action plans negotiated between the EU and the neighboring states, country and progress reports and speeches from key Commission officials on the development and prospects of the ENP.

The ENPI E-bulletin: News on the EU and its Neighbours, by the European Commission, Brussels, Belgium

Online weekly publication by the European Commission's Directorate General EuropeAid and Cooperation Office. The bulletin provides a comprehensive overview of ENP-related activities of the European Commission, Council of the European Union, European Parliament and other EU institutions. Apart from presenting different views on the ENP coming from within the EU, the bulletin reviews ongoing and planned projects implemented within the ENP framework in the neighboring countries.

European Neighbourhood Policy: Visa facilitation, conditionality and supporting civil society are key, say MEPs, by the European Parliament, Brussels, Belgium

The report on the ENP adopted by the European Parliament questions the geographical scope of the policy arguing for distinct approaches for the Eastern European and Mediterranean neighbors. For the Mediterranean countries, the report suggests that the mechanisms of implementation of the principles of human rights and democracy be elaborated. The report notes that the Eastern European

neighbors may apply for EU membership once they have proven their commitment to democracy and demonstrated a respect for the rule of law. It is advised that the ENP as a whole should continue to rely on the conditionality approach, particularly to promote respect for human rights and fundamental principles, and support civil society and free media.

Progress report on implementation of the European Neighbourhood Policy: Overall assessment, by the European Commission, Brussels, Belgium

The European Commission positively assesses the first two years of the implementation of the ENP (2004 - 06). It notes enhancement of political dialogue and cooperation between the EU and the neighboring countries, especially in the areas of customs, migration and building an economic regulatory framework. The Commission acknowledges the ENP countries' economic growth and certain success in fighting poverty.

Strengthening the European Neighbourhood Policy, by the European Commission, Brussels, Belgium

The Communication from the Commission calls for increased support of the neighboring countries that are willing to undertake key reforms in an effort to hasten the process. The main instrument suggested in this respect is enhanced trade and economic integration. Other priorities for improvement are lifting visa requirements for short-stay visits for citizens of the ENP states to the EU, and a more active approach to regional conflict resolution, peacekeeping and peace monitoring. The suggested measures reflect the main concerns of the Commission regarding the ENP, such as insufficient financial support of the policy and the lack of impact on latent conflicts within and among the neighboring countries.

The EU's Relations with its Neighbours: A Survey of Attitudes in the European Union, by the European Commission, Brussels, Belgium

This special issue of Eurobarometer published in September 2007 provides information on the awareness of EU citizens about the ENP and their perceptions of the neighboring countries. According to the survey, only 20 percent of Europeans have heard of the ENP. Fifty-four percent of European citizens have little or no interest in what happens in the neighboring countries. Seventy-nine percent worry about the perceived high costs of EU assistance to the neighboring countries. Yet, 67 percent of EU citizens believe that relations are good between the EU and the ENP countries.

1.2 INTERNATIONAL GOVERNMENTAL ORGANIZATIONS

Thematic Evaluation of the EC Support to Good Governance: Synthesis Note and Country Notes, by the European Commission, Brussels, Belgium

In its Thematic Evaluation of the EC Support for Good Governance, the OECD presents among other things, the results of two case studies relating to the ENP, namely Jordan and Ukraine. The analysis shows increased prioritization of good governance in the EU's relations with Jordan since 2000 and with Ukraine since 1998. The evaluation notes the development of a more integrated and strategic approach to good governance with the introduction of the ENP and elaboration of flexible, region-specific agendas. However, the results of the EU's approach in both cases are not very

positive. In particular, it is noted that human rights and democracy promotion programs do not enjoy a priority status within the ENP.

Pan-European Dialogue on Migration Management, by the International Organization for Migration (IOM) Belgium, Brussels

This website discusses the first event organized within the Pan-European Dialogue on Migration Management. The IOM, supported by the Belgian government and the European Commission, gathered representatives from the EU member states and ENP countries to discuss the possibilities for sharing information on migration issues between the EU member states and other European countries. It is the IOM's belief that a multilateral system of migration management is needed for transparent management of migration flows.

1.3 INTERNATIONAL NON-GOVERNMENTAL ORGANIZATIONS

The Ambitions and Ambivalence of EU Human Rights Policy: Amnesty International's Ten-Point Programme for the Portuguese Presidency of the European Union, by Amnesty International EU Office, Brussels, Belgium

In its program for the Portuguese Presidency of the EU in 2007, Amnesty International (AI) points to the fact that action plans for different ENP countries vary in the degree of emphasis they place on the issue of human rights. AI suggests that human rights promotion in the ENP is invariably supported by strengthening judicial systems. Furthermore, it is recommended that human rights subcommittees are introduced under all association councils. AI asks the Portuguese Presidency to urge the European Commission to elaborate and establish a common diagnostics tool for assessing human rights challenges and needs in the neighboring countries.

Europe Report, Nr. 173: Conflict Resolution in the South Caucasus, by the International Crisis Group, Brussels, Belgium

This report recommends that the EU make full use of the ENP to resolve the latent conflicts in the Southern Caucasus. The report notes that such important tools of conflict management as human rights and democratization do not enjoy a prominent place in the ENP action plans. The authors are concerned about the lack of involvement of civil society representatives of the Caucasian states in action plan preparation and point to the democratic deficit within the ENP itself. They suggest that the ENP action plans set conflict resolution as one of the top priorities and introduce concrete steps for conflict resolution and benchmarks for their implementation.

WWF Proposals for the European Neighbourhood and Partnership Instrument (ENPI) Implementation, by World Wide Fund (WWF), Brussels, Belgium

This report is concerned about the low priority attached by the ENP programs to environmental protection, sustainable development and democracy as compared to such issues as economic development, security considerations, migration, governance and judicial reform. It notes that the under-prioritized provisions lack specificity. For example, no safeguard mechanisms are envisaged for the participation of civil society. The WWF proposes concrete measures for improving the environmental agenda in the European Neighbourhood and Partnership Instrument (ENPI).

1.4 EU MEMBER STATES

Towards a *New Ostpolitik?* - Russia, Eastern Europe and Central Asia - Speech by Minister of State Erler at Georgetown University in Washington, by Auswärtiges Amt, Berlin, Germany

This speech by German Minister of State Erler discusses the German EU Presidency's policy towards Eastern Europe. The Presidency proposed the idea of the ENP Plus strengthening and extending the current EU policy towards the neighboring countries. The main components of the policy are, first, enhancement of the ENP mechanisms, including increasing financial support to the neighboring states in order to more actively support their political and economic reforms. Secondly, Germany suggests deepening the strategic partnership with Russia. Finally, it recommends introducing a strategy for Central Asia similar to the ENP. These suggestions are often referred to as Germany's *Neue Ostpolitik*.

1.5 ENP STATES

ENP and Georgia Bulletin, by ENP in Georgia, Tbilisi

The monthly bulletin published by the Heinrich Boell Foundation, Open Society Georgia, and Eurasia Foundation provides the latest information on the developments and implementation of the ENP Action Plan for Georgia. The main goal of this periodical publication is to help Georgian NGOs monitor and participate in ENP-related activities. The bulletin not only examines the governmental approach to relations with the EU, but also presents independent assessments of Georgia's progress in implementing the ENP action plan objectives.

European Integration Assessment, by the Lebanese Ministry of Economy and Trade, Beirut, Lebanon

This study analyzes the socio-economic and environmental implications for Lebanon of opening trade with the EU. It focuses on one of the main sectors of the Lebanese economy, the olive oil sector. Special attention is paid to the implementation of the provisions under the ENP, such as participation of stakeholders in governmental decision making. The report contains recommendations for the adjustment of the action plan provisions applicable to other sectors.

1.6 RESEARCH AND ACADEMIA

CEPS European Neighbourhood Watch, by the Centre for European Policy Studies (CEPS), Brussels, Belgium

This monthly newsletter published by the CEPS Neighbourhood Policy Unit discusses major developments in the European neighborhood, including the EU's relations with Russia and the Southeast European countries. The achievements and results of important meetings, agreements and conclusions are outlined in comprehensive summaries or excerpts from press releases and other documents produced by the EU.

Relations with the Wider Europe, by the Journal of Common Market Studies, Blackwell Publishing, Hoboken, US

This article provides an overview of the latest developments in the EU's enlargement policy and its relations with the neighboring countries. The authors point to the limited ability of the ENP to deal with regional conflicts and non-cooperative authoritarian regimes. Certain progress is noted in the implementation of commitments under the ENP agreements by Ukraine, Morocco and Israel. Tunisia, Egypt and the republics of the Caucasus, conversely, showed little success in meeting the ENP objectives. The article reviews the Commission's first overall and sectoral progress reports and discusses main developments in specific countries and regions covered by the ENP.

The ENP Three Years on: Where from - and Where next? by the European Policy Centre (EPC), Brussels, Belgium

This publication considers the major problem of the ENP to be the initial choice of widening over deepening. It argues that joining together the European, Mediterranean and Caucasian states undermines policy credibility. Instead, the policy brief advocates decoupling regional groups and introducing separate region-specific policies within the overarching framework of the ENP. It is argued that this clustering, "enlargement-neutral" policy may also be suitable for the EU's relations with the Central Asian states.

The European Neighbourhood Policy: Time for a Revamp? by The Foreign Policy Centre, London, UK

This article acknowledges the potential of the ENP as a useful addition to EU external policies. However, the achievements of the policy so far are considered uneven. Whereas some ENP states, such as Morocco and Jordan, have introduced important reforms as recommended in the ENP documents, others, such as Egypt or the republics of the Caucasus, have fallen short of fulfilling their promises. Further, it is pointed out that the EU should have offered Ukraine, Moldova and Georgia compensatory payments for their losses caused by Russia's economic pressure.

Reassessing the European Neighbourhood Policy, by the European Policy Centre (EPC), Brussels, Belgium

This publication examines the EU's efforts to promote human rights and democracy in the neighboring countries. It argues that the ENP balances, first, between enlargement and foreign policy and, second, between the aims of creating a friendly vs. a well-governed neighborhood. As a result, the policy of human rights and democracy promotion is applied inconsistently across the ENP countries and fails to respond to country-specific situations. The publication claims that the EU is able to support only ongoing democratic transformations; however, its ability to set off democratization processes is at best modest.

The EU and its Neighbourhood: Policies, Problems and Priorities, by the Institute of International Relations (IIR), Prague, Czech Republic

The volume presents a collection of chapters discussing the general set-up of the ENP and its Southern Caucasian and Mediterranean dimensions. The opening chapter maintains that the ENP is vague when it comes to defining core principles, which allows for multiple interpretations and hinders policy implementation. One of the chapters argues that the Caucasus republics could benefit from the EU's support for conflict resolution were it not one of the ENP's main weaknesses. Another chapter discusses the compatibility of the Mediterranean agenda of the ENP with the existing structures under the Euro-Mediterranean Partnership.

The Discussion on EU Neighbourhood Policy - Concepts, Reform Proposals, and National Positions, by the Friedrich Ebert Stiftung, Berlin, Germany

This publication offers an overview of current positions of the EU member states regarding the ENP. The paper highlights the main policy preferences and priority areas in relations with the ENP countries as identified by the EU member states. The study also compares the values and interests of the EU member states with respect to the ENP.

Free Trade Between Ukraine and the EU: An Impact Assessment, by the International Centre for Policy Studies (ICPS), Kiev, Ukraine

The report provides a comprehensive analysis of prospects and possible outcomes of contracting a free-trade-area (FTA) agreement with the EU. The publication is intended to support the Ukrainian position in negotiations with the EU. The study identifies main features and key problems in the selected sectors of the Ukrainian economy and offers suggestions for reforming these sectors. Further, a possible impact assessment of a FTA with the EU is given for the most sensitive sectors of the Ukrainian economy.

The Neighbourhood Policy of the European Union: Perspectives from the European Commission, France, Germany, Poland, Ukraine and Moldova, by the Chair of International Relations at Trier University, Germany

This publication compares national perspectives on the ENP of selected neighboring countries (Ukraine and Moldova), EU member states (France, Germany and Poland) and the European Commission. The views on the ENP are presented by national experts who are informed as to the main controversies and aspirations concerning the ENP in domestic discourse. The volume provides references to resources on which the overviews are based.

1.7 MEDIA

The European Neighbourhood Policy (ENP), by EurActiv.com, London, UK

EurActiv.com is an independent media portal dedicated to EU affairs. The ENP section provides a dossier on the policy objectives, implementation and intermediate achievements. The EurActiv.com ENP newsletter provides up-to-date coverage of main issues and events related to the European Neighbourhood Policy. The focus is on the EU and the EU member states' institutional and non-institutional actors.

EU Observer.com, Brussels, Belgium

EUObserver.com is a daily source of news about the EU. It is an independent website published by a Brussels-based non-profit association. ENP-related news is published in the sections on EU foreign policy and enlargement.

EU meets all its close neighbours, by the BBC, London, UK

This article reports on the first conference that the EU held with the neighboring countries in September 2007. The article uncovers the lack of a shared understanding of the ENP and its future both among the EU member states and the EU vs. the ENP countries. The European Commission, France and Germany send the neighboring countries a clear "no membership perspective" message, whereas Poland and the UK wish to see Moldova and Ukraine join the EU. In turn, Ukraine claims

that the ENP is not an adequate basis for Ukraine-EU relations and desires acknowledgement of that fact that it belong in Europe.

EU Neighborhood Policy: Economics, not membership, by Radio Free Europe/Radio Liberty, Washington, US

This article discusses the outcome of a high-level meeting on the ENP in September 2007. At the conference, which hosted senior officials from the EU, EU member states and the ENP countries, European Commission President Jose Manuel Barroso rejected the idea of regional differentiation among the ENP countries. According to Mr Barroso, the main strength of the ENP is in its wide scope that provides for the increased leverage of the policy, better financing and more political support free of the special interests of the member states. The conference confirmed the primarily economic character of the policy while rejecting the idea of membership talks with the neighboring countries.

EU 'should expand beyond Europe', by the BBC, London, UK

This article discusses the suggestion of UK Foreign Secretary David Miliband that, in order to extend stability, the EU should take a course on further enlargement. He states that promises of membership status to Turkey should be satisfied and, eventually, the EU should incorporate Russia, Middle Eastern and Northern African states. According to Mr Miliband, one step in this direction is extending the European Free Trade Association to the Maghreb, Middle Eastern and Eastern European countries.

Sarkozy's proposal for Mediterranean bloc makes waves, by the *International Herald Tribune*, Paris, France

This article addresses French President Nicolas Sarkozy's idea of a Mediterranean Union among the southern EU member states (France, Portugal, Spain, Italy, Greece, Cyprus and Malta) and northern African countries (Turkey, Lebanon, Israel, Egypt, Libya, Tunisia, Algeria and Morocco). Among other things, the proposal envisages the establishment of a council similar to the Council of the EU governed by a rotating presidency. The article suggests that the proposal should overlap with the existing frameworks of Euro-Mediterranean cooperation, including the ENP. Turkey in particular is afraid that the Mediterranean Union is meant to substitute its membership in the EU.