















Procedure file

| Basic information | |
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| COD - Ordinary legislative procedure (ex-codecision procedure) Regulation | 2018/0247(COD) Awaiting Council's 1st reading position |
| Instrument for pre-accession assistance (IPA III) 2021?2027 | |
| Subject 8.20.04 Pre-accession and partnership | |
| Legislative priorities Multiannual Financial Framework 2021-2027 | |

| Key players | | | |
|--|---|--|------------|
| European Parliament | Committee responsible | Rapporteur | Appointed |
| |  Foreign Affairs | | 15/07/2019 |
| | |  ZOVKO Željana | 15/07/2019 |
| | |  PICULA Tonino | |
| | | Shadow rapporteur | |
| | |  GROŠELJ Klemen | |
| | |  VILIMSKY Harald | |
| | |  CRAMON-TAUBADEL Viola | |
| | |  DZHAMBAZKI Angel | |
| | |  MATIAS Marisa | |
| | Former committee responsible | | |
| |  Foreign Affairs | | 10/07/2018 |
| | PPE SALAFRANCA SÁNCHEZ-NEYRA José Ignacio | 10/07/2018 | |
| | S&D FLECKENSTEIN Knut | | |
| Former committee for opinion | | | |
|  International Trade | | 09/07/2018 | |
| | NI BORRELLI David | | |
|  Budgets | | 11/07/2018 | |
| | PPE MALETIĆ Ivana | | |
|  Environment, Public Health and Food Safety | | 21/06/2018 | |

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|--|---|--|------------|
| <p>Council of the European Union European Commission</p> <p>European Economic and Social Committee European Committee of the Regions</p> | | PPE VĂLEAN Adina-Ioana | |
| | REGI Regional Development | | 20/06/2018 |
| | | PPE ZELLER Joachim | |
| | LIBE Civil Liberties, Justice and Home Affairs | | 09/07/2018 |
| | | Verts/ALE VALERO Bodil | |
| | Commission DG Neighbourhood and Enlargement Negotiations | Commissioner HAHN Johannes | |

| Key events | | | |
|------------|---|---|---------|
| 14/06/2018 | Legislative proposal published | COM(2018)0465 | Summary |
| 02/07/2018 | Committee referral announced in Parliament, 1st reading/single reading | | |
| 04/02/2019 | Vote in committee, 1st reading/single reading | | |
| 11/03/2019 | Committee report tabled for plenary, 1st reading/single reading | A8-0174/2019 | Summary |
| 26/03/2019 | Debate in Parliament |  | |
| 27/03/2019 | Results of vote in Parliament |  | |
| 27/03/2019 | Decision by Parliament, 1st reading/single reading | T8-0299/2019 | Summary |
| 08/10/2019 | Committee decision to open interinstitutional negotiations after 1st reading in Parliament | | |
| 09/10/2019 | Committee decision to enter into interinstitutional negotiations announced in plenary (Rule 72) | | |

| Technical information | |
|--|---|
| Procedure reference | 2018/0247(COD) |
| Procedure type | COD - Ordinary legislative procedure (ex-codecision procedure) |
| Procedure subtype | Legislation |
| Legislative instrument | Regulation |
| Legal basis | Treaty on the Functioning of the EU TFEU 212 |
| Other legal basis | Rules of Procedure EP 159 |
| Mandatory consultation of other institutions | European Economic and Social Committee European Committee of the Regions |
| Stage reached in procedure | Awaiting Council's 1st reading position |
| Committee dossier | AFET/8/13766 |

| Documentation gateway |
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|---|-------------|-------------------------------|------------|------|---------|
| Legislative proposal | | COM(2018)0465 | 14/06/2018 | EC | Summary |
| Document attached to the procedure | | SWD(2018)0337 | 14/06/2018 | EC | |
| Committee draft report | | PE627.819 | 30/10/2018 | EP | |
| Committee opinion | BUDG | PE626.961 | 22/11/2018 | EP | |
| Committee opinion | ENVI | PE630.627 | 22/11/2018 | EP | |
| Amendments tabled in committee | | PE630.714 | 29/11/2018 | EP | |
| Committee opinion | INTA | PE628.720 | 05/12/2018 | EP | |
| Committee of the Regions: opinion | | CDR4008/2018 | 06/12/2018 | CofR | |
| Economic and Social Committee: opinion, report | | CES4092/2018 | 12/12/2018 | ESC | |
| Committee opinion | LIBE | PE625.581 | 25/01/2019 | EP | |
| Committee opinion | REGI | PE629.571 | 31/01/2019 | EP | |
| Amendments tabled in committee | | PE636.126 | 05/03/2019 | EP | |
| Committee report tabled for plenary, 1st reading/single reading | | A8-0174/2019 | 11/03/2019 | EP | Summary |
| Text adopted by Parliament, 1st reading/single reading | | T8-0299/2019 | 27/03/2019 | EP | Summary |
| Commission response to text adopted in plenary | | SP(2019)437 | 30/07/2019 | EC | |

Additional information

Research document

[Briefing](#)

2018/0247(COD) - 14/06/2018 Legislative proposal

PURPOSE: to establish the instrument for pre-accession assistance (IPA III) for the period 2021-2027.

PROPOSED ACT: Regulation of the European Parliament and of the Council.

ROLE OF THE EUROPEAN PARLIAMENT: the European Parliament decides in accordance with the ordinary legislative procedure and on an equal footing with the Council.

BACKGROUND: Regulation (EU) No 231/2014 of the European Parliament and of the Council establishing an Instrument for Pre-Accession Assistance ([IPA II](#)) expires on 31 December 2020. In order to safeguard the effectiveness of the Union's external actions, the Commission proposes to maintain a framework for the planning and delivering external assistance under the next multiannual financial framework for the period 2021-2027.

The Commission considers it essential to maintain a dedicated instrument in support of enlargement policy, while ensuring its complementarity with the general objectives of the Union's external action and in particular those of the Neighbourhood, Development and International Cooperation Instrument ([NDICI](#)).

The enlargement process is based on well-established criteria ("the Copenhagen criteria") and fair and rigorous conditionality. The objective of the proposed instrument is to provide increased assistance to candidate and potential candidate countries to pursue the necessary far-reaching reforms.

In November 2015, the European Commission set out a medium-term [strategy](#) for the Union's enlargement policy, which remains valid today. The current enlargement agenda covers the partners of the Western Balkans and Turkey. On 17 April 2018, the European Commission recommended to the Council the opening of accession negotiations with the former Yugoslav Republic of Macedonia and Albania in light of the progress achieved. This would maintain and deepen the current reform momentum.

The Commission reaffirmed the firm, merit-based prospect of [Union membership for the Western Balkans](#). It is also keen to continue the dialogue with Turkey on a number of key areas of common interest such as economic and trade relations, energy, transport, migration and asylum, foreign policy, security and the fight against terrorism.

CONTENT: the proposal for a Regulation - presented for a Union of 27 Member States - seeks to establish the instrument for pre-accession assistance (IPA III) programme for the period 2021-2027.

IPA III shall support the beneficiary countries in adopting and implementing the political, institutional, legal, administrative, social and economic

reforms required by those beneficiaries to comply with Union values and to progressively align to Union rules, standards, policies and practices with a view to Union membership.

IPA III shall be clearly positioned in the context of the new Western Balkans strategy, and reflect the developments in the relations with Turkey.

As regards political priorities, IPA III shall focus on the main priorities set out in the enlargement policy and relevant strategy papers, namely: the rule of law, fundamental rights and governance, socio-economic development, EU policies and acquis, and people-to-people contacts, as well as reconciliation, good neighbourly relations and regional cooperation.

In addition to these priorities already included in IPA II, other key issues such as migration, security, environmental protection and climate change are more visibly addressed in the proposal.

Programming framework: this shifts the focus from partner allocations to performance in achieving the objectives. Assistance will continue to be targeted and adjusted to the specific situation of the beneficiaries. However, access to funds should, in addition to a principle of fair share, be based on criteria such as project/programme maturity, expected impact and progress on the rule of law, fundamental rights and governance.

Proposed budget: the European Commission has proposed an amount of EUR 14.5 billion (in current prices) for the new instrument for pre-accession assistance for the period 2021-2027.

2018/0247(COD) - 11/03/2019 Committee report tabled for plenary, 1st reading/single reading

The Committee on Foreign Affairs adopted the report by Knut FLECKENSTEIN (S&D, DE) and José Ignacio SALAFRANCA SÁNCHEZ-NEYRA (EPP, ES) on the proposal for a regulation of the European Parliament and of the Council establishing the Instrument for Pre-accession Assistance (IPA III).

The committee recommended that the European Parliament's position adopted at first reading under the ordinary legislative procedure should amend the Commission's proposal as follows:

Objectives

IPA III shall assist beneficiary countries in adopting and implementing the political, institutional, legal, legal, administrative, social and economic reforms required to ensure that they comply with the values of the Union and gradually align with the Union's rules, standards, policies and practices for accession.

Members set out the specific objectives of the instrument, namely:

- to strengthen the rule of law, democracy, the respect of human rights, including those of minorities and children, gender equality, fundamental rights and international law, civil society, academic freedom, peace and security, the respect for cultural diversity, non-discrimination and tolerance;
- to address forced displacement and irregular migration, ensuring that migration takes place in a safe, orderly and regular manner, and safeguarding access to international protection;
- to reinforce the effectiveness of public administration and support transparency, structural reforms, judicial independence fight against corruption and good governance at all levels;
- to strengthen the rules-based multilateral international order as well as well as peace-building and conflict prevention, including through confidence-building and mediation, inclusive and integrated education people to people contacts, freedom of the media and communication;
- to strengthen economic, social and territorial development and cohesion;

to reinforce environmental protection, increase resilience to climate change, accelerate the shift towards a low-carbon economy and develop the digital economy and society, thereby creating job opportunities, in particular for the youth;

- to support territorial and cross border cooperation including across maritime borders, and enhance trade and economic relations by fully implementing existing agreements with the Union, reducing regional imbalances.

Budget

Members proposed that the financial envelope for the implementation of IPA III for the period 2021-2027 shall be set at EUR 13 009 976 000 at 2018 prices (EUR 14 663 401 000 in current prices). The European Parliament and the Council shall authorise the annual appropriations within the limit of the multiannual financial framework for the period 2021 to 2027.

Programmes and actions shall aim to contribute to at least 16% of the overall financial envelope being devoted to climate-related objectives.

Increased involvement of civil society

The Commission shall act in partnership with the beneficiaries. The partnership shall involve, as appropriate, relevant national and local authorities, as well as civil society organisations, allowing them to play a meaningful role in the design, implementation and monitoring phases.

IPA programming framework

The IPA programming framework shall be established by the Commission by means of delegated acts. The programming framework shall expire on 30 June 2025 at the latest. The Commission shall adopt a new IPA programming framework by 30 June 2025 based on the mid-term evaluation, ensuring consistency with other external financing instruments and taking due account of relevant European Parliament resolutions.

The IPA programming framework shall be based on clear and verifiable performance indicators set out in Annex IV to the Regulation to assess progress towards the objectives set out therein.

Suspension of Union assistance

Members proposed to strengthen the conditionality of IPA aid by considering the possibility of suspending assistance in the event of violations of the principles of democracy, the rule of law, respect for human rights and fundamental freedoms or commitments made under agreements concluded with the Union.

Budget support shall be reduced or suspended in the event of systemic irregularities in management and control systems or unsatisfactory progress towards the objectives agreed with the beneficiary.

Governance

A horizontal steering group composed of all relevant Commission and EEAS services and chaired by the VP/HR or a representative of that office shall be responsible for the steering, coordination and management of this instrument throughout the management cycle.

The European Parliament shall be fully involved in the design, programming, monitoring and evaluation phases of the external financing instruments in order to guarantee political control and democratic scrutiny and accountability of Union funding in the field of external action.

2018/0247(COD) - 27/03/2019 Text adopted by Parliament, 1st reading/single reading

The European Parliament adopted by 513 votes to 97, with 45 abstentions, a legislative resolution on the proposal for a regulation of the European Parliament and of the Council establishing the Instrument for Pre-Accession Assistance (IPA III).

The European Parliament's position adopted at first reading under the ordinary legislative procedure amended the Commission proposal as follows:

Objectives

IPA III shall assist beneficiary countries in adopting and implementing the political, institutional, legal, administrative, social and economic reforms required to ensure that they comply with the values of the Union and gradually align with the Union's rules, standards, policies and practices for accession.

Parliament set out the specific objectives of the instrument, namely:

- to strengthen the rule of law, democracy, the respect of human rights, including those of minorities and children, gender equality, fundamental rights and international law, civil society, academic freedom, peace and security, the respect for cultural diversity, non-discrimination and tolerance;
 - to address forced displacement and irregular migration, ensuring that migration takes place in a safe, orderly and regular manner, and safeguarding access to international protection;
 - to reinforce the effectiveness of public administration and support transparency, structural reforms, judicial independence fight against corruption and good governance at all levels; including in the field of public procurement, state aid, competition, foreign investment and intellectual property;
 - to strengthen the rules-based multilateral international order as well as peace-building and conflict prevention, including through confidence-building and mediation, inclusive and integrated education people to people contacts, freedom of the media and communication;
 - to strengthen economic, social and territorial development and cohesion;
- to reinforce environmental protection, increase resilience to climate change, accelerate the shift towards a low-carbon economy and develop the digital economy and society, thereby creating job opportunities, in particular for the youth;
- to support territorial and cross border cooperation including across maritime borders, and enhance trade and economic relations by fully implementing existing agreements with the Union, reducing regional imbalances.

Budget

Parliament proposed that the financial envelope for the implementation of IPA III for the period 2021-2027 shall be set at EUR 13 009 976 000 at 2018 prices (EUR 14 663 401 000 in current prices). The European Parliament and the Council shall authorise the annual appropriations within the limit of the multiannual financial framework for the period 2021 to 2027.

Programmes and actions shall aim to contribute to at least 16% of the overall financial envelope being devoted to climate-related objectives.

Increased involvement of civil society

The Commission shall act in partnership with the beneficiaries. The partnership shall involve, as appropriate, relevant national and local authorities, as well as civil society organisations, allowing them to play a meaningful role in the design, implementation and monitoring phases.

IPA programming framework

The Regulation shall be complemented by an IPA programming framework established by the Commission by means of delegated acts. The IPA programming framework shall be established by the Commission by means of delegated acts. The programming framework shall expire on 30 June 2025 at the latest. The Commission shall adopt a new IPA programming framework by 30 June 2025 based on the mid-term evaluation, ensuring consistency with other external financing instruments and taking due account of relevant European Parliament resolutions.

The IPA programming framework shall be based on clear and verifiable performance indicators set out in Annex IV to the Regulation to assess progress towards the objectives set out therein, in particular in the following areas: democracy, rule of law, judicial independence, human rights and fundamental freedoms, gender equality, anti-corruption, reconciliation and peacebuilding, press freedom, climate change.

Suspension of Union assistance

Members proposed to strengthen the conditionality of IPA aid by considering the possibility of suspending assistance in the event of violations of the principles of democracy, the rule of law, respect for human rights and fundamental freedoms or commitments made under agreements

concluded with the Union.

Budget support shall be reduced or suspended in the event of systemic irregularities in management and control systems or unsatisfactory progress towards the objectives agreed with the beneficiary.

In the event of suspension, the aid granted by the Union shall mainly be used to support civil society organisations and non-state actors for actions to promote human rights and fundamental freedoms.

Governance

A horizontal steering group composed of all relevant Commission and EEAS services and chaired by the VP/HR or a representative of that office shall be responsible for the steering, coordination and management of this instrument throughout the management cycle.

Parliament shall be fully involved in the design, programming, monitoring and evaluation phases of the external financing instruments in order to guarantee political control and democratic scrutiny and accountability of Union funding in the field of external action.

The Union Delegations in the beneficiary countries shall take all necessary measures to ensure the visibility of the financial support provided by the Union.