



ABSTRACT DELIVERABLE 1.2

REPORT ON ENP POLICY CONCERNING ITS OBJECTIVES AND POLICY MEASURES OVER TIME

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This report consists of two working papers, WP1.4 and WP1.5, which subsequently offer an overview of the history, structure and institutional instruments of the ENP and the policies that have been implemented due to the ENP, and a review of the political and political economy literature on the ENP. Together these working papers provide an overview that can serve as both an empirical and theoretical backdrop for the SEARCH project.

In working paper 1.4 a reference work is developed that provides a factual background on the history, institutional structure, and implemented policy measures of the ENP. The ENP has its roots in a 2003 European Commission communication and over the last seven years it has developed to the multifaceted policy that it is today, by gradually developing new institutional structures for specific gaps in policy. The ENP replaces or subsumes a number of previous regional and thematic policies and a number of different funding mechanisms, which are further detailed in the working paper. The ENP has an interregional element, a southern and an eastern regional elements, and bilateral elements for all the ENP countries, except for a few which do not fulfill basic requirements for democracy and human rights. The most important policies and reforms that have been carried out in these elements are discussed. This overview clearly shows that the regional and interregional aspects of the ENP are weakly developed, judging from the low amount of activity in these elements of the ENP. The bilateral elements have various amounts of activity, with

some countries being extremely active and reform-minded, and other countries who have witnessed practically no progress in the reforms that are proposed by the ENP.

Working paper 1.5 deals with the political dimension of the ENP. The political / institutional literature identifies a number of issues with the rationale, instruments and implementation of the ENP. Analytically, these have to do with three distinctive but inter-related categories. First is the question concerning the ultimate scope of the policy. In the literature, ENP is seen as struggling to meet two sometimes conflicting objectives: on the one hand the establishment of a common security policy with its neighbours and on the other the management of their (real, perceived, or potential) accession aspirations. Following from this, second, is the question concerning the role of the EU in this process and in particular the tension between a normative aspiration to instil 'European' values to its neighbourhood and a self-interested goal of achieving narrower economic (market access) and political (security, stability) objectives. Finally, a more central question concerns the effectiveness of the policy at large, given the above tensions. The use of conditionality, modelled as it is on the experience of past enlargements, has a number of unintended, but negative, consequences, as it blurs the objectives and scope of the policy and 'entraps' the EU into a constantly deepening process of institutional convergence and integration – which either becomes ineffective due to the absence of the prospect of accession or makes the objective of 'containing accession aspirations' largely impractical. In this process, adherence to objectives of democratisation, market openness and integration becomes piecemeal and thus the overall goal of strengthening security and stability through the economic and political development of the EU's external periphery is potentially compromised.