

# EU-27 WATCH



**No. 9**  
July 2010

ISSN 1610-6458

[www.EU-27Watch.org](http://www.EU-27Watch.org)

# EU-27 Watch

## Contributing partners are

Austrian Institute of International Affairs, Vienna  
Bulgarian European Community Studies Association, Sofia  
Center for European Studies / Middle East Technical University, Ankara  
Centre d'études européennes de Sciences Po, Paris  
Centre d'étude de la vie politique, Université libre de Bruxelles  
Centre d'études et de recherches européennes Robert Schuman, Luxembourg  
Centre of International Relations, Ljubljana  
Cyprus Institute for Mediterranean, European and International Studies, Nicosia  
Danish Institute for International Studies, Copenhagen  
Elcano Royal Institute and UNED University, Madrid  
European Institute of Romania, Bucharest  
Federal Trust for Education and Research, London  
Finnish Institute of International Affairs, Helsinki  
Foundation for European Studies - European Institute, Łódź  
Greek Centre of European Studies and Research, Athens

Institute of International Affairs and Centre for Small State Studies at the University of Iceland, Reykjavik  
Institute for International Relations, Zagreb  
Institute for World Economics of the Hungarian Academy of Sciences, Budapest  
Institute for Strategic and International Studies, Lisbon  
Institute of International and European Affairs, Dublin  
Institute of International Relations, Prague  
Institute of International Relations and Political Science, Vilnius University  
Istituto Affari Internazionali, Rome  
Latvian Institute of International Affairs, Riga  
Mediterranean Academy of Diplomatic Studies, University of Malta  
Netherlands Institute of International Relations 'Clingendael', The Hague  
Ohrid Institute for Economic Strategies and International Affairs, Skopje  
Slovak Foreign Policy Association, Bratislava  
Stockholm International Peace Research Institute (SIPRI)  
University of Tartu

## On the project

Due to the new treaty provisions of the Lisbon Treaty and the economic crises the enlarged EU of 27 member states is on the search for a new *modus operandi* while also continuing membership talks with candidate countries. The EU-27 Watch project is mapping out discourses on these and more issues in European policies all over Europe. Research institutes from all 27 member states and the four candidate countries give overviews on the discourses in their respective countries.

The reports focus on a **reporting period from December 2009 until May 2010**. This survey was conducted on the basis of a questionnaire that has been elaborated in March and April 2010. Most of the 31 reports were delivered in May 2010. This issue and all previous issues are available on the EU-27 Watch website: [www.EU-27Watch.org](http://www.EU-27Watch.org).

The EU-27 Watch No. 9 receives significant funding from the **Otto Wolff-Foundation, Cologne**, in the framework of the *"Dialog Europa der Otto Wolff-Stiftung"*, and financial support from the **European Commission**. The European Commission is not responsible for any use that may be made of the information contained therein.



## Disclaimer

Institutes/authors are responsible for the content of their country reports. The publisher and editorial team cannot be held responsible for any errors, consequences arising from the use of information contained in the EU-27 Watch or its predecessors, or the content of external links on [www.EU-27watch.org](http://www.EU-27watch.org) or in the EU-27 Watch. The content of the EU-27 Watch is protected under German copyright law. The articles of the EU-27 Watch can be printed, copied, and stored for personal, scientific, and educational use for free. Articles of the EU-27 Watch may not be used for commercial purposes. Any other reprint in other contexts is not allowed without prior permission from the publisher. For permission or any other question concerning the use of the EU-27 Watch please contact: [info@EU-27watch.org](mailto:info@EU-27watch.org).

## Editorial Team

Publisher: Prof. Dr. Mathias Jopp  
Executive Editor: Dr. Katrin Böttger  
Managing Editor: Julian Plottka  
Editorial Staff: Daniela Caterina, Gregory Kohler, Christoph Kornes  
Layout: Matthias Jäger

Contact: [info@EU-27watch.org](mailto:info@EU-27watch.org)  
[www.EU-27watch.org](http://www.EU-27watch.org)

 Institut für  
Europäische Politik  
Bundesallee 23  
D-10717 Berlin  
Tel.: +49/30/88.91.34-0  
Fax: +49/30/88.91.34-99  
E-mail: [info@iep-berlin.de](mailto:info@iep-berlin.de)  
Internet: [www.iep-berlin.de](http://www.iep-berlin.de)

---

**Spain****Spain backs future EU enlargements**

Ignacio Molina\*

---

Having only joined the European Communities in 1986, thirty years after the signature of the Rome Treaty and ten years after the end of Franco's dictatorship, Spain's official position has always backed the idea that enlargement is a central element of the EU integration process and that further enlargement towards relatively new democracies in the Western Balkans and Turkey is a political priority that will contribute to peace and stability in Europe. Notwithstanding this, it must also be stressed that, in general, enlargement is a topic without relevance in the mass media and in domestic political debate.<sup>1</sup> Even so, the programme of the Spanish EU Presidency was also ambitious on this dimension.<sup>2</sup>

Successive Spanish governments – whether conservative or socialist – have backed Turkey's entry to the EU for a number of different reasons which have to do with the EU's general political, economic and security interests, while not considering questions of cultural or religious identity to be central to the issue. Prime Minister Rodríguez Zapatero told his Turkish counterpart, Recep Tayyip Erdoğan, during a summit held in Madrid last February that he wanted to open as many EU accession chapters as possible and boost Ankara's bid to join the EU. However, despite Spanish diplomatic efforts, the expectations of opening up at least four negotiation chapters with Turkey came nowhere near being fulfilled – mainly because of Turkey's delays in carrying out reforms. It was finally accepted that only one technical chapter could be opened during the semester, although Turkey is expected to open one or two additional chapters during the remaining presidencies of the Trio team: Belgium and Hungary.

Concerning Croatia, in contrast with the limited progress made in its membership negotiations in 2009, two negotiation chapters were successfully concluded in 2010. The Spanish government supports the near conclusion of all negotiations considering that Croatia's future membership will be a decisive factor of stability for the Balkan region. Spain has a political commitment towards the entire Western Balkans – in particular towards Serbia because of a peculiar combination of factors – and backs the idea that their future should only be within the EU. During its Presidency, Spain organised a successful and pragmatic meeting in Sarajevo in which it was able to bring together representatives of Serbia and Kosovo, despite being one of the five EU member states that obstinately rejects recognising the new independent state.

Finally, in the accession negotiations with Iceland – expected to start in autumn 2010 – Spain is willing to participate actively in the preparations of common positions related to the first negotiation chapters. One of the most important topics for both Iceland and the EU will be the negotiations on the fishing chapter, a very sensitive issue for Spanish economic interests. The Secretary of State for the European Union, Diego López Garrido, expressed that “Spain is in favour of enlargement” although “the positive answer to the request of Iceland can not be detrimental to the requests of other countries to do the same, especially those countries that are in the area of the Western Balkans”.<sup>3</sup> Lopez Garrido admitted “that the negotiation process (with Iceland) will go relatively quickly”. It must be remembered that Iceland “meets most of the *acquis communautaire* and is part of the EEA and the Schengen zone”. However, the results of Iceland's referendum held last March 2010, in which 93.5 percent of voters voted “No” to the plans to reimburse the Netherlands and the UK for monies lost following the collapse of online bank Icesave, could undermine the country's application to join the European Union.

*Another missed opportunity to reinvigorate EU-Mediterranean relations*

The boost of the European Neighbourhood Policy, both to the east and in the Mediterranean area, was also considered a priority of the Spanish Presidency in the first semester of 2010. However, Spain has no strategic interests in the Eastern European vicinity, as its nearest geopolitical area of interest is the Mediterranean – the second national foreign policy priority after Latin America.

Spanish academic experts believe that the Eastern Partnership (EaP) does not constitute a direct threat to Spanish interests in the Mediterranean region. However, it is true that the EaP competes with

---

\* Elcano Royal Institute.

Mediterranean initiatives. In this context, Spain is trying to guarantee that the EaP does not substrate economic resources from the Union for the Mediterranean (UfM) project and will not interfere in the rapprochement between the EU and Russia.<sup>4</sup> Nevertheless, Miguel Angel Moratinos, in his role as Spanish Foreign Minister during the Spanish Presidency, stressed the importance of the EU policy of strengthening relations with both Eastern Europe and the Southern Caucasus regions, emphasising the significance of them not as "sanitary belts", but rather as areas of cooperation and interaction with the European Union.

Regarding the UfM, established at French instigation in July 2008, the Spanish initial reaction to the initiative was not enthusiastic at all. Spain's main concern was that the initiative could damage the Barcelona Process launched in 1995. After these initial hesitations, Spain has backed this project as a way to reinvigorate EU-Mediterranean cooperation. Traditionally, during Spanish presidencies, the southern Mediterranean has been given special attention, and Spain has sought to impulse European action in this area. However, this time, the escalation of the Israeli-Palestinian conflict has created great difficulties for the Spanish Presidency of the EU. Despite this negative environment, Jordanian Ahmed Khalaf Masad was appointed as the Secretary-General of the UfM, and the statutes of the Secretariat, which will be based in Barcelona, were finally approved. Nevertheless, the first warning over the difficulties to adopt any kind of agreement could be seen in April, with the failure of the adoption of a water-management strategy, it had to be dropped after a dispute over references to the Palestinian territories occupied by Israel.<sup>5</sup>

Spain had included the celebration of the second Heads of State Euromediterranean Summit in its presidency programme with the aim to address the main topics on the global agenda (economic crisis, climate change, energy, food security, etc.) from the Mediterranean standpoint. Regardless of the intense diplomatic work, Spain had to postpone the summit that was scheduled to take place in Barcelona on 7 June 2010. The postponement was agreed by Spain and co-chair nations France and Egypt. The Spanish government said the move was intended to give more time for indirect negotiations between Israel and the Palestinians, which began on 19 May 2010 after more than a year.<sup>6</sup>

It must be noted that the preparations for the summit had been overshadowed by a threat by some Arab governments to abstain if Israel's Foreign Minister was to attend. Spain did not want to celebrate a Mediterranean summit without the attendance of the main Mediterranean leaders. The summit has now been tentatively scheduled for the third week in November 2010 with the aim to coincide with the 15<sup>th</sup> anniversary of the 1995 Barcelona Summit. The postponement produced disappointment and was received by the mass media as a new diplomatic setback for Spain's EU Presidency, since an EU-U.S. summit that was to have been held in May in Madrid was also called off months ago when Washington announced that President Barack Obama would not attend. Besides the frustration of seeing the cancellation of the two main summits, the meeting held in Granada with Morocco cannot be considered a success either, if one judges it by the weight of the issues that were dealt with.<sup>7</sup>

---

<sup>1</sup> Even in the case of Turkey, there is no significant debate about the advantages and disadvantages of Turkish membership or of its consequences for Spain. According to the 23<sup>rd</sup> Wave of the Elcano barometer (March 2010), 44 percent of the Spaniards support Turkey's future membership. See: [www.realinstitutoelcano.org](http://www.realinstitutoelcano.org) (last access: 29 July 2010).

<sup>2</sup> See also: Graham Avery: The Expanding European Union: How to Evaluate the Policy? What Prospects for Spain's Presidency?, ARI 27/2010, Madrid 2010: Elcano Royal Institute, available at: [www.realinstitutoelcano.org/wps/portal/ri/elcano\\_eng/Content?WCM\\_GLOBAL\\_CONTEXT=/elcano/elcano\\_in/zonas\\_in/europe/ari27-2010](http://www.realinstitutoelcano.org/wps/portal/ri/elcano_eng/Content?WCM_GLOBAL_CONTEXT=/elcano/elcano_in/zonas_in/europe/ari27-2010) (last access: 29 July 2010).

<sup>3</sup> More information is available at: [www.maec.es](http://www.maec.es) (last access: 29 July 2010).

<sup>4</sup> Deniz Devrim/Evelina Schulz: The Eastern Partnership: An Interim Step Towards Enlargement?, ARI 22/2009 - 10/2/2009, available at: [www.realinstitutoelcano.org](http://www.realinstitutoelcano.org) (last access: 29 July 2010) and Alvaro García Navarro: The Eastern Partnership and the Regional Dynamics within The EU; What consequences for Spain?, available at: [www.falternativas.org](http://www.falternativas.org) (last access: 29 July 2010).

<sup>5</sup> More information regarding the water strategy is available at: <http://www.eu2010.es/en/documentosynoticias/noticias/abr13wass.html> (last access: 29 July 2010); <http://www.ufm-water.net/themes> (last access: 29 July 2010); [http://www.enpi-info.eu/mainmed.php?id=21257&id\\_type=1](http://www.enpi-info.eu/mainmed.php?id=21257&id_type=1) (last access: 29 July 2010).

<sup>6</sup> See: [http://www.eu2010.es/en/documentosynoticias/noticias/may23\\_moratinosupm.html](http://www.eu2010.es/en/documentosynoticias/noticias/may23_moratinosupm.html) (last access: 29 July 2010).

<sup>7</sup> See also Kristina Kausch: Morocco's 'Advanced Status': Model or Muddle?, FRIDE Policy Brief 43. Madrid 2010: FRIDE, available at: [www.fride.org/publicacion/745/el-estatuto-avanzado-de-marruecos-¿que-significado-tiene?](http://www.fride.org/publicacion/745/el-estatuto-avanzado-de-marruecos-¿que-significado-tiene?) (last access: 29 July 2010).

## Questionnaire for EU-27 Watch, No. 9

Reporting period December 2009 until May 2010 – Deadline for country reports 21 May

**All questions refer to the position/assessment of your country's government, opposition, political parties, civil society organisations, pressure groups, press/media, and public opinion. Please name sources wherever possible!**

### 1. Implementation of the Lisbon Treaty

On the 1 December 2009 the EU-reform ended with the entering into force of the Lisbon Treaty. However, the new treaty provisions still have to be implemented. Some procedures and conditions have to be determined. In other cases, procedures, power relations, and decision-making mechanisms will change due to the new provisions.

- How is the work of the new President of the European Council, Herman Van Rompuy, assessed in your country? Which changes to the role of the rotating council presidency are expected?
- How is the work of the new High Representative of the Union for Foreign Affairs and Security Policy, Catherine Ashton, assessed in your country? Please take into particular consideration both her role within the European Commission and her relationship to the Council of the European Union.
- On 25 March 2010 a "Proposal for a Council Decision establishing the organisation and functioning of the European External Action Service" was presented. How is this concept perceived in your country? Which alternatives are discussed?
- On 31 March 2010 the European Commission presented a proposal defining the rules and procedures for the European Citizens' Initiative (ECI). What are the expectations for the ECI in your country? What are the various positions concerning the rules and procedures?

### 2. Enlargement and European Neighbourhood Policy

The European Commission has given its opinion on Iceland's application for EU-membership and a decision from the Council is expected before the end of June. Croatia seems to have settled its border dispute with Slovenia. Against this background:

- Which countries does your country expect to become members of the European Union in the next enlargement round? What are the opinions in your country on the membership of these countries?
- How are the membership perspectives of those countries discussed, which are not expected to become a member in the next enlargement round?

The Eastern Partnership and the Union for the Mediterranean were the last major projects dealing with the European neighbourhood:

- How are these projects assessed in your country?

### 3. European economic policy and the financial and economic crisis

The European Council agreed on 25/26 March on the key elements of the Europe 2020 strategy, the successor of the Lisbon strategy. While not being on the formal agenda the economic and financial situation in Greece was discussed. The European Council agreed on a finance package combining bilateral loans from the eurozone and financing through the International Monetary Fund.

- How is the finance package for Greece assessed in your country? Are there any opinions on the process, how the agreement on the package was reached?
- Which lessons should be drawn from the Greek case for a reform of the Stability and Growth Pact?
- How is the idea of "a strong coordination of economic policies in Europe" perceived in your country? What concepts of an European economic governance are discussed in your country and which role do they assign to the Euro group?
- How is the Europe 2020 strategy discussed in your country? What are the priorities for the Europe 2020 strategy from your country's perspective?

### 4. Climate and energy policy

The climate conference in Copenhagen took note of the Copenhagen Accord but did not reach a binding agreement. The next conference of the parties (COP 16 & CMP 6) will take place at the end of November 2010.

- How is the Copenhagen conference assessed in your country? Please take into consideration the negotiation strategy of European Union and the results of the conference.
- Does the European Union need to change its own energy and climate policy in order to give a new impulse to the international negotiations?
- Is a global agreement within the UNFCCC the best strategy to fight climate change? If not, which alternative strategy should the European Union follow?
- What is your country's position on financing mitigation and adaptation efforts in developing countries?

### 5. Current issues and discourses in your country

Which other topics and discourses are highly salient in your country but not covered by this questionnaire?