



COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels, 13.2.2008
COM(2008) 72 final

**COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN
PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL
COMMITTEE AND THE COMMITTEE OF THE REGIONS**

Annual Policy Strategy for 2009

TABLE OF CONTENTS

1.	Moving Europe forward.....	3
2.	Part I - Priority actions in 2009: Putting the Citizen First.....	4
2.1.	Growth and Jobs.....	4
2.2.	Climate Change and Sustainable Europe.....	5
2.3.	Making a Reality of the Common Immigration Policy.....	5
2.4.	Putting the Citizen First.....	5
2.5.	Europe as a World Partner.....	6
2.6.	Better Regulation - Delivery on Promises and Change of Regulatory Culture.....	6
2.7.	Communicating Europe.....	8
3.	Part II - General framework for human and financial resources for 2009.....	9
3.1.	Human Resources.....	9
3.1.2.	Allocating staff to political priorities.....	9
3.1.3.	Enhancing inter-institutional cooperation.....	9
3.2.	Changes in the allocation of financial resources.....	9
3.2.1.	Competitiveness for growth and employment (heading 1a).....	9
3.2.2.	Cohesion for growth and employment (heading 1b).....	10
3.2.3.	Preservation and management of natural resources (heading 2).....	10
3.2.4.	Freedom, security and justice (heading 3a).....	10
3.2.5.	Citizenship (heading 3b).....	11
3.2.6.	EU as a global partner (heading 4).....	11
3.2.7.	Summary of Changes by Financial Framework Heading.....	13
	Annex - Key Actions envisaged for 2009.....	14

COMMUNICATION FROM THE COMMISSION

Annual Policy Strategy for 2009

1. MOVING EUROPE FORWARD

2009 will be an important year for the European Union. It will bring a new European Parliament and a new European Commission. Depending on the completion of national ratification processes, 2009 should also see the entry into force of the Treaty of Lisbon. With a stable institutional framework in place, the Union will be able to concentrate on addressing the concrete challenges ahead – such as promoting sustainable growth and jobs in the age of globalisation and galvanising Europe's transition to a low-emissions and resource-efficient economy.

This Annual Policy Strategy presents the priorities for the last year of the current Commission's mandate. The strategic objectives defined by the Commission at the start of its mandate – promoting prosperity, solidarity, freedom and security, and a stronger Europe in the world – remain the core direction for the Commission's work. Since coming into office, the Commission has delivered major initiatives to meet these objectives, to move the European agenda forward and to confirm the EU's role in our globalised world.

Given the institutional changes to come in 2009, the Commission will have tabled most of its major outstanding legislative initiatives in 2008¹. In 2009, the Commission will work closely with Council and Parliament to reach agreement on the most important pending proposals. It will focus on making sure the *acquis* is being properly implemented in line with the new approach agreed in September 2007². And it will ensure that the financial programmes agreed for the period 2007-2013 are managed effectively and efficiently and that financial programmes relating to the 2000-2006 period are brought to a successful closure, in full accordance with the principles of sound financial management.

The Commission will also look forward, and lay the foundations for the years ahead. The coming into force of the Lisbon Treaty would require the Commission to present a number of specific proposals to give full force to its provisions, and bring new possibilities and benefits to the citizens of the Union. The work on the budget review, and the public consultation now underway, are designed to create the conditions for the preparation of the next financial framework to be proposed by the next Commission. The Commission will bring forward the roadmap setting out high priority areas for the next stage in the Sustainable Development Strategy.

The Commission has committed itself to maintaining stable staffing, with no requests for new posts for the period 2009-2013, once the last round of enlargement posts, relating to Bulgaria and Romania³, have been received. Any other staffing needs will be covered by internal redeployment.

¹ Commission Legislative and Work Programme 2008 - COM(2007) 640, 23.10.2007.

² COM(2007) 502, 5.9.2007.

³ COM(2005) 573, 15.11.2005.

2. PART I - PRIORITY ACTIONS IN 2009: PUTTING THE CITIZEN FIRST

2.1. Growth and Jobs

Promoting sustainable economic and social reform in Europe under the renewed Lisbon Strategy for growth and jobs will continue to be at the heart of the Commission's political agenda. The impact of the global financial turbulence on the real economy and the hike in raw material prices will require the EU to deepen its structural reforms at both EU and national level. Removing unnecessary administrative burdens put on businesses will be forcefully pursued. Implementation of the new EU cohesion programmes will ensure a major source of investment at regional level to implement the Lisbon strategy. European social partners' contribution to the Lisbon agenda will also be geared up.

The Commission will continue to pursue its broad-based innovation strategy. This requires a deepening of the European Research Area (ERA). Activities in the area of support for SMEs will build on the forthcoming European Small Business Act and focus on unlocking the potential of creative industries. Building a Europe of knowledge will include practical steps such as assisting the European Institute for Innovation and Technology (EIT) in its first year of full operation and enhancing University-Business Dialogue.

The Commission's report on the achievements and future challenges of Economic and Monetary Union (EMU), to be presented in May 2008, will point the way for measures to be taken to prepare EMU for the next 10 years.

A key follow-up to the 2007 Single Market Review will be an initiative on shared partnerships between the Commission and Member States to apply and enforce Single Market law, clarifying the respective roles of the Commission and Member States and their shared responsibilities in making the Single Market work. Several New Approach Directives will be amended to modernise the Single Market for goods, aligning them with the New Legislative Framework. Action will be taken in the financial services area, with particular emphasis on retail financial services. The Commission will actively engage in the response to the global financial turbulence, which will require long-term adjustments in the regulatory and supervisory environment for financial services.

To unlock business potential, Community action will be stepped up in the area of competition, in particular through sector inquiries, more vigorous antitrust and state aid enforcement in sectors which are central to the success of the Lisbon strategy (such as network industries, financial services and ICT).

The Commission will further develop the Energy Policy for Europe through an updated Strategic Energy Review as mandated by the March 2007 European Council – this will lead to a new Energy Action Plan for the years 2010-2014. Other actions will include the implementation of the new legislation on the internal energy market, the further development of the Energy Market Observatory and improved security of supply.

In transport, a key priority will be to make a success of Galileo, which will now be managed by the Commission. Work will continue on the greening of the transport sector and the successful development of traffic management systems. Inspections will be stepped up to make the transport and energy sectors more secure. The Commission will also set the foundations for future transport policy by presenting an in-depth assessment of achievements and long-term prospects.

2.2. Climate Change and Sustainable Europe

The 2007 Bali Climate Change Conference set a roadmap for the negotiation and conclusion of a global agreement for the post-2012 period, to be completed by the end of 2009. The UN negotiating process will intensify significantly and will be supplemented by discussions with key international partners. The EU will continue to assert leadership in these international negotiations and should match this with concrete measures within Europe. Bringing the Energy and Climate Change package into the implementation phase will therefore be a priority. This will include implementing the revised Emissions Trading Scheme, enacting the new legislation on renewables, putting the Energy Efficiency Action Plan into effect and developing low carbon technologies. Work on how to assist with adaptation to the impacts of climate change will be taken forward to help Europe prepare for change in a wide variety of policy areas and help international partners – notably developing countries – to meet internationally agreed objectives.

The Commission will follow up on the work undertaken in 2008 to promote sustainable consumption and a sustainable industrial policy in Europe. Work to stop the loss of biodiversity will intensify following the 2008 Report on the EU Biodiversity Action Plan and the Bonn meeting of the UN Convention on Biological Diversity. Enforcement and implementation of EC environmental law will continue to feature strongly in 2009.

In 2009, the Commission will pursue the development of the new Integrated Maritime Policy and submit a proposal on the reform of the Common Market Organisation for fisheries and aquaculture products. It also expects to implement the results of agreement on the “Health Check” of the Common Agricultural Policy. Work on the quality of agricultural products will continue, based on the results of the 2008 Green Paper. As requested by the European Council, the Commission will present a Strategy for the Baltic Sea region.

2.3. Making a Reality of the Common Immigration Policy

The development of a common immigration policy remains a fundamental priority in order to meet the challenges and harness the opportunities provided by migration in an era of globalisation. To follow up on the Communication on Immigration to be tabled in 2008, the Commission will deliver on its commitment to integrate immigration into its wider policies for economic growth, competitiveness and social inclusion. 2009 will be the first full year of operation for the European Migration Network of National Contact Points.

The Commission will further develop integrated border management and the common visa policy, and will work towards completion of the Common European Asylum System by 2010. In parallel, the Commission will continue the process of linking EU migration policy with the external agenda, including development and trade.

2.4. Putting the Citizen First

The Commission is convinced that the EU must continue to focus its attention on delivering policies of direct interest for citizens. Initiatives will be put forward to simplify the life of citizens when they exercise their right of free movement within the Union or when they travel to countries outside the EU. Work on the creation of a common area of justice will continue, in particular by ensuring the mutual recognition of judgments in the EU and by improving access to justice for EU citizens.

The EU should continue to pursue its efforts to ensure the security of EU citizens. In 2009, specific attention will be given to combating the risk of terrorist attacks in areas such as chemical, biological, nuclear and radiological threats. The Commission will make proposals to enhance the effectiveness of civil protection, notably as a follow-up to the Communication on prevention scheduled for 2008.

In the area of public health, a number of initiatives will be put forward as part of implementation of the EU Health Strategy adopted in 2007. Moreover, the safety of patients will be tackled by way of a proposal on medical devices. Food safety, animal health and animal welfare will be the subject of new proposals and monitoring activities will be stepped up to ensure compliance with existing standards in these areas. Consumer product safety rules will also be enforced more vigorously. As to chemicals legislation, the early years of the REACH Regulation (Registration, Evaluation and Authorisation of Chemicals) implementation will be critical to the success of the policy.

The revised social agenda aims to provide Europeans with better prospects and new opportunities. It is about putting active labour market policies in place which provide for flexicurity - giving people support to develop skills and the ability to find a new job, in the knowledge that a safety net is in place. 2009 will see a particular focus on youth and cross-border mobility of young people. European youth and education programmes will help equip people to take advantage of opportunities – and that on a life-long basis.

Standards that have been set in areas such as health and safety at work, equality between women and men, free movement of people, and anti-discrimination need to be effectively applied and evaluated, and renewed where necessary. The Commission is committed to developing fresh approaches to the management of change – and to issues such as inclusion.

2.5. Europe as a World Partner

The entry into force of the Treaty of Lisbon should significantly raise the Union's external profile. The Commission will make appropriate contributions to ensure the effective translation of this new framework into action, including through the preparations for establishing the European External Action Service. Energy security, climate change and migration will remain important guiding themes in external policy and serve to strengthen the EU's commitment to effective multilateralism. The current financial turmoil calls for a coordinated EU response, including a stronger presence of the Commission in international financial institutions.

The Commission will continue to implement the renewed consensus on enlargement. Accession negotiations with Croatia will enter a decisive stage and progress in accession negotiations with Turkey will continue, both depending on the pace of reform and progress in meeting the necessary requirements. The course of the Western Balkans towards future membership under the Stabilisation and Association Process will gain momentum, provided established conditions are met and the reforms that are needed are carried out by the countries concerned. The Commission will play a leading role in supporting the implementation of the future status of Kosovo, in particular through the deployment of Community instruments in support of the future international civilian office and the ESDP rule of law mission, and through overall coordination of support for Kosovo's reform process.

The European Neighbourhood Policy (ENP) will focus on full implementation of the twelve ENP action plans. It should be possible to conclude negotiations on a new Enhanced

Agreement with Ukraine in 2009. It is expected that new contractual arrangements will be negotiated with Libya and the Republic of Moldova. The need for further engagement with Russia and an enhanced agreement remains a key priority. Finally, the momentum created by the Annapolis Conference will hopefully bring about positive developments in the Middle East. The Commission will play its part in the Quartet and continue to dedicate significant resources to the region.

Work to develop closer political and economic ties with partners around the world will continue to intensify. 2009 will provide important opportunities to further strengthen relations with the United States and other key industrialised partners. Cooperation with ASEAN countries, China and India will also deepen. As part of its strategic partnership with Latin America, the EU will seek to continue and, possibly, conclude the negotiations on the Association Agreements with the Andean Community, Central America and Mercosur.

The EU's contribution to promoting international security and stability will increase substantially. The rule of law mission in Kosovo will be fundamental to ensuring the stability of Kosovo and its long-term development. The ESDP police mission in Afghanistan should be fully operational and have a real impact on the security of the country. Cooperation will be geared up to create the conditions needed for sustainable development. More generally, the Commission will continue to improve its preparedness and capacity to deal with crises in third countries.

The Commission will implement the 8 operational thematic partnerships of the Joint Africa/EU Strategy and work to help African, Caribbean and Pacific (ACP) countries integrate better into the world economy. It will carry out an action plan based on the European Consensus on Humanitarian Aid to reinforce its capacity to respond to humanitarian crises and challenges.

The Doha Development Round remains a top priority and agreement in 2008 would make implementation a major objective for 2009. At the same time, negotiations on a new generation of bilateral Free Trade Agreements will continue. The Commission will also move forward with the other strands of its Global Europe agenda and continue to push for improved market access, better protection of intellectual property and balanced trade relations with key partners like China.

2.6. Better Regulation - Delivery on Promises and Change of Regulatory Culture

By the end of 2009, the Commission will have screened the *acquis*, delivered its Simplification Rolling Programme and rolled out the codification project, with tangible effects on competitiveness and growth.

The Commission intends to present a substantial number of proposals in 2009 designed to reduce administrative burdens. These proposals will not change policy objectives or the level of ambition in existing texts. Swift adoption can therefore be expected. At the same time, implementation of the Action Programme to reduce Administrative Burdens will be reviewed and progress in meeting the 25% reduction target for 2012 will be assessed.

Better regulation is also a key component of the EU's response to globalisation. By taking the lead in its efforts to improve the regulatory environment, and developing high standards in areas such as health, safety and protection of the environment, the EU can help to shape

global regulation. The EU will take forward discussions with key partners on regulatory cooperation, convergence of standards and equivalence of rules.

The full benefits of the Better Regulation programme will only be obtained through successful cooperation with the other institutions and Member States. In 2009, progress achieved in adopting a more effective approach to transposition and application of EU law will be evaluated. As far as simplification initiatives are concerned, their effects will only be realised once proposals are adopted by the European institutions and applied in the Member States. This requires partnership – working together to adopt proposals speedily, and working with the Member States to deliver on common policy objectives.

2.7. Communicating Europe

2009 will be a particularly important year for communicating Europe. The beginning of the year should be marked by the entry into force of the Lisbon Treaty which will involve important institutional changes and will help set the scene for the elections to the European Parliament. Communication priorities will reflect the political priorities set in the Annual Policy Strategy and will concentrate on areas of direct interest to EU citizens. Recent research shows that there is a broad convergence of views among citizens about what the EU's priorities should be: economic and social development leading to better quality of life, protection of the environment (frequently linked to energy policy), security, migration, education, and the fight against terrorism. Through its work on these priorities, the Commission will seek to maximise its work in partnership with the other European institutions and Member States to help spark a lively debate on European policies in the run-up to the European elections and beyond.

The Commission will therefore propose the following communication priorities:

Title	Brief Description
Lisbon Treaty: delivering results	Better governance and policies, mainly as regards the EU's role in the world and in the area of Justice, Freedom and Security Awareness campaign for citizens on the social dimension of the Charter of Fundamental Rights
Reforming the budget, changing Europe	A review of the EU budget covering all aspects of EU spending and resources
Growth and jobs	To be presented in the perspective of citizens' concerns, including the European year for creativity and innovation.
Energy and climate change	To be communicated on the basis of the first results attained in 2007 and 2008.

3. PART II - GENERAL FRAMEWORK FOR HUMAN AND FINANCIAL RESOURCES FOR 2009

3.1. Human Resources

A 'screening' exercise⁴ carried out in early 2007 confirmed the need to complete the phasing-in of new posts relating to the accession of Bulgaria and Romania (EU-2) with the last *tranche* of 250 new posts in 2009. Once this has been done, the Commission has committed itself to meeting all further staffing needs up to 2013 by means of internal redeployment.

3.1.2. Allocating staff to political priorities

The Commission expects to receive 250 new, enlargement-related posts in 2009. It will generate a further 600 posts through redeployment, giving a total of 850 posts to be used to meet priority needs. These will be deployed to support the priorities set out in this Annual Policy Strategy, such as the Lisbon strategy for growth and jobs, implementation of the *acquis*, climate change and energy, and migration. Provision will also be made for new requirements following the entry into force of the Treaty of Lisbon. Central services in charge of support and coordination activities will not receive new posts, except for a limited reinforcement for linguistic and translation services. Furthermore, all DGs and services will be required to rationalise their internal support and coordination activities by the end of 2008.

3.1.3. Enhancing inter-institutional cooperation

The Commission has made progress in its wider reflection on the feasibility of enhanced inter-institutional cooperation. On the basis of the report requested by the European Parliament⁵, the Commission confirms that the structure of the three administrative offices is suited to their being turned into inter-institutional bodies and will examine possible options with a view to presenting appropriate proposals involving, where feasible, inter-institutional offices or other forms of cooperation, such as service level agreements.

3.2. Changes in the Allocation of Financial Resources

3.2.1. Competitiveness for growth and employment (heading 1a)

An increase of € 619 million (5.8%) is planned for this sub-heading, concentrating on key actions contributing to the Lisbon Strategy goals of competitiveness, sustainable growth and employment, namely the 7th Framework Programmes for research and technological development (€ 631 million), the Lifelong Learning Programme (€ 63 million) and the Competitiveness and Innovation Programme (CIP) (€ 75 million).

The decision of the Budgetary Authority to finance GALILEO and the European Institute of Technology will be implemented through the redeployment within sub-heading 1a of € 200 million (2009-2013), including € 50 million from a linear cut in the Community contribution to decentralised agencies. Furthermore, the Commission will make a thorough

⁴ "Planning & optimising Commission human resources to serve EU priorities" - SEC(2007) 530, 24.4.2007.

⁵ Report on inter-institutional cooperation prepared by the administrations of the Institutions (Note 9941 of 30.10.2007) in reply to the request from Mr Itälä, *rapporteur* for other institutions in the 2008 budget procedure (report A-0069/2007 of 29.03.2007).

assessment of the use of available revenue assigned to decentralised agencies and adjust the level of the Community contribution accordingly.

The proposed creation of two new agencies – the European Electronic Communications Market Authority and the Agency for the Cooperation of Energy Regulators – will have limited impact on the margin available under the ceiling of heading 1a. The latter will be financed by corresponding reductions in other actions (mostly actions under institutional prerogatives) within the *transport and energy* policy area. The former, to be created in 2010, will be financed through partial redeployment within the *information society* policy area and partly by an increase of € 37.5 million for the period 2009-2013.

The Commission proposes to continue its preparatory action for Global Monitoring for Environment and Security (GMES) operational services. The € 5 million allocated to these preparatory actions will be financed partly from the margin (€ 2 million) and partly by internal deployment (€ 3 million) within the enterprise policy area.

The resulting available margin under the expenditure ceiling for 2009 will amount to € 65 million.

3.2.2. Cohesion for growth and employment (heading 1b)

In line with existing programming, the financial resources allocated to Cohesion for Growth and Employment will increase by € 1 538 million, or 3.3%, compared to 2008. Following the adoption of operational programmes and the establishment of the conditions for their efficient management and control, the Commission will concentrate on maximising their impact in terms of cohesion and growth.

3.2.3. Preservation and management of natural resources (heading 2)

The phasing-in of direct aid for agriculture will continue for Member States that joined the Union in 2004, with an increase from 50% to 60% of the final level. For the Member States that joined in 2007, the increase will be from 30% to 35%.

Following the adoption of most rural development programmes early in 2008, all the structures needed for successful implementation of the programmes will be in place in 2009. Funds will be devoted to improved competitiveness of agriculture, better environment in rural areas, enhanced quality of life and diversification of the economy in the countryside.

The resources allocated to LIFE+ will increase by 5.6% in 2009.

For Maritime Policy, the Commission proposes to continue its preparatory action (€ 6 million) through redeployment of available resources within fisheries policy.

3.2.4. Freedom, security and justice (heading 3a)

An overall expenditure increase of approximately € 100 million (16%) is foreseen in 2009. External borders, visa policy and free movement of people (+18%) and common immigration and asylum policies (+18%) will all receive additional funding.

Given the increase in the subsidy to the FRONTEX Agency adopted by the Budgetary Authority in 2008 and the new initiatives to be presented in 2008 (establishment of a European border surveillance system – Eurosur, establishment of an entry-exit system and

measures to facilitate travel at the external borders), the Commission proposes an increase of € 30 million in 2009. This sustained level (€ 70 million yearly) will be maintained throughout the period 2010-2013.

With this increase and savings of € 20 million for large-scale IT systems (SIS II, VIS and Eurodac) in 2009, the available margin under the ceiling of heading 3a amounts to € 29 million.

3.2.5. *Citizenship (heading 3b)*

In line with the financial programming around € 630 million is earmarked for heading 3b, an increase of 5.3%, which will allow more funding for key actions concerning European citizens, including public health, consumer protection, civil protection, cultural programmes and communication. The ceiling of heading 3b is around the same level as in 2007.

3.2.6. *EU as a global partner (heading 4)*

The external projection of internal policies, the Middle East peace process and the implementation of the future status settlement of Kosovo will remain high political priorities for the EU in 2009.

Recent political developments (Annapolis and Paris conferences) have made the prospect of progress towards a peace agreement in the Middle East a possibility. In 2009, the Commission will continue to implement the "EU Action Strategy" for state-building for peace and will follow up on the implementation of the Palestinian Authority's three-year budgetary and development plan. The EU will also make a significant contribution to PEGASE, the financial mechanism designed to replace the Temporary International Mechanism, which will (i) provide support for implementation of the Palestinian Reform and Development Plan and (ii) use different channels to transfer assistance transparently, either directly to the Palestinian Authority or to beneficiaries, on governance, social development, economic and private sector development and public infrastructure.

The European Council of 14 December 2007 underlined that "*the EU stands ready to play a leading role in strengthening stability in the region and in implementing a settlement defining Kosovo's future status*". The Commission will play a major role in deploying Community instruments in support of the future international civilian office and the ESDP rule of law mission, and in fostering the necessary reforms to embrace European values and standards. Support for the settlement of the status of Kosovo and helping Kosovo to meet its future Stabilisation and Association Agreement (SAA) obligations will require additional financial resources.

The amounts currently planned for Palestine and Kosovo will have to be increased. However, as the exact requirements of the Middle East Peace Process and Kosovo will depend on developments in the coming months, the Commission intends to fine-tune its requests in the Preliminary Draft Budget or later during the budgetary procedure. At present, both priorities are allocated € 1 537 million for the period 2007-2013 for Palestine and € 535 million for Kosovo for the period 2007-2011.

Except for the CSFP missions in Kosovo, the exact cost of which for 2009 is still to be assessed, the CSFP budget, as agreed in the initial financial programming, will amount to € 243 million in 2009, an increase of € 43 million compared to the 2008 PDB.

A number of other initiatives in the EU's external relations will require either a new profiling or additional resources. These include:

- the new EU strategy on Central Asia, as adopted by the European Council in June 2007. To support tailor-made “initiatives” for the five countries covered by the strategy, the Commission proposes to ‘frontload’ assistance over the period 2009-2013, allocating € 15 million in 2009 and € 25 million in 2010. These amounts will be offset against allocations in 2012 and 2013, thus keeping the € 690 million budget for the period 2007-2013 unchanged;
- the Thematic Programme for Environment and Sustainable Management of Natural Resources including Energy (ENRTP) under the Development Cooperation Instrument for strengthening the Global Climate Change Alliance (GCCA) and co-financing of public/private partnerships for technology transfer in the area of climate change. In line with the Bali Roadmap, an additional € 10 million in 2009, rising to € 20 million in 2013, will add to the present allocations under Chapter 21.04 "Environment and sustainable management of natural resources, including energy", thus bringing the total to € 934.5 million for the period 2007-2013.

The margin available under the ceiling of heading 4 is around € 120 million. This will be needed to help cover the needs of Palestine and Kosovo during the year.

3.2.7. *Summary of Changes by Financial Framework Heading*

HEADINGS	2009			Projection 2010-2013		
	Initial programming	APS changes	Revised programming	Initial programming	APS changes	Revised programming
1a. Competitiveness for growth and employment						
FF ceiling - sub-heading 1a	11 272.0		11 272.0	55 011.0		55 011.0
Total sub-heading 1a	11 205.0	-1.5	11 203.5	54 367.4	41.0	54 408.4
<i>Margin</i>	<i>67.0</i>		<i>68.5</i>	<i>643.6</i>		<i>602.6</i>
3a. Freedom, security and justice						
FF ceiling - heading 3a	872.0		872.0	5 298.0		5 298.0
Total heading 3a	829.8	12.8	842.6	5021.8	92.0	5113.8
<i>Margin</i>	<i>42.2</i>		<i>29.4</i>	<i>276.2</i>		<i>184.2</i>
4. EU as a global partner						
FF ceiling - heading 4	7 440.0		7 440.0	34 915.0		34 915.0
Total heading 4	7 292.1	25.0	7 317.1	33 894.4	45.0	33 939.4
<i>Margin</i>	<i>147.9</i>		<i>122.9</i>	<i>1 020.6</i>		<i>975.6</i>

Annex - Key Actions envisaged for 2009

1. Growth and Jobs

Lisbon Strategy for Growth and Jobs

- Annual stocktaking of progress and identification of areas for future action
- Legislative proposals aimed at reducing administrative burdens, as part of the Commission's Action Programme
- Communication on sectoral social dialogue and its contribution to the Lisbon Strategy
- Communication on ICT Research and Innovation, accompanied by preparatory actions
- Communication on University-Business Dialogue
- Green paper on unlocking the potential of cultural and creative industries

Single Market and Competition

- Recommendation on shared partnerships with Member States
- More systematic and integrated monitoring of key goods and services markets, including competition sector enquiries
- Bringing sectoral legislation in the area of the internal market for goods in line with the New Legislative Framework (to be adopted by the co-legislators in 2008)
- Advance work on Retail Financial Services (mortgage credit, bank account mobility, implementation of the Single European Payments Area, product tying and other unfair practices, cross-border redress between consumers and financial services providers)

Taxation

- Work on a renewed VAT Strategy; preparation of initiatives on VAT grouping and on the VAT treatment of public authorities

Energy

- Second Strategic Energy Review with an Energy Action Plan for 2010-2014
- Extension of Energy Observatory

Transport

- Ensuring successful implementation of the Galileo project and preparation of future applications
- Follow-up to the 2008 Green Transport Package

- Work towards development of Single European Sky Air Traffic Management Research (SESAR) and the European Rail Traffic Management System (ERTMS)
- Modernising inland navigation as part of the NAIADES action programme

Cohesion Policy

- 6th Progress report on economic and social cohesion
- Report on the impact and results of the 2000-2006 Structural Funds programmes

2. Sustainable Europe

Sustainable Development Strategy

- Roadmap and progress report on Sustainable Development Strategy (European Council conclusions of December 2007)
- EU strategy for the Baltic Sea region

Climate Change

- Setting the EU's position for the November 2009 Copenhagen Climate Conference
- Proposals to reduce greenhouse gas emissions from freight transport, including emissions from ships
- Implementation of the revised Emission Trading Scheme and follow-up to the 2008 White Paper on Adaptation to Climate Change
- Implementation of the Energy Efficiency Action Plan, including a new initiative on energy labelling of tyres and implementing measures on domestic lighting and incandescent bulbs
- Implementation of new legislation on the promotion of renewables and of the Strategic Energy Technology Plan

Biodiversity and Resources

- Implementation of the Biodiversity Action Plan in the light of the 2010 biodiversity targets
- Action Plan on the use of market-based instruments to achieve environmental objectives

Space

- Sustaining the progressive switch of Global Monitoring for Environment and Security (GMES) services from research to operation

Integrated Maritime Policy

- Action plan to develop a European Marine Observation and Data Network
- Action Plan for the deployment of e-maritime systems
- Supporting the development of electronic systems for maritime surveillance (Long Range Tracking and Identification – LRIT) by the European Maritime Safety Agency (EMSA)
- Reform of the Common Market Organisation for fisheries and aquaculture products

Agriculture

- Communication on the quality of agricultural products

3. Making a Reality of the Common Immigration Policy

Legal Migration

- Adoption of the proposals on entry and stay of legal migrants, including sector-specific directives
- Follow-up to the 2008 Communication on Immigration

Integrated Management of External Borders

- Development of FRONTEX
- Promoting the establishment of a European border surveillance system (Eurosur)
- Supporting the setting-up of an entry-exit system and a registered travellers programme
- Launch of the Schengen evaluation mechanism

Common Visa Policy

- Bringing the Visa Information System into operation
- Launching preparatory actions for a European Travel Initiative
- Ensuring sound implementation of visa facilitation agreements and conclusion of new agreements with other countries

Common European Asylum System

- Adoption of the second phase of the Common Asylum System
- Proposals on a European Support Office for Asylum

4. Putting the Citizen First

European Citizenship and Fundamental Rights

- Follow-up to the Communication on consular protection
- Green paper on the legalisation of documents in the EU

A common Justice Area

- Modernising the Brussels I Regulation on jurisdiction, recognition and enforcement of judgments in civil and commercial matters
- Communication on the attachment of bank accounts

Fight against Terrorism

- Communication on chemical, biological, nuclear and radiological threats
- Action Plan on bio-preparedness
- Action Plan on radiological / nuclear risk reduction

Consumer Trust and Protection

- Communication on consumer redress
- Communication on animal welfare labelling

Health and Safety

- Improving the safety and performance of medical devices in the single market
- Progress report on measures addressing the potential risks and benefits of nanomaterials to human health and the environment
- Further implementation of the REACH Regulation, in particular the new authorisation and restriction systems for chemical substances of high concern

Civil Protection

- Initiative to strengthen civil protection response capacities

Equal Opportunities and Youth

- Communication on the Open Method of Coordination on Youth
- Green paper on cross-border mobility of young people
- Follow-up to the Communication on gender pay gap

5. Europe as World Partner

Enlargement

- Progress with accession negotiations with Croatia and Turkey in line with European Council conclusions
- Acceleration of the Stabilisation and Association Process of the Western Balkans
- Implementing the future status settlement of Kosovo. If conditions are met, preparation for the negotiation of a Stabilisation and Association Agreement

European Neighbourhood and Russia

- Progress on a new Framework Agreement with Russia
- Conclusion of negotiations on an enhanced Agreement with Ukraine
- Launch of negotiations on new agreements with Armenia, Azerbaijan, Georgia and Moldova
- Taking relations forward with Libya and continued work towards ENP implementation with Algeria and Syria
- If conditions are met, work towards ENP involvement of Belarus
- Continued efforts to bring about lasting solutions in the Middle East

The Wider World

- If appropriate, implementation of the Doha Development Agreement
- Deepening the transatlantic economic cooperation through the Transatlantic Economic Council (TEC)
- Completion of negotiations on a new Partnership and Cooperation Agreement with China
- Finalising or implementing Free Trade Agreements with Korea and the Gulf Cooperation Council, and continued negotiations with India and ASEAN
- Continued and possibly conclusion of negotiations on the Association Agreements with the Andean Community, Central America and Mercosur
- Implementation of the Joint Africa/EU Strategy and the first Action Plan
- Communication on Innovation, Research, Science and Technologies for Development
- Implementation of Economic Partnership Agreements and completion of negotiations to cover all African, Caribbean and Pacific (ACP) countries
- Implementation of the Aid Effectiveness Agenda
- Second Report on Development Policy

