EUROPEAN PARLIAMENT

2004  2009

Session document

A6-0511/2007

20.12.2007

***I

REPORT

on the proposal for a decision of the European Parliament and of the Council introducing a simplified regime for the control of persons at the external borders based on the unilateral recognition by Bulgaria, the Czech Republic, Cyprus, Latvia, Hungary, Malta, Poland, Romania, Slovenia and Slovakia of certain documents as equivalent to their national visas for the purposes of transit through their territories (COM(2007)0508 – C6-0279/2007 – 2007/0185(COD))

Committee on Civil Liberties, Justice and Home Affairs

Rapporteur: Michael Cashman
Symbols for procedures

* Consultation procedure
  majority of the votes cast

**I Cooperation procedure (first reading)
  majority of the votes cast

**II Cooperation procedure (second reading)
  majority of the votes cast, to approve the common position
  majority of Parliament’s component Members, to reject or amend
  the common position

*** Assent procedure
  majority of Parliament’s component Members except in cases
  covered by Articles 105, 107, 161 and 300 of the EC Treaty and
  Article 7 of the EU Treaty

***I Codecision procedure (first reading)
  majority of the votes cast

***II Codecision procedure (second reading)
  majority of the votes cast, to approve the common position
  majority of Parliament’s component Members, to reject or amend
  the common position

***III Codecision procedure (third reading)
  majority of the votes cast, to approve the joint text

(The type of procedure depends on the legal basis proposed by the
Commission.)

Amendments to a legislative text

In amendments by Parliament, amended text is highlighted in bold italics.
Highlighting in normal italics is an indication for the relevant departments
showing parts of the legislative text for which a correction is proposed, to
assist preparation of the final text (for instance, obvious errors or omissions
in a given language version). These suggested corrections are subject to the
agreement of the departments concerned.
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DRAFT EUROPEAN PARLIAMENT LEGISLATIVE RESOLUTION

on the proposal for a decision of the European Parliament and of the Council
introducing a simplified regime for the control of persons at the external borders based
on the unilateral recognition by Bulgaria, the Czech Republic, Cyprus, Latvia, Hungary,
Malta, Poland, Romania, Slovenia and Slovakia of certain documents as equivalent to
their national visas for the purposes of transit through their territories

(Codecision procedure: first reading)

The European Parliament,

– having regard to the Commission proposal to the European Parliament and the Council
  (COM(2007)0508)
– having regard to Articles 251(2) and 62(2) of the EC Treaty, pursuant to which the
  Commission submitted the proposal to Parliament (C6-0279/2007),
– having regard to Rule 51 of its Rules of Procedure,
– having regard to the report of the Committee on Civil Liberties, Justice and Home Affairs
  and the opinion of the Committee on Foreign Affairs (A6-0511/2007),

1. Approves the Commission proposal as amended;

2. Calls on the Commission to refer the matter to Parliament again if it intends to amend the
   proposal substantially or replace it with another text;

3. Instructs its President to forward its position to the Council and the Commission.

Text proposed by the Commission | Amendments by Parliament

<table>
<thead>
<tr>
<th>Amendment 1</th>
<th>Title</th>
</tr>
</thead>
<tbody>
<tr>
<td>Proposal for a DECISION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL introducing a simplified regime for the control of persons at the external borders based on the unilateral recognition by Bulgaria, the Czech Republic, Cyprus, Latvia, Hungary, Malta, Poland,</td>
<td>Proposal for a DECISION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL introducing a simplified regime for the control of persons at the external borders based on the unilateral recognition by Bulgaria, Cyprus and Romania of certain documents as equivalent to their national</td>
</tr>
</tbody>
</table>
Romania, Slovenia and Slovakia of certain documents as equivalent to their national visas for the purposes of transit through their territories.

Justification

This Decision will be adopted after the Czech Republic, Latvia, Hungary, Malta, Poland, Slovenia and Slovakia have entered the Schengen area. Therefore, the general Schengen regime will be applicable to them.

Amendment 2
Recital 3

(3) Bulgaria and Romania are therefore required to issue national visas for entry or transit through their territory to third country nationals holding a uniform visa or long stay visa or residence permit issued by a Member State fully implementing the Schengen acquis or similar document issued by Member States not yet fully implementing the Schengen acquis.

(3) Bulgaria and Romania are therefore required to issue national visas for entry or transit through their territory to third country nationals holding a uniform visa or long stay visa or residence permit issued by a Member State fully implementing the Schengen acquis or similar document issued by the Member State not yet fully implementing the Schengen acquis (Cyprus).

Justification

This amendment replaces Amendment 2 of the draft report. This procedure will only apply to Cyprus.

Amendment 3
Recital 4

(4) The holders of documents issued by Member States fully implementing the Schengen acquis and similar documents issued by Member States not yet fully implementing the Schengen acquis, do not represent any risk for Bulgaria and Romania as they have been submitted to all necessary controls by other Member States. In order to avoid imposing unjustified additional administrative burdens on Bulgaria and Romania, the common rules introduced by European Parliament and Council Decision N° 895/2006/EC of
Council Decision N° 895/2006/EC of 14 June 2006 introducing a simplified regime for the control of persons at the external borders based on the unilateral recognition by Czech Republic, Cyprus, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovenia and Slovakia of certain documents as equivalent to their national visas for the purposes of transit through their territories should be **extended to** these countries.

14 June 2006 introducing a simplified regime for the control of persons at the external borders based on the unilateral recognition by Czech Republic, Cyprus, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovenia and Slovakia of certain documents as equivalent to their national visas for the purposes of transit through their territories should be **introduced for** these countries.

**Justification**

This Decision is not an extension of Decision No 895/2006/EC but a new Decision.

**Amendment 4**

Recital 5

(5) The new common rules should **authorize** Bulgaria and Romania to unilaterally recognise certain documents issued by Member States fully implementing the Schengen acquis, similar documents issued by them and documents listed in the annex of Decision N° 895/2006/EC, issued by **Member States that joined the European Union in 2004**, as equivalent to their national visas and to establish a simplified regime for the controls of persons at the external borders based on this unilateral equivalence.

(5) The new common rules should **authorize** Bulgaria and Romania to unilaterally recognise certain documents issued by Member States fully implementing the Schengen acquis, similar documents issued by them and documents listed in the annex of Decision N° 895/2006/EC, issued by **Cyprus**, as equivalent to their national visas and to establish a simplified regime for the controls of persons at the external borders based on this unilateral equivalence.

**Amendment 5**

Recital 6

(6) **Considering that the Czech Republic, Cyprus, Hungary, Latvia, Malta, Poland, Slovenia and Slovakia notified the Commission of their decision to apply the simplified regime introduced by Decision N° 895/2006/EC, the new common rules should also enable these Member States to**

(6) **The new common rules should also enable Cyprus to recognise visas and residence permits issued by Bulgaria and Romania as equivalent to its national visas for the purpose of transit through its territory.**
recognise visas and residence permits issued by Bulgaria and Romania as equivalent to their national visas for the purpose of transit through their territory.

**Justification**

*See justification to Amendment 1.*

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**Amendment 6**

**Recital 7**

(7) The new common regime should apply for a transitional period, until the date to be determined in a Council Decision as referred to in the first subparagraph of Article 3(2) of the 2003 Act of accession and Article 4 (2) of the 2005 Act of Accession.

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**Amendment 7**

**Recital 8**

(8) The recognition of a document should be limited to the purpose of transit through the territory of Bulgaria, the Czech Republic, Cyprus, Hungary, Latvia, Malta, Poland, Romania, Slovenia and Slovakia. The participation in the common system should be optional, without imposing additional obligations for the Member States as defined by the 2003 Act of Accession and the 2005 Act of Accession.

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**Justification**

*See justification to Amendment 1.*
Recital 9

(9) The common rules should apply to short term uniform visas, long stay visas and residence permits issued by Member States fully implementing the Schengen acquis, similar documents issued by Member States not yet fully implementing the Schengen acquis as well as to short term visas, long term visas and residence permits issued by Bulgaria and Romania.

(9) The common rules should apply to short term uniform visas, long stay visas and residence permits issued by Member States fully implementing the Schengen acquis (which include, as from 21 December 2007 the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovakia and Slovenia), similar documents issued by Cyprus as well as to short term visas, long term visas and residence permits issued by Bulgaria and Romania.

Justification

See justification to Amendment 1.

Amendment 9

Recital 10

(10) The entry conditions laid down in Article 5(1) of Regulation (EC) N°562/2006 of the European Parliament and of the Council of 15 March 2006 establishing a Community Code on the rules governing the movement of persons across borders (Schengen Borders Code) have to be fulfilled, with the exception of the condition laid down in Article 5(1)(b) thereof, insofar as this Decision extending the common rules provided in Decision N° 895/2006/EC, sets up a regime of unilateral recognition by Bulgaria and Romania of certain documents issued by Member States fully implementing the Schengen acquis, similar documents issued by Member States not yet fully implementing the Schengen acquis as well as short term visas, long term visas and residence permits issued by Bulgaria and Romania for the purpose of transit and, in addition, enables the Czech Republic, Cyprus, and, in addition, enables the Czech Republic, Cyprus,
Hungary, Latvia, Malta, Poland, Slovenia and Slovakia, which apply the simplified regime introduced by Decision No 895/2006/EC, to recognise similar documents issued by Bulgaria and Romania.

Justification

See justification to Amendment 1.

Amendment 10
Recital 11

(11) Since the objective of this Decision, namely the introduction of a unilateral recognition regime to be applied by Member states that joined the Union in 2004 and 2007 cannot be achieved sufficiently by Member States and can therefore, by reason of the scale and effects of the action, be better achieved at Community level, the Community may adopt measures, in accordance with the principle of subsidiarity as set out in Article 5 of the Treaty. In accordance with the principle of proportionality, as set out in that Article, this Decision does not go beyond what is necessary in order to achieve this objective.

Justification

See justification to Amendment 1.

Amendment 11
Article 1, indent 1

• Bulgaria and Romania may recognise unilaterally as equivalent to their national visas for the purpose of transit, the documents referred to in Articles 2 and 3, as well as those referred to in Article 4 issued by these two countries to third country nationals subject to a visa

• Bulgaria and Romania may recognise unilaterally as equivalent to their national visas for the purpose of transit, the documents referred to in Articles 2 and 3, as well as those referred to in Article 4 issued by these two countries and by Cyprus to third country nationals subject to
obligation pursuant to Regulation (EC) No 539/2001

Justification

See justification to Amendment 1.

Amendment 12
Article 1, indent 2

- the Czech Republic, Cyprus, Hungary, Latvia, Malta, Poland, Slovenia and Slovakia which have notified the Commission of their decision to apply the simplified regime introduced by Decision No 895/2006/EC, may recognise unilaterally as equivalent to their national visas for the purpose of transit the documents referred to in Article 4, issued by Bulgaria and Romania to third country nationals subject to a visa obligation pursuant to Regulation (EC) No 539/2001.

Justification

See justification to Amendment 1.

Amendment 13
Article 1, paragraph 1 a (new)

1a. The implementation of this Decision shall not affect the checks to be carried out on persons at the external borders in compliance with Articles 5 to 13 and Articles 18 to 19 of Regulation (EC) No 562/2006.

Justification

The 2006 Decision made reference to the Schengen Borders Code and it is important to keep it in this Decision as well.
Amendment 14
Article 3, paragraph 1

If Bulgaria and Romania decide to apply Article 2, they may, in addition, recognise national short term visas, long term visas and resident permits issued by **one or more other Member States that joined the Union in 2004 and not yet fully implementing the Schengen acquis**, as equivalent to their national visa for the purpose of transit.

_Justification_

See justification to Amendment 1.

Amendment 15
Article 3, paragraph 2

Documents issued by **Member States not yet fully implementing the Schengen acquis**, which may be recognised are listed in the Annex to Decision N° 895/2006/EC.

Documents issued by **Cyprus** which may be recognised are listed in the Annex to Decision N° 895/2006/EC.

_Justification_

See justification to Amendment 1.

Amendment 16
Article 4, paragraph 1

Moreover, Bulgaria and Romania may, also, recognise national short term visas, long term visas and resident permits issued by **them** as equivalent to their national visa for the purpose of transit.

Moreover, Bulgaria and Romania may, also, recognise national short term visas, long term visas and resident permits issued by **the other** as equivalent to their national visa for the purpose of transit.

_Justification_

This paragraph needs to be clarified.

Amendment 17
Article 4, paragraph 1 a (new)
Cyprus may also recognise the national short-term visas, long-term visas and residence permits issued by Bulgaria and Romania listed in the Annex as equivalent to its national visas for the purpose of transit.

Justification
This amendment replaces Amendment 17 of the draft report; a reference to the Annex has been added.

Amendment 18
Article 5

The Czech Republic, Cyprus, Latvia, Hungary, Malta, Poland, Slovenia and Slovakia may also recognise Bulgarian and Romanian documents listed in the Annex to this Decision for the purpose of transit.

Justification
See justification to Amendment 1.

Amendment 19
Article 6, paragraph 1

Bulgaria, the Czech Republic, Cyprus, Latvia, Hungary, Malta, Poland, Romania, Slovenia and Slovakia may only recognise documents as equivalent to their national visas for the purpose of transit, if the duration of the transit by the third country national through their territory does not exceed five days.

Justification
See justification to Amendment 1.

Amendment 20
Article 7
Bulgaria, the Czech Republic, Cyprus, Latvia, Hungary, Malta, Poland, Romania, Slovenia and Slovakia shall notify the Commission within 10 working days of the entry into force of this Decision, if they decide to apply this Decision. The Commission shall publish the information communicated by these Member States in the Official Journal of the European Union.

**Justification**

*See justification to Amendment 1.*

**Amendment 21**

Article 8, paragraph 2

It shall apply until the date to be determined by the Council Decision adopted pursuant to Article 4(2) of the 2005 Act of Accession.

It shall apply to Bulgaria, Cyprus and Romania until the date determined by the respective Council decisions adopted pursuant to Article 3(2) of the 2003 Act of Accession and to Article 4(2) of the 2005 Act of Accession, on which all the provisions of the Schengen acquis in the field of the common visa policy and the movement of third-country nationals legally residing within the territory of the Member States will apply to that Member State.

After the date determined by the relevant Council decision in relation to a Member State, that Member State shall recognise, during their period of validity, national short-term visas issued before that date until the last day of the sixth month from that date, for the purpose of transit through its territory, provided that that Member State has notified the Commission in accordance with Article 7. During that period, the conditions set out in this Decision shall apply.

**Justification**

*See justification to Amendment 1 of the draft report. This AM replaces AM 21 of the draft report. A transitional period was introduced in the Council Decision on the full application of*
the provisions of the Schengen acquis and should be as well introduced here for when Bulgaria, Cyprus or Romania will enter the Schengen area.

Amendment 22
Article 9

This Decision is addressed to Bulgaria, the Czech Republic, Cyprus, Latvia, Hungary, Malta, Poland, Romania, Slovenia and Slovakia.

This Decision is addressed to Bulgaria, Cyprus and Romania.

Justification

See justification to Amendment 1.

Amendment 23
Annex
List of documents issued by Bulgaria, Visas

1. Виза за летищен транзит (виза вид "A") - Airport transit visa (type „A‟)
2. Визи за транзитно преминаване (виза вид "B") - Transit visas (type „B‟)
   – Еднократна транзитна виза - Single-transit visa
   – Двукратна транзитна виза - Double-transit visa
   – Многократна транзитна виза - Multiple-transit visa
3. Визи за краткосрочно пребиваване (виза вид "C") - Short-stay visas (type „C‟)
   – Еднократна входна виза - Single-entry visa
   – Многократна входна виза - Multiple-entry visa
4. Виза за дългосрочно пребиваване (виза вид "D") - Long-stay visa (type „D‟)

Justification

The Bulgarian delegation in the Council asked for this change, arguing that type A visas were wrongly included in the list because they do not allow for entering the territory of Bulgaria and cannot be used for transit purposes.
Amendment 24
Annex
List of documents issued by Bulgaria, Residence permits, points 3 and 4

3. Карта на бежанец – Refugee Residence Permit
3. Удостоверение за завръщане в Република България на чужденец - Laissez-passer for the return to the Republic of Bulgaria of a third-country national

4. Удостоверение за пътуване зад граница на чужденец с хуманитарен статут - Residence Permit to a third country national granted a humanitarian protection status by the Republic of Bulgaria

Justification
The Bulgarian delegation in the Council asked for this change, arguing that points 3 and 4 needed to be deleted because Community legislation (Regulation 1932/2006) exempts these categories from visa requirement.

Amendment 25
Annex
List of documents issued by Romania, Visas

– viză de tranzit, identificată prin simbolul B (transit visa, identified by B symbol)
– viză de scurtă ședere, identificată prin simbolul C (short-stay visa, identified by C symbol)
– viză de lungă ședere, identificată prin unul dintre următoarele simboluri, în funcție de activitatea pe care urmează să o desfășoare în România străinul căruia i-a fost acordată:
  (i) desfășurarea de activități economice, identificată prin simbolul D/AE
  (ii) desfășurarea de activități profesionale, identificată prin simbolul D/AP
  (iii) desfășurarea de activități comerciale, identificată prin simbolul D/AC
  (iv) angajare în munca, identificată prin
– viză de tranzit, identificată prin simbolul B (transit visa, identified by B symbol)
– viză de scurtă ședere, identificată prin simbolul C (short-stay visa, identified by C symbol)
– viză de lungă ședere, identificată prin unul dintre următoarele simboluri, în funcție de activitatea pe care urmează să o desfășoare în România străinul căruia i-a fost acordată:
  (i) desfășurarea de activități economice, identificată prin simbolul D/AE
  (ii) desfășurarea de activități profesionale, identificată prin simbolul D/AP
  (iii) desfășurarea de activități comerciale, identificată prin simbolul D/AC
  (iv) angajare în munca, identificată prin
simbolul D/AM
(v) studii, identificată prin simbolul D/SD
(vi) reîntregirea familiei, identificată prin simbolul D/VF
(vii) intrarea în România a străinilor căsătoriți cu cetățeni români, identificată prin simbolul D/CR
(viii) activități religioase sau umanitare, identificată prin simbolul D/RU
(ix) viza diplomatică și viza de serviciu, identificată prin simbolul DS
(x) alte scopuri, identificată prin simbolul D/AS

(long stay visa, identified by one of the following symbols, according to the activity that the alien receiving the visa is to perform in Romania:
(i) economic activities, identified by D/AE symbol
(ii) professional activities, identified by D/AP symbol
(iii) commercial activities, identified by D/AC symbol
(iv) employment, identified by D/AM symbol
(v) studies, identified by D/SD symbol
(vi) family reunification, identified by D/VF symbol
(vii) entry on the Romanian territory of aliens married to Romanian citizens, identified by D/CR symbol
(viii) religious or humanitarian activities, identified by D/RU symbol
(ix) diplomatic visa and service visa, identified by DS symbol
(x) other purposes, identified by D/AS symbol)

Justification

The Romanian delegation in the Council asked for this modification following a change in the
national legislation.
## PROCEDURE

<table>
<thead>
<tr>
<th><strong>Title</strong></th>
<th>Simplified regime for the control of persons at the EU’s external borders</th>
</tr>
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<tbody>
<tr>
<td><strong>Date submitted to Parliament</strong></td>
<td>11.9.2007</td>
</tr>
<tr>
<td><strong>Committee responsible</strong></td>
<td>LIBE</td>
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<tr>
<td>Date announced in plenary</td>
<td>24.9.2007</td>
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<td><strong>Committee(s) asked for opinion(s)</strong></td>
<td>AFET</td>
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<td>Date announced in plenary</td>
<td>24.9.2007</td>
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<tr>
<td><strong>Not delivering opinions</strong></td>
<td>AFET</td>
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<tr>
<td>Date of decision</td>
<td>27.11.2007</td>
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<tr>
<td><strong>Rapporteur(s)</strong></td>
<td>Michael Cashman</td>
</tr>
<tr>
<td>Date appointed</td>
<td>5.11.2007</td>
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<tr>
<td><strong>Discussed in committee</strong></td>
<td>29.11.2007  18.12.2007</td>
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<tr>
<td><strong>Date adopted</strong></td>
<td>18.12.2007</td>
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<tr>
<td><strong>Result of final vote</strong></td>
<td>+: 44  -: 0  0: 0</td>
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<td><strong>Substitute(s) present for the final vote</strong></td>
<td>Edit Bauer, Genowefa Grabowska, Sophia in ’t Veld, Sylvia-Yvonne Kaufmann, Jean Lambert, Antonio Masip Hidalgo, Bill Newton Dunn, Rainer Wieland</td>
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<tr>
<td><strong>Substitute(s) under Rule 178(2) present for the final vote</strong></td>
<td>Manuel Medina Ortega</td>
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