



2025/0162R(NLE)

8.5.2026

OPINION

of the Committee on Civil Liberties, Justice and Home Affairs

for the Committee on Foreign Affairs

on the proposal for a Council decision on the conclusion of a broad package of agreements to consolidate, deepen and expand the bilateral relations with the Swiss Confederation

(COM(2025)0309 – C10-0000/2026 – 2025/0162R(NLE))

Rapporteur for opinion: Lukas Mandl

PA_Consent_Interim

OPINION

The Committee on Civil Liberties, Justice and Home Affairs submits the following to the Committee on Foreign Affairs, as the committee responsible:

Amendment 1

Motion for a resolution

Citation 25

Motion for a resolution

- having regard to the agreement of 26 October 2004 on Switzerland's participation in the Schengen area,

Amendment

- having regard to the agreement of 26 October 2004 on Switzerland's participation in the Schengen area, ***which allows the lifting of internal border controls between Switzerland and EU Member States, and which facilitates cooperation on matters of security and the fight against cross-border crime,***

Amendment 2

Motion for a resolution

Citation 25 a (new)

Motion for a resolution

Amendment

- ***having regard to Switzerland's participation in the European Border and Coast Guard Agency (Frontex) and in the European Union Agency for Asylum (EUAA),***

Amendment 3

Motion for a resolution

Citation 25 b (new)

Motion for a resolution

Amendment

- ***having regard to the agreement between the Swiss Confederation and Europol of 24 September 2004, and to the***

*agreement between the Swiss
Confederation and Eurojust of
27 November 2008,*

Amendment 4

Motion for a resolution
Citation 25 c (new)

Motion for a resolution

Amendment

– *having regard to Switzerland’s
membership of the Council of Europe and
its status as a party to the European
Convention on Human Rights,*

Amendment 5

Motion for a resolution
Citation 32 a (new)

Motion for a resolution

Amendment

– *having regard to the Council
decision of 11 February 2026 on the
conclusion of a broad package of
agreements between the European Union,
of the one part, and the Swiss
Confederation, of the other part, to
consolidate, deepen and expand their
bilateral relations, and amending
Decisions 2011/51/EU and 2011/738/EU,*

Amendment 6

Motion for a resolution
Recital A

Motion for a resolution

Amendment

A. whereas the EU and Switzerland
have a long-standing relationship based on
shared *values and* interests, and are close
neighbours and partners closely linked by
their history and geography;

A. whereas the EU and Switzerland
have a long-standing relationship based on
shared interests *and values, such as
democracy, respect for the rule of law and
respect for fundamental rights,* and are

close neighbours and partners closely linked by their history and geography, *and a shared European culture*;

Amendment 7

Motion for a resolution Recital C

Motion for a resolution

C. whereas close *people-to-people contacts* are a key pillar of EU-Switzerland relations, *with over* 1.5 million EU citizens *residing* in Switzerland, almost 450 000 Swiss nationals *living* in the EU and *several hundred thousand* workers and citizens *making cross-border journeys every day*;

Amendment

C. whereas close *ties between the citizens of the Member States and Swiss nationals* are a key pillar of EU-Switzerland relations; *whereas more than* 1.5 million EU citizens *currently reside* in Switzerland, almost 450 000 Swiss nationals *reside* in the EU and *more than 410 000* workers and citizens *cross the border on a daily basis for work or other purposes*; *whereas the Agreement on the Free Movement of Persons^{1a} constitutes an essential element and one of the most tangible aspects of the cooperation between the EU and Switzerland*; *whereas this agreement provides that EU citizens and Swiss nationals enjoy rights of entry, residence, work and establishment, as well as protection against discrimination based on nationality in the exercise of those rights*; *whereas freedom of movement of persons, in an area without internal border controls, is a cornerstone of the Schengen area, constituting one of the main achievements of the EU in accordance with Article 3(2) of the Treaty on European Union, and is a fundamental right as recognised by Article 45 of the Charter of Fundamental Rights of the European Union and Article 21 of the Treaty on the Functioning of the European Union*;

^{1a} *Agreement between the European Community and its Member States, of the one part, and the Swiss Confederation, of the other, on the free movement of*

persons (OJ L 114, 30.4.2002, p. 6,
ELI: [http://data.europa.eu/eli/agree_inter_nation/2002/309\(1\)/oj](http://data.europa.eu/eli/agree_inter_nation/2002/309(1)/oj)).

Amendment 8

Motion for a resolution

Recital E a (new)

Motion for a resolution

Amendment

Ea. whereas cooperation between the EU and Switzerland in justice and home affairs – based on Switzerland's association to the Schengen and Dublin areas, its participation in Frontex and EUAA, and its agreements with Europol and Eurojust – plays a key role in addressing common challenges, which include ensuring the effective management of migration and asylum, strengthening external border controls, allowing the smooth functioning of the Schengen area, and enabling joint action against terrorism and serious and organised crime;

Amendment 9

Motion for a resolution

Recital I

Motion for a resolution

Amendment

I. whereas bilateral relations between the European Union and Switzerland are founded on respect for each party's sovereignty and institutional and democratic processes including, for Switzerland, its federal system and **system** of direct democracy and, for the European Union, the role of the European Parliament and the Council in its decision-making process;

I. whereas bilateral relations between the European Union and Switzerland are founded on respect for each party's sovereignty and institutional and democratic processes including, for Switzerland, its federal system and **long tradition** of direct democracy **by referendum** and, for the European Union, the role of the European Parliament and the Council in its decision-making process;

Amendment 10

Motion for a resolution Paragraph 1

Motion for a resolution

1. Emphasises that the relationship between the European Union and Switzerland occupies a special place in Europe, owing both to their geographical proximity and to the dense economic, cultural, linguistic, human and political ties between the two parties, and that it is an important factor in the stability **and** prosperity of the continent;

Amendment

1. Emphasises that the relationship between the European Union and Switzerland occupies a special place in Europe, owing both to their geographical proximity and to the dense economic, cultural, linguistic, human and political ties between the two parties, and that it is an important factor in the stability, prosperity **and security** of the continent;

Amendment 11

Motion for a resolution Paragraph 2

Motion for a resolution

2. Believes that, in a world marked by war on the European continent, geopolitical tensions and economic uncertainty, the European Union and Switzerland must not let alienation and mistrust take root at a time when closer relations are more in their interests than ever;

Amendment

2. Believes that, in a world marked by war on the European continent, geopolitical tensions and economic uncertainty, the European Union and Switzerland must not let alienation and mistrust take root at a time when closer relations are more in their interests than ever, **and that closer cooperation is needed to strengthen internal and external security**;

Amendment 12

Motion for a resolution Paragraph 2 a (new)

Motion for a resolution

Amendment

2a. Notes the importance of close coordination between the EU and Switzerland in responding to geopolitical

challenges, including the adoption and enforcement of restrictive measures; stresses that alignment on sanctions regimes and the prevention of any sanctions circumvention strengthens Europe's collective economic resilience and international credibility;

Amendment 13

Motion for a resolution Paragraph 3

Motion for a resolution

3. ***Makes reminder*** that the European Union and Switzerland share ***a*** common ***vision of society, based on*** democracy, the rule of law, fundamental freedoms and the primacy of dialogue over brute force;

Amendment

3. ***Recalls*** that the European Union and Switzerland share common ***values, including*** democracy, the rule of law, ***the protection of minorities, and respect for human rights and*** fundamental freedoms – ***such as the right to liberty and security, and the right to freedom of expression and information*** – and the primacy of dialogue over brute force; ***considers that those shared values constitute the foundation of the bilateral relationship, and that their effective observance by both parties is a condition for the stability and development of that relationship;***

Amendment 14

Motion for a resolution Paragraph 4

Motion for a resolution

4. Stresses that EU-Switzerland relations are an everyday reality, especially in cross-border regions, where working, studying, training and doing business on either side of the border is now the norm rather than the exception;

Amendment

4. Stresses that EU-Switzerland relations are an everyday reality, especially in cross-border regions, where working, studying, training and doing business on either side of the border is now the norm rather than the exception; ***emphasises that, beyond the benefits for border regions, cooperation between the EU and Switzerland should aim to deliver benefits***

across Europe as a whole;

Amendment 15

Motion for a resolution

Paragraph 11

Motion for a resolution

11. Notes that the agreements envisaged were negotiated and concluded together; considers that the selection of a balanced and cohesive package of agreements brings the expected fairness and predictability to EU-Switzerland relations, being based on stable and comprehensible legal rules;

Amendment

11. Notes that the agreements envisaged were negotiated and concluded together; considers that the selection of a balanced and cohesive package of agreements brings the expected fairness and predictability to EU-Switzerland relations, being based on stable and comprehensible legal rules; ***emphasises that common objectives should also be pursued through close and continuous cooperation beyond those agreements;***

Amendment 16

Motion for a resolution

Paragraph 12

Motion for a resolution

12. Believes that the agreements envisaged are ***primarily*** aimed at stabilising EU-Switzerland relations by updating the main pillars of Switzerland's participation in the internal market, which is to say agreements in the areas of free movement of persons, mutual recognition in relation to conformity assessment, trade in agricultural products, air and land transport, and scientific and academic cooperation;

Amendment

12. Believes that the agreements envisaged are aimed at stabilising EU-Switzerland relations by updating the main pillars of Switzerland's participation in the internal market, which is to say agreements in the areas of free movement of persons, mutual recognition in relation to conformity assessment, trade in agricultural products, air and land transport, and scientific and academic cooperation;

Amendment 17

Motion for a resolution

Paragraph 15

Motion for a resolution

15. Welcomes the fact that the agreements live up to the expectations clearly expressed by the European Parliament of reinvigorating relations between the EU and Switzerland;

Amendment

15. Welcomes the fact that the agreements live up to the expectations clearly expressed by the European Parliament of reinvigorating relations between the EU and Switzerland; ***notes with satisfaction that the broad package of agreements reflects many of the recommendations issued by Parliament in its 2023 resolution;***

Amendment 18

**Motion for a resolution
Paragraph 17**

Motion for a resolution

17. ***[committees for opinion/amendments]***

Amendment

17. ***Emphasises that the proposed modernisation of the Agreement on the Free Movement of Persons aims to improve the functioning of well-established mobility between the EU and Switzerland through the application of transparent and commonly agreed rules;***

Amendment 19

**Motion for a resolution
Paragraph 17 a (new)**

Motion for a resolution

Amendment

17a. Welcomes the dynamic alignment of Switzerland with the EU acquis on the free movement of persons and on the posting of workers, albeit with some limited exceptions; notes that the proposed update of the Agreement on the Free Movement of Persons includes specific provisions on expulsions, permanent residence and the posting of workers; emphasises, in this context, the inclusion of an adapted safeguard clause

for cases of serious economic or social difficulties caused by the application of the agreement; stresses that measures adopted under the safeguard clause must be targeted and proportionate, and cannot be put in place for longer than strictly necessary, so as to not undermine the general principle of free movement;

Amendment 20

Motion for a resolution Paragraph 17 b (new)

Motion for a resolution

Amendment

17b. Emphasises that the mutual recognition of professional qualifications is a key component of the free movement of persons; welcomes the fact that the updated Agreement on the Free Movement of Persons renders the applicable framework more predictable, thereby facilitating the recognition of diplomas, qualifications and professional experience;

Amendment 21

Motion for a resolution Paragraph 17 c (new)

Motion for a resolution

Amendment

17c. Underlines that the updated Agreement on the Free Movement of Persons will benefit citizens by guaranteeing equal and non-discriminatory treatment in the fields covered by the broad package of agreements; welcomes, in particular, the fact that the updated agreement guarantees equal treatment between EU and Swiss students in relation to tuition fees and any support mechanisms at universities, most of which are funded

publicly, while fully respecting national competences in education, thus promoting academic mobility and access to higher education;

Amendment 22

Motion for a resolution Paragraph 17 d (new)

Motion for a resolution

Amendment

17d. Welcomes the clarification of the rules applicable to cross-border and posted workers, providing legal certainty for employers and employees alike and ensuring transparent, fair and predictable implementation;

Amendment 23

Motion for a resolution Paragraph 17 e (new)

Motion for a resolution

Amendment

17e. Highlights the importance of strengthened cooperation between the EU and the Swiss Confederation on migration management, in the interest of both parties; recalls that Switzerland, as a Schengen-associated state, participates in certain aspects of the Pact on Migration and Asylum; anticipates, in that regard, the complete implementation by Switzerland of its obligations under the pact, in advance of its date of application in full on 12 June 2026;

Amendment 24

Motion for a resolution Paragraph 17 f (new)

Motion for a resolution

Amendment

17f. *Notes that both the EU and Switzerland face similar security challenges, including those linked to cross-border organised crime; underlines the importance of effective information exchange, operational cooperation and mutual legal assistance in addressing these common threats and in strengthening security for both parties;*

Amendment 25

Motion for a resolution
Paragraph 17 g (new)

Motion for a resolution

Amendment

17g. *Encourages deeper cooperation between the EU and Switzerland in the areas of civil protection, disaster response and crisis management, recognising the shared challenges related to natural disasters and cross-border emergencies;*

Amendment 26

Motion for a resolution
Paragraph 19 a (new)

Motion for a resolution

Amendment

19a. *Emphasises the importance of cooperation between the EU and Switzerland regarding critical and emerging technologies, including artificial intelligence;*

Amendment 27

Motion for a resolution
Paragraph 26

Motion for a resolution

26. *[committees for
opinion/amendments]*

Amendment

26. *Welcomes the proposed establishment of a joint parliamentary committee as a key component of the political dialogue between the EU and Switzerland; is of the opinion that the Members of the European Parliament and the members of the Swiss Federal Assembly gathered in this forum could make recommendations to the Joint Committees established under any of the agreements that form part of the broad package of agreements; calls for a strengthened interparliamentary dialogue between the European Parliament and the Federal Assembly of Switzerland;*

Amendment 28

**Motion for a resolution
Paragraph 27**

Motion for a resolution

27. *[committees for
opinion/amendments]*

Amendment

27. *Welcomes the successful conclusion of the negotiations and the enhanced predictability and legal certainty that the updated agreements would bring to the rights of citizens of both parties; praises the proposed conclusion of the broad package of agreements as an important step forward in significantly strengthening the mutually beneficial political, economic and security partnership between the EU and Switzerland.*

ANNEX: DECLARATION OF INPUT

Pursuant to Article 8 of Annex I to the Rules of Procedure, the rapporteur declares that he included in his report input on matters pertaining to the subject of the file that he received, in the preparation of the draft report, from the following interest representatives falling within the scope of the Interinstitutional Agreement on a mandatory transparency register¹, or from the following representatives of public authorities of third countries, including their diplomatic missions and embassies:

1. Interest representatives falling within the scope of the Interinstitutional Agreement on a mandatory transparency register
2. Representatives of public authorities of third countries, including their diplomatic missions and embassies
Mission de la Suisse auprès de l'Union européenne à Bruxelles

The list above is drawn up under the exclusive responsibility of the rapporteur.

Where natural persons are identified in the list by their name, by their function or by both, the rapporteur declares that he has submitted to the natural persons concerned the European Parliament's Data Protection Notice No 484 (<https://www.europarl.europa.eu/data-protect/index.do>), which sets out the conditions applicable to the processing of their personal data and the rights linked to that processing.

¹ Interinstitutional Agreement of 20 May 2021 between the European Parliament, the Council of the European Union and the European Commission on a mandatory transparency register (OJ L 207, 11.6.2021, p. 1, ELI: http://data.europa.eu/eli/agree_interinst/2021/611/oj).

**INFORMATION ON ADOPTION
BY THE COMMITTEE ASKED FOR OPINION**

Date adopted	6.5.2026	
Result of final vote	+: 58	
	–: 6	
	0: 3	

FINAL VOTE BY ROLL CALL BY THE COMMITTEE ASKED FOR OPINION

58	+
ECR	Nicolas Bay, Alessandro Ciriani, Geadis Geadis, Paolo Inselvini, Mariusz Kamiński, Assita Kanko, Georgiana Teodorescu, Jadwiga Wiśniewska
ESN	Mary Khan
NI	Malika Sorel
PPE	François-Xavier Bellamy, Caterina Chinnici, Branko Grims, Monika Hohlmeier, Ondřej Kolář, Jeroen Lenaers, Lukas Mandl, Jagna Marczułajtis-Walczak, Verena Mertens, Ana Miguel Pedro, Emil Radev, Loránt Vincze, Axel Voss, Elissavet Vozemberg-Vrionidi, Andrea Wechsler, Isabel Wiseler-Lima, Javier Zarzalejos, Tomáš Zdechovský, Bogdan Andrzej Zdrojewski
PfE	Jorge Buxadé Villalba, Jaroslav Bžoch, Susanna Ceccardi, Marieke Ehlers, Fabrice Leggeri, Matthieu Valet, Tom Vandendriessche, Alexandre Varaut
Renew	Abir Al-Sahlani, Malik Azmani, Veronika Cifrová Ostrihoňová, Raquel García Hermida-Van Der Walle, Irena Joveva, Fabienne Keller, Moritz Körner, Hristo Petrov
S&D	Francisco Assis, André Franqueira Rodrigues, Evin Incir, Marina Kaljurand, Murielle Laurent, Juan Fernando López Aguilar, Javier Moreno Sánchez, Matjaž Nemec, Chloé Ridel, Birgit Sippel, Krzysztof Śmiszek, Marco Tarquinio, Alessandro Zan

6	-
The Left	Damien Carême
Verts/ALE	Saskia Bricmont, Mélissa Camara, Daniel Freund, Alice Kuhnke, Leoluca Orlando

3	0
ESN	Milan Uhrík, Petar Volgin
PfE	András László

Key to symbols:

+ : in favour

- : against

0 : abstention