

# Power Analysis: The EU and peacebuilding after Lisbon<sup>1</sup>

## Objectives:

- To analyse the roles and responsibilities of EU policymakers insofar as they relate to conflict;
- To identify advocacy opportunities for civil society working on peacebuilding;
- To provide an overview of the roles of the EU institutions in conflict for participants in the short training seminar on the EU and peacebuilding.

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<sup>1</sup> This document has been prepared as a resource for civil society organisations working on peacebuilding. The views expressed do not necessarily reflect the position of EPLO or its member organisations. The document is based on information available as of 1 June 2016.

## Abbreviations

<b>ACP countries</b>	African, Caribbean and Pacific countries
<b>AFET</b>	Committee on Foreign Affairs in the European Parliament
<b>BITs</b>	Bilateral Investment Treaties
<b>CFSP</b>	Common Foreign and Security Policy
<b>CIVCOM</b>	Committee for Civilian Aspects of Crisis Management
<b>CMPD</b>	Crisis Management Planning Directorate (EEAS)
<b>COREPER</b>	Permanent Representatives Committee
<b>CPCC</b>	Civilian Planning and Conduct Capability
<b>CSDP</b>	Common Security and Defence Policy
<b>DCI</b>	Development Cooperation Instrument
<b>DG DEVCO</b>	Directorate General for Development and Cooperation – EuropeAid (EC) in the European Commission
<b>DEVE</b>	Committee on Development in the European Parliament
<b>DROI</b>	Subcommittee on Human Rights in the European Parliament
<b>EBRD</b>	European Bank for Reconstruction and Development
<b>EC</b>	European Commission
<b>ECA</b>	European Court of Auditors
<b>ECJ</b>	European Court of Justice
<b>EDA</b>	European Defence Agency
<b>EDF</b>	European Development Fund
<b>EEAS</b>	European External Action Service
<b>EIB</b>	European Investment Bank
<b>EIDHR</b>	European Instrument for Democracy and Human Rights
<b>ENI</b>	European Neighbourhood Instrument
<b>ENP</b>	European Neighbourhood Policy
<b>EP</b>	European Parliament
<b>EPSC</b>	European Political Strategy Centre
<b>EUISS</b>	EU Institute for Security Studies
<b>FAC</b>	Foreign Affairs Council (one configuration of the Council of the EU)
<b>FEMM</b>	Committee on Women’s Rights and Gender Equality in the European Parliament
<b>FPI</b>	Service for Foreign Policy Instruments in the European Commission
<b>GAC</b>	General Affairs Council (one configuration of the Council of the EU)
<b>HR/VP</b>	High Representative for Foreign Affairs and Security Policy/Vice-President of the European Commission
<b>IcSP</b>	Instrument contributing to Stability and Peace
<b>IPA</b>	Instrument for Pre-Accession Assistance
<b>JAES</b>	Joint Africa-EU Strategy
<b>MFF</b>	Multiannual Financial Framework
<b>DG NEAR</b>	DG Neighbourhood Policy and Enlargement Negotiations
<b>OCT</b>	Overseas Countries and Territories
<b>PSC</b>	Political and Security Committee
<b>SEDE</b>	Subcommittee on Security and Defence in the European Parliament
<b>UNSCR 1325</b>	United Nations Security Council Resolution 1325 on women, peace and security

# European Council

## Description:

The European Council is made up of heads of governments or states, the President of the European Commission and the President of the European Council, who chairs the meetings. The President of the European Council (currently Donald Tusk) is elected by qualified majority from EU Member States for a two and a half year term which is renewable once. He currently serves his first term.

The High Representative for Foreign Affairs and Security Policy/Vice-President of the European Commission (HR/VP, currently Federica Mogherini) takes part in the work of the European Council because he/she implements what is decided by the European Council regarding foreign affairs.

The European Council is charged with defining the general policy direction and priorities for EU. Concretely, this takes the form of decisions. It meets at least twice every six months. Decisions are usually taken by consensus, except where the Treaties provide otherwise. The President of the European Commission and the President of the Council of the EU do not have a vote. The European Council does not exercise legislative functions.

To see an example of European Council Conclusions, please click [here](#) to view the Conclusions of 25-26 June 2015. For a draft agenda of the European Council meeting 18/19 December 2014, please click [here](#).

## Powers as set out in the Treaties, including changes after Lisbon:

With the Lisbon Treaty, the European Council became an EU institution.<sup>2</sup> It is the only institution which provides overall political leadership in EU affairs. It has decision-making power in 30 cases, including the election of President of the European Council, the set-up of the European Parliament (EP), the modification of the number of Commissioners. It is not a legislative body.

## Responsibilities regarding the EU's response to conflict:

The European Council identifies the Union's strategic interests, determines the objectives of and defines general guidelines for the EU's Common Foreign and Security Policy (CFSP). Thus, the European Council prepares the ground for policy developments in CFSP by adopting general and strategic lines. It does so by adopting decisions taken by consensus.

The European Council issues two types of policy documents. European Council Decisions, which are the common positions and European Council Conclusions, which are statements of intent. Both are adopted at European Council meetings.

## Advocacy opportunities:

- 1) Putting conflict prevention and peacebuilding on the agenda of European Council meetings;
- 2) Influencing European Council Decisions and Conclusions.

<sup>2</sup> Following the Lisbon Treaty changes, there are 7 EU institutions: European Parliament, European Council, Council of the EU, European Commission, Court of Auditors, Court of Justice and European Central Bank.

**Difficulties (e.g. lack of resources, ideological positions, etc.):**

**1) Focus:**

In the past years, the European Council was preoccupied with the financial and economic crisis and little attention was being paid to foreign policy issues. The December 2013 summit was the first one within five years to specifically focus on foreign policy. Since then, discussions on security and foreign policy issues have been scheduled more often but get easily side-lined by internal issues.

**2) Ideological differences and undue influence of the defence sector**

When foreign policy was discussed in the European Council such as in December 2013, the agenda and preparation of the meeting were focused on military response to conflict and support to the defence industry. This is due to the interest of certain Member States that are very influential regarding the European Council agenda and the undue influence the defence sector has in some Member States and in EU institutions.

**3) Implementation Gap: The Nature of European Council Decisions:**

The European Council provides overall policy guidance in its decisions and is not concerned with implementation of policies. As the EU already has strong policy commitments on conflict prevention and peacebuilding, there is no need to adopt more norms; the problem lies with implementation.

**4) Resources Gap:**

The European Council has a long tradition of making decisions and adopting conclusions but then not providing the resources or the support to implement them.

# Council of the EU

## Description:

The Council of the EU is the institution that represents Member States in the EU. The Council functions as legislative body, budgetary authority (shared with the European Parliament) and as controlling body of EU foreign policy. The Council meets in ten configurations bringing together Ministers from the Member States and the European Commissioners responsible for the policy areas concerned. The two configurations with specific relevance for conflict prevention and peacebuilding are:

- Foreign Affairs Council (FAC), made up of Foreign Affairs Ministers, chaired by the High Representative of Foreign Affairs and Security Policy;
- General Affairs Council (GAC), made up of Ministers of Foreign and/or European Affairs of the Member States, chaired by the rotating Presidency of the Council of the EU.

Council decisions are prepared by more than 150 working parties and committees comprising delegates from the Permanent Representations of the Member States to the EU. They resolve technical issues and forward the dossier to the Permanent Representatives Committee (COREPER) and/or the Political and Security Committee (PSC), both of which are made up of the Member States' ambassadors to the EU. They discuss technical-political questions before submitting the dossier to the Council.

The Permanent Representations (often referred to as PermReps) are the Member States' diplomatic representations in Brussels. Member States send two Ambassadors to the EU: the main Ambassador (who sits on the COREPER II) and the PSC Ambassador focused on foreign affairs and security issues (who sits on the PSC).

Working groups/committees/parties with relevance to conflict prevention and peacebuilding are:

## Thematic:

- Committee for Civilian Aspects of Crisis Management (CIVCOM)
- Politico- Military Working Party (PMG)
- Working Party on Conventional Arms Export (COARM)
- Working Party on Global Disarmament and Arms Control (CODUN)
- Working Party on Human Rights (COHOM)
- Working Party on Development Co-operation (CODEV)

## Regional:

- Working Party on Africa (COAFR)
- African, Caribbean and Pacific (ACP) Working Group
- Working Party on Transatlantic Relations (COTRA)
- Working Party on the Western Balkans Region (COWEB)
- Mashreq/Maghreb Working Party (MaMa)
- Middle East/Gulf Working party (COMEM)
- Asia-Oceania Working Part (COASI)
- Working Group on Eastern Europe and Central Asia (COEST)
- Working Group on Latin America (COLAT)

Apart from COREPER, which is chaired by the representative of the rotating Presidency of the Council of the EU, all Working Parties are now chaired by a representative of the European External Action Service (EEAS).

### **Powers as set out in the Treaties, including changes after Lisbon:**

For policy areas that are under Community competence (development policy, issues related to the customs union, competition policy, internal market, agriculture and fisheries policy etc.):

The Council is co-legislator in the EU legislative process along with the European Parliament (EP). Decisions are made using the “ordinary decision-making procedure” (previously referred to as co-decision procedure), which grants equal power to the Council and to the EP. Please click [here](#) for a flowchart of the ordinary decision-making procedure.

For policy areas under Common Foreign and Security Policy (CFSP):

In foreign policy, the EU does not develop legislation and the Council is the main decision-maker. The European Parliament is informed of the decisions or has to consent to them.

In many cases, Council decisions require unanimity, for example on relationships with neighbouring countries, Common Security and Defence Policy (CSDP) missions and all decisions with military or defence implications. In some cases, the Council may vote with a qualified majority (e.g. appointment of Special Representatives) or may allow Members to abstain from the vote.

The procedure is set out in the Treaties. For a link to the Treaties, please click [here](#).

### **Responsibilities regarding the EU’s response to conflict:**

The Council configuration with most responsibility for the EU’s response to conflict is the FAC. It covers the following policy areas: humanitarian assistance, development, neighbourhood and enlargement negotiations, trade and defence policy as well as CFSP. For all areas under Community competence, the FAC acts as a co-legislator. This means that the FAC adopts decisions regarding legislative proposals. Before the decision is taken in front of the FAC, it is prepared by the relevant working party/committee/group

In CFSP matters, the FAC elaborates the EU’s external action based on the strategic guidelines that were defined by the European Council. CFSP includes joint statements on current affairs, common positions in international organisations, political and economic sanctions, regular political dialogue with third countries, participation in peace talks, etc.

### **Advocacy opportunities:**

- 1) To place issues of relevance to conflict prevention and peacebuilding on the FAC agenda;
- 2) To influence ongoing negotiations at working party/committee/group level;
- 3) To provide briefings to different working parties/committees/groups (thematic or regional).

### **Difficulties (e.g. lack of resources, ideological positions, etc.):**

#### **1) Transparency**

To be able to influence Council decision-making, it is important to provide input to the negotiations that are taking place at working group level. Since agendas and minutes of working parties/committees/groups are not available on the website, it is difficult for civil society to know what is

being discussed.

**2) Access**

Especially with working parties/committees/groups that meet at ambassadorial level, it might be difficult to attain access to the individual Member State representatives attending the working parties/committees/groups.

**3) Member States**

Since most decisions related to CFSP have to be adopted unanimously, it is important to be able to mobilise a critical mass of Member States for an issue, so that in the continuous negotiations inside the Council, the issue is not 'traded off' for another possible gain. As the representatives of working parties/committees/groups receive guidance from national ministries and governments, it is vital to provide policy input both at Capital and Brussels level.

<b>Key advocacy targets (structures and individuals):</b>	<b>Status and action points</b>
General Affairs Council	<p>Ministers for Foreign and European Affairs.</p> <p>For a summary of the main results of the General Affairs Council on 24 May 2016 please click <a href="#">here</a>.</p> <p>Influence through Ministry of Foreign Affairs or European Affairs at Member State level.</p>
Foreign Affairs Council	<p>Ministers for Foreign Affairs, sometimes also Ministers for Development, Defence or Trade (depending on the topic of the meeting).</p> <p>For a summary of the main results of the Foreign Affairs Council on 23 May 2016 (including Council Conclusions) please click <a href="#">here</a>. During each Presidency of the Council of the EU, FAC meetings with a specific focus on respectively defence, trade and development are organised.</p> <p>Influence through Ministry of Foreign Affairs and/or also Ministry for Development, Defence or Trade.</p>
PSC Ambassadors and PSC permanent chair	<p>Ambassadors based at Permanent Representations of Member States to the EU.</p> <p>PSC monitors the international situation in the areas covered by CFSP by delivering opinions to the FAC and monitoring implementation of policies. It is also the body that exercises political control over and strategic direction of the Common Security and Defence Policy missions.</p> <p>The PSC chair coordinates the work of the Committee, drafts agendas and chairs the meetings; as part of the EEAS, the chair is responsible for ensuring coherence between the work of the Council and the EEAS.</p>

	<p>To provide input to discussions at PSC level it is best to provide country specific analysis and recommendations on the PSC's agenda to either the chair or one of the PSC Ambassadors.</p>
<p>COREPER II</p>	<p>Ambassadors based at Permanent Representations of Member States to the EU.</p> <p>COREPER II prepares decision to be taken by the European Council, the Foreign Affairs Council and the General Affairs Council.</p> <p>COREPER II is responsible for a large portfolio and deals with political aspects of the decision-making process.</p> <p>COREPER II will only deal in exceptional cases with aspects of relevance to peacebuilding. Best is to approach the rotating chair in the beginning of the presidency to find out whether issues pertinent to peacebuilding will be discussed.</p>
<p>CIVCOM members and CIVCOM permanent chair</p>	<p>Representatives from Permanent Representations of Member States to the EU;</p> <p>CIVCOM advises PSC and COREPER II on issues related to civilian crisis management<sup>3</sup>, the civilian aspects of CSDP missions and follows the development of civilian capabilities and operations.</p> <p>Main issues of interest are the civilian aspects of CSDP missions, civilian capabilities etc. CIVCOM is also the working group that is considering issues related to the political framework for conflict prevention and was involved in the review of the EU Programme for the Prevention of Violent Conflicts which took place in the first half of 2011.</p> <p>The CIVCOM chair co-ordinates the work of the Committee, drafts agendas and chairs the meetings; as part of the EEAS, the chair is responsible for ensuring coherence between the work of the Council and the EEAS.</p> <p>To provide input to CIVCOM discussions, it is best to provide country specific analysis and recommendations on CIVCOM's agenda to either the chair or one of the</p>

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<sup>3</sup> Civilian crisis management is an EU term to describe non-military crisis management used in EU CSDP missions. The need to establish coordinating mechanisms for EU and EU Member States' civilian crisis management was first emphasised at the European Council meeting in December 1999 in Helsinki. At the European Council meeting in June 2000 in Feira, four priority areas for EU civilian crisis management were identified: Police; Rule of Law; Civilian Administration; Civil Protection.

	CIVCOM representatives.
Other geographic and thematic working parties/committees/groups	<p>In case of advocacy relating to a specific country or region as well as thematic issue, the respective geographic and thematic working parties/committees/groups will be tasked with preparing the decision before it goes to PSC and thereafter to the Foreign Affairs Council.</p> <p>The respective chair of the working parties/committees/groups is part of the EEAS staff and co-ordinates the work, drafts agenda and chairs the meeting, so s/he would serve as the first entry point to provide input.</p>

## Presidency of the Council of the EU

### **Description:**

Presidencies of the Council of the EU are held for six months by one Member State in the framework of trio-Presidencies which cover a period of eighteen months, in which three consecutive presidencies cooperate on the basis of an eighteen month programme.

### **Powers as set out in the Treaties, including changes after Lisbon:**

Apart from the Foreign Affairs Council (which is chaired by the High Representative for Foreign Affairs and Security Policy/Vice-President of the European Commission - HR/VP), the Presidency chairs all Council configurations. Previously, holding the Presidency of the Council gave Member States significant power to set the EU agenda and to shape policy (e.g. by promoting policy initiatives and gathering support for and reaching decisions on pet projects); this power is greatly reduced after the coming into effect of the Lisbon Treaty; since then, presidencies are referred to as 'supporting presidencies'.

### **Responsibilities regarding the EU's response to conflict:**

The Lisbon Treaty no longer provides for any role of the Presidency regarding external policy. However, foreign policy topics can be included in the eighteen month presidency programme, as for instance was the case regarding conflict prevention during the Hungarian Presidency in the first half of 2011.

### **Advocacy opportunities:**

- 1) To bring conflict prevention and peacebuilding into the Presidency Programme;
- 2) To provide input for Council Conclusions (which are coordinated by the Presidency, apart from those adopted by the FAC which are coordinated by the EEAS).

### **Difficulties (e.g. lack of resources, ideological positions, etc.):**

#### **1) Relations with the EEAS**

Initiatives on conflict developed by recent presidencies were blocked by the former HR/VP, notably Belgian EU Presidency proposals on the EU Action Plan for Situations of Fragility and Conflict and the Hungarian EU Presidency review of the Gothenburg Programme. This demonstrates that it is more difficult for Presidencies to contribute to foreign policy and also acts as a disincentive for them to do so.

#### **2) Member State engagement**

It is up to the respective Member State to put conflict prevention and peacebuilding on the Presidency agenda (by including it in the Trio programmes and by getting it onto the agenda for Council meetings).

## General Secretariat of the Council of the EU

### **Description:**

The General Secretariat of the Council (GSC) of the EU supports the European Council, the rotating Presidency of the Council of the EU and the President of the Council of the EU.

The GSC, which is currently headed by Jeppe Tranholm-Mikkelsen (DK), consists of the office of the Secretary-General, the Legal Services and seven Directorate-Generals.

### **Powers as set out in the Treaties, including changes after Lisbon:**

The GSC supports the organisation, coordination and implementation of the eighteen month presidency programme and is administering the budget of the Council of the EU as well as the European Council. It plays an important role in organising intergovernmental conferences of the European Union which are convened to develop amendments to the treaties of the European Union.

### **Responsibilities regarding the EU's response to conflict:**

Most parts of the General Secretariat of the Council with responsibility for conflict were transferred to the EEAS. There are however, still the following units attached to the office of the Secretary-General:

- Trade, Enlargement and Foreign Affairs Support, covering issues such as the WTO, trade relations, development co-operation and relations with ACP countries as well as enlargement policy and support to the FAC;
- Counter-terrorism coordination.

### **Advocacy opportunities:**

1) Place conflict prevention and peacebuilding on the agenda of the European Council and FAC  
Especially for the European Council meetings, the GSC has an important role in preparing and coordinating the agenda.

2) Provide peacebuilding responses to violent extremism as an alternative to counter-terrorism responses

The counter-terrorism coordinator is responsible for developing policy responses that do not fall in areas of Member State competence or where joint EU action is considered useful, such as in addressing the issue of radicalised fighters returning to the EU.

### **Difficulties (e.g. lack of resources, ideological positions, etc.):**

#### **1) Access**

Advocacy targets are limited to the Secretary-General and his office.

#### **2) Member States**

The influence of Member States on GSC is very high, which, depending on the Member State, might be

in contradiction to a peacebuilding policy agenda as was the case for the December 2013 European Council Summit.

**3) *Relations with the EEAS***

It is not clear how much influence the GSC has compared to the EEAS in the preparation of the FAC and whether there is a rivalry between the two.

## European External Action Service (EEAS)

### Description:

The EEAS was established with the Lisbon Treaty and is the EU's diplomatic service. It is made up of EU officials who formerly worked in the General Secretariat of the Council of the EU (Policy Unit, DG E) and the European Commission (DG RELEX, DG Dev) as well as staff seconded from the diplomatic service of EU Member States which makes up roughly one third of the EEAS. The EEAS assists the High Representative for Foreign Affairs and Security Policy/Vice-President of the European Commission (HR/VP) (currently Federica Mogherini) in fulfilling his/her mandate to conduct Common Foreign and Security Policy (CFSP) and to ensure the consistency of the EU's external action.

The EEAS also supports the HR/VP in his/her capacity as President of the FAC and Vice-President of the Commission, without prejudice to the General Secretariat of the Council and the Commission services with responsibilities for external relations.

The EEAS consists of officials in Brussels and at EU delegations in third countries and to international organisations. The EEAS comprises 3,478 staff divided between Headquarters (1,547) and EU Delegations (1,931).<sup>4</sup> Please click [here](#) for a detailed organigramme of the Service and [here](#) for the website of the EEAS.

### Powers as set out in the Treaties, including changes after Lisbon:

The EEAS is responsible for supporting the HR/VP in developing and coordinating EU foreign policy, contributing to the programming and management of foreign policy instruments, coordination of EU Member States in third countries and representing the EU outside its borders.

The EEAS is also responsible for communication and public diplomacy in third countries as well as election observation missions. EU delegations in third countries take instructions and report to either the HR/VP and/or the Commissioner responsible for the country concerned (e.g. the EU Delegation in Belgrade reports to the Commissioner for Neighbourhood and Enlargement negotiations, copying the relevant EEAS staff).

As the HR/VP is responsible for European Defence Agency (EDA), European Union Satellite Centre (EUSC), European Union Institute for Security Studies (EUISS), and the European Security and Defence College (ESDC), the EEAS also provides institutional support to these organisations.

### Responsibilities regarding the EU's response to conflict:

In designing EU external policy and implementing it at Brussels and Delegation level, the EEAS is one of the main actors responsible for the EU's response to conflict.

The EEAS contributes to the programming and management cycle of the following instruments:<sup>5</sup>

<sup>4</sup> EEAS (April 2015) 2014 Annual Activity Report.

<sup>5</sup> In EU terminology, instruments are the programmes that define EU policy for a specific region or topic. They also set out the amount of money that is available to implement the policy. For instance, the European

- Development Cooperation Instrument (DCI) (€19.7 billion for 2014 - 2020)
- European Development Fund (EDF) (€30.5 billion for 2014 – 2020)
- European Neighbourhood Instrument (ENI) (€15.4 billion for 2014 – 2020)
- European Instrument for Democracy and Human Rights (EIDHR) (€1.249 billion for 2014 – 2020)
- Instrument contributing to Stability and Peace (IcSP), regarding assistance provided for in Article 4 (Assistance for conflict prevention, peacebuilding and crisis preparedness) and Article 5 (Assistance in addressing global and trans-regional threats and emerging threats) which are the only part of the IcSP that is formally programmed (€ 2.34 billion for 2014- 2020)

Regarding the abovementioned geographic instruments (DCI, EDF, ENI), the EEAS is responsible, in cooperation with DEVCO, for the preparation of:

- 1) country and regional funding allocation to determine the global financial envelope
- 2) country strategy papers or a partner country's national strategy paper recognized by the Commission and the EEAS services or a joint programming document prepared by the EEAS and Commission services with Member States (see European Commission & EEAS: [Global Europe: A New Approach to financing EU external action](#)).
- 3) national and regional indicative programmes

For the abovementioned thematic instruments (EIDHR as well as thematic programmes under DCI), DEVCO has the leading role, including for programming, and the EEAS is consulted at each step of the process.

The EEAS works with the relevant Commission services (either DEVCO or FPI, see below) throughout the whole cycle of programming, planning and implementation of the abovementioned instruments. The annual action programmes are prepared by DEVCO with the EEAS providing input into the inter-service consultations and contributes through heads of delegation.

For the IcSP, the EEAS prepares the strategy paper and multi-annual programming for Article 4 and 5, in consultation with FPI and DEVCO. On the basis of the Strategy papers and multi-annual programming, DEVCO prepares the draft proposals for the annual action programmes for Article 5, keeping the EEAS informed. The annual action programmes for Article 4 are prepared by FPI in consultation with the EEAS. Ideas for measures to be financed under Article 3 (crisis response) which is not formally programmed are evaluated jointly by the EEAS and FPI (and other Commission services where relevant).

The EEAS is also involved in implementing the EU's response to conflict, either through its headquarters in Brussels or the 139 EU delegations worldwide.

**Advocacy opportunities:**

- 1) Programming of horizontal and thematic instruments;
- 2) Revision and development of EU foreign policy (development of norms and guidance on implementation);
- 3) Preparation of Council decisions (for instance, on deployment of a CSDP mission).

For more detailed information, please see section on key advocacy targets and action points below.

**Difficulties (e.g. lack of resources, ideological positions, etc.):**

**1) Lack of policy guidance**

It is not clear how conflict prevention and peacebuilding will be integrated throughout the work of the EEAS. While the Directorate for Security Policy and Conflict Prevention was brought closer to the crisis management structures, which is a positive development, the question for the thematic divisions is to what extent they will be able to integrate conflict prevention and peacebuilding into the work of the geographic directorates. So far, the relevant division has taken an operational approach to bring conflict prevention into EU policy (for more details, see specific section on different divisions below).

**2) Lack of conceptual clarity**

With the previous EEAS leadership, there has been a lack of conceptual clarity when it comes to the difference between crisis response, conflict prevention and peacebuilding which causes confusion for staff working within the EEAS as well as other organisations and institutions that are engaging with the EEAS.

<b>Key advocacy targets (structures and individuals):</b>	<b>Status and action points</b>
HR/VP and Cabinet	<p>The HR/VP is supported by a Cabinet (eleven members) who are covering all areas for which the EEAS is responsible as well as additional advisors in the strategic communications department.</p> <p>One member of the cabinet is specifically responsible for relations with civil society.</p>
Corporate Board	<p>The Corporate Board brings together the HR/VP, the EEAS Secretary General (Alain Le Roy<sup>6</sup>) and three Deputy Secretary Generals. It is in charge of the overall management of the EEAS.</p> <p>Pedro Serrano<sup>7</sup>, Deputy SG for CSDP and crisis response is responsible for coordinating the crisis management structures (CMDP, CPCC), the Directorate for Security Policy and Conflict Prevention, as well as, to some extent, the EUMS.</p>

<sup>6</sup> Alain Le Roy replaced Pierre Vimont as of 1 March 2015.

<sup>7</sup> Pedro Serrano replaced Maciej Popowski as of 1 November 2015.

	<p>Members of the Corporate Board appear in hearings in front of the European Parliament, either in the plenary or in the Foreign Affairs Committee (AFET). To influence decisions made in the Corporate Board or raise certain issues, it is thus most effective to highlight them to MEPs which in turn may raise them in the hearings or in written form with the EEAS management or in their exchange with Member State officials.</p>
Crisis Management Board <sup>8</sup>	<p>The Crisis Management Board is mostly chaired by the Secretary General of the EEAS but occasionally by the HR/VP. It brings together the heads of the crisis management bodies (CMPD, CPCC and EUMS) and directors of the regional and thematic directorates and the PSC chair.</p> <p>It is convened to discuss issues of political nature and provides guidance for the EU's overall approach to conflict and crisis.</p> <p>To influence the discussions in the Crisis Management Board, high-level access at the cabinet or director level is needed.</p>
Crisis Management Platform <sup>9</sup>	<p>The Crisis Management Platform brings together the heads of the crisis management bodies (CMPD, CPCC and EUMS) and representatives of the regional and thematic directorates at managing director- and director - level. It is convened to discuss the EU's response to crises and is therefore concerned with operational issues (compared to the crisis management board which deals with the broader political questions).</p> <p>Influencing the Crisis Management Board is best done by providing conflict analysis and policy recommendations on a specific conflict which can be channelled through the crisis management bodies or the relevant regional directorates.</p>
Conflict Prevention Group <sup>10</sup>	<p>The Conflict Prevention Group is convened by the Division for Conflict Prevention, Peacebuilding and Mediation in the Directorate for Security Policy and Conflict Prevention and brings together representatives of the relevant geographic and thematic directorates as well as the crisis management bodies, the Chairs of CIVCOM and PMG as well as representatives from FPI</p>

<sup>8</sup> The role and composition of the Crisis Management Board may change in the course of 2016, due to the ongoing re-structuring of the EEAS security and crisis management structures.

<sup>9</sup> The role and composition of the Crisis Management Platform may change in the course of 2016, due to the ongoing re-structuring of the EEAS security and crisis management structures.

<sup>10</sup> The role and composition of the Conflict Prevention Group may change in the course of 2016, due to the ongoing re-structuring of the EEAS security and crisis management structures.

	<p>and DG DEVCO (Fragility and Resilience Unit). On a case by case basis, other actors such as civil society representatives, other EEAS thematic departments etc. are invited.</p> <p>The Conflict Prevention Group gathers and reviews early warning information, identifies early response options, develops conflict risk analysis and mainstreams conflict prevention in EU external action. It reports to the Crisis Management Board.</p> <p>Influencing the Conflict Prevention Group is best done by providing conflict analysis and policy options for the EU, channelled through the Division for Conflict Prevention, Peacebuilding and Mediation.</p>
<p>Directorate for Security Policy and Conflict Prevention</p>	<p>The Directorate consists of the Division for Peacebuilding, Conflict Prevention and Mediation (SECPOL2), the Division for Disarmament, non-proliferation and arms export control, the Division for Security Policy and Space Policy, the Division for Counter-Terrorism and the Division for Sanctions Policy.</p> <p>The Directorate contributes to the programming and management cycle of IcSP (Article 4 and 5) and is charged with integrating conflict prevention and peacebuilding in the programming of regional and country strategies.</p> <p>The Division for Conflict Prevention, Peacebuilding and Mediation (SECPOL2) is responsible for Article 4 of the IcSP Peacebuilding Partnership and the preparation of the Conflict Prevention Group. Apart from that it focuses on providing conflict analysis as a tool for geographic departments, running an early warning system and providing mediation support. They are open to co-operate with civil society. To influence the work of the division it is important to develop concrete policy recommendations as to how conflict prevention and peacebuilding can be integrated into regional strategies. These should also be presented to the regional directorates directly.</p> <p>The Division for Security Policy (SECPOL3) is programming Article 5 of the IcSP. Some are of the opinion that civil society has little to contribute to these 'hard security' issues, which is why to approach this division, detailed analysis of a conflict context, implications of measures supported by IcSP Article 5 as well as recommendations on involvement of civil society have to be prepared.</p>
<p>Directorate for Human Rights, Global and</p>	<p>This Directorate is the result of a recent merging of two former Directorates: one on Human rights and</p>

<p>Multilateral issues</p>	<p>democracy, the other one on global and multilateral issues. It includes six Divisions, which already existed under the former structure: 1) the Division for Human Rights Strategy and Policy Implementation, 2) the Division for Human Rights and Multilateral Diplomacy, 3) the Division for Democracy and Electoral Observation. 4) the Division for Global Issues, 5) the Division for Development Cooperation Coordination and 6) the Division for Multilateral Relations</p> <p>The GLOBAL.1 Division leads on gender equality and the integration of gender in human rights policies. It liaises with the Multilateral Relations division (GLOBAL.6) for Women, Peace and Security and UNSCR 1325 related issues. The Multilateral Relations division is in charge of the cooperation with other regional/international organisations (UN Women among others). Representatives of both divisions co-chair the EU Informal Task force on UNSCR 1325<sup>11</sup>.</p> <p>Considering the small team working on women, peace and security it will be difficult for them to ensure the issue is integrated into the development of regional or thematic policies. To support this process, concrete policy recommendations as to how women, peace and security can be integrated into regional strategies are helpful and should also be presented to the relevant regional directorates as well as the Directorate for Human Rights, Global and Multilateral issues.</p> <p>The division for global issues was previously involved in a Member State initiative on preventive foreign policy and integration of global issues (e.g. water, climate change) into EU foreign policy.</p> <p>The division for development cooperation coordination is providing guidance on development issues inside the EEAS and programming of development assistance. Also, they are the lead inside the EEAS for the Sustainable Development Goals.</p> <p>The Directorate also works on EU – UN relations, including UN Peace Support Operations.</p>
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<sup>11</sup> The Informal Task Force on UNSCR 1325 was set up in 2009 and meets regularly in Brussels since. It aims at increasing EU inter-institutional coordination and promoting a coherent approach to gender-related issues. It is composed of staff working on both gender equality and security issues in the EEAS, the Council Secretariat and Commission services, and is open to EU Member State participation. Civil society organisations as well as international organizations based in Brussels are invited to the Task Force meetings. An open exchange among EU Member States on national implementation of Resolution 1325 is organised once a year in view of sharing best practices and identifying joint interests, taking particularly into account difficulties encountered and lessons identified for the future. This exchange also provides a platform for civil society representatives to deliver statements on their priorities and progress made at the local and national levels related to the implementation of UNSCRs 1325, 1820 and related resolutions.

<p>Regional directorates</p>	<p>The regional directorates take the lead in programming policies for regions and individual countries.</p> <p>The regional directorates are better staffed than the thematic directorates, but their expertise and commitment to conflict prevention and peacebuilding might vary.</p> <p>It is therefore important to provide them with evidence as to why conflict matters in the respective country or region and to provide concrete recommendations as to how peacebuilding can be integrated into EU policies.</p> <p>Within the regional directorates, regional coordinators are assigned to provide a cross-border monitoring capacity; they might be of specific relevance regarding conflicts that have a cross-border dimension.</p>
<p>Crisis Management Planning Directorate (CMPD)</p>	<p>The CMPD was created following the European Council decision in 2008 to integrate civilian and military aspects of EU Common Security Defence Policy (CSDP) missions. The integration of civil and military capacities led to an imbalance between the two, with staff with military background outnumbering staff with civilian background. CMPD is responsible for the strategic planning of civilian and military CSDP missions.</p> <p>Within the CMPD, there are four departments in charge of 1) Coordination, 2) Capabilities, concepts, training and exercises 3) Integrated Strategic Planning and 4) CSDP, partnerships and agreements. The planning of the missions takes place in CMPD.3, unfortunately largely in isolation from CMPD.2 and CMPD.4. Evaluation of CSDP missions' impact and recommendations regarding their performance should therefore be submitted to all three CMPD units.</p> <p>As the CMPD is preparing different scenarios regarding EU response to crisis situations, it is useful to provide them with concise conflict analysis and policy recommendations even when the crisis is not yet imminent.</p>
<p>Civilian Planning Conduct Capability (CPCC)</p>	<p>The CPCC is responsible for the planning, deployment, conduct, and review of civilian crisis management.<sup>12</sup></p> <p>Policy advice and recommendations regarding civilian CSDP missions should be clear and concise.</p>

<sup>12</sup> Civilian crisis management is an EU term to describe non-military crisis management used in EU CSDP missions. The need to establish coordinating mechanisms for EU and EU Member States' civilian crisis management was first emphasised at the European Council meeting in December 1999 in Helsinki. At the European Council meeting in June 2000 in Feira, four priority areas for EU civilian crisis management were identified: Police; Rule of Law; Civilian Administration; Civil Protection.

<p>EU Delegations</p>	<p>Heads of delegation receive instructions from the HR/VP. In areas where the Commission exercises powers, the respective Commissioner may also issue instructions to the Delegation.</p> <p>1,931 EEAS staff work in EU Delegations. In addition, 3,447 Commission staff work in Delegations under the authority of the Head of Delegation.<sup>13</sup></p> <p>Heads of delegation are now political appointees who represent the EU in the country where the delegation is accredited. However, there have been operational problems regarding the delegation of management and financial tasks within the Delegation hierarchy and the way communication works between the Delegation, the EEAS and respective Commission services which impede the effectiveness of Delegations' work.</p> <p>At delegation level, country-specific conflict expertise is valued. To ensure that information submitted at delegation level is also received in Brussels, it should be sent to the regional divisions/units in the EEAS (thematic and regional directorates) and in DG DEVCO as well as the Division for Conflict Prevention, Peacebuilding and Mediation.</p>
<p>EU Special Representatives</p>	<p>EU special representatives (EUSRs) are appointed by the Council of the EU on a proposal from the HR/VP to whom they report directly. EUSRs are a way for the EU to increase its presence in a specific country or region as they act as a 'face' of the EU.</p> <p>At the moment, the EU has nine EUSRs covering different countries and regions. There is only one thematic mandate which is human rights. For a list of EUSRs, please click <a href="#">here</a>.</p> <p>Depending on the context in which they operate, EUSRs might be involved in shuttle diplomacy, mediation efforts and other peacebuilding initiatives. EUSRs are supported by a team of advisors who are, in general, the first contact point for civil society. Some of them are based in Brussels, others in the mandate country or region.</p>
<p>Principal Advisor on Gender and on the implementation of the United Nation Security Council Resolution 1325 on Women, Peace and Security (Gender Advisor)</p>	<p>The position of Principal Advisor on Gender and on the implementation of UNSCR 1325 on Women, Peace and Security was created in Summer 2015, following Sweden's initiative (joined by 22 other EU member states). This new position is assumed by Mara Marinaki and she reports directly to the EU Secretary General.</p>

<sup>13</sup> EEAS (April 2015) 2014 Annual Activity Report.

She has also regularly been called by PSC ambassadors to report on her work and her priorities.

Although no official mandate or communication has been made public, according to information from other press releases and official EU documents, the Gender Advisor's role is to: (1) ensure exchanges and coordination of the EU with other international, regional and national actors on policy and action related to gender and UNSCR 1325; (2) contribute to the EU's internal coordination on gender and UNSCR 1325 matters, to their enhanced visibility and to their prioritisation in the EU's external action. A Swedish gender advisor will be seconded to support her mandate as of September 2016. Ongoing changes in the structures of the EEAS might lead to her also taking the chairmanship of the EU informal Task Force for UNSCR 1325.

## European Commission – General

### Description:

The European Commission (EC) has administrative, executive, legislative and representative responsibilities. The EC refers to both the College of Commissioners, made of up one representative per Member State and the administrative body. It is headed by the President of the Commission (currently Jean-Claude Juncker), who oversees the work of the College. Each Commissioner is responsible for a policy area and decisions are adopted by the College with majority voting. The Commission is comprised of 33 directorate generals (DGs) and 11 service departments. Out of the 33 DGs, five deal with external relations: Neighbourhood and Enlargement negotiations (DG NEAR), International Cooperation and Development (DG DEVCO), the Service for Foreign Policy Instruments (FPI), Humanitarian Aid and Civil Protection (DG ECHO) and Trade. The total number of European Commission staff (in and outside the EU) is 32 966.<sup>14</sup>

The EC promotes the general interest of the Union and ensures the application of the treaties. It is often referred to as the guardian of the treaties. This means that the EC monitors the application of EU law and, if necessary, refers cases where Member States are in default of their obligations to the European Court of Justice.

The EC's legislative powers include the right to initiate legislation (it is the only EU institution with this power) which is then discussed and amended by the European Parliament and the Council of the EU. The EC is also involved throughout the whole legislative process (click [here](#) for more information on the ordinary legislative procedure). It executes EU policy in communitarised areas and is responsible for implementing and managing the EU's budget as well as for programming the work of the EU.

The EC is a bureaucratic body, meaning that it deals with the details of EU policy-making which are mainly technical. As a consequence, civil society advocacy has to be sufficiently detailed and technical for EC officials to be able to use it.

Click [here](#) to access the website of the European Commission.

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<sup>14</sup> EC staff statistics available here: [http://ec.europa.eu/civil\\_service/docs/hr\\_key\\_figures\\_2016.pdf](http://ec.europa.eu/civil_service/docs/hr_key_figures_2016.pdf) (last retrieved on 1 June 2016). This number includes temporary agents, local staff and special advisers.

## European Commission – Service for Foreign Policy Instruments (FPI)

### **Description:**

The Service for Foreign Policy Instruments (FPI) was created at the same time as the EEAS and is comprised of Commission officials from the former Directorate-General for External Relations (RELEX), among them the crisis response planners. It is responsible for the planning and financial administration of the Instrument contributing to Stability and Peace (IcSP).

The FPI is the only Commission institution that reports directly to the High Representative for Foreign Affairs and Security Policy/Vice-President of the European Commission (HR/VP) in her role as Vice-President of the Commission.

It consists of 167 people working in Brussels and in the EU delegations.<sup>15</sup> Click [here](#) to access the website of FPI.

### **Powers as set out in the Treaties, including changes after Lisbon:**

The Lisbon Treaty did not foresee the establishment of a new Commission directorate; the FPI is the outcome of the institutional struggle between the EEAS and the Commission which was interested in keeping as many staff as possible.

### **Responsibilities regarding the EU's response to conflict:**

FPI is involved in the management of the Instrument contributing to Stability and Peace (IcSP). For the IcSP, the EEAS prepares the strategy paper and multi-annual programming for Articles 4 and 5 in consultation with FPI and DEVCO. On the basis of the Strategy papers and multi-annual programming, DEVCO prepares the draft proposals for the annual action programmes for Article 5, keeping the EEAS informed. The annual action programmes for Article 4 are prepared by FPI in consultation with the EEAS. Ideas for measures to be financed under Article 3 which is not formally programmed are evaluated jointly by the EEAS and FPI (and other Commission services where relevant).

Crisis planners inside the FPI have either regional or thematic conflict policy expertise. In addition to the Brussels based staff, there are regional crisis response planning officers, which are based in delegations. They collect and analyse information on conflicts that in turn inform IcSP funding priorities.

The Unit for IcSP & Foreign Policy regulatory instruments covers all regional IcSP programmes. The Unit in charge of Common Foreign and Security Policy operations administers the flanking measures that the IcSP can provide to CSDP missions.

### **Advocacy opportunities:**

1) Programming of IcSP Articles 4 and 5 (together with the EEAS)<sup>16</sup>;

<sup>15</sup> EC staff statistics available here: [http://ec.europa.eu/civil\\_service/docs/hr\\_key\\_figures\\_2016.pdf](http://ec.europa.eu/civil_service/docs/hr_key_figures_2016.pdf) (last retrieved on 1 June 2016).

<sup>16</sup> In EU terminology, instruments are the programmes that define EU policy for a specific region or topic. They also set out the amount of money that is available to implement the policy. For instance, the European

2) Decisions regarding the use of IcSP funds (Article 3).

**Difficulties (e.g. lack of resources, ideological positions, etc.):**

**1) *Relations with the EEAS***

Co-operation between FPI and EEAS is not always running smoothly. As conflict policy expertise is now separated between the EEAS and the Commission, it is important to target both institutions.

**2) *Capacity***

Overseeing the IcSP takes up the majority of the time of FPI staff leaving comparatively little room to absorb outside input.

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Neighbourhood Instrument (ENI) is the programme that funds the implementation of the EU's Neighbourhood Policy. The programming of an instrument refers to the process of deciding how to spend the budget that has been allocated to it.

## European Commission – Directorate General for International Cooperation and Development (DG DEVCO)

### **Description:**

DG DEVCO is the Commission Directorate-General in charge of developing and implementing EU development policies through programmes and projects. It merged what used to be DG Development and the EuropeAid Cooperation Office.

DG DEVCO reports to the Commissioner for Development (currently Neven Mimica, CRO).

DG DEVCO has a staff of 3121 and includes officials in Brussels and in EU delegations.<sup>17</sup> Click [here](#) for a detailed organigramme of DG DEVCO and [here](#) to go to DG DEVCO's website.

### **Powers as set out in the Treaties, including changes after Lisbon:**

DG DEVCO is involved in the programming of and is responsible for the implementation of the following financial instruments<sup>18</sup>:

- Development Cooperation Instrument (DCI) (€19.7 billion for 2014 - 2020)
- European Development Fund (EDF) (€30.5 billion for 2014 – 2020)
- European Instrument for Democracy and Human Rights (EIDHR) (€1.3 billion for 2014 – 2020)

### **Responsibilities regarding the EU's response to conflict:**

The bulk of EU external funding is spent on development assistance through the EDF and DCI. To ensure that the EU's development assistance contributes to peacebuilding, it is important that peacebuilding and conflict prevention are integrated as eligible uses of its financial instruments and that these instruments are programmed in a conflict-sensitive way.

Regarding the abovementioned geographic instruments (DCI, EDF), DG DEVCO is cooperating with the EEAS who is in the lead for preparing:

- 1) country and regional funding allocation to determine the global financial envelope;
- 2) regional strategy papers;
- 3) country strategy papers or a partner country's national strategy paper recognised by the Commission and the EEAS services or a joint programming document prepared by the EEAS and Commission services with Member States (see European Commission & EEAS: [Global Europe: A New Approach to financing EU external action](#)).
- 4) national and regional indicative programmes

<sup>17</sup> EC staff statistics available here: [http://ec.europa.eu/civil\\_service/docs/hr\\_key\\_figures\\_2016.pdf](http://ec.europa.eu/civil_service/docs/hr_key_figures_2016.pdf) (last retrieved on 1 June 2016).

<sup>18</sup> In EU terminology, instruments are the programmes that define EU policy for a specific region or topic. They also set out the amount of money that is available to implement the policy. For instance, the European Neighbourhood Instrument (ENI) is the programme that specifies the EU's Neighbourhood Policy. The programming of an instrument refers to the process of deciding how to spend the budget that has been allocated to it.

For the abovementioned thematic instrument (EIDHR as well as thematic programmes under DCI), DG DEVCO has the leading role, including for programming, and the EEAS is consulted at each step of the process.

The annual action programmes for the different instruments are prepared by DG DEVCO with the EEAS providing input into the inter-service consultations and contributes through heads of delegation.

**Advocacy opportunities:**

Encourage the EU institutions to make use of the possibility to support conflict prevention and peacebuilding through the external action instruments. Click [here](#) for an EPLO briefing paper that provides an overview of the support for conflict prevention and peacebuilding in EU external action instruments (2014 – 2020)

**Difficulties (e.g. lack of resources, ideological positions, etc.):**

**1) Ideological**

A difficulty has been that there are policy-makers working on development – both at the European Parliament and in the Commission who do not recognise the political nature of development assistance. In addition, there are those who are working on and trying to influence EU development policy who are not aware of or do not agree with findings and new thinking on development assistance. Thus, there has been hostility towards integrating peacebuilding and development.

There are some EU policy-makers who want to revise the OECD DAC criteria for activities considered eligible uses of development assistance, including increasing money spent on military activities. EPLO’s view is that peacebuilding and development should be integrated in line with the OECD DAC criteria and does not support a revision of the criteria. It is important to emphasize that the existing eligibility criteria allow for support to a wide range of civilian conflict prevention and peacebuilding activities.

<b>Key advocacy targets (structures and individuals):</b>	<b>Status and action points</b>
Commissioner and his Cabinet	The previous Commissioner and his cabinet were open to co-operation with civil society and organised regular consultations. It will remain to be seen whether this will continue under the recently appointed Commissioner Neven Mimica.
Unit for Fragility and Resilience	Responsible for integrating concerns related to fragility into EU development assistance. The Unit is involved in programming the DCI, EDF and ENI as well as overseeing implementation. In addition, it wants to play a political role in bringing issues related to development assistance in fragile contexts higher on the political agenda within DG DEVCO. It is leading the EU’s implementation of the New Deal commitments and is in charge of the fragility assessments that DG DEVCO is working on.  To ensure that conflict is adequately integrated in the programming of the instruments, conflict analysis and policy recommendations should be submitted to the Unit

	in advance of the programming cycle.
Thematic units (such as policy coherence, aid effectiveness etc.)	<p>Provide input on thematic issues in programming. The thematic units are involved in the programming of the DCI and the EDF as well as overseeing the implementation.</p> <p>To ensure that conflict is adequately integrated in the programming of the instruments, conflict analysis and policy recommendations should be submitted to the Unit in advance of the programming cycle.</p>
Geographic units	<p>Lead on programming of regional and country strategies.</p> <p>Need to provide evidence as to why conflict affects the effectiveness of EU development assistance and how EU programmes and projects can be made conflict-sensitive.</p>

## European Commission – DG Neighbourhood Policy and Enlargement Negotiations – DG NEAR

### **Description:**

DG Neighbourhood Policy and Enlargement Negotiations (NEAR) is the Directorate General in charge of EU enlargement and neighbourhood policies. It is responsible for taking forward the EU's neighbourhood and enlargement policies.

DG NEAR reports to the Commissioner responsible for Enlargement Negotiations and European Neighbourhood Policy (currently Johannes Hahn, AUS).

DG NEAR has a staff of 1528.<sup>19</sup> Click [here](#) for a detailed organigramme of DG NEAR and [here](#) for DG NEAR's website.

### **Powers as set out in the Treaties, including changes after Lisbon:**

Lisbon Treaty changes did not affect enlargement policy and institutional set-up.

On 1 January 2015, DG Enlargement (ELARG) became NEAR, with the integration of staff previously working within DG DEVCO on neighbourhood policies.

DG NEAR's mission reads as follows:

- By implementing assistance actions in Europe's eastern and southern neighbourhood<sup>20</sup>, DG NEAR supports reform and democratic consolidation, and strengthens the prosperity, stability and security around Europe. DG NEAR helps to promote EU values, policies and interests in this region, and to contribute to developing the special relationship of the EU with its neighbouring countries.
- In the enlargement area, DG NEAR assists those countries with a perspective to join the EU in meeting the criteria defined by the Treaty of European Union and the European Council. DG NEAR closely monitors the progress of enlargement countries towards the EU and supports accession negotiations as required by the Council. The DG manages the bilateral relations of the Union with candidate<sup>21</sup> and potential<sup>22</sup> candidate countries on their path to the EU, frontloading reforms on rule of law, economic governance and public administration reform. Concerning the Western Balkans, the DG develops and implements the stabilisation and association policy of the European Union as defined by the European Council.

<sup>19</sup> EC staff statistics available here: [http://ec.europa.eu/civil\\_service/docs/hr\\_key\\_figures\\_2016.pdf](http://ec.europa.eu/civil_service/docs/hr_key_figures_2016.pdf) (last retrieved on 1 June 2016).

<sup>20</sup> In EU policy, European Neighbourhood covers Algeria, Armenia, Azerbaijan, Belarus, Egypt, Georgia, Israel, Jordan, Lebanon, Libya, Moldova, Morocco, Palestine, Syria, Tunisia and Ukraine.

<sup>21</sup> Candidate countries are still negotiating or waiting to start negotiations. This includes: Albania, the former Yugoslav Republic of Macedonia, Montenegro, Serbia, Turkey.

<sup>22</sup> Potential candidates are countries who were promised the prospect of joining when they are ready. This includes: Bosnia and Herzegovina and Kosovo.

DG NEAR also manages the bulk of the Union's financial and technical assistance to the neighbourhood and enlargement countries. It is involved in the programming of and is responsible for the implementation of the following financial instruments<sup>23</sup>:

- European Neighbourhood Instrument (ENI) (€15.4 billion for 2014 – 2020)
- Instrument for Pre-Accession Assistance II (IPA II) (€11.7 billion for 2014 – 2020)

### **Responsibilities regarding the EU's response to conflict:**

Most of the countries in the Western Balkans that are currently in the accession process have recently experienced conflict, meaning that the enlargement process deals with post-conflict societies.

There are conflicts across the EU's neighbourhood region, including active conflicts in some countries; a high risk of conflict in some parts of the Southern neighbourhood; the protracted conflicts of the Eastern neighbourhood, with high incidences of violence in some cases and the risk of violent conflict developing in others; and post-conflict transition taking place in other countries.

EU accession and neighbourhood policies can therefore contribute to peacebuilding if they are conflict-sensitive and include the promotion of peace as an objective.

### **Advocacy opportunities:**

1) Annual progress reports that assess each candidate country's progress towards meeting the criteria set out in the Stabilisation and Accession Agreement and the *acquis communautaire*. Progress reports are compiled by the relevant country units in DG Neighbourhood Policy and Enlargement Negotiations who receive input from various sources including civil society. Civil society organisations are also invited for a consultation process at delegation level and in Brussels where they can give their assessment of a country's progress regarding particular issues (democracy and rule of law, women's rights, protection of minorities etc.).

2) Similar European Neighbourhood Policy<sup>24</sup> (ENP) Progress reports are also published regularly. Building on existing legal agreements with the EU – partnership & co-operation agreements (PCAs) or association agreements (AAs) – partnership countries agree with the EU on 'ENP action plans' or 'association agendas' for Eastern partner countries. Implementation is monitored through committees set up by these agreements. Civil society organisations are also invited for a consultation process at delegation level and in Brussels where they can give their assessment of a country's progress regarding particular issues.

3) European or accession partnerships are being drafted for each candidate and potential candidate country and are reviewed periodically. They include the issues of concern in key, short-term and mid-

<sup>23</sup> In EU terminology, instruments are the programmes that define EU policy for a specific region or topic. They also set out the amount of money that is available to implement the policy. For instance, the European Neighbourhood Instrument (ENI) is the programme that specifies the EU's Neighbourhood Policy. The programming of an instrument refers to the process of deciding how to spend the budget that has been allocated to it.

<sup>24</sup> According to the November 2015 [Joint Communication on the review of the ENP](#) and the following December 2015 [Council Conclusions](#), the progress reports will no longer be made annually and simultaneously; they will be drafted based on the goals and priorities set in each partnership between the EU and the partner country and will be issued when most appropriate 'to provide the basis for a political exchange of views in the relevant high-level meetings with partner countries.'

term priorities. For an issue to receive funding under the IPA, it must fall into the partnership priorities. It is therefore very important to influence the drafting of the partnerships.

**Difficulties (e.g. lack of resources, ideological positions, etc.):**

**1) Political vs. technical**

The accession process and the measuring of countries' progress towards meeting the accession criteria is a technical process administrated by the European Commission. This means that political issues are represented as technical. As a consequence, civil society might have to present their advocacy slightly differently when it interacts with Commission representatives than when it talks to Members of the European Parliament or Member State representatives and make the link to the EU accession process.

<b>Key advocacy targets (structures and individuals):</b>	<b>Status and action points</b>
Commissioner and his cabinet	The previous Commissioner and his cabinet were open to co-operation with civil society and organised regular consultations. It will remain to be seen whether this will continue under Commissioner Johannes Hahn.
Director General	Christian Danielsson, who is the Director General for DG Neighbourhood Policy and Enlargement Negotiations, is overseeing the overall functioning of DG NEAR. He has a principal advisor for civil society and media, currently Andris Kesteris.
Unit for Strategy, Policy, Planning (A.1)	This unit deals with EU enlargement and neighbourhood policy at a strategic level. Therefore, bigger picture debate and issues of general relevance to the Enlargement process and the neighbourhood policy (i.e. not solely country specific) should be raised with this unit.
Units for Regional Programmes (B.2, C.2, D.5)	For issues of regional concern or with a regional dimension, this unit should be addressed.
Country and Geographical Coordination units (A.5, B.1, B.4, C.1, D.1, D.2, D.3, D.4)	<p>The country units lead on the development of country reports and some of the officials in the units travel to the respective country on a regular basis, meaning that they are the link between the EU presence at delegation level and Brussels. They also link up regularly with the officials inside the EEAS who work on the relevant countries.</p> <p>To input into their work, civil society should prepare details analysis and recommendations regarding the political situation in the country concerned; special reference to the stage in which the country is within the EU accession process is useful for enlargement countries.</p>
Unit for Institution Building, Taiex and Twinning (C.3)	Both Taiex and Twinning are capacity building programmes that aim to improve co-operation between the EU and third countries through approximation of standards. Taiex is funded through the ENI and therefore applies only to countries in the EU's neighbourhood, while Twinning programmes are developed both for

accession and neighbourhood countries (financed through IPA and ENI respectively).

Civil society can provide comments on existing Twinning programmes as well as prepare suggestions regarding possible programmes focused on reconciliation and peacebuilding.

## European Commission – DG Trade

### **Description:**

DG Trade is the Commission Directorate General in charge of EU trade policy (meaning trade between the EU and third countries, not inside the EU).

DG Trade reports to the Commissioner responsible for Trade (currently Cecilia Malmström, SE).

DG Trade has a staff of 697.<sup>25</sup> Please click [here](#) for a detailed organigramme of DG Trade and [here](#) to visit DG Trade's website.

### **Powers as set out in the Treaties, including changes after Lisbon:**

DG Trade is responsible for the common commercial policy (CCP), which includes foreign direct investment, trade in goods and services, and trade-related intellectual property rights as well as external trade. With the Lisbon Treaty, CCP is integrated into the field of EU external action and Art. 207 (1) requires that "the common commercial policy shall be conducted in the context of the principles and objectives of the Union's external action," which among others is the promotion of peace.

### **Responsibilities regarding the EU's response to conflict:**

DG Trade is developing the standards for EU trade and investment policy and is in charge of negotiating and preparing trade and investment agreements with third countries.

There is a risk that trade and investment have a negative impact on conflict dynamics in third countries, due to the unequal distribution of resources, the often unaccountable nature of foreign business actors and investors and the possibly negative social and environmental impacts of large scale investments. Therefore, the legislative framework applicable to trade and investment policy which is developed by DG Trade has to contain safeguards regarding conflict, human rights and environmental protection.

In addition, trade and investment has a potential to support peacebuilding, by incentivising interaction across the conflict divide and providing employment. In order for this to be the case, however, peacebuilding has to be a defined objective of trade and investment.

### **Advocacy opportunities:**

1) Preparation of trade and investment agreements with third countries.

Before DG Trade can start negotiating a trade or investment agreement with a third country, it has to be authorised by the Council of the EU which provides DG Trade with a mandate for each of the agreements in which the objectives of the negotiation and the following agreement are detailed. The negotiation itself is not public.

2) Development and revisions of standards related to trade and international investment policy.

As foreign direct investment has become part of the common commercial policy with the coming into

<sup>25</sup> EC staff statistics available here: [http://ec.europa.eu/civil\\_service/docs/hr\\_key\\_figures\\_2016.pdf](http://ec.europa.eu/civil_service/docs/hr_key_figures_2016.pdf) (last retrieved on 1 June 2016).

force of the Lisbon Treaty, DG Trade is responsible for developing standards which have to be included in all investment treaties that are adopted between the EU and third countries. At the same time, DG Trade is revising some of its normative standards regarding trade policy, for instance the human rights clause that is integrated in all trade agreements the EU has with third countries.

3) Administration of trade and investment agreements.

For instance, the EU's trade relations with developing countries are conducted in the form of Economic Partnership Agreements (EPAs) which have been criticised for the negative impact they have on economic development and social justice in developing countries.

**Difficulties (e.g. lack of resources, ideological positions, etc.):**

**1) Ideological position**

Officials in DG Trade are often trained economists with little or no experience in assessing the non-economic impact of EU common commercial policy. In addition, they are resistant to acknowledge that trade policy should support other objectives of EU external action as laid out in the Lisbon Treaty, a position which is backed by many EU Member States.

**2) Position of DG Trade**

DG Trade is the most powerful of the external action DGs due to the powers that Member States have granted it by being able to negotiate agreements and because it represents the economic interest of Member States in external action. This means that other DGs that may support conflict prevention and peacebuilding do not have the same weight in internal Commission negotiations as DG Trade has. It is therefore very difficult to influence DG Trade as it rejects the role of the EEAS in coordinating overall EU external action and trade is not considered to be part of the EU's Comprehensive Approach to external conflict and crises.

<b>Key advocacy targets (structures and individuals):</b>	<b>Status and action points</b>
Commissioner and his cabinet	The previous Trade Commissioners have organised regular civil society consultations which have been criticised by civil society for their limited usefulness and impact.
Directorate B Services and investment,	Deals with general matters regarding services and investment.  Provide concrete examples how trade and/or investment impacts on conflict dynamics in respective country or region; also, it would be useful to demonstrate why conflict can be a risk to investment and trade.
Directorate C Bilateral trade relations with Asia and Latin America	Deals with general matters regarding EU trade with Far East, South and South East Asia, Australia, New Zealand, and Latin America.  Provide concrete examples how trade and/or investment impacts on conflict dynamics in respective country or region; also, it would be useful to demonstrate why conflict can be a risk to investment and trade.

<p>Directorate D Sustainable development and EPAs</p>	<p>Deals with the relation between trade and developments and is responsible for EPAs.</p> <p>Provide examples of the impact of EPAs on development objectives and recommendations as to how EPAs could be used to promote peace.</p>
<p>Directorate E Bilateral trade relations with Neighbouring countries, USA and Canada</p>	<p>Deals with general matters regarding EU trade with North America, South Mediterranean and Middle East, Russia, Common Wealth of Independent States (CIS), Ukraine, Western Balkans, European Free Trade Association (EFTA), European Economic Area (EEA) and Turkey.</p> <p>Provide concrete examples how trade and/or investment impacts on conflict dynamics in respective country or region; also, it would be useful to demonstrate why conflict can be a risk to investment and trade.</p>

# European Parliament

## Description:

The European Parliament (EP) is the only directly elected body of the EU. The 751 Members of the European Parliament (MEPs) are elected once every five years. The EP elects a President at the beginning of the term (currently Martin Schulz, S&D, Germany). In one legislative period, two Presidents serve for a two and a half year term each, which is usually divide between the two biggest political party groups.

The Members of the European Parliament sit in political groups which are not organised by nationality, but by political affiliation. There are currently 8 political groups in the European Parliament (listed according to group size):

- [Group of the European People's Party \(EPP\)](#)
- [Group of the Progressive Alliance of Socialists and Democrats in the European Parliament \(S&D\)](#)
- [European Conservatives and Reformists Group \(ECR\)](#)
- [Group of the Alliance of Liberals and Democrats for Europe \(ALDE\)](#)
- [European United Left/Nordic Green Left \(GUE/NGL\)](#)
- [Group of the Greens/European Free Alliance \(Greens/EFA\)](#)
- [Europe of Freedom and Direct Democracy \(EEFD\)](#)
- [Europe of Nations and Freedom \(ENF\)](#)

Some MEPs (16) are currently not aligned with a group.

EP work is done through the committees. At the moment there are 20 standing committees, two sub-committees and one special committee. A committee consists of between 24 and 71 MEPs, and has a chair and a secretariat. The political make-up of the committees reflects that of the plenary assembly.

Please click [here](#) for a list of committees.

MEPs coordinate their positions within the political groups with one or two group members acting as coordinators for a specific committee.

Please click [here](#) to access the European Parliament's website.

## Powers as set out in the Treaties, including changes after Lisbon:

The EP has legislative, budgetary and supervisory powers.

The EP is the co-legislator, together with the Council. This means it can accept, amend or reject the content of European legislation and adopt European laws (directives, regulations etc.). Different from national parliaments, the EP cannot initiate legislation, a prerogative which is limited to the European Commission. The EP can, however, ask the Commission to present a legislative proposal on a certain issue.

The powers of the EP to shape EU policy depend on the policy area. In most areas under Community competence (e.g. development policy, issues related to the customs union, competition policy, internal market, agriculture and fisheries policy etc.), decisions are made applying the ordinary decision-making

procedure (previously referred to as co-decision procedure), granting equal rights to the Council and the EP in the decision-making process. Please click [here](#) for more information on the ordinary decision-making procedure.

In areas related to Common Foreign and Security Policy (CFSP) however, no legislative decisions are adopted and the Council is the main decision-maker, meaning that the European Parliament either only has to be informed or has to consent to the decision.

The EP has budgetary authority, as it co-decides on all expenditure. It often uses its budgetary powers to influence decisions that do not normally fall within the remit of the EP's power (for instance, the discussion about the structure of the EEAS in the course of 2010).

The EP exercises its supervisory powers mainly through the submission of oral or written questions to Commissioners and High Representative for Foreign Affairs and Security Policy/Vice-President of the European Commission (HR/VP) and its public hearings with them. The EP formally elects the President of the Commission who is proposed to the EP by the European Council.

### **Responsibilities regarding the EU's response to conflict:**

The co-decision procedure applies to the following policy areas with relevance to conflict:

- development policy;
- political framework for common commercial policy (meaning the policy framework that defines how common commercial policy should be implemented, not individual trade or investment agreements).

The EP has to consent to or be consulted in matters related to the conclusion of international agreements e.g. accession, trade or investment agreements.

Regarding CFSP, the EP only has to be consulted. The EP may put questions and make recommendations to the HR/VP and the Council. Twice a year, the HR/VP presents the Parliament with a consultative document on the main aspects and basic choices of the Common Foreign and Security Policy (CFSP) and Common Security and Defence Policy (CSDP) and their financial implications. The HR/VP regularly attends plenary debates on CFSP.

Through the Committee on Foreign Affairs (AFET) and the Committee on Development (DEVE), the EP has regular contact with the HR/VP and senior EEAS staff as well as Commissioners. They can raise matters related to conflict in written or oral questions or during hearings with EEAS and Commission officials.

### **Advocacy opportunities:**

- 1) Co-legislation process (in policy areas where this procedure is applied);
- 2) Drafting of EP reports and resolutions (in the area of CFSP, these do not have legislative character);
- 3) Committee hearings (providing evidence on specific topics);
- 4) Written/oral questions of MEPs to HR/VP or Commissioners.

For more detailed information, please see section on key advocacy targets and action points below.

### **Difficulties (e.g. lack of resources, ideological positions, etc.):**

### **1) Ideological positions**

This depends on group affiliation and/or EP committees, with some MEPs either not being supportive of the EU playing a role in foreign policy and others not being supportive and or interested in peacebuilding. As a result of the rise of protest parties on the left and especially on the right in the 2014 elections, the two political groups in the centre (EPP, S&D) have built an informal grand coalition which may make it more difficult for conflict prevention and peacebuilding to be integrated into the EP's position.

### **2) Engagement**

There is a discrepancy between MEPs that are very active and involved in various initiatives and policy areas, whereas others keep their activity to a minimum. MEPs interested in peacebuilding are more likely to belong to the first category which means that they might be thinly spread over a number of areas and have a busy schedule, making co-operation sometimes difficult.

### **3) Influence**

While MEPs can be very useful in bringing and keeping items on the political agenda, their actual influence on Common Foreign and Security Policy (CFSP) is limited.

<b>Key advocacy targets (structures and individuals):</b>	<b>Status and action points</b>
Group of European People's Party (EPP)	Biggest political group in the EP, bringing together centre-right parties from EU Member States. The German CDU/CSU is the largest national delegation.
Group of the Progressive Alliance of Socialists and Democrats (S&D)	Group of centre-left parties from EU Member States. While they should be natural peacebuilding allies, in the last parliamentary term, there has not been much co-operation with the group. The Italian S&D is the largest national delegation.
European Conservatives and Reformists Group (ECR)	Group bringing together Eurosceptic/conservative parties from EU Member States. As peacebuilding effectiveness often depends on the EU finding a common approach and therefore more integration, they may not be primary targets. The British Conservative party and the Polish Law & Justice Party are the largest national delegations.
Group of the Alliance of Liberals and Democrats (ALDE)	While it has lost its status as kingmaker, ALDE is the political group that has won most votes so far. It is often reinforcing the grand coalition. Certain MEPs take a particular interest in foreign affairs in general and not necessarily peacebuilding specifically. Spanish, Dutch and French parties form the biggest national delegations.
Group of the United Europe Left - Nordic Green Left (GUE/NGL)	Open to co-operation with civil society. They have been strong supporters of the purist approach to development assistance, which could be seen in the discussions on the establishment of the EEAS. Their opposition to the EU developing military capabilities often makes it impossible for them to take a refined position regarding CFSP and CSDP in particular, which might have negative consequences for the peacebuilding agenda. The

	Spanish delegation is the largest one.
Group of the Greens/European Free Alliance (Greens/EFA)	Group with so far the biggest interest in issues related to peacebuilding and conflict prevention; open to co-operation with civil society. The German Green Party is the biggest national delegation.
Europe of Freedom and Direct Democracy (EFDD)	Group bringing together representatives from extreme right-wing parties in EU Member States. Certain civil society organisations do not interact with them due to racist ideology of some of their members. The British UKIP party is by far the biggest national delegation.
Europe of Nations and Freedom (ENF)	Group bringing together representatives from extreme right-wing parties with a strong euro-scepticism agenda. The group is mainly composed of French <i>Front National</i> MEPs, as well as Italian, Austrian and Dutch MEPs.
Group coordinators	<p>Each political group nominates one or two MEPs as coordinators for a specific committee. They are responsible for finding a common position before committee or plenary voting and are therefore key advocacy targets:</p> <p><a href="#">Group coordinators EPP</a>  <a href="#">Group coordinators S&amp;D</a>  <a href="#">Group coordinators ECR</a>  <a href="#">Group coordinators GUE/NGL</a>  <a href="#">Group coordinators ALDE</a>  <a href="#">Group coordinators Greens/EFA</a>  <a href="#">Group coordinators EFDD</a></p>
Committee on Foreign Affairs (AFET)	<p>EP Committee responsible for foreign affairs, they have a regular exchange with representatives from the EEAS and Commission bodies with responsibility to external affairs. The current AFET chair is Elmar Brok (EPP/Germany).</p> <p>As EP decision-making powers in relation to foreign affairs is limited, AFET is mainly monitoring and commenting on EU foreign policy (CFSP, CSDP, EU relations with third countries, EU relations with international bodies) and prepares EP positions on foreign policy issues in the format of reports and resolutions that are non-binding.</p> <p>The Committee also coordinates the work of joint parliamentary committees and parliamentary co-operation committees as well as that of the interparliamentary delegations, ad hoc delegations and election observation missions that fall within its remit.</p> <p>To influence the committee, briefings pertinent to AFET's agenda, suggestions for amendments on EP reports and</p>

	<p>proposals should be sent firstly to the committee chair, group coordinators and individual MEPs with responsibility regarding the file.</p> <p>Click <a href="#">here</a> to access AFET's website.</p>
<p>Sub-committee on Human Rights (DROI)</p>	<p>Sub-committee of AFET concerned with human rights, the protection of minorities and the promotion of democratic values in third countries. The current DROI chair is Elena Valenciano (S&amp;D/Spain).</p> <p>To influence the committee, briefings pertinent to DROI's agenda, suggestions for amendments on EP reports and proposals should be sent firstly to the committee chair, group coordinators and individual MEPs with responsibility regarding the file.</p> <p>Click <a href="#">here</a> to access DROI's website.</p>
<p>Sub-committee on Security and Defence (SEDE)</p>	<p>Sub-committee of AFET concerned with Common Foreign Security Policy and Common Security and Defence Policy. The current SEDE chair is Anna Elżbieta Fotyga (ECR/Poland).</p> <p>In the past, this committee predominantly focused on military CSDP and defence issues leaving little room to engage with it on issues related to conflict and wider security concerns not related to military equipment and the defence industry. For now, it seems as if this will continue.</p> <p>Click <a href="#">here</a> to access SEDE's website.</p>
<p>Committee on Development (DEVE)</p>	<p>Committee with responsibility for the implementation and monitoring of EU development policy, matters related to ACP-EU relations and election observation missions, as well as interparliamentary delegations and ad hoc delegations falling within its remit. The current DEVE chair is Linda McAvan (S&amp;D/UK).</p> <p>As the EP is co-legislator in development policy, DEVE prepares the EP's position before plenary votes on legislative proposals. Many DEVE members do not recognise the political nature of development and understand it as primarily technical support. Therefore, they are less open to arguments such as the integration of peacebuilding and development.</p> <p>To influence the Committee, briefings pertinent to DEVE's agenda, suggestions for amendments on EP reports and proposals should be sent firstly to the committee chair, group coordinators and individual MEPs with responsibility regarding the file.</p>

	<p>Click <a href="#">here</a> to access DEVE's website</p>
<p>Committee on Women's Rights and Gender Equality (FEMM)</p>	<p>FEMM is the committee responsible for promoting and monitoring women's rights and gender equality inside and outside the EU. Areas of work reach from equality between men and women with regard to labour market opportunities and follow-up and implementation of international agreements and conventions involving the rights of women. The current FEMM chair is Iratxe García Pérez (S&amp;D/Spain).</p> <p>Depending on the policy area (i.e. inside or outside the EU) FEMM prepares the EP's position before plenary votes on legislative proposals.</p> <p>To influence the Committee, briefings pertinent to FEMM's agenda, suggestions for amendments on EP reports and proposals should be sent firstly to the committee chair, group coordinators and individual MEPs with responsibility regarding the file.</p> <p>Click <a href="#">here</a> to access FEMM's website.</p>
<p>International Trade (INTA)</p>	<p>INTA is the committee following the EU's common commercial policy including financial, economic and trade relations with third countries and regional organisations and international organisations. The current INTA chair is Bernd Lange (S&amp;D, Germany).</p> <p>INTA prepares the EP's position on consenting to investment or trade agreements.</p> <p>To influence the Committee, briefings pertinent to INTA's agenda, suggestions for amendments on EP reports and proposals should be sent firstly to the committee chair, group coordinators and individual MEPs with responsibility regarding the file.</p> <p>Click <a href="#">here</a> to access INTA's website.</p>
<p>Committee secretariats</p>	<p>Each committee is supported by a secretariat which prepares agendas, minutes and supports the work of the Committee chairperson.</p> <p>The secretariat will also support the work of a rapporteur who is drafting a report on a specific issue.</p> <p>To obtain information about a Committee's work plan, issues to be discussed in the next meetings, etc. it is good to be in touch with the committee secretariats.</p>
	<p>For each legislative piece that is discussed in the EP, the</p>

<p>Rapporteurs</p>	<p>lead committee dealing with the policy area concerned assigns a rapporteur who is responsible for collecting amendments from all parliamentary groups and for preparing the vote in the plenary.</p> <p>The remaining groups may appoint a shadow rapporteur who is following the legislative process on behalf of the group.</p> <p>In the past there have been standing rapporteurs for all the external action instruments (such as the IcSP) who were following the work of the Commission, prepared reports and represented the EP in the tripartite negotiations on the instrument. In the current legislative period, these positions have ceased to exist.</p> <p>To influence the legislative process, it is important to provide detailed recommendations on the legislative text and submit it to the rapporteur as well as to the shadow rapporteurs.</p>
<p>Delegations</p>	<p>The EP has various delegations with parliaments in European and non-European countries, as well as to parliamentary assemblies. They aim at maintaining and developing the EP's international contacts and are composed of MEPs with a specific interest in the respective country or region.</p> <p>For a list of EP delegations, please click <a href="#">here</a>.</p>

## Member States

### Description:

Member States are represented in EU policy through the European Council and the Council of the European Union, which is the most powerful decision-making body in the EU. However, Member States also influence EU policy and its implementation by seconding staff to the EEAS, Commission or CSDP missions as well as making decisions in other European bodies such as the European Investment Bank (see below).

### Powers as set out in the Treaties, including changes after Lisbon:

The Treaty of Lisbon did not change the Member States' prerogative in defining Common Foreign Security Policy (CFSP). The Treaty instead reiterates that decisions under CFSP should be made by the European Council and the Council alone, with limited (or no) influence from the European Parliament or the European Commission. Decisions taken under CFSP also do not fall under the jurisdiction of the European Court Of Justice.

As the transfer of power from national to European level has not been matched with increasing oversight at the level of the European Parliament, several national parliaments have established EU affairs committees and/or have put in place some rules that make the consultation and consent of national parliaments necessary. The Lisbon Treaty strengthened oversight by national parliaments by providing them with the right to preview legislative acts, access information etc. (Article 12 TEU and Protocol no 1 and 2).

In policy areas that are under Community competence (development policy, issues related to the customs union, competition policy, internal market, agriculture and fisheries policy etc.), Member States represented by the Council of the EU are co-legislators with the European Parliament.

### Responsibilities regarding the EU's response to conflict:

As main decision makers in CFSP and co-decision makers in other policy areas, Member States define the key aspects of the EU's response to conflict.

### Advocacy opportunities:

- 1) Preparation of Council Decisions and Council Conclusions;
- 2) Contribution to EU foreign policy in the Council working groups/parties/committees (development of e.g. policy guidance, regional strategies etc.);
- 3) Co-decision making process (e.g. Multi-annual financial framework).

### Difficulties (e.g. lack of resources, ideological positions, etc.):

#### **1) Ideological positions**

Depending on the Member State and the respective government, there might be ideological obstacles to engagement at EU level and/or peacebuilding. Much of this has to do with the different approaches

to security and the fact that while some Member States base their policies on a human security approach, others perceive security to be based on narrowly defined state security.

**2) Transparency**

Although the Lisbon Treaty has made it easier for national parliaments to obtain information as to what is currently been discussed, it is difficult for civil society organisations that are not based in Brussels to be aware of the negotiations and processes that are currently underway.

**3) Lack of consistency**

Member States might not be interested in increasing coherence between their own foreign policy and that of the EU because they do not want to be involved in a time-consuming process of co-ordination or they might benefit from a weak EU presence in a given context. Also, other Member States’ policies, such as immigration policy might contradict what the EU is doing in external affairs. In addition domestic pressures might lead Member States to support damaging policies within the EU.

**4) Staffing**

Some Member States do not have sufficient numbers of diplomats and officials dedicated to EU affairs. In some cases, the calibre of representatives in Brussels is very low to the point that it has a seriously detrimental effect on EU policy-making (whereas, conversely, in other cases it is very high, with good people attracted to working on EU policies).

<b>Key advocacy targets (structures and individuals):</b>	<b>Status and action points</b>
National parliamentary committees on EU matters	<p>Set up to monitor national governments’ activity at EU level. Success and quality of oversight mechanism will depend on the committee’s ability to get involved in the legislative process early on, i.e. before the Council working groups/parties/committees have prepared a decision.</p> <p>To support national parliaments to exercise their accountability role, civil society should provide input on issues of relevance to peacebuilding discussed at EU level and highlight opportunities for national parliaments to be involved.</p>
Units/Directorates in Foreign Ministries dealing with EU issues	<p>They are liaising with the Member State’s representatives in the Permanent Representations to the EU to ensure that the policies developed in Brussels are in agreement with the capitals.</p> <p>To provide input into EU decision-making, civil society should raise issues of relevance to peacebuilding discussed at EU level with the respective directorates and discuss the positions taken in Brussels.</p>
Foreign Ministry	<p>Member States’ foreign ministries are in charge of instructing the national representatives taking part in Council working groups/parties/committees, PSC Ambassadors, and in preparing Foreign Affairs Council meetings. At the same time, they are responsible for ensuring that national foreign policy is in line with what has been agreed at EU level.</p>

	<p>To provide input into EU decision-making, civil society should raise issues of relevance to peacebuilding discussed at EU level with the respective directorates and discuss the positions taken in Brussels. Often, a follow up at the Permanent Representation in Brussels is useful to ensure that the recommendations reach the relevant people.</p>
<p>Chancellery, President's office etc.</p>	<p>Depending on the Member State, there may be other parts of government that contribute to EU foreign policy making, such as the Chancellery or the President's office that have to be targeted to influence a Member State's contribution at the EU level.</p>
<p>Development Ministry</p>	<p>Member States' development ministries are charged with following EU policy on development and liaising with the permanent representations of EU Member States on the issue, which has relevance for the working group charged with development co-operation as well as for geographic working groups and the FAC.</p> <p>To provide input into EU decision-making, civil society should raise issues of relevance to peacebuilding discussed at EU level with the respective directorates and discuss the positions taken in Brussels. Often, a follow up at the Permanent Representation in Brussels is useful to ensure that the recommendations reach the relevant people.</p>

## European Investment Bank (EIB)

### Description:

The EIB is the EU's public lending bank. It provides funds on favourable terms for projects in support of EU policy objectives (a total of EUR 77bn in 2014). It is owned by EU Member States and raises money on capital markets by issuing bonds. The EIB's Board of Governors is made up of Finance Ministers of Member States who meet once a year. The Board of Directors, which oversees the EIB's projects and makes policy decisions, consists of representatives of Member States and the European Commission (DG ECFIN).

The EIB's loans are provided for projects that support EU policy objectives: more than 90% of EIB activity is focused on Europe and the remainder supports the EU's external and development policies. The EIB is currently lending to the enlargement countries, countries of the southern and eastern neighbourhood, Russia, African, Caribbean and Pacific countries, South Africa, Asia, Latin America and Central Asia.

Loans are guaranteed either in the form of projects or through intermediary lending to banks and financial institutions. For certain projects the EIB accepts more credit risk than a financial organisation operating commercially if this increases its added-value in supporting EU policies.

Click [here](#) to visit the EIB's website.

### Powers as set out in the Treaties, including changes after Lisbon:

The EIB supports projects and measures that are submitted to them for consideration either by a project promoter (i.e. a company) or a Member State (in the case of projects planned inside the EU).

All project applications are submitted to the Commission which delivers its opinions within two months. The European Commission (DG ECFIN) coordinates the delivery of a Commission opinion and, thereafter, the EIB assesses the project's admissibility according to their financial, environmental and social criteria. Once the project has passed the screening process, it is forwarded to the Board of Directors who makes the final decision.

### Responsibilities regarding the EU's response to conflict:

The EIB may fund measures necessary for the implementation of EU policy objectives. A European Court of Justice (ECJ) ruling from 2008 confirmed that outside the EU, the EIB should be guided by the EU's development objectives. In its funding outside the EU, the EIB acts within the framework of the respective EU policy, e.g. the European Neighbourhood Policy for countries in the EU's neighbourhood, or the Stabilisation and Association Process for candidate countries. This means that it is guided by the respective regional and country strategy papers that are in place for the country concerned.

The amount of the EIB's lending in third countries is comparable to what the EU spends on development assistance per annum. This being the case, it needs to be ensured that EIB funding contributes to peace and does not fuel conflict. This is especially important where the EIB is supporting large-scale infrastructure projects, such as the construction of roads, dams or electricity plants, which

potentially have a big social and environmental footprint.

**Advocacy opportunities:**

- 1) Ongoing development and review of specific (but voluntary) guidance on conflict sensitivity
- 2) Development or revision of sectorial policies
- 3) Annual meeting between civil society and EIB Board of Directors
- 4) Consideration of EIB's annual report by the Council of the EU and the European Parliament

**Difficulties (e.g. lack of resources, ideological positions):**

**1) Ideological position and expertise**

Most EIB staff assessing and monitoring projects are economists who judge the financial viability of a project but have no expertise or tools to go beyond this to assess the social and environmental impact or the conflict risks related to a project.

The Board of Directors, which brings together Member State representatives from Finance Ministries, is primarily concerned with economic characteristics of a project and has little or no consideration for other issues related to a loan.

**2) Capacity**

At the moment, the Bank employs three social development specialists and one environmental expert, who are involved in assessing the project applications (i.e. applying the EIB's social and environmental standards and principles) and monitoring the projects that have already been approved. They are thus each working on approximately 10 projects at any given time. It may be that personnel working on social and environmental issues are sidelined within the EIB and that their input on projects is of secondary importance.

**3) Member States**

As many beneficiaries of EIB loans are European companies, Member States may be disinclined to block certain projects, either because a national company is involved in executing the project or because they fear that by blocking a project that would benefit business in another Member State, they risk retaliation the next time a project is proposed by a promoter from their country.

## European Court of Auditors (ECA)

### Description:

The ECA is the EU institution that audits the EU's finances. It checks that EU funds are correctly accounted for, are raised and spent in accordance with the relevant rules and regulations and have achieved value for money.

It is made up of a college of 28 members, one from each Member State. The members are appointed by the Council of the EU after consultation with the European Parliament for a renewable term of six years. The ECA is organised into five chambers, to which Members and audit staff are assigned. There are four chambers with responsibility for the audit of the different areas of EU expenditure and for revenue, together with a horizontal chamber - the CEAD - responsible for coordination, evaluation, assurance and development. The ECA has around 900 staff in audit, translation and administration.

Click [here](#) to visit ECA's website.

### Powers as set out in the Treaties, including changes after Lisbon:

The ECA audits the budget in terms of both revenue and spending. The results of the ECA's work are used by the European Commission, the European Parliament, the Council of the EU and the Member States to oversee the management of the EU budget. It thus provides an important basis for the annual discharge, a procedure in which the Parliament decides, on the basis of a recommendation from the Council, whether the Commission has satisfactorily implemented the previous year's budget.

The ECA carries out the following audits:

- financial audits: on the reliability of accounts and the legality and regularity of transactions. Financial audits are generally required by legislation on an annual basis.
- compliance audits: assessment of whether transactions (income or spending) or systems of specific budgetary areas comply with the rules and regulations governing them.
- performance audits: on the soundness of financial management (including value for money) in specific management or budgetary topics, often covering a number of financial years.

Financial audits are generally required by legislation on an annual basis, performance and compliance audit topics are selected at the ECA's discretion on the basis of criteria such as risk of irregularity or poor performance, potential for improvement and public interest.

### Responsibilities regarding the EU's response to conflict:

As part of its performance audits, the ECA assesses activities undertaken in EU external action which often relate to the EU's response to conflict. In its annual work programme, the ECA lists the different policy areas and issues it will examine. For 2016, the following EU activities will be covered:

- EU assistance to Ukraine
- Strengthening administrative capacity in the former Yugoslav Republic of Macedonia
- Strengthening administrative capacity in Montenegro
- ECHO support to populations affected by conflicts in the African Great Lakes region

- EU assistance to Moldova
- Meta-audit on the effectiveness of pre-accession assistance in the Western Balkans

In previous years, the ECA has produced very succinct and detailed accounts of the implementation of EU policies in third countries that provided useful evidence for advocacy on EU, conflict and peace. Examples include:

- [EU Cooperation with Egypt in the field of governance](#) (2013)
- [European Union Assistance to Kosovo related to the rule of law](#) (2012)
- [The efficiency and effectiveness of EU contributions channelled through UN Organisations in conflict-affected countries](#) (2011)

**Advocacy opportunities:**

- 1) Use ECA reports to highlight shortcomings in the EU's policies or activities in conflict-affected countries
- 2) Raise policy areas or activities that should be considered in a performance audit due to irregularities or inefficiencies with the ECA or actors that can propose issues to be considered by the ECA (Member States and MEP)

**Difficulties (e.g. lack of resources, ideological positions, etc.):**

***Role of the ECA.***

While the ECA supports the discussion and usage of its reports, it is very sensitive to how it is being perceived by other EU institutions. Officials from the ECA are therefore hesitant to engage in policy or advocacy discussions and do not want to be seen to be influenced by outside actors, such as civil society.

## EU Agencies

### European Union Institute for Security Studies (EUISS)

#### **Description:**

The EUISS is an agency of the EU which was set up by the [Council Joint Action of 20 July 2001](#) (since then revised by a [Council Decision of 10 February 2014](#)) and was inaugurated in January 2002. It operates under the Common Foreign and Security Policy (CFSP).

The Institute is funded by EU Member States, according to a GNP-based cost-sharing formula and is based in Paris.

The EUISS has an annual budget of ca € 4 million from the EU Member States and is governed by two administrative bodies:

- The Political and Security Committee (PSC) – exercises political supervision
- The Board (composed of one representative appointed by each Member State, one appointed by the Commission and chaired by the High Representative for Foreign Affairs and Security Policy/Vice-President of the European Commission (HR/VP) – lays down budgetary and administrative rules and approves the work programme

#### **Powers as set out in the Treaties, including changes after Lisbon:**

The mission of the EUISS is to 'contribute, in close cooperation with Member States, to the development of EU strategic thinking in the field of the Union's common foreign and security policy (CFSP) and common security and defence policy (CSDP), including conflict prevention and peace-building, as well as in the field of other external action of the Union, with a view to strengthening the EU's analysis, foresight and networking capacity in external action.'<sup>26</sup>

The EUISS has close links with the Council of the EU (PSC exercises political supervision) but is supposed to work independently.

#### **Responsibilities regarding the EU's response to conflict:**

The EUISS researches security issues of relevance for the EU and provides a forum for debate around these issues. As an EU agency, it also offers analyses and forecasting to the HR/VP.

The EUISS issues a number of different publications, among them the [Chaillot Papers](#) which deal with all subjects of current relevance to the Union's security, [Occasional Papers](#), [Reports](#) of EUISS research projects and events as well as [Policy Briefs](#) and [books](#).

Through the publications and events, the EUISS is shaping the debate around EU CFSP and thereby influences the EU's response to conflict.

<sup>26</sup> [Council Decision 2014/75/CFSP on the European Institute for Security Studies](#), 10 February 2014

**Advocacy opportunities:**

The EUISS is not a policy-maker itself, but it influences the policy debate around issues of conflict and security. Therefore, increasing the peacebuilding approach in their research and analysis would impact on the policy discussions at EU level.

With the current EUISS Director, the EUISS has been revived resulting in a huge increase in the quality and quantity of work and analysis, which has made it more important.

**Difficulties (e.g. lack of resources, ideological positions, etc.):*****Focus***

Within the EUISS, the work on CFSP and CSDP has tended to focus on military and defence-related aspects. While they were open to co-operation on the civilian side, there was no particularly strong institutional interest in conflict prevention and peacebuilding. However this may change with the explicit inclusion of conflict prevention and peacebuilding in the mission of the institute through a Council Decision in 2014

**European Defence Agency (EDA)****Description:**

The EDA was established in 2004 to support the Council in improving the EU's defence capabilities within the Common Security and Defence Policy (CSDP).

The High Representative for Foreign Affairs and Security Policy/Vice-President of the European Commission (HR/VP) is the head of the EDA and operates as a link between the agency and the Council. The Council, meeting at the level of defence ministers should issue guidelines that inform the EDA's work. Since 1 February 2015, Jorge Domecq is the Chief Executive of the EDA.

Click [here](#) to access the EDA's website.

**Powers as set out in the Treaties, including changes after Lisbon:**

The Agency shall identify operational requirements, shall promote measures to satisfy those requirements, shall contribute to identifying and, where appropriate, implementing any measure needed to strengthen the industrial and technological base of the defence sector, shall participate in defining a European capabilities and armaments policy, and shall assist the Council in evaluating the improvement of military capabilities.

**Responsibilities regarding the EU's response to conflict:**

The EDA is responsible for the military aspects of EU defence policy and is the lead agency tasked with co-ordinating the pooling and sharing initiative for military capabilities inside the EU.

**Advocacy opportunities:**

While there are no advocacy opportunities at the EDA per se, the fact that there is an agency dedicated to increasing the EU's military capacity with a budget of € 30,5 million in 2016 could be used to raise the issue of strengthening the EU's civilian capacity and highlight that the EU's comparative advantage lies in civilian and not military response to conflict.

**Difficulties (e.g. lack of resources, ideological positions, etc.):****1) Ideological positions:**

The EDA has had strong military focus. Although it is now headed by Jorge Domecq, a Spanish career diplomat who worked on multilateral affairs, including with NATO and the OSCE, the EDA's staff is mostly of military background and, to date, has not shown much interest in or awareness of issues related to peacebuilding.

**2) Proximity to defence companies**

The EDA often represents the interests of European defence companies who are lobbying to attain more funding, for instance from EU funding for research and innovation, especially as EU Member States cut their defence budgets.

## Other:

### European Ombudsman

#### Description:

The European Ombudsman is an EU body that investigates complaints about maladministration in the institutions and bodies of the European Union. Any citizen or resident of the EU, or business, association, or other body with a registered office in the EU, can lodge a complaint.

Emily O'Reilly is the current European Ombudsman. She has 83 staff members.

Click [here](#) to visit the website of the European Ombudsman.

#### Powers as set out in the Treaties, including changes after Lisbon:

The European Ombudsman is an independent and impartial body that holds the EU administration to account by investigating complaints about maladministration in EU institutions, bodies, offices, and agencies. The Ombudsman may find maladministration if an institution fails to respect fundamental rights, legal rules or principles, or the principles of good administration. This covers administrative irregularities, unfairness, discrimination, abuse of power, failure to reply, refusal of information, and unnecessary delay, for example.

Of the 350 inquiries opened in 2013, 225 were directed at the European Commission, 15, 14 and 10 at the EEAS, the European Parliament and the European Investment Bank respectively and the rest at EU agencies and others.

The European Ombudsman usually provides an opinion about a complaint and may provide recommendations to the EU institution or body concerned to correct the wrongdoing. Both of these are not binding, but the compliance rate is generally quite high. In 2013, 80% of the Ombudsman's proposals were complied with.

#### Responsibilities regarding the EU's response to conflict:

The European Ombudsman does not have any specific responsibility regarding the EU's response to conflict but is a tool to address maladministration in EU institutions, including the EEAS (EU Special Representatives, EU delegations, CSDP Missions), European Commission and the Council of the EU.

According to the European Ombudsman, maladministration means poor or failed administration. This occurs if an institution fails to act in accordance with the law, fails to respect the principles of good administration, or violates human rights.

Some examples are:

- administrative irregularities
- unfairness
- discrimination

- abuse of power
- failure to reply
- refusal of information
- unnecessary delay

### **Advocacy opportunities:**

The European Ombudsman itself is not an advocacy target but submitting a complaint to the European Ombudsman may provide the opportunity to highlight certain grievances regarding activities and behaviour of EU officials and whole institutions.

The Ombudsman can also launch an own initiative inquiry, such as the investigation into the allegation of serious irregularities involving EULEX Kosovo.

### **Difficulties (e.g. lack of resources, ideological positions, etc.):**

#### **1) Proposals are not binding**

Both the opinions and the proposals for reform issued by the European Ombudsman are not binding, meaning that there is no legal obligation for the respective institution or actor to comply with them.

#### **2) Lack of legal expertise**

To make full use of the European Ombudsman's inquiry function, it is necessary to fill in the initial complaint as complete and precise as possible, since it will form the basis and provide the parameters for the investigation. For civil society without prior experience with the European Ombudsman and lack of legal expertise, it may be more difficult to use to full potential of the European Ombudsman to affect lasting change in EU institutions.

## **European Political Strategy Centre (EPSC)**

The EPSC (previously known as BEPA, the Bureau of European Policy Advisers) is the European Commission's (EC) own think tank and one of the EC's service departments. It provides the President of the EC, his College of Commissioners and the EC Directorates General with strategic thinking and policy advice at the early stage of the policy cycle. The President of the Commission also acts as EPSC President.

The EPSC is organised in six teams: an Economics Team, a Social Affairs Team, a Sustainable Development Team, a Foreign Policy Team, an Institutional Team and an Outreach and Communication Team. The Outreach and Communication Team already existed in the BEPA and aims to establish links between policy-makers and society on a European as well as a global level.

As it is very close to policy-makers, the EPSC is an influential think tank. So far, peacebuilding and conflict prevention have not been very present in the EPSC agenda.

To access the EPSC's website, please click [here](#). The EPSC organisation chart can be found [here](#).

## Top ten EU policy documents

There is a plethora of EU policy documents that relate to EU activities in conflict-affected countries. Below you can find ten reference documents that provide a basic idea of the EU's policies and approach.

- [Council conclusions on the EU's comprehensive approach](#) (2014)
- [Joint communication on the EU's Comprehensive Approach to External Conflicts and Crises](#) (2013)
- [European Council Conclusions on CSDP](#) (2013)
- [Council conclusions: 'Increasing the Impact of EU Development Policy: an Agenda for Change'](#) (2012)
- [Council conclusions on conflict prevention](#) (2011)
- [Concept on Strengthening EU Mediation and Dialogue Capacities](#) (2009)
- [Review of the implementation of the European Security Strategy](#) (2008)
- [Comprehensive Approach to EU implementation of UNSCR 1325 and 1820](#) (2008)
- [European Consensus on Development](#) (2005)
- [European Security Strategy](#) (2003)
- [EU Programme for the Prevention of Violent Conflict \(Gothenburg Programme\)](#) (2001)