

Power Analysis: The EU and peacebuilding after Lisbon¹

Objectives:

- To analyse the roles and responsibilities of EU policymakers – insofar as they relate to conflict – following the entry into force of the Lisbon Treaty
- 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 course on the EU and peacebuilding.

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¹ 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 in October 2011.

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 Herman van Rompuy) is elected by qualified majority from EU Member States for a two and a half year term which is renewable once.

The High Representative of Foreign Affairs and Security Policy (HR/VP) 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 twice every six months. Decisions are usually taken by consensus, except where the Treaties provide otherwise.

To see an example of European Council Conclusions, please click [here](#) to view the Conclusions of 23/24 June 2011. For an agenda of the same European Council meeting, please click [here](#).

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.

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

With the Lisbon Treaty, the European Council became an EU institution². 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 EU 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 adopted at European Council meetings; and European Council Conclusions, which are statements of intent that are adopted at European Council meetings.

Advocacy opportunities:

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

² 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:

Currently, the European Council is preoccupied with the financial and economic crisis and little attention is paid to foreign policy issues.

2) 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.

3) 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, which discusses technical-political questions before submitting the dossier to the Council.

The Permanent Representations (often known as PermReps) are the Member States' diplomatic representatives in Brussels. Member States send two Ambassadors to the EU: the main Ambassador (who sits on the Coreper) and the PSC Ambassador, focused on 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 representatives 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 (e.g. development policy, agricultural policy, internal market policy):

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 foreign and security policy:

Under the 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, 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: Development Policy, Enlargement Policy, Humanitarian assistance, trade policy and 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, and participation in peace talks.

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 input to the negotiations happening at working 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.

| Key advocacy targets (structures and individuals): | Status and action points |
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| General Affairs Council | Ministers for Foreign and European Affairs Influence through Ministry of Foreign Affairs or European Affairs at Member State level. |
| Foreign Affairs Council | Ministers for Foreign Affairs, sometimes also Ministers for Development, Defence or Trade Influence through Ministry of Foreign Affairs and also Ministry for Development, Defence or Trade. |
| PSC Ambassadors and PSC permanent chair | Ambassadors based at Permanent Representations of Member States to the EU. 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 CSDP missions. 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. |
| COREPER II | Ambassadors based at Permanent Representations of Member States to the EU. COREPER II prepares decision to be taken by the European Council, the Foreign Affairs Council and the General Affairs Council. COREPER II is responsible for a large portfolio and deals with political aspects of the decision-making process. |
| CIVCOM members and CIVCOM permanent chair | Representatives from Permanent Representations of Member States to the EU; |

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| | <p>CIVCOM advises PSC and COREPER II on issues related to civilian aspects of CSDP missions and follows the development of civilian capabilities and operations. Main issues of interest: civilian aspects of CSDP missions, civilian capabilities etc.</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> |
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| <h2>Presidency of the Council of the EU</h2> | |
| <p>Description:</p> <p>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 co-operate on the basis of an eighteen month programme.</p> | |
| <p>Powers as set out in the Treaties, including changes after Lisbon:</p> <p>Apart from the Foreign Affairs Council (which is chaired by the 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 by the Lisbon Treaty.</p> | |
| <p>Responsibilities regarding the EU's response to conflict:</p> <p>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.</p> | |
| <p>Advocacy opportunities:</p> <ol style="list-style-type: none"> 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). | |
| <p>Difficulties (e.g. lack of resources, ideological positions, etc):</p> <p>1) Relations with the EEAS</p> | |

Initiatives on conflict developed by recent presidencies were blocked by the 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 more difficult for Presidencies to develop 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 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 Uwe Corsepius (DE), 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 can be made.

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:

To have peacebuilding and conflict prevention included in the preparation of the FAC meeting, where the GSC, especially the abovementioned units, have a role to play.

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.

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. The EEAS assists the HR/VP in fulfilling his/her mandate to conduct 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 comprises at the moment 3270 full time posts. When fully operational (in 2013), the EEAS will comprise 6000 full time posts (in Brussels and at Delegation level). The EEAS consists of officials in Brussels and at EU delegations in third countries and to international organisations. Please click [here](#) for a detailed organigramme of the Service.

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 Enlargement).

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 instruments³:

- Development Cooperation Instrument (DCI)
- European Development Fund (EDF)

³ 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 and Partnership Instrument (ENPI) 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.

- European Instrument for Democracy and Human Rights (EIDHR)
- European Neighbourhood and Partnership Instrument (ENPI)
- Instrument for Stability (IfS), regarding assistance provided for in Article 4 (Assistance in the context of stable conditions for co-operation) which is the only part of the IfS that is formally programmed
- Instrument for Cooperation with Industrialised Countries
- Instrument for Nuclear Safety Cooperation

Regarding the abovementioned instruments, the EEAS is responsible for the preparation of:

- a) country and regional funding allocation to determine the global financial envelope
- b) country and regional strategy papers
- c) national and regional indicative programmes

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. As this is a new process that came about with the establishment of the EEAS, it is not yet clear how this co-operation will be organised in practice. The HR/VP has to present a report about the co-operation of Commission and EEAS on the different financial instruments at the end of 2011.

The EEAS is also involved in implementing the EU's response to conflict, either through its headquarters in Brussels or the 136 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) Low morale:

The level of morale within the EEAS is very low, with officials at all levels unhappy – primarily with the leadership of the Service. This has led to very high turnover, with large numbers of staffing leaving to work in the European Commission or leaving the EU institutions altogether.

2) Lack of resources:

In all thematic directorates, but especially inside the Unit for Peacebuilding, Conflict Prevention and Mediation, a shortage of staff is making it difficult for thematic issues to be integrated into the work of regional directorates as well as crisis management bodies.

3) Lack of policy guidance

It is not clear how conflict prevention and peacebuilding will be integrated into the work of the EEAS (e.g. who will be responsible and at what stage of the process of drafting policy). This lack of clarity has been aggravated by the fact that the Managing Director for Global and Multilateral Issues was the last person to be appointed in the Policy Board and that many director or head of unit positions are currently vacant.

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| <p>4) Lack of communication</p> <p>There seems to be limited communication between the Corporate Board and the rest of the service. This leads to frustration as there is not enough clarity about the strategic direction the HR/VP and the Corporate Board wants the Service to take on certain issues. It also makes it difficult for initiatives that are proposed by the different units/directorates to obtain approval from the Corporate Board.</p> | |
| <p>Key advocacy targets (structures and individuals):</p> | <p>Status and action points</p> |
| <p>HR/VP and Cabinet</p> | <p>The HR/VP is supported by a Cabinet (12 members) who are covering all areas for which the EEAS is responsible:</p> <p>As it is difficult to access both the HR/VP and her cabinet, input should be provided through influencing Member State representatives in Council working groups/committees/parties or Member States' foreign ministries.</p> |
| <p>Corporate Board</p> | <p>The Corporate Board (which brings together the HR/VP and the four leaders of the EEAS) is in charge of the overall management of the EEAS. The two deputy secretary -generals (one for Political Affairs and one for Inter-institutional Affairs) are responsible for developing strategic guidance of the Service.</p> <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.</p> |
| <p>Policy Board</p> | <p>The Policy Board, which brings together the Corporate Board, the regional and thematic managing directors and the chair of the Political and Security Committee (PSC) defines the strategic approach to a particular region or country. Meetings of the Policy Board should ensure that thematic issues such as conflict prevention and peacebuilding are integrated into the work of the regional directorates.</p> <p>To influence decisions made by the policy board, input must be provided when the meetings are prepared which will happen in the relevant units. Input can also be channelled through the PSC and the PSC chair.</p> |
| <p>Crisis Management Board</p> | <p>The Crisis Management Board is chaired by the HR/VP and 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</p> |

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| | <p>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 | <p>The Crisis Management Platform is coordinated by the Managing Director for Crisis Response and Operational Coordination and 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>EPLO has argued that this should be a Crisis Management and Conflict Prevention Platform which should shift the focus of the board to develop conflict prevention strategies.</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 MD for Crisis Response and Operational Coordination, the crisis management bodies or the relevant regional directorates.</p> |
| Conflict Prevention Group (proposed) | <p>EPLO's understanding is that the proposed Conflict Prevention Group would be convened by the Directorate for Conflict Prevention and Security Policy and would bring 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 and DEVCO (Fragility and Crisis Management Unit)</p> <p>EPLO has argued that the conflict prevention group should be as inclusive as possible and that civil society would be pleased to contribute to the work of the group.</p> <p>Influencing the proposed conflict prevention platform is best done by providing conflict analysis and policy options for the EU, channelled through the Directorate for Conflict Prevention and Security Policy.</p> |
| Directorate for Human Rights and Democracy | <p>The Directorate includes the Unit for Human Rights Guidelines and Multilateral Cooperation, which monitors the implementation of UNSCR 1325 and women, peace and security commitments, as well as the Unit for Democracy and Electoral Observation.</p> |

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| | <p>Considering the small team working on women, peace and security it will be difficult for them to ensure that the issue is integrated into the development of regional 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.</p> |
| <p>Directorate for Conflict Prevention and Security Policy</p> | <p>The Directorate consists of the Unit for Peacebuilding, Conflict Prevention and Mediation; and the Unit for Security Policy.</p> <p>The Directorate contributes to the programming and management cycle of IfS (Article 4) and is charged with integrating conflict prevention and peacebuilding in the programming of regional and country strategies.</p> <p>Considering the small team working on the issue, 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>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>Crisis Management Planning Directorate (CMPD)</p> | <p>Placed under the direct authority of the HR/VP but the Managing Director for Crisis Response and Operational Coordination seems to act as intermediary.</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 military staff outnumbering civilian staff. CMPD is responsible for the strategic planning of civilian and military CSDP missions.</p> <p>Evaluation of CSDP missions' impact and recommendations regarding their performance should therefore be submitted to the CMPD.</p> |

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| | <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>Placed under direct authority of the HR/VP but the Managing Director for Crisis Response and Operational Coordination seems to act as intermediary.</p> <p>The CPCC is responsible for the planning, deployment, conduct, and review of civilian crisis management.</p> <p>Considering the shortage of staff at the moment, policy advice and recommendations regarding civilian CSDP missions should be clear and concise.</p> |
| <p>EU Delegations</p> | <p>Heads of delegations 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>Heads of delegations are now political appointees who represent the EU in the country where the delegation is accredited.</p> <p>They are most usefully approached at delegation level, where 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 contact person in the EEAS (thematic and regional directorates) and in DEVCO.</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 are act as a 'face' of the EU.</p> <p>At the moment, the EU has nine EUSRs covering different countries and regions. For a list of EUSRs, please click here.</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 and are, in general, open to engage with civil society.</p> |

European Commission – General

Description:

The European Commission (EC) has administrative, executive, legislative, judicial and representative responsibilities. The EC refers to both the College of Commissioners, made of up one representative per Member State and the administrative body. The EC has a staff of roughly 25,000. It is headed by the President of the Commission, 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 25 directorate generals (DGs) and 19 service departments. Out of the 25 DGs, five deal with external relations (Enlargement, Development & Cooperation - EuropeAid, the Service for Foreign Policy Instruments, Humanitarian Aid and Trade). The total number of European Commission staff (in and outside the EU) is 32949.

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) and its involvement throughout the whole legislative process. 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 they are 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.

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 for Stability (IfS).

The FPI is the only Commission institution that reports directly to the HR/VP in her role as Vice-President of the Commission.

It consists of around 123 people working in Brussels and in the EU delegations. Click [here](#) to access the FPI section of the Commission directory.

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:

The FPI is responsible for the financial implementation of the Instrument for Stability (IfS) and also works with the EEAS, notably the Directorate for Conflict Prevention and Security Policy on programming IfS Article 4 (the only part of the IfS that is formally programmed). Crisis planners inside the FPI have either regional or thematic conflict policy expertise.

The Unit for Stability Instrument Operations covers all regional IfS programmes as well as the Peacebuilding Partnership. The unit in charge of CFSP operations administers the flanking measures that the IfS can provide to CSDP missions.

Advocacy opportunities:

- 1) Programming of IfS Article 4 (together with the EEAS)⁴
- 2) Decisions regarding the use of IfS funds

Difficulties (e.g. lack of resources, ideological positions, etc):***1) Relations with the EEAS***

Since the FPI is a new institution, it is not entirely clear how the programming procedure between it and the EEAS will work. Also, since conflict policy expertise is now separated between the EEAS and the Commission, it is important to target both institutions.

⁴ 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 and Partnership Instrument (ENPI) 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.

European Commission – Directorate General for Development and Cooperation - EuropeAid (DEVCO)

Description:

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.

DEVCO reports to the Commissioner for Development (currently Andris Piebalgs, LV).

DEVCO has a staff of 3961 and includes officials in Brussels and in 110 EU Delegations. Click [here](#) for a detailed organigramme of DEVCO.

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

DEVCO is involved in the programming of and is responsible for the implementation of the following financial instruments⁵:

- Development Cooperation Instrument (DCI) (€16.9 billion for the period 2007 - 2013)
- European Development Fund (EDF) (€22.7 billion for the period 2008 – 2013)
- European Neighbourhood and Partnership Instrument (ENPI) (€11.2 billion for the period 2007 – 2013)

It implements the following instrument⁶:

European Instrument for Democracy and Human Rights (EIDHR)

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 development and that they are programmed in a conflict-sensitive way.

For the DCI, the EDF and the ENPI, DEVCO is preparing jointly with the EEAS:

- d) country and regional funding allocation to determine the global financial envelope
- e) country and regional strategy papers
- f) national and regional indicative programmes

⁵ 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 and Partnership Instrument (ENPI) 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.

⁶ In EU terminology, implementation of an instrument refers to the process of contracting, managing, monitoring and evaluating the different projects and programmes that are financed under it.

For these three instruments and the EIDHR, DEVCO is also responsible for developing the annual action programmes and for implementing the programmes and projects.

Advocacy opportunities:

- 1) Advocate for peacebuilding and conflict prevention to be recognized as eligible uses of development assistance in the process leading up to the publication of legislative proposals for the new regulations governing the EU's funding instruments;
- 2) Influencing the process of drawing up of country and regional strategy papers in the next multiannual financial framework (MFF)⁷;
- 3) Influencing national and regional indicative programmes (next MFF);

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. There those 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 that peacebuilding and development should be integrated can be must understood as implying a need for revision of the criteria. It is important to emphasize that the eligibility criteria as exist allow for spending on a range of civilian conflict prevention and peacebuilding activities.

2) Staffing

There are still many unfilled positions within DEVCO and it will take some time (up to a year?) before it is operating at full capacity.

| Key advocacy targets (structures and individuals): | Status and action points |
|---|---|
| Commissioner and his Cabinet | Andris Piebalgs and his cabinet are open to co-operation with civil society and organise regular consultations. |
| Unit for Fragility and Crisis Management | <p>Charged with integrating concerns related to fragility into EU development assistance. The Unit will be involved in programming the DCI, EDF and ENPI as well as overseeing 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> |

⁷ The MFF sets out the overall EU budget for period of seven years. The next MFF is for the period 2014-2020 and is currently being discussed. For EPLO's position paper on the next MFF (March 2011) please click [here](#). For a briefing paper on the European Commission's proposal for the next EU MFF (July 2011), please click [here](#).

| | |
|---|--|
| <p>Thematic units (such as policy coherence, aid effectiveness etc)</p> | <p>Provide input on thematic issues in programming. The thematic units will be involved in the programming of the DCI, the EDF and the ENPI 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> |
| <p>Geographic units</p> | <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 Enlargement

Description:

DG Enlargement is the Directorate General in charge of EU enlargement policy. It is responsible for monitoring and assisting candidate countries in meeting the political, economic and legislative criteria necessary to join the EU.

DG Enlargement reports to the Commissioner responsible for Enlargement and European Neighbourhood Policy (currently Stefan Füle, CZ).

The DG Enlargement has a staff of 869. Please click [here](#) for a detailed organigramme of DG Enlargement.

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

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

DG Enlargement is responsible for:

- Initial screening of a candidate country to determine how well prepared it is to join the EU;
- Administering the Stabilisation and Association Process;
- Monitoring candidate countries' performance in complying with the criteria necessary to join the EU (i.e. the implementation of Copenhagen criteria and of the EU *acquis communautaire*, which is all legislation, court rulings etc that constitute EU law.);
- Compilation of annual progress reports which assess candidate countries' progress towards meeting the EU's accession criteria;
- Financial programming and implementation of the Instrument for Pre-accession Assistance (IPA)

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. EU accession policy should therefore be conflict-sensitive and promote peace.

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 Enlargement who receive input from various sources including civil society. Civil society organisations are also invited for a consultation process 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) European or Accession Partnerships are being drafted for each country and are reviewed periodically. They include the issues of concern in key, short-term and mid-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 is very important.

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.

| Key advocacy targets (structures and individuals): | Status and action points |
|---|---|
| Commissioner and his cabinet | Stefan Füle and his cabinet are open to co-operation with civil society and available to discuss contributions and analysis. |
| Director General | Stefane Sannino, who is the Director General for DG Enlargement, is overseeing the overall functioning of DG Enlargement. He has a principal advisor for inter-institutional relations and civil society, currently Andris Kesteris. |
| Unit for Enlargement Strategy (A.1) | This unit deals with EU enlargement policy at a strategic level. Therefore, bigger picture debate and issues of general relevance to the Enlargement process (i.e. not solely country specific) should be raised with this unit. |
| Unit for Regional Programmes (D.3) | For issues of regional concern or with a regional dimension, this unit should be addressed. |
| Country units | 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 accession countries. |
| Unit for Taiex and Twinning | 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 ENPI 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 ENPI respectively). |

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 Enlargement reports to the Commissioner responsible for Trade (currently Karel de Gucht, BE).

DG Trade has a staff of around 660. Please click [here](#) for a detailed organigramme of DG Trade.

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 and 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. The negotiations itself are not public.

2) Development of standards for international investment policy. As foreign direct investment has become part of the common commercial policy with the coming into 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.

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.

| Key advocacy targets (structures and individuals): | Status and action points |
|---|--|
| Commissioner and his cabinet | Karel de Gucht and his cabinet organise regular civil society consultations which have been criticised for their limited impact. |
| Directorate B Services and investment, bilateral trade relations | Deals with general matters regarding services and investment and includes units that are responsible for EU trade relations with the Far East, North and South 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. |
| Directorate C Sustainable development, bilateral trade relations | Deals with general matters regarding sustainable development and trade with Euromed and Middle East countries, South Asia, South Korea and ASEAN. 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 D Development and EPAs | Deals with the relation between trade and developments and is responsible for EPAs. Provide examples of the impact of EPAs on development objectives and recommendations as to how EPAs could be used to promote peace. |

European Parliament

Description:

The European Parliament (EP) is the only directly elected body of the EU. The 736 Members of the European Parliament (MEPs) are elected once every five years. The EP elects a President at the beginning of the term (currently Jerzy Buzek, EPP, Poland). In one legislative period, two Presidents serves for a two and a half year term each, which is normally 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 7 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 \(S&D\)](#)



[Group of the Alliance of Liberals and Democrats for Europe \(ALDE\)](#)



[European Conservatives and Reformists Group \(ECR\)](#)



[Group of the Greens/European Free Alliance \(Greens/EFA\)](#)



[Confederal Group of the European United Left - Nordic Green Left \(GUE/NGL\)](#)



[Europe of Freedom and Democracy Group \(EFD\)](#)

EP work is done through the committees, of which there are 20 at the moment. A committee consists of between 24 and 76 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 power.

The EP is the co-legislator, together with the Council. This means it can accept, amend or reject the content of European legislation and adopts 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, agricultural policy, internal market policy), 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 a flow-chart of the co-decision 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 holds 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 HR/VP and its public hearings with them. The EP 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 High Representative presents the Parliament with a consultative document on the main aspects and basic choices of the common foreign, security and defence policy and their financial implications. The HR/VP regularly attends plenary debates on CFSP.

Through the Committee on Foreign Affairs (AFET), 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
- 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.

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.

| Key advocacy targets (structures and individuals): | Status and action points |
|---|--|
| Group of European People's Party (EPP) | Biggest political group in the EP, bringing together centre- right parties from EU Member States. |
| 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, there has so far not been much co-operation with the group. |
| Group of the Alliance of Liberals and Democrats (ALDE) | As the third biggest party, ALDE is often the king maker in the EP. Certain MEPs take a particular interest in foreign affairs in general and not necessarily peacebuilding specifically. |
| 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. |
| Group of the United Europe Left - Nordic Green Left (GUE/NGL) | Open to co-operation with civil society. Have been strong supporters of the development purist approach, which most recently could be seen in the discussions around 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. |
| European Conservatives and Reformists Group (ECFR) | 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 are not primary targets. |
| Europe of Freedom and Democrat Group (EDF) | 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 rhetoric of some of their members. |
| Group coordinators | Each political group nominates one or two MEPs as |

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|---|---|
| | <p>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>Group coordinators EPP Group coordinators S&D Group coordinators ALDE Group coordinators ECR Group coordinators Greens/European Free Alliance Group coordinators GUE/NGL Group coordinators EFD (N/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 AFET chair is Gabriele Albertini (EPP, Italy).</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.</p> <p>The committee also coordinates the work of joint parliamentary committees and parliamentary cooperation committees as well as that of the interparliamentary delegations and ad hoc delegations and election observation missions that fall within its remit.</p> <p>Click here to access AFET's website.</p> |
| Sub- committee on Human Rights (DROI) | <p>Sub-committee of AFET concerned with human rights, the protection of minorities and the promotion of democratic values in third countries. The DROI chair is Barbara Lochbihler (Greens/EFA, Germany).</p> <p>Click here to access DROI's website.</p> |
| Sub- committee on Security and Defence (SEDE) | <p>Sub-committee of AFET concerned with Common Foreign Security Policy and Common Security and Defence Policy. The SEDE chair is Arnaud Danjean (EPP, France).</p> <p>Click here to access SEDE's website.</p> |
| Committee on Development (DEVE) . | <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 DEVE chair is Eva</p> |

| | |
|--|---|
| | <p>Joly (Greens/EFA, France).</p> <p>As the EP is co-legislator in development policy, DEVE prepares the EP's position before plenary votes on legislative proposals.</p> <p>Click here to access DEVE's website</p> |
| Committee on Women's Rights and Gender Equality (FEMM) | <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 quality 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 FEMM chair is Mikael Gustafsson (GUE/NGL, Sweden).</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>Click here to access FEMM's website.</p> |
| International Trade (INTA) | <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 INTA chair is Vital Moreira (S&D, Portugal).</p> <p>INTA prepares the EP's position on consenting to investment or trade agreements.</p> <p>Click here to access INTA's website.</p> |
| Committee secretariats | <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 legislative piece.</p> |
| Standing Rapporteurs | <p>There are standing rapporteurs for certain policy instruments or areas as well as countries (e.g. Franziska Brantner (Greens/EFA) is the rapporteur on the Instrument for Stability).</p> <p>They are tasked with following the specific subject matter and reporting to the EP regularly in the form of a report.</p> |
| Rapporteur on specific legislation | <p>For each legislative piece that is discussed in the European Parliament, the lead committee dealing with the policy area concerned assigns a rapporteur who is responsible for collecting amendments from all</p> |

| | |
|-------------|--|
| | <p>parliamentary groups and for preparing the vote in the plenary.</p> <p>The remaining groups will appoint a shadow rapporteur who is following the legislative process on behalf of the group.</p> |
| Delegations | <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 here.</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 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, internal affairs 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 a key aspect 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.

2) Transparency

Although the Lisbon Treaty has made it easier for national parliaments to obtain information as to what is currently being 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 the EU).

| Key advocacy targets (structures and individuals): | Status and action points |
|---|--|
| National parliamentary committees on EU matters | 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. |
| Units/Directorates in Foreign Ministries dealing with EU issues | 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. |
| Foreign Ministry | 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. |
| Development Ministry | 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. |

Other:

European Investment Bank (EIB)

Description:

The EIB is the EU's long-term non-profit financing institution which invests in projects that further EU policy objectives. Its shareholders are the 27 Member States of the Union, which have jointly subscribed its capital. The EIB's Board of Governors is composed of the Finance Ministers of Member States.

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 organization operating commercially if this increases its value added in support of EU policies.

EIB lending in 2009 was a total of € 79 billion, with € 70 billion being spent inside the EU and € 9 billion being spent outside the EU. EC ODA in 2009, which includes EIB loans, is a total of €15 billion.

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

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

All project applications are submitted to the Commission which delivers its opinions within 2 months. The European Commission (DG ECFIN) coordinates the delivery of a Commission opinion; 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 on the project.

Responsibilities regarding the EU's response to conflict:

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. European Neighbourhood Policy for countries in the EU's neighbourhood, Stabilisation and Association Process for the candidate countries etc. This means that it is guided by the respective regional and country strategy papers that are prepared jointly by the EEAS and DEVCO.

The amount of the EIB's lending in third countries outnumbers what the EU spends on development assistance. Considering this, it needs to be ensured that EIB funding contributes to peace and does not fuel conflict. This is especially important as the EIB is often supporting big infrastructure projects such as the construction of roads, dams, and electricity plants etc which have a big social and environmental footprint.

Advocacy opportunities:

- 1) Project assessment (although it seems as if, once a project is in the assessment phase, it will be approved)
- 2) Development or revision of sectoral policies (so far, transport policy is the only sectoral policy)
- 3) Meeting with Board of Directors (In October 2011, there will be the first meeting of civil society with the EIB's 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, etc):**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 the same time.

3) Member States

As many beneficiaries of EIB loans are companies from EU Member States, Member States might have disincentives 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 Union Institute for Security Studies (EU ISS)

Description:

The EU ISS is an agency of the EU which was set up by the [Council Joint Action of 20 July 2001](#) (since revised by [Council Joint Action of 21 December 2006](#)) and was inaugurated in January 2002. It operates under the Common Foreign and Security Policy.

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

Budget: despite repeated requests, EPLO was not able to obtain recent budget figures for the EU ISS.

It is governed by 2 administrative bodies:

- The Political and Security Committee (PSC) – exercises political supervision
- The Board (composed of one representative appointed by each Member State and one appointed by the Commission and chaired by the High Representative for Foreign Affairs and Security Policy (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 EU ISS is to ‘contribute to the development of the CFSP, in particular the ESDP, in coherence with the European Security Strategy. To that end, it shall conduct academic research and policy analysis, organise seminars and carry out information and communication activities in that field.’

The EU ISS 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 EU ISS 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 EU ISS 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 EU ISS is shaping the debate around EU CFSP and thereby influences the EU’s response to conflict.

Advocacy opportunities:

The EU ISS is not a policymaker 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.

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

Some of the researchers and experts working at EU ISS might be sceptical of the possible contribution of NGOs to academic research and peacebuilding more generally.

2) Lack of knowledge about peacebuilding and conflict prevention at EU level

As the EU ISS is based in Paris, researchers are detached from the current developments regarding peacebuilding and conflict prevention at EU level.

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

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

The 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. Claude France Arnauld is the Chief Executive of the EDA.

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:

EDA is responsible for the military aspects of EU defence policy.

Advocacy opportunities:

While there are no advocacy opportunities at EDA per se, the fact that there is an agency dedicated to increasing the EU's military capacity with a budget of €31 million in 2010 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 is headed by Claude France Arnauld and consists of military staff.

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.

Bureau of European Policy Advisors (BEPA)

BEPA is the Commission's own think tank. It provides the President of the European Commission, his College of Commissioners and the Commission Directorates General with strategic thinking and policy advice. The President of the Commission also acts as BEPA President.

BEPA consists of an outreach team which aims to establish links between policy-makers and society on a European as well as a global level. The Analysis team develops policy analysis and advice. BEPA pays specific attention to dialogue with religion, churches and communities of conviction,

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

To access BEPA's website, please click [here](#).

European Institute for Public Administration (EIPA)

EIPA hosts several Master programmes, delivers training courses for EU officials, produces policy analysis and is carrying out consultancy work. It is headed by Prof. Dr Marga Pröhl.

EIPA organises the training seminars for EU officials in co-operation with the respective training units from the institutions. They do extensive training regarding diplomacy, EU foreign policy and issues related to peacebuilding.

To access EIPA's website, please click [here](#).

Relevant EU policy documents

For a regularly updated list of EU policy documents related to peacebuilding and conflict prevention, please click [here](#).

General

- [Council conclusions on conflict prevention](#) (2011)
- [Lisbon Treaty](#) (2009)
- [Review of the implementation of the European Security Strategy](#) (2008)
- [Conclusions of the Council and the Representatives of the Governments of the Member States meeting within the Council - Security and Development](#) (2007)
- [European Consensus on Development](#) (2005)
- [European Security Strategy](#) (2003)
- [EU Programme for the Prevention of Violent Conflict \(Gothenburg Programme\)](#) (2001)

Thematic

Crisis Management

- [Civilian Headline Goal 2010](#) (2007)
- [Recommendations for Enhancing Co-operation with Non-Governmental Organisations \(NGOs\) and Civil Society Organisations \(Coos\) in the Framework of EU Civilian Crisis Management and Conflict Prevention](#) (2006)
- [Civilian Headline Goal 2008](#) (2004)
- [Action Plan for Civilian Aspects of ESDP](#) (2004)
- [Headline Goal 2010](#) (2004)

Common Security and Defence Policy (CSDP)

- [EP Report on the development of the common foreign and security policy following the entry into force of the Lisbon Treaty](#) (2011)
- [Council Conclusions on CSDP](#) (2011)
- [Council Conclusions on CSDP](#) (2010)
- [Lessons and best practices of mainstreaming human rights and gender into CSDP military operations and civilian missions](#) (2010)
- [Mainstreaming Human Rights and Gender into European Security and Defence Policy](#) (2008)

Disarmament, Demobilisation and Disintegration (DDR)

- [EU Concept for support to Disarmament, Demobilisation and Reintegration \(DDR\)](#) (2006)

Fragility

- [Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions - Towards an EU response to situations of fragility: Engaging in difficult environments for sustainable development](#) (2007)

Mediation and Dialogue

- [Concept on Strengthening EU Mediation and Dialogue Capacities](#) (2009)

Policy Coherence for Development

- [Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions - Policy Coherence for Development: Establishing the policy framework for a whole-of-the-Union approach](#) (2009)
- [Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions - Accelerating progress towards attaining the Millennium Development Goals](#) (2005)

Small Arms and Light Weapons (SALW)

- [Judgment of the Court \(Grand Chamber\) of 20 May 2008 — Commission of the European Communities v Council of the European Union \(Case C-91/05\): Action for annulment — Article 47 EU — Common Foreign and Security policy — Decision 2004/833/CFSP — Implementation of Joint Action 2002/589/CFSP — Combating the proliferation of small arms and light weapons — Community competence — Development co-operation policy](#) (2008)
- [Press Release No. 31/08 \(20 May 2008\) - Judgment of the Court of Justice in Case C-91/05: The Court annuls the Council decision supporting the moratorium on small arms and light weapons in West Africa](#) (2008)

Security Sector Reform (SSR)

- [Draft Council Conclusions on a Policy Framework for Security Sector Reform](#) (2006)
- [EU Concept for ESDP support to Security Sector Reform \(SSR\)](#) (2005)
- [Communication from the Commission to the Council and the European Parliament - A Concept for European Community Support for Security Sector Reform](#) (2006)

Women, Peace and Security

- [Women, Peace and Security and the European Union](#) (2011)
- [First Report on EU indicators for the Comprehensive Approach](#) (2011)
- [Indicators for the Comprehensive Approach to EU Implementation of UNSCR 1325 and 1820](#) (2010)
- [Comprehensive Approach to EU implementation of UNSCR 1325 and 1820](#) (2008)
- [European Parliament resolution on participation of women in peaceful conflict resolution](#) (2000)

Geographic

Africa

- [Joint Africa-EU Strategy](#) (2007)
- [Council Common Position 2005/304/CFSP concerning Conflict Prevention, Management and Resolution in Africa](#) (2005)

Africa, Caribbean and Pacific (ACP) Group of States

- [ACP-EU Partnership Agreement \(Cotonou Agreement\)](#) (2005)
- [Second Revision](#) (2010)

Asia

- [Communication from the Commission - A new partnership with South East Asia](#) (2003)
- [Communication from the Commission - Europe and Asia: A Strategic Framework for Enhanced Partnerships](#) (2001)

Latin America

- [Communication from the Commission to the Council and the European Parliament - The European Union and Latin America: Global Players in Partnership](#) (2009)
- [Communication from the Commission to the Council and the European Parliament - A stronger partnership between the European Union and Latin America](#) (2005)