The EU: Who Does What in
Conflict Prevention and Resolution

This document aims to provide an introduction to and a broad overview of the various institutions, units and agencies working in areas relevant to conflict prevention and resolution within the EU. In particular it is intended to be useful for individuals seeking to engage with such institutions, be it for lobbying, fundraising, research dissemination or soliciting contracts.

Section A opens with an overview of EU Common Foreign and Security Policy (CFSP) and goes on to consider relevant CFSP policy areas - conflict prevention, crisis management and non-proliferation. Section A, part 2 outlines the establishment of the European Security and Defence Policy (ESDP) and offers descriptions of the relevant structures developed out of that process. Part 3 then considers the EU's conflict consultancy service – the Conflict Prevention Associates (CPA), while part 4 looks at the EU's most important Aid Agencies – EuropeAid and the European Community Humanitarian Office (ECHO).

As a complement to this, **Section B** offers a clear and easy-to-follow guide to overall EU structure, again paying particular attention to elements relevant to the peace and conflict field.

For further convenience, in **Section C,** a **Bibliography,** a list of **Acronyms** and an **Index** indicating the page on which each structure is discussed have also been provided.

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SECTION A:

1. Common Foreign and Security Policy (CFSP)

From October 1970, EC member states consulted one another on major international policy problems but only at intergovernmental level. In 1986, the Single European Act formalised intergovernmental cooperation but did not change its nature or methods. At Maastricht, however, member states incorporated into the Treaty the objective of a "common foreign policy". Since then, the EU as such can express its position on the international stage with regard to armed conflicts, human rights and any other subject linked to the principles and values it is committed to defend. The provisions for a **Common Foreign and Security Policy (CFSP)** were revised by the Amsterdam Treaty (May 1999), including the appointment of a High Representative for the CFSP.

CFSP broadened the scope for EU conflict prevention because:[1]
- It formally acknowledged the EU as a political actor in the international arena and recognised the need for appropriate political tools to engage in international affairs.
- It specified foreign and security policy as an area in which the EU can act.
- It laid out the rules, means and mechanisms for EU foreign policy to be made and implemented.
- It integrated a military component into the EU structure, paving the way for peacekeeping and preventive deployment.
- It gave the Commission a right to initiate policy formulation.

For more information see the CFSP homepage: http://ue.eu.int/pesc/home.asp?lang=en

1.1 CFSP – Conflict Prevention and Crisis Management:

The Conflict Prevention and Crisis Management Unit

The Conflict Prevention and Crisis Management Unit (Directorate General External Relations, Directorate A (see p16)) is the lead unit on conflict prevention within the European Commission. Created in 2000, it is gradually expanding and its current brief is to be widened to include some African, Caribbean and Pacific states (ACP) issues. Its Country Strategy Papers (CSPs)[2] are particularly important.

Conflict Prevention:

Conflict Prevention means at the EU's disposal include:
- Development co-operation and external assistance
- Trade policy instruments
- Humanitarian aid
- Social and environmental policies
- Diplomatic instruments and political dialogue
- Cooperation with international partners and NGOs
- New crisis management instruments

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[1] Costy, A. and Gilbert, S. (September 1998) *Conflict Prevention and the EU.* International Alert.
[2] http://europa.eu.int/comm/external_relations/sp/ (Comprehensive archive in EU library)

In April 2001 the Commission adopted a **Communication on Conflict Prevention,**[3] which reviewed the main instruments available and laid out 4 objectives:

1) More systematic and coordinated use of EU instruments to get at the root causes of conflict.
2) Improved efficiency of actions targeting specific causes of conflict ("cross-cutting issues" such as trafficking in drugs or human beings, illicit trade of diamonds and small arms, competition over scarce water resources etc).
3) Improved EU capacity to react quickly to nascent conflicts.
4) Promotion of cooperation with partners (countries, NGOs, international organisations and other regional organisations).

The Swedish Presidency developed an **EU Programme for the Prevention of Violent Conflicts,**[4] which was adopted by the **General Affairs Council** (GAC, se p14) in June 2001 and endorsed by the European Council at the Göteborg Summit. This Programme calls for clearer political priorities for preventive actions, especially through the identification of priority areas and regions at the outset of each Presidency and the adoption of so-called "preventive strategies". It also concentrates on cooperation with international organisations.

Conflict Prevention in EU Policies and Instruments
The first review of potential conflict zones was carried out by the GAC on 16 July 2001. Similar debates will take place at the beginning of each EU Presidency.

The Commission is currently reviewing its Country Strategy Papers from a conflict prevention angle. This includes issues that draw attention to underlying causes of conflict such as:
- the balance of political and economic power
- control of security forces
- ethnic composition of government for ethnically divided countries
- potential degradation of environmental resources

The Commission is placing more emphasis on strengthening the rule of law, supporting democratic institutions, developing civil society and reforming the security sector. There is also growing work on rehabilitation activities as well as demobilisation, disarmament and reintegration programmes. Changes have been made in the following areas:
- Tackling "cross-cutting issues": The Commission has recently taken a more active role in international initiatives such as the Kimberley process aimed at establishing international control regime for import/export of rough diamonds.
- Capacity to react quickly: Recommendations have been made to improve early warning mechanisms (see p8) and CFSP instruments such as political dialogue or use of EU **Special Representatives** (see p14). The Commission is reforming its instruments to ensure swift reaction to crisis or pre-crisis situations. The **European Rapid Reaction Mechanism (ERRM -** see p3) is now fully operational and has been used in the Balkans, Afghanistan and the Democratic Republic of Congo.
- International Cooperation: Since May 2001 there has been a new framework for cooperation with the United Nations on conflict prevention and crisis management. This includes exchange of analyses about ongoing or potential crises, and cooperation with fact-finding, field coordination and training. Similar frameworks are being considered for other organisations such as the Organisation for Co-operation and Security in Europe (OSCE).

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[3] http://europa.eu.int/comm/external_relations/cfsp/news/com2001_211_en.pdf
[4] http://www.eu2001.se/static/eng/pdf/violent.PDF

Civilian Crisis Management:

The Community already has some experience of conflict prevention operations, crisis situations and contribution to crisis resolution. Examples include:
- <u>South Africa</u>, where active support was given during apartheid to front-line states and NGOs and since 1994 transition and electoral and institution building efforts have been supported.
- <u>Guatemala</u>, where interventions took place to support the implementation of the peace agreement and institution building such as rule of law and police.
- <u>The Balkans</u>, where the Community led one of the UN pillars in Kosovo and engaged in reconstruction efforts and institution building, as well as offering support to local administration and civil society.

However, the EC is working to develop instruments that are more flexible and adapted to the needs of crisis response. It is developing new targets for civilian crisis management and working to ensure compatibility between Community action and the new CFSP/ESDP instruments, especially the **European Rapid Reaction Force** (ERRF - see p5). Changes include:
- More emphasis on conflict prevention in country strategies
- Reform of external aid through establishment of EuropeAid and deconcentration to delegations aimed at improving delivery.
- Increased flexibility of financial regulations for rapid response and improved cooperation.
- The European Rapid Reaction Mechanism, explicitly designed for urgent interventions in crisis situations.

The European Rapid Reaction Mechanism
The Helsinki European Council (Dec 1999) called for a Rapid Reaction Facility as part of its decisions on the creation of a **European Security and Defence Policy** (see p5). The **European Rapid Reaction Mechanism** was adopted 26 February 2001 by the GAC on the basis of a Commission proposal.

The Rapid Reaction Mechanism can be used for one-off actions for crisis situations and to kick-start programmes that will require longer-term follow-up. The ERRM allows for short-term interventions, has world-wide coverage and can mix assistance measures depending on the crisis.

The ERRM draws on existing Community instruments: human rights work, election monitoring, institution building, media support, border management, humanitarian missions, police training equipment provision, civil emergency assistance, rehabilitation, reconstruction, pacification, resettlement and mediation. Initial emergency operations are followed up with standard Community instruments. The ERRM operates through a separate budget line reinforced by the authority of the Commission to decide quickly on urgent interventions. It can work through NGOs, international organisations and experts, and can also mobilise member states' specialist resources.

However, it is distinct from humanitarian aid because, rather than focusing on the individual, ERRM interventions aim to preserve or re-establish the civic structures needed for political, social and economic stability. While the European Community Humanitarian Office (**ECHO -** see p12) is politically neutral, the ERRM is intended to operate in the context of crisis management.

For more information on Conflict Prevention and Crisis Management, see:
   http://www.europa.eu.int/comm/external_relations/cpcm/index.htm

For more on Conflict Prevention specifically see:
> *http://www.europa.eu.int/comm/external_relations/cpcm/cp.htm*

And for more on Civilian Crisis management, see:
> *http://www.europa.eu.int/comm/external_relations/cpcm/cm.htm*

1.2 CFSP – Non-proliferation and Disarmament

The EU deals with non-proliferation and disarmament of weapons of mass destruction in 3 ways:
- The issue is raised during political dialogue with non-EU countries.
- At the Community level responses include safeguard systems, commitments of member states to international non-proliferation regimes (Australia group, Missile Technology Control Regime, Nuclear Supplier's Group, Wassenaar, Zangger) and regulations (e.g. a Community regime for the control of exports of dual-use items and technology).
- Assistance programmes to reinforce non-proliferation or support disarmament projects are financed from different Community Budget sources and managed by the Commission.

EU Joint Action:
In the frame of EU Common Strategy in the Russian Federation, the Council launched a CFSP EU Joint Action on non-proliferation and disarmament in December 1999.[5] In 1999 and 2001, Council Decisions were associated with projects in the nuclear and chemical disarmament field.[6] These are in force until June 2003.

Korean peninsula Energy Development Organisation (KEDO):
In October 1994, an Agreed Framework was signed between the US and the Democratic People's Republic of Korea to avoid a nuclear proliferation crisis. KEDO provides for the financing, construction and supply of a reactor project, as well as interim energy supplies. The EU became a KEDO executive board member in return for substantial and sustained financial support.

Dual Use:
Dual Use items are goods and technology for civilian uses which can also have military or weapons production applications. EU member states are committed to controlling export of these items for security reasons. They participate individually in non-proliferation regimes and the Wassenaar Arrangement (for dual-use items and conventional weapons).

Commission role in non-proliferation regimes:
5 international regimes reinforce non-proliferation export control measures:
- The Commission is a full member of the Australia Group
- The Commission is a permanent observer at the Nuclear Suppliers Group and the Zangger Committee
- It participates in the EU Presidency Delegation in the Missile Technology Control Regime.
- It participates in the EU Presidency Delegation in the Wassenaar Arrangement.

For more information on Non-proliferation and disarmament, see:
> *http://europa.eu.int/comm/external_relations/cfsp/npd/index.htm*

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[5] http://europa.eu.int/comm/external_relations/cfsp/npd/cja99.pdf (full text)
[6] Especially concentrating on the disposal of weapons grade plutonium released through the bilateral US-Russia disarmament process, and on building of chemical warfare agents destruction facilities.

2.   The European Security and Defence Policy (ESDP)

The ESDP forms part of the EU's Common Foreign and Security Policy. The concept of European Security and Defence Identity was first used in the Washington NATO summit (April 1999). It was then turned into an EU exercise with NATO support and re-christened European Security and Defence Policy (ESDP) at the EU Helsinki summit (December 1999).

The Amsterdam Treaty (May 1993) intensified European integration and incorporated the Western European Union (WEU) **Petersburg tasks** into the EU's CFSP. The Petersburg tasks (named for the WEU meeting at which they were first outlined) include:
- humanitarian and rescue tasks,
- peacekeeping tasks,
- combat-force tasks in crisis management, including peacemaking.

The Cologne Summit (June 1999) placed the Petersburg tasks at the core of European common security and defence policy. The European Council decided that "the Union must have the capacity for autonomous action, backed up by credible military forces, the means to decide to use them, and a readiness to do so, in order to respond to international crises without prejudice to actions by NATO."[7]

At the Helsinki Summit (Dec 1999) leaders discussed how to implement these tasks. They set the 'headline goal' for military capabilities by 2003 as being able to deploy up to 60,000 persons capable of carrying out the full range of tasks within 60 days and for at least one year.

European Rapid Reaction Force (ERRF)
The European Rapid Reaction Force was to be used to 'intervene in crises before they become full-scale wars, and to release NATO from participating in some military interventions."[8] However member states would retain control over decisions to commit troops. Conditions laid out for its formation and use included:
- The EU would use the European Rapid Reaction Force both apart from and in conjunction with other international organisations.
- The ERRF could deploy at the request of the OSCE and the UN.
- It could share expertise and resources with NATO but would not deploy at NATO's request.

The EU **Capabilities Development Mechanism** would take on the task of avoiding duplication between the EU and NATO and enhancing inter-organisation communication.[9]

Three new military structures were created by the Nice Summit (Dec 2000): the **Political and Security Committee**, the **Military Committee** and the **Military Staff**. Other relevant structures include the **Civilian Crisis Management Committee (CIVICOM)** and the **Policy Planning and Early Warning Unit.**

ESDP was declared operational at the Laeken European Council meeting (December 2001), by which stage the relevant machinery for crisis management was in place.

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[7] http://ue.eu.int/pesc/military/en/homeen.htm (EU Military Structures website)
[8] Lindborg, C. (August 2001)   *EU Rapid Reaction Force: Europe Takes on a New Security Challenge*   (BASIC document notes www.basicint.org/BP37.htm), p1
[9] Von Sudow, B. (2001) Speech delivered to the European Parliamentary Committee on Foreign Affairs, 12 June 2001

2.1 Relevant structures for ESDP:

For more information on any of the Military Structures outlined below, see:
http://ue.eu.int/pesc/military/en/homeen.htm

The Political and Security Committee (PSC)

The PSC comprises officials of ambassadorial rank from each Member State and provides "political control and strategic direction" to EU's military response to crises. It meets during crisis and non-crisis periods.[10] Key activities include:
- Supervising the implementation of EU decisions in response to crisis conditions and being responsible for crisis management under the direction of the Council.
- Exercising full political and strategic direction of a crisis management operation, either civilian or military, where the Council has agreed a comprehensive framework for response.
- Sending guidelines to, and receiving advice from, the **Military Committee** (see below) and **CIVICOM** (see p7).
- For any given crisis, proposing overall EU strategy to the Council.

The Military Committee

The **EU Military Committee (EUMC)** gives military advice to the PSC and directs the work of the **EU Military Staff** (see below). It convenes at the level of Chiefs of Defence if necessary. The EUMC Chairman attends Council meetings for decisions with defence implications. The EUMC can initiate proposals and is responsible for maintaining an official military relationship with non-EU countries and organisations.[11]

The Military Staff (EUMS)

The **EUMS** are responsible for monitoring political developments, assisting with strategic planning and liasing with national and multinational military headquarters. They provide the military expertise to implement CFSP and to ensure sound Rapid Reaction Force military operations. The EUMS do not plan specific operations but draw up strategic military options for the Council, to be evaluated by the Military Committee. These options papers 'describe the outline military solution, the required resources and constraints, and recommendations on the choice of the operations commander and [Operation Headquarters].'[12] The EUMS works under the Military Committee but is a Council Secretariat Department directly attached to the Secretary-General/High Representative. EUMS has five Divisions:
- Policy and Plans
- Intelligence
- Operations and Exercises
- Logistics and Resources
- Communications and Information Systems.

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[10] See Presidency Conclusions: Nice European Council Meeting, 7,8, and 9 December 2000 and Riggle, S. (2000) 'EU Officially Adopts Military Tasks: A summary of the Nice Conclusions' *Centre for European Security and Disarmament Briefing Paper* 18 December 2000

[11] Formal consultation between EU and NATO is at PSC level.

[12] Council Decision on the establishment of the Military Staff of the European Union, 22 January 2001 *Official Journal*, L 027, 30/01/2001 pp7-11

Military Operations Procedure

EU Joint Actions are required for military operations so that they remain under political and strategic control of the EU even when NATO or other organisations' assets are used. The procedure is as follows:

- PSC asks the Military Committee to request an "Initiating Directive" from the Military Staff
- Military Staff drafts and document and returns it to the Military Committee.
- Military Committee adds comments and returns it to the PSC.
- PSC must approve this "Initial Planning Directive" which gives the guidelines for military action.
- The host country must also accept any action before it is taken.

The Civilian Crisis Management Committee, (CIVICOM)

CIVICOM first met on 16 June 2000 with a mandate to assess and recommend improvements to EU civilian crisis response capabilities. It is developing an inventory of the resources required for non-military crisis response and conflict prevention within EU organisations or within member states. It reports to COREPER[13] but receives guidance from, and provides information to, the PSC.

Police:

At the Feira Summit (June 2000) a target of 5000 police officers, 1000 to be deployable within 30 days was set for 2003. CIVICOM has helped identify capacity requirements, establish common criteria for staff selection and agree common training standards. It has also proposed methods to structure conduct and the planning of police operations. A Unit for police operations is to be set up within the External Action Division of DG External Relations.

Rule of Law:

The Civilian Committee is to establish concrete targets to improve the Union's capacity to strengthen and restore local judicial and penal systems. CIVICOM has established a database to record member states' ability to make available specialist judicial and penal staff. It will identify needs with respect to selection and training of international prosecutors, judges and other experts, and will cooperate with the OSCE and Council of Europe in training them.

Civil Administration:

CIVICOM is gathering information on the selection, training and deployment of civilian administration experts. It plans to define the general functions required to strengthen civilian administration in crisis situations and to elaborate a broadly phrased target for attainment of this capability. It also plans to compile more detailed lists of functions and expert categories, identify shortcomings, and develop common training processes.

Civil Protection:

This refers to providing assistance to humanitarian actors covering the immediate survival and protection needs of affected populations. It includes search and rescue, construction of refugee camps and systems of communications, and other types of logistical support. CIVICOM is working to develop firm targets for each of these.

Other areas:

Other potential areas include small arms, disarmament, demobilisation, reintegration and mediation.

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[13] The proceedings of the GAC are prepared by the Permanent Representatives Committee (COREPER)

Policy Planning and Early Warning Unit

The **Policy Planning and Early Warning Unit**, now known as the **Policy Unit**, was set up by a declaration annexed to the Amsterdam Treaty. Although it is co-located in Directorate General E, it has a separate structure and reports to the Secretary-General. It works with the Commission to ensure coherence with EU trade/development policies. Its mandate includes:
- Monitoring and analysing developments in areas relevant to the CFSP.
- Providing assessments of the Union's interests and identifying areas for future focus.
- Providing assessments and early warning of events or situations that may have significant repercussions, including potential political crises.
- Producing argued policy-options papers as a contribution to Council policy formulation.

It has task forces in the following areas:
- European Security and Defence Policy (ESDP)
- Western Balkans/Central Europe
- Horizontal Questions/Latin America
- Russia/Ukraine/Caucasus-Transatlantic, Baltics, Asia
- Mediterranean/Middle East/Africa
- Administration/Security
- Situation Centre/Crisis Cell

The Situation Centre

The **Situation Centre (SITCEN)** assists with the Policy Unit tasks of monitoring developments and providing early warning assessments. It forms part of a joint civilian-military Crisis Management Centre and in 'conditions appropriate to crisis management,' the Situation Centre directly supports the Political and Security Committee and the Military Committee.

3. EU Conflict Prevention Consultancy

3.1 The Conflict Prevention Network (CPN)

In 1997, a pilot project, funded by the European Commission, was set up to provide EU institutions with consultancy services on external relations. This led to the formation of the **Conflict Prevention Network (CPN)**. In September 2000, the CPN was entrusted to the Berlin-based International Relations think-tank, Stiftung Wissenschaft und Politik (SWP).

The CPN promoted conflict prevention, and after 2000, also moved into non-military crisis management within ESDP. It established a network of first-rate research institutes, specialised NGOs and high-quality independent experts. However, the unit was closed down at the end of 2001 and the **Conflict Prevention Associates (CPA)** was established in its stead in 2002.

For more information on the CPN see *http://www.swp-berlin.org/cpn/*

3.2 The Conflict Prevention Associates (CPA)

The CPA partly evolved out of the CPN. It is a non-profit research organisation located in Brussels. Like the CPN, the CPA undertakes applied, policy-focused research aimed at providing

policy makers and practitioners with concrete suggestions for the improvement of their conflict prevention[14] and peace-building policies. It does not engage in direct action, mediation or lobbying activities.

The association's mission is to promote peace building and conflict prevention. The core idea is that those involved in development, foreign and security policy can benefit from external expertise to improve proactive policies for dealing with violent conflict.

CPA Structure:
The CPA Network is a wide, though loose, community of independent experts, research institutes, and specialised NGOs. CPA also participates in other networks and has close contacts with governmental and non-governmental organisations around the world.
- The **General Assembly** gathers all CPA members yearly and provides general guidance for the achievement of the association's objectives.
- The **Executive Board** is responsible for daily management.
- The Board is supported by a **Group of Experts** in specific cases. These are CPA members who assist with the definition and determination of relevant activities.
- Quality and control is ensured through peer reviews of research design, implementation and findings. The Group of Experts is consulted in the case of proposals and final reports.

CPA specialist fields include:

Understanding conflict and its characteristics:
Policy-oriented conflict analyses are made of a wide range of cases. A methodology has been developed that focuses on outcomes useful for policy practice.

Assessing interventions, policies and capacities of organisations:
This builds on assessments/evaluations of conflict-related interventions undertaken for the European Institutions and on experience of analysing international organisations and their organisational capacities for early warning, conflict prevention and conflict management. CPA is also active in the field of conflict impact assessment of policy measures.

Developing practical policy tools:
Analytical frameworks and policy tools have been developed to guide policy-makers in their decision-making on conflict situations. These are based on a methodology for establishing possible conflict trends, and analysing situations for the application of specific policy measures for preventing, managing or de-escalating conflict.

Developing networks and databases:
This work builds on CPN experience with the design and development of a databased network of high-quality research institutes and NGOs.

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[14] **Conflict prevention** includes structural or interactive means to keep intrastate or interstate tensions and disputes from escalating into significant violence, to strengthen the capabilities to resolve such disputes peacefully, and to alleviate the underlying problems that produce them in the first place. This means that prevention can involve the methods and means of any policy sector, whether labelled prevention or not - sanctions, conditional development aid, mediation, structural adjustment, humanitarian assistance, media, preventive military deployment, democratic institution-building, etc.

Activities include:
- Reports on, and analyses of, conflicts;
- Analytical tools for the planning, implementation and evaluation of conflict prevention policies;
- Evaluation and assessment of policies and projects;
- Organisation, facilitation and chairing of policy seminars and meetings;
- Informal briefings on conflict issues;
- Conflict prevention training courses, sessions and modules for administrators and policy-makers;
- Design of (or methodological guidance for) conflict prevention-oriented field missions;
- Participation in academic seminars and meetings;
- Development of tools/techniques for mainstreaming conflict prevention within local environments;
- Provision of conflict prevention resources (e.g. bookmark lists, conflict prevention literature and policy statement surveys, etc).

For more information on the CPA see: http://www.conflict-prevention-associates.org/

4. AID AGENCIES

4.1 EuropeAid

The EuropeAid Co-operation Office is the implementing agency for DG Development and DG RELEX projects. Its projects are funded from the EC budget and the European Development Fund and account for c.10% of world-wide investment in development. Its origins lie in the 1998 Common Service for External Relations (SCR), which was created to combine various Commission services responsible for implementing aid programmes. The agency was re-christened EuropeAid in January 2001.

Its mission is to implement the external aid instruments of the European Commission as funded by the European Community budget and the European Development Fund. More than 150 countries, territories or organisations are beneficiaries, although it does not deal with pre-accession aid programmes, humanitarian activities, macro-financial assistance, CFSP or the European Rapid Reaction Mechanism.

Organisation:
EuropeAid is Commission department. It is supervised by a Board comprising the Commissioner for External Relations (Chairman), Commissioner for Development and Humanitarian Aid (Chief Executive), Commissioner for Enlargement, Commissioner for Trade, and Commissioner for Economic and Monetary Affairs. The Chairman supervises strategic management while the Chief Executive oversees implementation of policy guidelines. The Board approves the annual work programme, report, budgetary programme and evaluation programme. It takes note of evaluation results and draws up recommendations on the basis of them.

EuropeAid comprises eight Directorates. The six line directorates (five managing programmes in specific regions and one managing issue-based programmes) are backed up by an operational support Directorate and a General Affairs Directorate.

Directorates A, B, C, D and E are responsible for the effective and efficient management of the entire project cycle from identification to evaluation, and for methodological and thematic

consistency in their regions. With DG RELEX, they are also preparing, implementing and supervising the devolution of management to the European Commission Delegations.

Directorate A is responsible for Europe, the Caucasus and Central Asia (including Mongolia).
Directorate B is responsible for programmes in the Southern Mediterranean and Middle East.
Directorate C is responsible for programmes in the African, Caribbean and Pacific states.
Directorate D is responsible for programmes in Asia.
Directorate E is responsible for programmes in Latin America.

Directorate F manages all stages of the project cycle of issue-based programmes:
- NGO co-financing
- democracy and human rights
- the environment
- social development (drugs, gender, etc.)
- food security.

It is also responsible for designing means of intervention on new issues and providing technical support to the geographical Directorates where it possesses the relevant know-how.

Directorates G and H provide the resources and tools needed by the Office to do its job, rationalise its operations, report on its activities and ensure its visibility.

Directorate G provides operational support for:
- budgetary issues,
- harmonisation and simplification of finance and contract procedures
- the publication of tender procedures
- legal affairs and disputes
- auditing.

It also manages relations with international organisations.

Directorate H provides organisational support for:
- human resources management
- training
- management of individual experts
- information systems
- relations with the other EU institutions
- information and communication

It also provides methodological backup for evaluating projects and will evaluate regional and sectoral policies, programmes and the effectiveness of programming.

Funding opportunities

Aid is usually provided under one of the EC external aid programmes and instruments:[15]
- **PHARE, ISPA, SAPARD** for the candidate countries.
- **TACIS** for the New Independent States and Mongolia
- **CARDS** for Albania, Bosnia and Herzegovina, Croatia, the Federal Republic of Yugoslavia and the FYROM
- **ALA** for Asian and Latin American countries
- **MEDA** for the Mediterranean partners
- **EDF** for the African, Caribbean and Pacific countries.

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[15] More information on these programmes is available from the EuropeAid website:
http://europa.eu.int/comm/europeaid

<u>Contracts</u> to provide services, supplies or works are awarded after a tendering process on the basis of projects identified by the EU in conjunction with beneficiary countries.

<u>Grants</u> are awarded for projects proposed to the EU by external organisations (in general, non-profit-making). Projects are selected for grants on the basis of calls for proposals. The publication of a call for proposals indicates the relevant funding priorities of the EU, eligibility criteria and any other conditions for the award of a grant.

Evaluation:
The Evaluation Unit covers all of the Commission's cooperation and development programmes, both by geographical region and for sectoral policies, except programmes for enlargement candidate countries and humanitarian aid. Evaluation is generally carried out before a programme begins (ex-ante), in mid-cycle before renewal or cancellation (mid-term), or at the end (ex-post).

The EuropeAid website – http://europa.eu.int/comm/europeaid - contains full details of contract procedures and all the relevant documentation.[16] It has final evaluation reports on projects and programmes[17] and will soon have info on projects underway. An overview of EuropeAid Evaluation Unit methods and criteria is also on the website.

4.2 European Community Humanitarian Office (ECHO)

ECHO coordinates the Commission's humanitarian aid programme, emergency and disaster relief funding and support for disaster preparedness actions. Established in 1992, it was moved to the remit of the Commissioner for Development in 1999. Its mandate is to provide emergency assistance and relief to the victims of natural disasters or armed conflict outside the European Union, irrespective of race, religion or political convictions.

From modest beginnings, ECHO aid levels rose rapidly and are now comparable to US humanitarian aid contributions. ECHO's assistance is deployed via its partners in the field - humanitarian agencies of the UN, NGOs and other international organisations. Goods include essential supplies, specific foodstuffs, medical equipment, medicines and fuel. Services include medical teams, water purification teams and logistical support.

Other ECHO activities include:
Running feasibility studies for humanitarian operations.
Monitoring humanitarian projects.
Promoting and coordinating disaster prevention measures by training specialists, strengthening institutions and running pilot micro-projects.
Organising training programmes and giving technical assistance.
Raising public awareness about humanitarian issues.

ECHO partners
ECHO has Framework Partnership Agreements (FPAs) with some 200 NGOs, UN agencies and international bodies. An NGO must become a partner to apply for ECHO financing. To do so it must submit a written application to ECHO. After studying this application, ECHO evaluates the

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[16] Application forms, standard contracts, procurement notices, calls for proposals, etc.
[17] Evaluation reports produced since 1998 are available on the EuropeAid site. Current summaries of these reports ("EvInfo's") are also available.

NGO's performance based on operational, administrative and financial criteria, and decides whether it may have access to Community funding.[18] For specific tasks, ECHO contracts individual consultants or advisors ("experts").[19]

Training:
ECHO accepts graduate trainees for two five-month sessions every year.[20] ECHO does not award bursaries for courses or to promote vocational placements in EU or non-member countries. The **Network on Humanitarian Assistance (NOHA)** post-graduate diploma was launched in 1994. It falls under the SOCRATES-ERASMUS programme and is supported by the Directorate-General for Education and Culture. NOHA is designed to raise professional standards in the field of humanitarian assistance. NOHA placements are the final stage of a one-year multidisciplinary course leading to a university diploma. They last for two months during the academic year and ECHO takes up to 8 students (one from each university offering the course).

Evaluation:
ECHO has an independent evaluation service. Key elements considered are impact, pertinence, effectiveness and efficiency. Attention has also been paid to assessing how far ECHO activities should be followed up by other Commission services. There is an annual evaluation programme but this allows for unforeseen evaluations in response to particular events or circumstances. ECHO evaluations are carried out by independent consultants with practical experience of the field and the evaluation of humanitarian aid.[21] In 1999, ECHO drew up an evaluation manual for humanitarian aid. This sets out the methodology to be used and specifies questions to be asked during each evaluation.

For more information on ECHO see: http://europa.eu.int/comm/echo/index_en.htm

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[18] The eligibility criteria are laid out in detail in Council Regulation (EC) No 1257/96 of 20 June 1996, published in the Official Journal of the European Communities on 2 July 1996 and available from ECHO on request. http://europa.eu.int/comm/echo/img_echo/pdf/reg1257_en.pdf (Criteria full-text)

[19] Regular calls for applications (published on the Internet and on the European Communities Official Journal) are used to update the database of addresses and CVs of would-be consultants. ECHO can only recruit experts whose names appear on the database and there is no point sending CVs when there is no call for applications.

[20] Further information is available from The Traineeships Office (Bureau des Stages), European Commission, rue de la Loi 200, 1049 Brussels.

[21] In 2001, in the Official Journal of the European Communities Series S #102 (30/05/2001) and on the ECHO site, the Office published a call for expressions of interest aimed at creating a database of potential consultants. Evaluators are chosen from the database according to training, practical experience, specialised knowledge of the sector to be evaluated and language skills.

SECTION B: The Institutional Structure of the EU[22]

5. Councils

The **European Council** determines the principles and general guidelines for **Common Foreign and Security Policy (CFSP),** including those with defence implications.

The **Council of Ministers** is formally known as the **Council of the European Union** and includes one minister from each Member State. Legally it is a single body but it meets in different 'formations' according to policy area. Foreign Ministers make up the **General Affairs Council (GAC)** - the most important formation of the Council of Ministers. The GAC has two functions:
    1) General coordination of all EU policies.
    2) Formulation and implementation of the Common Foreign and Security Policy.

The **Presidency** of the Council rotates every 6 months among member states. It is responsible for ensuring that agreed measures are implemented and represents the EU in all matters. It is supported by the **Secretary-General** of the Council, who is also **High Representative (HR)** for CFSP (see below).

'Troika' refers to committee of the Presidency, next Presidency and High Representative, which is used to provide continuity and consistency.

The **High Representative (HR)** for CFSP (established by the Amsterdam Treaty) formulates, prepares and implements policy decisions and, at the request of the Presidency, conducts political dialogue with third countries. The Council **Secretariat** supports the HR's work.

The **Secretariat** has nine Directorates General of which **DG E** is responsible for External Relations. The **Directorate-General for External Relations** covers three major areas:
    - external economic relations
    - CFSP geographical affairs
    - the "politico-military structure" for **European Security and Defence Policy**.
The DG E is also responsible for the preparation, participation in and follow-up to political dialogue as well as the working relationship between the European Union and international organisations in the areas within its sphere of competence. Relations are currently being strengthened with the UN, the OSCE, NATO and the Council of Europe.

The Council can appoint **special representatives** with a mandate in relation to particular policy issues. They are directly responsible to the High Representative.

6. European Commission:

The **European Commission** is responsible for 'proper functioning and development of the common market', including:
    - Ensuring the implementation of the Treaty;

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[22] ICG (2001) *EU Crisis Response Capability: Institutions and Processes for Conflict Prevention and Management* 26 June 2001, ICG Issues Report No.2.

- Formulating recommendations or opinions on matters dealt with in the Treaty;
- Having the power of decision described in the Treaty;
- Exercising powers conferred on it by the Council for implementing rules laid down by the Council.

Four **Commissioners** fall directly under CFSP:[23]
- Commissioner for External Relations
- Commissioner for Development and Humanitarian Aid
- Commissioner for Trade
- Commissioner for Enlargement

The **Commissioner for External Relations** oversees the Commission's role in CFSP, and coordinates the External Relations activities and Commission delegations in non-member countries. The Commission shares the right of initiative in CFSP activities with member states. Its work is largely economic but does involve broader political issues (E.g. Human Rights clauses in EU trade agreements, and political conditionality in development cooperation and EU association agreements). It has primary influence over development and humanitarian assistance.

The Commissioner's activities include:
- Chairs the Board of EuropeAid.
- Acts as the Commission's interface with the GAC and interlocutor with the HR. Attends European Council meetings.
- Manages the CFSP budget as part of the EC budget.

The **Commissioner for Development and Humanitarian Aid** is responsible for relations with African, Caribbean and Pacific states (ACP) countries and for humanitarian aid (ECHO). The Commissioner holds the post of Chief Executive of EuropeAid.

The **Commissioner for Trade** has powers to negotiate and conclude international agreements, while the **Commissioner for Enlargement** is responsible for relations with countries accepted as prospective members.

Commissioners head the **Directorate General (DG** – see below) bearing the name of their portfolio, although the **Director General for External Relations (RELEX)** is only responsible for countries not handled by other Commissioners and DGs.

7. European Parliament

The **European Parliament** can reject or amend Commission proposals for legislation. It can also amend or advise on Council proposals (Arts. 251, 252).

In practice the Parliament has only a consultative role in CFSP; the Presidency of the Council is required to consult Parliament on the main aspects of the CFSP and ensure its views are taken into account. However, certain **Parliamentary Committees** are beginning to achieve a high profile. These include the **Committee on Foreign Affairs, Human Rights, Common Security and Defence Policy** and the **Committee on Development and Cooperation**.

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[23] The full list of Commissioners is available at http://europa.eu.int/comm/commissioners/index_en.htm

Committee on Foreign Affairs, Human Rights, Common Security and Defence Policy

This Committee is responsible for **(relevant areas only)**

- Common foreign and security policy of the European Union, including the task of formulating a common defence and disarmament policy (Article 11 of the EU treaty)
- Issues concerning human rights and democratisation in third countries, including relations with international human rights organisations

Committee on Development and Cooperation

The responsibilities of this committee include **(relevant areas only)**:

- Promotion, application and monitoring of the development and cooperation policy of the European Union (Articles 177-181 of the EC Treaty) including:

    a) political dialogue with developing countries

    c) humanitarian aid, emergency aid and food aid in developing countries

    f) support for the process of democratisation, good governance and human rights in developing countries.

- Relations with relevant international, multilateral and non-governmental organisations

More information on the Parliamentary Committees is available at:
http://www.europarl.eu.int/committees/afet_home.htm
For the Committee on Foreign Affairs, Human Rights, Common Security and Defence Policy:
http://www2.europarl.eu.int/omk/sipade2?PROG=RULES-EP&L=EN&REF=RESP-AFET
For the Committee on Development and Cooperation:
http://www2.europarl.eu.int/omk/sipade2?PROG=RULES-EP&L=EN&REF=RESP-DEVE

8. Directorates General:

The **Directorate General for External Relations (RELEX)** is subdivided into 10 directorates (A-K, no J). Broadly speaking these divide as follows:

A: - Thematic and institutional aspects of CFSP
B: - Multilateral relations and human rights
C-H: - Geographic regions (excluding ACP countries and the 13 applicant countries)
I, K: - Administrative

DG Development: Before the 1998-2000 restructuring, DG VIII comprised a small unit focused on conflict prevention in ACP countries. This has now been disbanded and responsibility assigned to country desks within DG Development. This leaves the **Conflict Prevention and Crisis Management Unit** (see p1) in DG RELEX as the only dedicated unit in the Commissions. Links between RELEX and Development are weak.

DG Trade has had little direct involvement in EU conflict prevention and crisis management: the small unit responsible for enforcement tool of trade sanctions is in DG RELEX (Directorate A)

9. EU Agencies

There are currently 13 Agencies are set up for specific technical, scientific and managerial tasks. They differ in terms of size and purpose but have a common basic structure and similar ways of operating.

Administrative or **Management Boards** lay down general guidelines and select work programmes according to the agency's mission, resources and political priorities. They include representatives from member states and a Commission representative, and may also include members appointed by the European Parliament or representatives of two sides of industry.

The **Executive Director** is the agency's legal representative, nominated by the board or the Council of Ministers. S/he is responsible for all agency activities and the implementation of its work programmes. The distribution of powers between the administrative/management board and the executive director is laid down by the regulation setting up the agency and may be spelled out in its rules of procedure.

Technical or **Scientific Committee(s)** are made up of experts in the relevant field and assist the board and executive director by drafting opinions on (technical) questions or by acting as information relays.

The European Monitoring Centre on Racism and Xenophobia (EUMC)

Established 2 June 1997 and started activities in 1998.

<u>Primary task:</u> to provide the Community and its member states with "objective, reliable and comparable information and data on racism, xenophobia and anti-Semitic phenomena at the European level in order to establish measures or actions against racism and xenophobia."[24]

<u>Core of activities:</u> European Information Network on Racism and Xenophobia (RAXEN) – designed to collect data and information at national as well as European level.

Website: *www.eumc.eu.int (contact details at http://europa.eu.int/agencies/eumc/index_en.htm)*

European Agency for Reconstruction

Established 15 November 1999. New regulation (CARDS – Community Assistance, Reconstruction, Development and Stabilisation) on 5 Dec 2000 to include assistance to Albania, Bosnia and Herzegovina, Croatia, Federal Republic of Yugoslavia and Former Yugoslav Republic of Macedonia.

Objectives:
(i)   To support good governance, institution building and the rule of law,
(ii)   To continue supporting the development of a market economy and to invest further in critical physical infrastructure and environmental actions,
(iii)   To support social development and the strengthening of civil society.

Website: *www.ear.eu.int (Contact details at http://europa.eu.int/agencies/ear/index_en.htm)*

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[24] EUMC website www.eumc.eu.int

SECTION C:

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- EU Home Page..………………..http://eu.europa.int/
- Non-proliferation and……………http://europa.eu.int/comm/external_relations/cfsp/npd/index.htm
  Disarmament

11. Acronyms

ACP	African, Caribbean and Pacific states
CARDS	Community Assistance Reconstruction, Development and Stabilisation
CFSP	Common Foreign and Security Policy
CIVICOM	Committee for Civilian Aspects of Crisis Management/ Civilian Crisis Management Committee
COREPER	Permanent Representatives Committee
CPA	Conflict Prevention Associates
CPN	Conflict Prevention Network
CSP	Country Strategy Paper
DG	Directorate General
DG RELEX	Directorate General External Relations
ECHO	European Community Humanitarian Office
ERRF	(European) Rapid Reaction Force
ERRM	(European) Rapid Reaction Mechanism
ESDP	European Security Defence Policy
EU	European Union
EUMC	(EU) Military Committee
EUMS	(EU) Military Staff
FPA	Framework Partnership Agreement
GAC	General Affairs Council
HR	High Representative
KEDO	Korean peninsula Energy Development Organisation
NATO	North Atlantic Treaty Organisation
NGO	Non-governmental organisation
NOHA	Network on Humanitarian Assistance
OSCE	Organisation for Co-operation and Security in Europe
PPEWU	Policy Planning and Early Warning Unit (now Policy Unit)
PSC	Political and Security Committee
RAXEN	European Information Network on Racism and Xenophobia
SITCEN	Situation Centre
UN	United Nations
WEU	Western European Union

12. Index

This indicates the page on which the most comprehensive description of each term is provided.