



The Foreign Policy of the EU

Chapter 4

Policy-making

Keukeleire, S. and MacNaughtan, J. (2008)

The Foreign Policy of the European Union,

Basingstoke: Palgrave Macmillan.



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1. Competences

- Difference between first and second pillar
- Basic principle: conferral of powers
- EC: general categories of competence
 - Exclusive competences
 - Shared competences
 - Parallel competences
 - Competences to support, coordinate or supplement actions of the member states
 - Flexibility clause (Art. 308 TEC)



1. Competences

- CFSP/ESDP: parallel competences, but of a different order
- Repercussions for institutional balance of power
- Grey areas between Community and CFSP



2. Decision-making

- European Community -

- ‘Community method’
- First pillar policies: procedures depend on policy area
- International agreements: different procedures
- Complicating factors
 - Often need of various legal bases
 - ‘Mixed agreements’: EC and member states
- Special provisions:
 - Art. 301 TEC: adoptions of *sanctions*
 - *Art. 308 TEC*



2. Decision-making - CFSP/ESDP -

- ‘Intergovernmental method’
- Procedures
 - Principles and general guidelines / Common strategies
 - Decisions necessary for defining/implementing CFSP
 - International agreements
- Voting procedures:
 - General rule: unanimity
 - QMV in some cases
 - Constructive abstention



3. Policy-making in practice

- Basic features:
 - Pillar transcending
 - Systematic cooperation between member states
 - Multilevel & multilocation foreign policy-making
 - Foreign policy-making dynamics
 - Communitarization
 - Commonization
 - Segmentation
- translating declaratory policy into action



4. Financing EU foreign policy

- Complex system of competences & procedures
 - Inter-institutional and inter-pillar tensions
 - Part of multilevel and multilocation system
- Financial Framework 2007-2013:
 - ‘Heading 4: European Union as a Global partner’
 - 53.3 billion (5.7 % of EU budget)
 - Main instruments: IPA, ENPI & DCI

4. Financing EU foreign policy

- The CFSP/ESDP budget -

■ CFSP

- Part of Financial Framework
- Limited budget: €1,981 million for 2007-2013

→ Tensions:

- political (2° pillar) versus budgetary (1° pillar)
- Member states' reluctance

■ ESDP

- Civilian: through CFSP budget
- Military: by member states + 'Athena mechanism'



4. Financing EU foreign policy - European Development Fund -

- Cotonou Agreement
- Special status
 - Outside Financial Framework
 - Contributions of member states
- 10th EDF (2008-2013): € 22.7 billion

5. EU foreign policy and consistency

- Multidimensional challenge:
 - Horizontal consistency
 - Institutional consistency
 - Vertical consistency
 - Inter-state consistency
 - Solutions?
 - Lack of effective mechanisms
 - Lisbon Treaty?
- Credibility of EU as international actor?

Exploring EU Foreign Policy

See the Website Companion and Online Resource Guide:

<http://www.exploring-europe.eu/foreignpolicy>

- Guide to the maze of information sources on EU foreign policy for researchers, students and practitioners
- EU-Documents
- Official EU-links
- Links to sources from international organisations
- Links to information from non-governmental organisations, research centres and think tanks
- Latest online news on EU Foreign Policy
- Updated tables and PowerPoint presentations
- References to recent literature