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from : Presidency  
to : Coreper/Council  
Subject : Stocktaking report: Measures to increase the effectiveness, coherence and visibility of EU external policies

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1. Following the "Stocktaking Report on the implementation of measures to increase the efficiency, coherence and visibility of EU external policies and future work" (doc. 16419/06) noted by the Council at the end of the Finnish Presidency, the German Presidency has taken forward work in this area. The attached stocktaking report reviews the situation at the end of Germany's EU Council Presidency.
2. The Foreign Relations Counsellors working party discussed the Presidency stocktaking report at its meetings on the 31 May and 11 June 2007. The Presidency has sought to take proposals made by delegations into account as far as possible in the drafting of the report.
3. Given the above, the Committee of Permanent Representatives is invited to:
  - take note of the stocktaking report as set out in annex hereto;
  - recommend that it is noted by Council.

## Stocktaking report

### **Measures to increase the effectiveness, coherence and visibility of EU external policies**

A review at the end of Germany's EU Council Presidency

One of the goals of the German EU Council Presidency has been to increase the effectiveness, coherence and visibility of the EU's external policies. The way the Presidency has approached this has been to develop and implement practical measures that can be realised in the framework of the existing Treaties. This approach takes into account the Commission's Communication "Europe in the World" of June 2006, work undertaken during the Finnish Presidency, in particular the Stocktaking Report of 6 December 2006, and the conclusions of the European Council of December 2006.

This second stocktaking report assesses what has been achieved in this regard during the first half of 2007 and aims to facilitate future work. The commitment of all actors is required to ensure continuity in developing the EU's external policies. The German Presidency would therefore like to encourage forthcoming Presidencies, the Council Secretariat and the Commission to take forward the work as outlined in this report.

#### **1. Strengthening the structures and instruments of EU's strategic planning in external relations and improving working methods**

- Council Presidencies: The concept of an 18-month "Trio Programme", as prepared by the Presidencies of Germany, Portugal and Slovenia, helped improve coordination and coherence between the Council Presidencies.

- Strategic planning: As agreed in the Communication “Europe in the world”, the initiative of holding high-level external relations planning meetings between the President of the European Council, the Foreign Minister of the respective Presidency, the President of the Commission, the Commissioner for External Relations and the High Representative at the beginning of every Presidency should continue in order to undertake an overview of the Union’s external action.
- Strengthening the role of the High Representative: During the first half of 2007, High Representative Solana assumed the chair of a dozen meetings involving political dialogue with third countries.
- Informing/consulting the European Parliament: The Presidency and the Council Secretariat made a greater number of appearances before the European Parliament and its committees. The Commissioner for External Relations continued her frequent dialogue sessions in the European Parliament on external relations issues. In preparation for the German Presidency, the German Federal Cabinet, led by Chancellor Merkel, met in December with the Conference of Presidents in Berlin. The Chairpersons of all Council formations gave detailed briefings to relevant EP committees in January on the 18-month programme. In the field of CFSP the Presidency gave detailed briefings to AFET after each meeting of the General Affairs and External Relations Council. These briefings took place on a political level (Foreign Minister or State Minister for Europe) and included an exchange of views with the Committee. In addition, the PSC Ambassador met in total four times with representatives of AFET/SEDE and the Budget committee of the EP.
- Co-ordination between Presidency/Commission: The Federal Foreign Minister's meeting with the Commissioner for External Relations as part of the joint session between Germany’s Federal Cabinet and the Commission on 9 January 2007 allowed fundamental issues in the Presidency programme and calendar to be co-ordinated more closely.
- Preparations for Summit meetings: The strategic planning for summit meetings with the USA, Russia, Canada and Japan was based on concept papers, prepared by the Presidency/Council Secretariat and/or the Commission.

This upstream coordination between Presidency, Council Secretariat, Commission and Member States helped enhance the coherence of the EU's policies towards the countries concerned.

- Consultation between Commission and Council: The Commission established the practice of presenting a monthly report to the PSC on its activities within the scope of the EC Regulation establishing an Instrument for Stability, which entered into force on 1 January 2007 (the information note from the Commission on the implementation modalities was noted by the PSC on 19 December 2006).
- External energy relations: The European Council in March 2007 provided the impetus for strengthening the EU's energy security, on the basis of the Commission's Communication "An energy policy for Europe". The Energy Action Plan 2007-09 adopted by the European Council developed clear guidance for an effective European energy policy in which the EU speaks with one voice, and commissioned an updated Strategic Energy Review in early 2009. It highlighted the importance of strategic energy partnerships with key energy producing and transit countries as well as with some of the world's major energy consumers. Support was also given to infrastructure projects aimed at strengthening the EU's energy supplies via the development of energy corridors (Caspian Sea – Black Sea – EU / Mashrek – EU). Energy also plays an important role in the proposals to strengthen the European Neighbourhood Policy, in the elaboration of the Black Sea Synergy and the setting up of a strategy for Central Asia. Energy was an important topic at the EU's meetings with third countries, including the summits with US, Russia, Canada and Japan. The Council also agreed to strengthen the EU-African dialogue on energy. To provide the EU with the collective capacity to monitor the external security of energy supplies, a network of energy security correspondents (NESCO) was created in close coordination between the Commission and the Council.
- ESDP: A Civilian Planning and Conduct Capability, including the function of a Civilian Operation Commander, is being created in the Council Secretariat, in order to strengthen the EU's civilian crisis management structures. The Council approved the Guidelines for Command and Control Structure for EU Civilian Operations in Crisis Management.

A joint statement on UN-EU cooperation in crisis management was signed by the UN Secretary General and the EU Presidency on 7 June. Cooperation with the US in this area has also been further developed. Civil-military coordination on operations and missions was improved, and civil and military capabilities were further developed. Cooperation with the Commission in developing measures linking ESDP missions with complementary Community programmes has also been pursued. Following the analysis of lessons learned from the military operation EUFOR RD Congo, the Council requested the SG/HR to address shortcomings in the EU Military Staff's ability to conduct planning at the strategic level for EU-led operations and to submit a report with recommendations, as appropriate, for consideration by the Council at its meeting in November 2007.

- Disaster relief: Steps were taken to improve coordination between the different actors and mechanisms and to increase the exchange of information in crisis and emergency situations (including an update of the handbook on crisis reaction).

## **2. Enhancing coherence in the use of different policy instruments in EU's external relations with third countries**

- Central Asia: The Central Asia Strategy is due to be adopted at the European Council in June 2007.
- European Neighbourhood Policy (ENP): On the basis of the Presidency's mandate from the European Council of December 2006, work on strengthening the ENP has progressed significantly. The Council discussed and prepared a number of measures to strengthen the policy, on the basis of the Commission's December 2006 Communication and further papers, notably on deeper economic integration, mobility and migration, the ENP's civil society dimension, its thematic dimension, and the establishment of a Governance Facility and a Neighbourhood Investment Fund. As mandated, the Presidency has prepared a Progress Report for the June 2007 European Council, which takes stock of these achievements and gives direction to the further development of ENP.

- Black Sea Synergy: Work on an enhanced and coherent EU engagement towards the Black Sea area, particularly in the framework of a strengthened European Neighbourhood Policy, has started. In April 2007 the European Commission published its Communication “Black Sea Synergy – A new Regional Cooperation Initiative”, which proposes a series of measures to intensify regional cooperation in key areas such as energy, transport, environment, justice and security, thereby building on synergies with existing regional bodies and initiatives. Strengthened Black Sea regional cooperation could also help prepare the ground for the solution of conflicts in the region.
- Western Balkans: Continued attention was paid to developments in the region and its European perspective, based on the renewed consensus on enlargement. Negotiations on and initialling of visa facilitation and readmission agreements with the countries of the Region. Resumption of the SAA negotiations with Serbia, after the new Government had shown clear commitment and had undertaken concrete and effective action for full cooperation with the ICTY. Building consensus and unity on the Kosovo status process, including finalising – as far as possible - planning for the ESDP Rule of law mission.
- Afghanistan: Following a Fact-finding mission at the end of 2006, a Joint Action for an ESDP Police Mission was adopted by the Council on 30 May 2007, in parallel with a Commission decision of 30 April 2007 on a justice programme. The ESDP mission and the EC Justice programme reflect greater EU engagement in the rule of law sector in Afghanistan. The ESDP police mission will build on current bilateral efforts by providing training and mentoring to the Afghan National Police, by reaching out into the regions and provinces, as well as by providing impetus to the reform process in the Ministry of Interior.
- Africa: Preparatory work on the EU-Africa partnership and in particular on the EU-Africa Joint Strategy for Africa pursuant to European Council conclusions, with a view to the strategy’s adoption at the EU-Africa summit scheduled to take place in Lisbon in December 2007. In this context a joint EU-AU working group elaborated an outline paper which was endorsed by the EU-AU ministerial troika on 15 May.

- Latin America: adoption of negotiating directives for association agreements with Central America and the Andean Community.
- Development: Better integration of development concerns in the whole policy spectrum through identification of development-related aspects of each indicative agenda drawn up for Council meetings. Update of Rolling PCD (Policy Coherence for Development) Work Programme. A wide-ranging survey was also carried out among Member States by means of a questionnaire in preparation for the first biennial Commission report (expected in September 2007) on progress made in the field of policy coherence for development since May 2005.
- Trade: Follow-up to the Council conclusions on external aspects of the EU's competitiveness ("Global Europe"), including the adoption of negotiating directives for new trade agreements with ASEAN states, India and Korea, with particular emphasis on coherence in coupling the legal and institutional aspects of free trade agreements with political agreements. Adoption of Council Conclusions on Economic Partnership Agreements to enter into force by 1 January 2008, and on a Joint EU Aid for Trade Strategy to be adopted by the Council in time to allow the EU to contribute to the upcoming WTO Global Review on Aid for Trade in November 2007.
- Human rights: Human rights considerations became increasingly entrenched in the CFSP and ESDP ("mainstreaming"), for instance in the mandates of EU Special Representatives, the planning and "lessons learned" of ESDP missions, in conceptual documents and also in the context of action plans under the Neighbourhood Policy. The Presidency presented in PSC a Handbook on the mainstreaming of human rights and gender into ESDP, including model pocket cards for ESDP personnel.
- Migration: Preparation of concrete measures for applying the Global Approach to Migration to the Eastern and South-Eastern regions neighbouring the EU, on the basis of the Commission's Communication of 16 May. Political dialogue on migration and concrete cooperation with African and EUROMED partners were strengthened.

Frontex's capacities were enhanced, and agreement was reached on the Regulation on the establishment of Rapid Border Intervention Teams and the setting up of a permanent Coastal Patrol Network at the southern maritime borders. On the basis of the Commission's communication of 16 May, the EU has given active consideration to how legal migration opportunities can be incorporated into the EU's external policies.

- Funding African peace operations: Introduction of a mechanism permitting Member States to channel voluntary contributions via the 9<sup>th</sup> EDF to AU missions, and other measures financed from the African peace facility. An interim report exploring ideas for a sustainable solution for co-financing peace operations in Africa has been prepared for GAERC in June.

### **3. Enhancing co-operation between Member States, Commission and Council Secretariat at headquarters and extending practical co-operation between the embassies of Member States, Commission delegations and the Council Secretariat in third countries**

- "Double-hatted" function: Greater consideration given to the use of the double function of EU Special Representatives/Heads of Delegation – preparation for a "double-hatted" function in the AU in Addis Ababa.
- Commission delegations and Council: The use of the expertise of Heads of Delegations in the work of the Council preparatory bodies was continued, and cooperation between the Commission delegations, the High Representative and the EUSRs increased.
- Joint written contributions: The principle of joint written contributions (prepared by the Commission and the Secretary General/High Representative) for the Council and its preparatory bodies has been developed.
- Personnel exchange: Measures were agreed to increase exchanges of personnel between national diplomatic services, the Commission and the Council Secretariat.
- Schengen co-operation: Pursuant to the Council Conclusions of 4-5 December 2006 to improve local Schengen co-operation, the handbooks drawn up by Schengen partners were evaluated in selected third countries, and recommendations were adopted for a more systematic and efficient format, to be universally applied by October 2007.

- Common visa application centres: Efforts to enhance cooperation through common visa application centres were continued. Hungary took on responsibility for a pilot project in Chisinau, which was opened in April, with Austria and Slovenia as the initial partners. Member States and the Commission drew up a proposal for an EU Common Visa Centre for ADS (“Approved Destination Status”) in Beijing, which will be discussed in the Council's Visa Working Party in conjunction with a report by Heads of Mission prepared for this purpose. Co-operation in collecting the biometric data of visa applicants is at the heart of the EU pilot project BLODEV II, which is being supported by 8 Member States. With the preliminary work almost complete, the project will be launched in June 2007 in 13 third country locations and 9 locations within the EU.
- Further consular cooperation: The process of strengthening consular co-operation is moving forward thanks to practical measures to improve exchanges of information (e.g. telephone conferences) and co-operation between the Member States, as well as through the lead-state approach in the event of larger-scale consular crises (e.g. evacuations). This concept also allows for a pragmatic and limited supporting role of Commission delegations in third countries. The Commission has also set out in its Green Paper of December 2006 a number of ideas and proposals on consular and diplomatic protection.
- Return and Readmission: Agreement was reached on improving co-ordination and communication at community level as well as in the framework of consular cooperation between the Member States in relevant third countries, including the Commission delegations (common analysis and reporting). Active participation of FRONTEX in joint return flights will emphasise the fact that such measures are part of the common return policy.

#### **4. Improving the effectiveness of internal co-ordination and the coherence of EU positions in international organisations**

- OSCE: Finalisation of the "Assessment Report on the EU's role in the OSCE".
- Council of Europe: Finalisation of the "Memorandum of Understanding between the Council of Europe and the European Union".
- IMF: At the IMF, EURIMF is a group of EU Member State representatives, in which the ECB and the EU Commission also participate. It is a forum for exchanging views on their individual positions and, where possible, coordinating positions. To improve coordination, visibility, and effectiveness of EU members at the IMF, EURIMF members will select one of their Executive Directors to serve as EURIMF President for a period of two years.
- UN: Negotiating a provisional agreement with the Peacebuilding Commission and the UN Secretariat regarding the EC's/EU's representation in the Peacebuilding Commission.

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