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Merging policies as strategy against emergency threats. The EU's institutional response to disasters, risks and emergencies.

Abstract. This paper looks into the *institutional foundation* of the EU's emergency policies. After a short presentation of the objectives and concepts of this study, three main sources of the EU's emergency policies are explored, the institutions and their offices as well as the agencies and decentralised bodies, the Treaty norms and formal procedures, and the official documents and reports. This exploration discloses the current attempt of the EU's policy-makers at merging former separated policies into an encompassing policy framework. The concluding section reviews a few critical issues that the exam of the institutional sources offers to the empirical analysis of the EU's emergency policies.

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In the last thirty years, the Council by promoting the Member State concurrent approach to the common Development, Human Right, and Crisis Management policies, the Commission by organising the Humanitarian Aid department (ECHO) and funding a growing number of cooperation and assistance projects, and the Parliament by acting on its own as well as by pressing the other institutions to broaden the EU engagement in emergency crises, have been forwarding the EU's response to emergencies in and outside the territory of the European states. The action of the EU institutions has been carried out in partnership with international organisations, mainly of the United Nations family, and non-governmental organisations. Accordingly, the European Union claims to represent the most active group of countries in the world delivering aid for relief and reconstruction to the victims of emergency events, and setting up organisation, technical and financial instruments to deploy wherever an emergency event occurs. Indeed, the Union and the EU countries are the group that makes the largest money donation per year to countries and populations in need of aid as well as the group that is developing a wide capability of response instruments to emergencies.

Are such actions framed within policies purposely formed for building up effective capabilities? In the positive case, what approach and role of the Union displays in responding to emergency events in the member states territory and the outside areas? This is the main question the present paper aims at answering to by exploring the *institutional sources* of the EU's emergency actions. After a short presentation of the objectives of the present study and of the concepts it makes use of, three main sources of the EU's emergency policies are explored, the institutions and agencies, the legal rules and formal procedures, and the official documents and reports. This study discloses the current attempt of the EU's policy-makers at merging former separated policies into an encompassing policy framework. The concluding section of this paper points to a few critical issues that the review of the institutional sources offers to the empirical analysis of the EU's emergency policies.

Objectives and concepts

Emergency policies are made to respond to unexpected, sometimes predictable, events that cause serious problems to states and societies. Generally such events spread their effects across frontiers. Consequently, any resolve of the policy-makers to borne emergency responses to the local dimension is prejudicial to the efficacious results of the response. In addition, the know-how about the organisation and execution of the response policies, which also is key to their efficacious results, travels across the national borders. On this account, building knowledge about whether the EU legal instruments and institutional frameworks for emergency policies are appropriate to the goal has to start from the analysis of the Treaties, the legal texts and political documents of the European Union as well as of the offices of the EU institutions relevant to these policies. Then, the member states compliance to the rules, institutions and actions of the EU emergency policies needs to be examined and tested. Last, the content and implementation of the European emergency policies are to examine empirically and assess carefully.

As far as the power the EU shares with the member states in providing response to emergencies world-wide impacts on the European foreign and security policy domain, the nature of the EU as a political actor of the global system is to investigate. However, to skip at this moment the *vexata quaestio* of the EU's international actorness, the following claim is made. The interests of the member states, sometimes divergent from one another, in many occasions coalesce around the objective of forwarding the European interest dimension, and the member governments rally under the EU's flag. Response to emergency events outside Europe fits to such a condition. The national emergency policies, mostly created in the recent past, are not alien to information exchange

and to cooperation and coordination within the EU's emergency response scheme but increasingly favourable. In addition, the emergency policies of the member states and those of the Union are consistently exposed to the extensive web of the global emergency programmes, mostly acted or endorsed by the United Nations.

Given for granted that the EU and member governments share consistent interests in forging and advancing the European dimension of response to emergencies, the analysis of the EU emergency policies is about checking, primarily, whether the EU has produced a coherent and effective set of responses and, in the positive case, whether it has the capabilities to act, and actually acts, strategically in the system of the global response to emergencies rather than merely reacting to emergency events on a case by case basis. What do I mean by acting strategically in the emergency response system? On recognition of the inclusion of the emergency response in the global public space and the area of the global policies, namely the sets of rules, standards, programmes, organisations and funds existing at the global level to solve global problems¹, an international actor (i.e. a state, IGO and NGO) acts strategically in as much as it makes the appropriate decisions and actions to participate in the global emergency policy-making system and to influence it in pursuit of declared goals and principles.

Briefly, the analysis of the EU's emergency policies is about understanding and explaining how the EU sets out its objectives and strategy in the global emergency system, how it interacts with the actors and institutions of this system, how it promotes emergency cooperation at the global level as well as within its borders, and what the EU gets from participating in the global emergency policies and in forwarding the coordination of the emergency response of the member states within and outside the EU borders in terms of functional and political integration. Empirically, the analysis and appraisal of the basic features of the EU's actions in, and impact on, the emergency response system is to make with qualitative and quantitative data about (a) the extent to which the EU's emergency response resources and capabilities have been organised and put in action; (b) the level of interaction with the actors and institutions of the global emergency response system; and (c) the results of the EU's intervention in emergency events. Only some aspects the first objective are dealt with in the present paper which belongs to a research project recently started at the University of Catania².

In the present analysis, *emergency* is the state of need for urgent help and relief created by an unexpected event. Accordingly, *emergency actions and policies* are, respectively, the actions and the sets of political, management, financial, and administrative mechanisms arranged by concerned political actors to cope with any emergency and the effects of emergency events³. Four broad areas of EU's emergency policies are distinguished for analysis, the policies to respond to problems caused by *man-made disasters*⁴ like international and internal wars and mass atrocities, the policies aimed at *reducing poverty* as the cause of human sufferings and social costs (formerly known as cooperation/aid to development policies)⁵, the policies to respond to *natural disaster* events⁶ both preventively and subsequently, and the policies to prevent the occurrence, and contain the effects,

¹ Attinà Fulvio (2011), *The global political system*, Palgrave Macmillan, Houndmills, Basingstoke, page 2.

² This project is funded by the European Commission's Lifelong-Learning Program (Decision n. 2012-2839/001-001) and the Italian Ministry of Education, University and Research ().

³ See the glossary at <http://www.fscpo.unict.it/europa/JMAP/glossary.htm>

⁴ Any large-scale human violence, anthropogenic threat involving human intent, negligence, or error, and failure of a human-made system causing huge sufferance and loss of life and property to people.

⁵ Poverty reduction is the expected result of measures to change the condition of large groups of people who have little or no means of living (like food, shelter, clothes, healthcare, education) and improving their own life.

⁶ Floods, severe weather, volcanic eruptions, earthquakes, droughts, wildfire, and other geologic processes causing huge sufferance and loss of life and property to people.

of *systemic risks*⁷ like the break-down of technological systems and cybernetic networks either caused by human beings or accidental. These areas of problems have many aspects in common. An emergency event causes problems that cut across this classification which is made to serve to description and study objectives. Policy-makers, however, especially at the European Union level in the present time, recognize that separating these problems is impractical and almost unfeasible task. Accordingly, emergency policies are increasingly aimed at achieving results encompassing different areas, and the response instruments are purposely selected by the policy-makers, and prepared by the managers, to have effect on several or all the emergency areas.

Institutions, rules and documents about EU's emergency policies

The EU's emergency policies are commonly represented as encompassing humanitarian aid and disaster relief. In such a view, the humanitarian aid policy is represented as almost entirely organized by the 'Humanitarian Aid (ECHO) and Civil Protection' Department or Directorate General (DG) of the Commission. The EU's disaster response policy, instead, is represented as organized (so far) by the Civil Protection Mechanism (CPM) of the Commission Department (or DG) Environment. Such a distinction does not hold true on various respects. Normally, a range of Commission departments, Council offices and Parliamentary committees directly and indirectly participate in the organisation, i.e. planning, administration and execution, of the EU emergency policies. Furthermore, in the EU governmental system the policy organisation phase is separated from the decision-making and policy control phases. In particular, the Commission as the institution tasked for the organisation of the EU's policies acts within a complex institutional web which gives to the Commission a non-secondary decision-making role, especially at the initiative stage of the decisional process, but gives the final voice to the other two institution, the Council and Parliament, with the Council in the primary position when the ordinary procedure does not apply to the case. At the same time, the Council and the Parliament do not restrain their participation at the decision stage. They have at their disposal legal and political leverage to look over the management and the full course of these policies.

This section of the paper deals with the official role and power of the three institutions and their offices in the EU's emergency policies. Subsequently, information is given about the EU's agencies and decentralised bodies in the field of emergencies.

Institutions, departments and branches

The offices, departments and branches of the three EU institutions which take part in the making and execution of the EU's emergency policies are listed in the following table.

The EU institutions of emergency response

	Natural disasters	Systemic risks	Man-made emergencies	Poverty reduction
Commission Departments (DGs)	<ul style="list-style-type: none"> • Humanitarian Aid (ECHO) and Civil Protection DG • Environment (ENV) DG 	<ul style="list-style-type: none"> • Climate Action (CLIMA) DG • Energy (ENER) DG • Home Affairs (HOME) DG • Justice (JUST) DG 	<ul style="list-style-type: none"> • Humanitarian Aid (ECHO) and Civil Protection DG • Foreign Policy Instruments Service (EEAS) DG 	<ul style="list-style-type: none"> • Development and Cooperation. Europaide DG
Parliament	<ul style="list-style-type: none"> • Environment, 	<ul style="list-style-type: none"> • Environment, 	<ul style="list-style-type: none"> • Foreign Affairs 	<ul style="list-style-type: none"> • Development

⁷ The instability and potential/eventual break down of the system caused by interlinkages and interdependencies that come into play following human actions, natural processes, and human-made system failures.

	Public Health and Food Safety Committee (ENVI)	Public Health and Food Safety Committee (ENVI) <ul style="list-style-type: none"> • Special Committee on Organised crime, corruption and money laundering (CRIM) 	Committee (AFET); Subcommittee for Human Rights (DROD); Subcommittee on Security and Defence (SEDE)	Committee (DEVE)
Council	<ul style="list-style-type: none"> • High Representative • Political and Security Committee 	<ul style="list-style-type: none"> • High Representative • Political and Security Committee • Coordinating Committee 	<ul style="list-style-type: none"> • High Representative • Political and Security Committee 	<ul style="list-style-type: none"> • High Representative • Political and Security Committee

What follows here is intended to give a brief knowledge about the objectives, tasks and actions of the branches of the three institutions that take part in the EU emergency policies. The sources of this information are the existing expert literature and the institution websites.

The Commission Departments

The ‘Humanitarian Aid (ECHO) and Civil Protection’ Department is the most important actor in the EU’s emergency policies together with the ‘Foreign Policy Instruments Service’ Department, also known as the European External Action Service (EEAS), which takes part also in humanitarian crisis and natural disaster actions.

The action of the ‘Humanitarian Aid (ECHO) and Civil Protection’ Department is summarized as it follows.

- It provides emergency assistance and relief to the most vulnerable people in the most dangerous conflicts and disaster-prone regions.
- In the event of major natural or man-made disasters occurring both inside and outside the EU, it gives assistance in the form of in-kind assistance, equipment and teams, or involve sending experts to carry out assessments. It relies on government resources and, if assistance is required in third countries, usually works in parallel with or hands over to humanitarian aid organisations.

The European External Action Service was created by the Lisbon Treaty to advance and strengthen the EU’s action in all the foreign policy areas. To carry out this mission, the Service

- defends Europe’s interests and promote its values around the world,
- tackles the challenges facing Europe as well as the rest of the world and finds solutions appropriate for the global community,
- tackles non-proliferation, disarmament and export control,
- can call on a whole range of crisis response instruments that allows it to build a comprehensive approach (political, diplomatic, economic, financial, military, judicial and development aid related) when responding to a crisis,
- promotes and defends human rights, democracy and the rule of law both within its borders and when engaging in relations with non-EU countries,
- is involved in all phases of the crisis management cycle; from preventive strategies, to post-crisis rehabilitation and reconstruction,
- looks over the CSDP missions that support police, judiciary and customs reforms and capacity-building. These missions facilitate agreements ending hostilities and ensure compliance of these agreements; contribute to assuring the security of civilians, refugees,

humanitarian workers and UN personnel; and accomplish tasks like monitoring borders and fighting against piracy,

- organises and supervises the EU election observation missions to assess an electoral process according to international standards.

The Environment (ENV) Department of the Commission contribute to the EU's natural disasters and systemic risks policies both within and outside the European territory by

- protecting, preserving and improving the environment. In such a task, it proposes policies that ensure a high level of environmental protection in the European Union and preserve the quality of life of EU citizens.
- monitoring the correct application of the EU environmental law by the Member States. In doing so it investigates complaints made by citizens and non-governmental organisations and can take legal action if it deems that EU law has been infringed,
- representing the European Union in environmental matters at international meetings.

The Climate Action (CLIMA) Department was established in February 2010 to run the EU's policy in this newly recognized area of systemic risks. CLIMA

- develops and implements international and domestic climate action policies and strategies, and promotes low carbon and adaptation technologies,
- implements the EU Emissions Trading System (EU ETS), and monitors the implementation of Member States' emission reduction targets in the sectors outside the EU ETS,
- leads international negotiations on climate.

The Energy (ENER) Department watches over a further source of systemic risk, the sustainable and secure availability of energy. As far as emergency policies are concerned, ENER

- contributes to setting up an energy market providing citizens and business with affordable energy, competitive prices and technologically advanced energy services,
- promotes sustainable energy production, transport and consumption in line with the EU 2020 targets and with a view to the 2050 decarbonisation objective,
- enhances the conditions for secure energy supply in a spirit of solidarity between Member States.

The action of both the Department of Home Affairs (HOME) and the Department of Justice (JUST) is relevant to the EU's emergency policies primarily in the field of new systemic risks like terrorism and transnational organised crime. The two Departments contribute to emergency response also by organising and participating in international programmes to support prevention and reconstruction in case of humanitarian crises and disaster events. In particular, the Home Affairs Department participates in actions related to legal and irregular migration as the consequence of economic and political emergencies in foreign countries, and to internal security actions that encompass fight against organized crime and terrorism, police cooperation and the management of the EU's external borders. The action of the Justice Department supports protection of fundamental rights and values in the EU, and promotes these in the rest of the world. Through judicial cooperation and cooperation in the area of fundamental rights, the Department contributes to the prevention of, and response to, humanitarian crises by promoting human rights, good governance and the rule of law.

The 'Development and Cooperation EuropAid' Department is responsible for designing and managing the development policy of the European Union. In fulfilling such a task, EuropAid fulfils also emergency missions like

- delivering aid to countries in need throughout the world,
- administering financial instruments to ensure the quality and effectiveness of the EU aid,
- promoting good governance, human and economic development,
- fighting hunger and preserving natural resources.

The Parliament Committees and Subcommittees

A number of Committees of the European Parliament are concerned with emergency issues. In the area of humanitarian issues, the Foreign Affairs Committee (AFET) and its subcommittees for Security and Defence (SEDE) and for Human rights (DROI) are the most important ones. Formally responsible for CFSP and CSDP, they look over issues concerning human rights, the protection of minorities and the promotion of democratic values in third countries. AFET is in charge also of coordinating the work of election observation missions falling within its remit.

The Environment, Public Health and Food Safety (ENVI) Committee is responsible for natural disaster issues and systemic risks problems. In particular, it looks over air, soil and water pollution, waste management and recycling, dangerous substances and preparations, climate change, protection of biodiversity, sustainable development, and civil protection. Also the Special Committee on Organised crime, corruption and money laundering (CRIM) overlooks new risks like organised crime, corruption and money laundering. The Development Committee (DEVE) is responsible for the promotion, implementation and monitoring of the development and cooperation policy of the Union, including matters relating to the ACP-EU Partnership Agreement.

The Council offices

The Council unitary organisation deals with all the Union's policies through its offices and organs. The High Representative of the Union for Foreign Affairs and Security Policy, who is the President of the Foreign Affairs Council and the Vice-President of the Commission, plays key roles in the formulation, preparation and implementation of the CFSP and the whole of the Union's external action, including the areas of the emergency policies.

The Council decisions are made in the meetings of the state ministers responsible for the areas under consideration, and are prepared by working parties and committees which comprise the delegates of the member states. In between the discussion stage at the level of the working parties and committees and the discussion stage at the Council meetings, the Permanent Representatives Committee (COREPER) has the fundamental function of checking the dossiers and solving existing controversies. In such a task, COREPER is assisted by the committees that have expertise in specific areas of the emergency policies like the Coordinating Committee responsible for preparing the decisions in the area of police and judicial co-operation in criminal matters, and the Political and Security Committee that monitors the international situation and provides political supervision and strategic direction in crisis management operations.

Agencies and decentralised bodies

The agencies and decentralised bodies have a role in implementing EU policies and provide services in a range of technical, scientific and management tasks. They are independent legal entities, distinct from the EU institutions. The most important of them in the area of emergencies are listed in the following table.

The EU agencies and decentralised bodies for emergency response

Natural disasters	Systemic risks	Man-made	Poverty reduction
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		emergencies	
• EEA. European Environment Agency	• EUROPOL. European Police Office	• EUROPOL. European Police Office	
	• EUROJUST. European Union's Judicial Cooperation Unit	• EUROJUST. European Union's Judicial Cooperation Unit	
	• FRONTEX. The European Agency for the Management of Operational Cooperation at the External Borders	• EDA. European Defence Agency	
	• IT Agency. EU Agency for large-scale IT systems		
	• EASO. European Asylum Support Office		
	• ECDC. European Centre for Disease Prevention and Control		

EEA provides information and assessments on the state and trends of the environment, including data analysis on water, air and climate change, biodiversity, sustainable consumption and production, land use and spatial information as well as on economic and social factors putting pressure on the environment.

EUROPOL started its activities on 1999 and became an independent agency on 2010 with the mandate to support the law enforcement activities of the Member States in areas such as illicit drug trafficking, terrorism, illegal immigrant smuggling, trafficking in human beings and child sexual exploitation, counterfeiting, money-laundering, forgery of money and other means of payment. It facilitates the exchange of information and criminal intelligence between EU law enforcement authorities, provides operational analysis, crime analysis, and technical support for investigations and operations carried out within the EU, under the supervision and legal responsibility of the Member States concerned. Within EUROPOL, the recently created European Cybercrime Centre (EC3) has the responsibility to fight against cybercrime. It supports the Member States and the European Union's institutions in building operational and analytical capacity for investigations and cooperation with international partners about online crimes.

EUROJUST was established in 2002 to co-ordinate investigations and prosecutions among the judicial authorities of the Member States on serious cross-border and organised crime like terrorism, trafficking in human beings, drug trafficking, fraud, and money laundering. In particular, it facilitates international mutual legal assistance and the implementation of European Arrest Warrants, and assists investigations and prosecutions between a Member State and a non-Member State or a Member State and the Commission regarding criminal offences affecting the European Community's financial interests.

FRONTEX strengthens border security by ensuring the coordination of Member States' actions in the implementation of Community measures relating to the management of the external borders. In particular, it assists Member States in the training of national border guards, carries out risk analyses, and provides Member States with the necessary support in organising joint return operations.

The IT Agency is responsible for all the instruments essential to the implementation of the EU asylum, migration and border management policies.

EASO assists the EU States in fulfilling their European and international obligations in the field of asylum by facilitating exchanges of information on countries of origin, assisting in the relocation of beneficiaries of international protection, collecting and exchanging information on best practices, and defining technical orientations on the implementation of the Union's asylum instruments.

ECDC works in partnership with national health protection bodies to strengthen and develop continent-wide disease surveillance and early warning systems, and ensures coherent action in the field of public health by bridging together the responsibilities of the Member States, the EU institutions and the relevant international organizations.

EDA was created to improve the EU's defence capabilities especially in the field of crisis management, promote EU armaments cooperation, strengthen the EU defence industrial and technological base with a view to strengthening Europe's industrial and technological potential in the defence field.

Treaty norms and procedures

The rules about the EU powers and the institutional and procedural aspects of emergency policies are in the consolidated version of the Treaty on the European Union (TEU) and the Treaty on the Functioning of the European Union (TFEU). The Titles containing norms about the EU powers and procedures on emergency issues are listed in the following table.

Emergency policies in TEU and TFEU

Treaty Titles	Emergency policies			
TEU Title V General Provisions on the Union's External Action and Specific Provisions on the Common Foreign and Security Policy	Natural disasters	Systemic risks	Man-made emergencies	Poverty reduction
TFEU Part One Title XXIII Civil Protection	Natural disasters		Man-made disasters	
TFEU Part Five Title VII Solidarity Clause	Natural disasters	Systemic risks		
TFEU Part One Title XX Environment	Natural disasters	Systemic risks		
TFEU Part Five Title III Cooperation with Third Countries and Humanitarian Aid, Chapter 3	Natural disasters		Man-made disasters	Poverty reduction
TFEU Part One Title V Area of Freedom Security and Justice		Systemic risks		
TFEU Part One Title XXI Energy		Systemic risks		
TFEU Part Two Title XIV Public Health		Systemic risks		

Norms and procedures about EU foreign policy and emergency actions

TEU Title Five sets the principles and objectives as well as the procedural aspects of the EU foreign policy which comprises the Common Foreign and Security Policy (CFSP) and the Common

Security and Defence Policy (CSDP). This Title is also the overall frame of the EU's emergency response actions.

In art. 21, the EU pledges to make policies aimed at preventing conflicts, strengthening international security, fostering the sustainable economic, social and environmental development of developing countries with the primary aim of eradicating poverty, improving the quality of the environment and the sustainable management of global natural resources, assisting populations, countries and regions confronting natural or man-made disasters. Decisions on the EU emergency actions in the frame of the CFSP are taken by the European Council and the Council acting unanimously, except where differently stated in the Title Five. Decisions are put into effect by the High Representative and the Member States, using national and Union resources.

The common security and defence policy provides the Union with civilian and military assets in support of peace-keeping missions, conflict prevention and international security outside the Union (TEU art. 42). In particular, “the Union may use civilian and military means [for] joint disarmament operations, humanitarian and rescue tasks, military advice and assistance tasks, conflict prevention and peace-keeping tasks, tasks of combat forces in crisis management, including peace-making and post-conflict stabilisation. All these tasks may contribute to the fight against terrorism, including by supporting third countries in combating terrorism in their territories” (TEU art. 43). CSDP makes use of the capabilities of all the Member States. The implementation of a CSDP operation may be entrusted by the Council “to a group of Member States which are willing and have the necessary capability for such a task. Those Member States, in association with the High Representative of the Union for Foreign Affairs and Security Policy, shall agree among themselves on the management of the task” (TEU art. 44).

In addition to the norms of TEU Title Five, norms of TFEU Titles set the EU powers and procedures to act in case of natural disasters and systemic risks, and human disasters and aid to development.

Norms and procedures about natural disasters and systemic risks.

Article 196 (TFEU Part One Title XXIII Civil Protection) and article 222 (TFEU Part Five Title VII Solidarity Clause) contain the most important norms about natural disasters and systemic risks, in particular the risk of terrorist threats.

Article 196 sets out the framework of the cooperation between the Member States “to improve the effectiveness of systems for preventing and protecting against natural or man-made disasters”. It excludes any harmonisation of the laws and regulations of the Member States and gives to the Parliament and the Council the power to establish, with the ordinary legislative procedure, the Union measures necessary to achieve the following objectives: (a) supporting and complementing Member States' action at national, regional and local level in risk prevention, in preparing their civil-protection personnel and responding to natural or man-made disasters within the Union; (b) promoting swift, effective operational cooperation within the Union between national civil-protection services; (c) promoting consistency in international civil-protection work.

Article 222 is about the solidarity clause, i.e. the joint action of the Union and the Member States in case a Member State is the object of a terrorist attack and the victim of a natural or man-made disaster. In such a case, the Union “shall mobilise all the instruments at its disposal, including the military resources made available by the Member States, to (a) prevent the terrorist threat in the territory of the Member States, protect democratic institutions and the civilian population from any terrorist attack, assist a Member State in its territory, at the request of its political authorities, in the event of a terrorist attack; and (b) assist a Member State in its territory, at the request of its political authorities, in the event of a natural or man-made disaster.” The solidarity clause is implemented through a decision of the Council acting on a joint proposal by the Commission and the High

Representative and under the request of the political authorities of the Member state that is the object of a terrorist attack or the victim of a natural or man-made disaster.

TFEU Part One Title XX Environment contains norms regarding the EU's natural disasters policy and systemic risks. It sets the quality of the environment and the rational utilisation of the natural resources of the Member States as the objectives of this Union policy on the environment which is based on the precautionary principle, preventive action, rectification of the environmental damage at source, and payment by the polluter. Environment actions are decided by the Parliament and the Council with the ordinary legislative procedure, but some decisions can be made by the Council acting unanimously in accordance with a special legislative procedure. Actions are implemented through measures that deal with regional or worldwide environmental problems with particular attention to the climate change. The Union and the Member States can cooperate with third countries and international organisations on this matter. The Union may sign agreements with third parties but without prejudice to Member States' competence to negotiate in international bodies and to conclude international agreements.

The Titles about the Area of Freedom Security and Justice, Energy, and Public Health are to some extent relevant to the emergency policies of the European Union in natural disasters and systemic risks. The EU member states agreed to make the Union an area of freedom, security and justice, and achieved to a fairly advanced stage of cooperation on matters like border check, asylum, immigration, civil and criminal judicial measures, and police organisation and action (see TFEU Part One Title V Area of Freedom Security and Justice). This cooperation is instrumental and directly useful also to the EU's response to systemic risks related to violence and crime diffusion in case of terrorism, corruption, financial frauds, and forced mass movement. Since energy is essential to social stability as far as it is essential to keep running all areas of material and social life, the Union and Member States agreed to establish, with the ordinary legislative procedure, the measures necessary to ensure the functioning of the energy market and the security of energy supply in the Union, and to promote energy efficiency and saving, the development of new and renewable forms of energy, and the interconnection of energy networks (See TFEU Part One Title XXI Energy). Lastly, combating serious cross-border threats to health is one of the actions directed towards the objective of improving public health that the Union is engaged to meet. In this sphere of action, the Union and the Member States will cooperate with third countries and the competent international organisations (See TFEU Part One Title XIV Public Health).

Norms and procedures about humanitarian emergencies and development aid

The starting paragraphs of Article 214 (TFEU Part Five Title III Cooperation with Third Countries and Humanitarian Aid, Chapter 3 Humanitarian Aid) state that the Union's operations in the field of humanitarian aid are intended to meet the humanitarian needs of people in third countries who are victims of natural or man-made disasters. The EU's humanitarian operations mutually complement and reinforce with those of the Member States, and are conducted within the framework of the principles and objectives of the external action of the Union and in compliance with the principles of international law and the principles of impartiality, neutrality and non-discrimination.

The Parliament and the Council, acting in accordance with the ordinary legislative procedure, set the framework within which the Union's humanitarian aid operations are implemented. In order to establish a framework for joint contributions from young Europeans to the humanitarian aid operations of the Union, the Parliament and the Council, acting by means of regulations in accordance with the ordinary legislative procedure, set up a European Voluntary Humanitarian Aid Corps. The Commission may take any useful initiative to promote coordination between actions of the Union and those of the Member States, in order to enhance the efficiency and complementarity of Union and national humanitarian aid measures.

Without prejudice to Member States' competence to negotiate in international bodies, the Union may conclude with third countries and competent international organisations any agreement helping to achieve the objectives of providing assistance and relief and protection to the victims of natural and man-made disasters. Lastly, the Union ensures that its humanitarian aid operations are coordinated and consistent with those of international organisations and bodies, in particular those forming part of the United Nations system.

Concerning aid to development, Article 208 (TFEU Part Five Title III Cooperation with Third Countries and Humanitarian Aid, Chapter 1 Development Cooperation) states the principles of the EU humanitarian aid action (article 214), that is the mutual complementarity and reinforcement of the EU's and Member States' policies, as the principles of the EU development cooperation policy. In addition, this policy is conducted within the framework of the principles and objectives of the external action of the Union. The objective of the Union development cooperation policy is the reduction and, in the long term, the eradication of poverty. The Union and the Member States shall comply with the commitments, and take account of the objectives they have approved in the context, of the United Nations and other competent international organisations. Lastly, the Union commits itself to take account of the objectives of development cooperation in all the policies that it implements which are likely to affect developing countries.

The humanitarian aid decision-making procedures and the EU-Member States coordination measures apply also to development aid policy. Lastly, it is worth mentioning that Chapter 2 of TFEU Part Five Title III states that the rules of the aid to development apply also to the economic, financial and technical cooperation measures, including financial assistance, with third countries other than developing countries.

Official documents and reports

The main EU documents of the area of natural disasters and systemic risks and the area of man-made disasters and cooperation on poverty reduction have many aspects in common. However, in the presentation hereafter, an effort is made to separate the EU's strategy and policies that concern the area of natural disasters and systemic risks from the EU's strategy and policies that concern the area of man-made disasters and poverty reduction. The table that follows contains the list of selected documents and reports the three government institutions of the Union produced about the EU response to emergency problems in the recent past

Recent institutional documents and official reports on the Union emergency policies

	Natural disasters	Systemic risks	Man-made emergencies	Poverty reduction
Council	<ul style="list-style-type: none"> Decision (2007/779/EC, Euratom) establishing a Community Civil Protection Mechanism (8.11.2007) 	<ul style="list-style-type: none"> Council Draft on the Internal Security Strategy for the EU: "Towards a European Security Model" (23.02.2010) EU Action Plan on combating terrorism (09.12.2011) 	<ul style="list-style-type: none"> A Secure Europe in a Better World (12.12.2003) Report on the Implementation of the European Security Strategy - Providing Security in a Changing World (11.12.2008) 	<ul style="list-style-type: none"> Joint statement by the Council and the representatives of the governments of the MSs, the EP and the Commission on EU Development Policy: 'The European Consensus' (24.2.2006)
Commission	<ul style="list-style-type: none"> Proposal for a Decision of the EP and of the Council on a Union Civil Protection Mechanism (20.12.2011) 	<ul style="list-style-type: none"> Communication to the Parliament and the Council "The EU Internal Security Strategy in Action: Five steps towards a 	<ul style="list-style-type: none"> First Annual Report on the implementation of the EU Internal Security Strategy (25.11.11) 	<ul style="list-style-type: none"> Europaïd Annual Report, 2011 Com (2011) 637: Increasing the impact of EU Development Policy: an Agenda for

	<ul style="list-style-type: none"> • DG for Humanitarian Aid & Civil Protection Management Plan 2012 • 2011 Annual Activity Report, DG for Humanitarian Aid and Civil Protection • ECHO Annual Report, 2010 	<p>more secure Europe” (22.11. 2010)</p> <ul style="list-style-type: none"> • First Annual Report on the implementation of the EU Internal Security Strategy (25.11.11) 		<p>Change (13.10.2011)</p> <ul style="list-style-type: none"> • Agenda for Change (11.07.2012)
Parliament	<ul style="list-style-type: none"> • Resolution on the Commission communication: A Community approach on the prevention of natural and man-made disasters (2009/2151(INI)) (21.09.2010) 	<ul style="list-style-type: none"> • Resolution on EU development cooperation in support of the objective of universal energy access by 2030 (2011/2112(INI)) (02.02.2012) 	<ul style="list-style-type: none"> • Resolution on the Annual Report on Human Rights in the World and the EU's policy on the matter, including implications for the EU's strategic human rights policy (2011/2185(INI)) (18.04.2012) 	<ul style="list-style-type: none"> • Resolution on increasing the impact of EU development policy (2011/2047(INI)) (05.07.2011)

Official documents on natural disasters and systemic risks

The Dec. 2011 Commission’s “Proposal for a Decision of the European Parliament and of the Council on a Union Civil Protection Mechanism” (COM(2011) 934 final) and the documents about the Internal Security Strategy are the most relevant documents to get knowledge about the current EU response strategy towards natural disasters and systemic risks.

The proposal for a decision on Civil Protection.

The December 2011 Commission’s Proposal deals with the EU and Member States coordination to respond to a disaster occurring within the EU and in the surrounding areas as well as in third countries in support of the action of international organizations and single states. On the basis of the Lisbon Treaty Article 196, this decision is to replace the Council Decisions on the Civil Protection Mechanism, and the Civil Protection Financial Instrument, both approved in 2007.

The *proposed* decision takes for granted that a Member State alone will not be capable of coping with a major disaster. EU action is essential to manage such situation by putting in place a strong trans-/multinational component and economies of scale on condition that coordination and concerted actions beyond the national level are achieved. Accordingly, the Mechanism objectives are

- a) to support, coordinate and supplement the actions of the Member States to achieve protection against disasters by preventing or reducing their effects,
- b) to enhance the Union's preparedness to respond to disasters, and
- c) to facilitate rapid and efficient emergency response interventions in the event of major disasters.

To achieve such objectives the EU civil protection policy is endowed with a budget of EUR 513 million (in current prices) which is divided as it follows: EUR 276 million to use inside the Union, and EUR 237 million for operations outside the Union.

In line with the policy amalgamation that the EU has adopted in this field of action, the Mechanism ensures coordination between civil protection and humanitarian aid as well as

consistency with other actions, policies and instruments like the protection of critical infrastructure and the environment, and the control of major accidental hazards. The Mechanism is explicitly designed also to contribute to Europe's 2020 objectives and to increasing the security of EU citizens in harmony with the Internal Security Strategy (see later in this section). However, focus is specifically on the *four blocks* of civil protection, namely prevention, preparedness, response and the external dimension.

The Commission will establish and manage the Emergency Response Centre (ERC), ensuring 24/7 operational capacity, and a Common Emergency Communication and Information System (CECIS) to sharing of information between the ERC and the contact points of the Member States. In case of a major disaster or in the imminence thereof, ERC receives assistance request by Member States, third countries, the United Nations and its agencies, and international organizations. The Commission will carry out also tasks in the field of training, lessons learnt and knowledge dissemination. For these and operational tasks the Commission may also select, appoint and dispatch expert teams.

The Member States will create modules, or mobile operational teams equipped with self-sufficient and autonomous predefined task- and needs-driven capabilities. In addition, on a voluntary basis, the Member States will commit and register at the Commission capacities to form the European Emergency Response Capacity which will be available for emergency response operations at the request of the ERC.

On waiting the decision proposal approval, the present EU's policy on natural disaster response is shortly presented hereafter through the account of the DG for Humanitarian Aid and Civil Protection's *Annual Report 2011*, and the *Management Plan 2012*. In this section, attention is mainly on what these documents report about natural disasters. In the next section about man-made disasters, attention is drawn to what these documents and other documents of the ECHO DG report about the EU's policy towards humanitarian crises.

These documents advise on the increasing mismatch of the rising global humanitarian needs with scarce financial resources to respond to the needs. The increased demand of resources for aid is explained also by the need to cope simultaneously with short- and long-term assistance tasks. In addition to relief, impact of disasters on the population is reduced by conveying resources to preparedness and resilience of vulnerable communities at the very earliest stages of a humanitarian response. But it is crucial as well to address the longer-term rehabilitation and development needs of the affected communities.

To match short- to long-term assistance tasks, the Commission promoted the LRRD (*Linking relief, rehabilitation and development*) strategy, i.e. the integration and merging of programmes and actions which in the past were run by different offices working independently from one another. Accordingly, different Commission services in the areas of humanitarian aid, recovery, development, and peace keeping work side by side and make use of the same methodologies.

The ISS: a more secure Europe

The document "*Towards a European Security Model*", prepared by the Council and approved at the European Council meeting of 25-26 February 2010 (doc. 7120/10), and the Commission's Communication to the Parliament and the Council "*The EU Internal Security Strategy in Action: Five steps towards a more secure Europe*" of 22 November 2010, are the primary documents of the current Union's policy towards security threats and risk emergencies. They constitute what is commonly reported as the Internal Security Strategy (ISS) of the Union. It expands the EU's concern on internal security from the threats of organised crime and terrorism to events like natural disasters, and to systemic risks like energy breakdowns. Man-made disasters like

violent political conflicts, and the problems caused by economic poverty are not the concern of the Internal Security Strategy.

In the introductory pages, the Council document "*Towards a European Security Model*" states that today the concept of internal security encompasses traditional threats - such as terrorism, organised crime, drug trafficking, cyber-crime, trafficking in human beings, economic crime and corruption, trafficking in arms – as well as threats of a different kind directly impacting on the well-being of citizens like natural and man-made disasters. Consequently, the document purports the need for integrating all the existing European strategies relevant to internal security. This is a clear call to governments and institutions to go further down the need for coherence and consistency of all the relevant policies and actions of the Union that experts have repeatedly asked for in order to make the Union's policies more effective. In fact, the ISS document sets the floor for merging what different institutions and agencies currently do in responding to security and related threats. This change is explained with placing internal security within the global society and the consequent need for tackling challenges which go beyond the EU states' national, bilateral or regional capability. Such awareness demands to develop a European Security Model to address both the effects and the causes of insecurity, and the interdependence between the internal and external dimension of security.

The core of the document sets the instruments and principles of the European Security Model, and lays down ten guidelines for action. In terms of instruments, the Council draws the attention of the EU concerned institutions, agencies and bodies towards working on threat analysis and anticipation, adequately planning and handling the consequences of the EU's response, sharing information and doing joint investigations and operations, making regular use of evaluation mechanisms. The principles are those established in the Treaties of the Union and set out in the Charter of Fundamental Rights including the respect of the fundamental rights and the rule of law, the protection of the most vulnerable, tolerance and social inclusion. The ten guidelines for action are

1. *wide and comprehensive approach to internal security* encompassing the horizontal dimension (i.e. the involvement of law-enforcement and border-management authorities with the support of judicial cooperation, civil protection agencies and the political, economic, financial, social and private sectors, including non-governmental organisations) and the vertical dimension (i.e. the resort to international cooperation, EU-level security policies and initiatives, regional cooperation between Member States, and the Member States' own national, regional and local policies);
2. *effective democratic and judicial supervision of security activities* with the involvement of the European and national parliaments, and the European Court of Justice;
3. *prevention and anticipation through a proactive, intelligence-led approach* to reduce vulnerability and identify new risks and threats;
4. *development of a comprehensive model for information exchange*;
5. *operational cooperation* especially by giving to the Lisbon Treaty created Standing Committee on Operational Cooperation on Internal Security (COSI) the task of furthering cooperation between exiting agencies and bodies of the EU internal security (Europol, Frontex, Eurojust, Cepad and Sitcen);
6. *judicial cooperation in criminal matters*;
7. *integrated border management* especially through the development of the European Border Surveillance System (EUROSUR);
8. *commitment to innovation and training* based on the interoperability of different technology systems used by all the agencies and services;

9. *external dimension of internal security/cooperation* based on building relationships with other countries and supporting their institutional, economic and social development as well as on making the Internal Security Strategy a complement to the EU Security Strategy;
10. *flexibility to adapt to future challenges*.

In response to the Council mandate to the Commission to produce action oriented proposals implementing the European security model, in November 2010 the Commission delivered to the Parliament and the Council the Communication titled “*The EU Internal Security Strategy in Action: Five steps towards a more secure Europe*” (COM(2010) 673 final), and in November 2011 the *First Annual Report on the implementation of the EU Internal Security Strategy* (COM(2011) 790 final). The first document proposed actions for the years 2011-2014 (see Table) to achieve five strategic objectives linked to five urgent challenges to EU security which have been renamed by the *First Annual Report* as priorities, namely (1) the disruption of international criminal networks, (2) the prevention of terrorism and addressing radicalisation and recruitment, (3) raising the levels of security for citizens and businesses in cyberspace, (4) strengthening security through border management and (5) increasing Europe’s resilience to crises and disasters.

Table: ISS objectives and actions

Objective	Action
1: Disrupt international crime networks	1: Identify and dismantle criminal networks 2: Protect the economy against criminal infiltration 3: Confiscate criminal assets
2: Prevent terrorism and address radicalisation and recruitment	1: Empower communities to prevent radicalisation and recruitment 2: Cut off terrorists’ access to funding and materials and follow their transactions 3: Protect transport
3: Raise levels of security for citizens and businesses in cyberspace	1: Build capacity in law enforcement and the judiciary 2: Work with industry to empower and protect citizens 3: Improve capability for dealing with cyber attacks
4: Strengthen security through border management	1: Exploit the full potential of EUROSUR 2: Enhancing the contribution of Frontex at the external borders 3: Common risk management for movement of goods across external borders 4: Improve interagency cooperation at national level
5: Increase Europe's resilience to crises and disaster	1: Make full use of the solidarity clause 2: An all-hazards approach to threat and risk assessment 3: Link up the different situation awareness centres 4: Develop a European Emergency Response Capacity for tackling disasters

Four aspects of the Commission’s documents are worth noting here. The first aspect is the Commission’s attention to the internal-external complementarities of the objectives and actions because *many of today's security challenges are cross-border and cross-sectoral in nature*. Consequently, the Commission advised the Council and Parliament to integrate the EU security actions in a wide framework of international cooperation including strategic partnerships and political dialogues with third countries and regional organisations. The 2011 *First Annual Report* qualified this advise concentrating on threats related to the events and conditions in the neighbourhood of Europe, namely the Arab world and the Western Balkan countries. In the former, the pressure on the EU border management capabilities and the threat of criminal and terrorist activity increased, respectively, under the considerable movements of people and the continued displacement of people and gaps in governance in the area. In the latter, the activities of

transnational organised crime, such as illicit trafficking in drugs, human beings and counterfeit goods, continue to be unbeaten source of concern.

The second worth noting aspect is about the extension of the strategy actions against terrorism to other forms of radicalisation and violence. The Commission sets the strategy goal beyond fighting terrorism, and Islamist terrorist organisations in particular, towards fighting increasing domestic political violence by local organized groups. Criticism has been raised against this extension on the ground that a single common approach can be inappropriate to catch the specificities of the national and local situations. However, the extended concept of terrorism and radicalisation is not new in EU's documents. It is contained in the 2005 Presidency and Counter-Terrorism Co-ordinator document *The European Union Counter-Terrorism Strategy* (14469/4/05 rev 4), in the EUROPOL document *TE-SAT 2010 EU Terrorism Situation and Trend Report*, and in the *EU Action Plan on combating terrorism* report to the Council/European Council released by the EU Counter-Terrorism Coordinator (CTC) in December 2011 (17594/1/11 Rev 1).

The third important aspect concerns cybercrime. The Commission acknowledges the multifaceted nature of this kind of threat to European societies, and warns about the national criminal justice systems as hampering coercive action against cybercrime in addition to the condition that such a crime may commence in third states that do not have in their criminal codes offences that an EU state considers as crimes.

The fourth aspect is the Commission's welcome of the Council *EU Harmony Policy Cycle* methodology for improving action against serious international and organised crime, cybercrime and border management. In brief, this methodology consists of (1) developing a policy on the basis of a careful assessment of criminal threats on the European Union; (2) setting and approving the policy with a limited number of priorities, and the development of a Multi-Annual Strategic Plan (MASP) for each priority; (3) implementing the policy and monitoring the annual Operational Action Plans (OAP) in alignment to the MASP; and (4) evaluating the policy cycle as an input for the next one.

The Commission adopted the policy cycle methodology also to communicate the review of the first-year implementation of the ISS. To the Commission, 2011 was a *promising start*. The document conclusions assess the first year efforts and results in the five priority areas as it follows.

1. progress in the *fight against organised crime* has been made mainly with the proposal for EU legislation on the collection of Passenger Name Records on flights entering or leaving the territory of the EU, and the package on anti-corruption;
2. the major achievement of the *actions against terrorism and radicalisation* has been the establishment of the European Radicalisation Awareness Network, but not definitive steps have been made on measures on the freezing of terrorist assets and the improvement of land transport security;
3. in the *combat to cybercrime* steps have been made towards establishing the European Cybercrime Centre and the Computer Emergency Response Teams;
4. in *border management*, the establishment of EUROSUR is on track, but the Smart Borders proposals is not moving ahead fast, and more interagency cooperation at national level is needed;
5. in the area of *crisis and disaster management* additional effort is needed. Risk assessment is also to be taken forward. Increased cooperation between Member States, the Commission and the EEAS is needed as well as enhanced relations between the CSDP and JHA actors.

Official documents on man-made humanitarian emergencies and on poverty reduction

In this section, the most important documents about the EU emergency response strategy are examined distinguishing those on emergencies caused by the direct use of violence and the consequent eruption of humanitarian problems, and those on poverty reduction.

Documents about violent conflicts and humanitarian crises

The main documents about the EU's response to armed conflicts and security threats are the Council's document *A secure Europe in a better world. Europe Security Strategy*, the so-called ESS, prepared by Xavier Solana, the former High Representative for the common foreign policy, in Dec. 2003, and the assessment report issued in December 2008 as the *Report on the Implementation of the European Security Strategy - Providing Security in a Changing World*. Both documents underline that Europe has to face complex and interconnected threats and challenges like conflicts in the Middle East and EU's neighbourhood, crime, illegal immigration and piracy caused by the many cases of state failure, terrorism and the Iranian nuclear programme. In both reports such complex threats are the effect of globalisation which made information systems and energy supplies more vulnerable, increased global warming and environmental degradation, accelerated shifts in power, aggravated differences in values, and spread financial turmoil to both developed and developing economies. Europe's response to such threats has been a series of actions aimed at building human security, reducing poverty and inequality, promoting good governance and human rights, assisting development, and addressing the root causes of conflict and insecurity. A major instrument of EU's action has been the deployment of almost 30 CSDP missions from 2003 up to the present time. The Responsibility to Protect principle is implicitly advocated by the EU policy-makers by claiming that *sovereign governments must take responsibility for the consequences of their actions and hold a shared responsibility to protect populations from genocide, war crimes, ethnic cleansing and crimes against humanity*. This claim matches to the EU's claim on multilateralism enshrined in the United Nations documents. EU pledges to serve multilateral security especially by becoming more effective in developing the military and civilian capabilities of the CSDP missions.

The EU's commitment to respond to the humanitarian problems caused by conflict and violence is accomplished by the EU also by financial programs for humanitarian assistance. On this regard, attention is drawn to two documents of the DG for Humanitarian Aid and Civil Protection, the *Annual Report 2011* and the *Management Plan 2012*, and the Commission Staff Working Paper "*Humanitarian aid strategy for 2012*". In the latter document, the DG ECHO mandate is defined as *to save and preserve life, to reduce or prevent suffering and to safeguard the integrity and dignity by providing relief and protection for people affected by humanitarian crises. DG ECHO also helps to facilitate coordination with and among EU Member States on humanitarian assistance*. In addition to implementing the food assistance policy, the main sectors of the DG ECHO funding are health and WASH (water, sanitation, hygiene). Assistance is given to countries in need that are selected by using the GNA (Global Needs Assessment) and FCA (Forgotten Crises Assessment) indexes. In 2012, the Commission identified 52 countries or territories experiencing at least one humanitarian crisis and selected, by the GNA methodology, 23 out of the 52 countries as extremely vulnerable. On the previous year, 22 countries were identified as "extremely vulnerable" out of 49 countries in crisis. Most of the countries assisted by ECHO are in Sub-Saharan Africa (Benin, Burundi, Central African Republic, Chad, the Democratic Republic of the Congo, the Republic of Congo, Djibouti, Ethiopia, Guinea, Kenya, Liberia, Niger, Nigeria, Sierra Leone, Somalia, Sudan, Uganda and Zimbabwe). The others are Afghanistan, Chechnya, Haiti and Yemen. In addition,

ECHO assistance is given to people in 10 forgotten crises situations which have been brought to the EU's policy-makers attention by the FCA assessment. 9 crises on 10 were already identified as forgotten in 2011.

The DG for Humanitarian Aid and Civil Protection's *Annual Report 2011* warns that man-made humanitarian disasters are still caused for the most part by internal civil conflicts, with civilian populations being increasingly exposed to violence and suffering. Humanitarian aid is often delivered in situations in which access to beneficiaries is difficult due to logistical or security constraints. The humanitarian space, i.e. the areas in which humanitarian relief can be provided neutrally and impartially without impediment, is said to be shrinking because belligerents normally disregard international humanitarian law and principles. Consequently, the Commission recognizes that military actors are also involved in the provision of relief assistance, and civil-military coordination is key to safeguard humanitarian principles and action. On this regard, DG ECHO pledges to respect the relevant UN Guidelines, i.e. the Oslo and MCDA Guidelines.

Lastly, it is worth reminding that as far as the EU's strategy towards humanitarian affairs concerns the defence and promotion of human rights and democracy, the Commission's and Council's actions are sided by the action of the European Parliament. The Resolution 2011/2185(INI) of April 18, 2012 on the *Annual Report on Human Rights in the World and the EU's policy on the matter, including implications for the EU's strategic human rights policy* is the most recent parliamentary document on this problem. Further attention is to be given to the EP as electoral observatory missions organizer.

Documents about poverty reduction and development cooperation

In the past fifty years, the European agenda on foreign aid has been undergoing a considerable change. At one with the evolution of the North-South dialogue, the adjustment of the global strategy of aid to the varying needs of the developing countries, and the movements of the world economic cycles, the EU institutions and the member countries have been adapting their instruments and policies to the varying objectives of the plans of the world institutions for the sake of taking-off the backward economies of underprivileged countries. In brief, the major change in foreign aid has been from offering plans for industrializing the developing countries to offering plans to accomplish a composite strategy of aid and cooperation. Aid has been redirected from the general objective of economic development to the ambitious objective of making the aid-receiving countries autonomous and stable in order to contribute to the stability of the world system. Therefore, aid has to achieve simultaneously the poverty reduction, good governance *and* economic development of each receiving country. Sponsored by the United Nations' initiative named *Millennium Development Goals* which considers the problems of the Global South as the true emergency of the contemporary world, the objective of poverty reduction and, expectantly, eradication has come to the fore of world politics in the last fifteen years and associated to the establishment of good governance as essential condition to stirring up balanced and self-directed change of the developing countries. Consequently, the European Union has been working at updating the European common development policy and, at the same time, has participated in the reshaping of the global agenda on foreign aid in conjunction with the United Nations and the main world financing institutions.

The Commission communication to the other EU institutions, published on November 2011 and titled *Increasing the impact of EU Development Policy: an Agenda for Change*, is the most recent EU document accounting for the contribution of the Union to the transformation of the world agenda and policies on foreign aid. This document describes the current EU's policy towards the goal of reducing poverty and lifting the developing countries off from their problems. The *Agenda for Change* is in line with the Joint statement of the Parliament, the Council, the Commission and

the Member State governments which was published in December 2005 and titled *European Consensus on Development*. This document was published at the times the world community was debating about the Millennium Development Goals initiative, strongly wanted by the UN General Secretary Kofi Annan. The *Agenda for Change*, instead, was published at the time of the Arab Spring and takes into account this experience in proposing to reshape the European policy towards aid cooperation.

In the *European Consensus on Development*, the promotion of principles and practices like democracy, the rule of law, human rights, the action of non-state actors, and multilateralism was key to achieving the poverty eradication goal. The document wanted to confront the view of the world financial institutions like the World Bank, the so-called Washington Consensus, to treat developing countries with “more market and less state”. The *European Consensus* recognized that development cannot be subordinated to security interests but development and security are mutually reinforcing each other. Regarding policy-making at the Union level, the document stressed the need for enhancing both the EU’s policy coherence and the convergence of the member states programmes for development. Lastly, it committed to achieve in 2010 the target of giving to development aid the 0.56 percent of the gross national product.

The *Agenda for Change*, instead, affirms that a mix of policies, tools and resources is necessary in the fight against poverty in the context of sustainable development, and renovates the EU’s pledge to face the development challenges that expectedly will be unresolved after the 2015 target date of the Millennium Development Goals. The Agenda admits that the primary objective of development policy and a priority for EU external action in support of EU’s interests for a stable and prosperous world is supporting developing countries’ efforts to eradicate poverty. At the same time it acknowledges that the objectives of development, democracy, human rights, good governance and security are intertwined. Consequently, to achieve the poverty eradication objective it is necessary to tackle problems like conflict prevention, security, environmental protection, climate change, and to deliver global public goods such as food security, access to water and sanitation, energy security and migration.

On knowledge of change in the global economic market, the EU development policy recognizes the case of accounting for the differences increasingly existing within the group of the developing countries. Indeed, several of these have become donors in their own right but others are facing increasing fragility. At the same time, making stock of the experience of the Arab Spring, the EU pledges to support all efforts to move forward good governance through incentives to partners that commit to reforms on human rights, democracy and the rule of law and to meeting their peoples’ demands and needs. Furthermore, the *Agenda* pledges to make use of *stricter conditionality* and strengthen cooperation with non-state actors and local authorities should a country loosen its commitment to human rights and democracy. On this line of action, it is worth signalling the EU’s claim to link cooperation to efforts to advance objectives like the improvement of the public sector management, the promotion of fair and transparent domestic tax systems, tackling corruption, supporting the emergence of an organized local civil society, promoting the sustainable and transparent management of natural resources, and developing the ‘green economy’. Lastly, the *Agenda* reveals that the EU’s cooperation policy will concentrate aid on Europe’s neighbourhood and on Sub-Saharan Africa, and renovates commitment to improve the EU’s policy-making in this sector to achieve the objective of the *policy coherence for development*.

Concluding remarks.

The transboundary effects of natural and man-made emergencies push governments to exchange information, develop cooperation, and create common instruments to respond to the negative effects of emergencies. This is truth world-wide and especially in Europe thanks to the

innumerable linkages between the societies of the EU states that have been created by the integration process in the last sixty years. Yet, European integration is rather a set of numerous processes than a process alone. Each process has its own way of causing relations between, and coordinating the answer of, the member states relevant to problem at issue. On this understanding, this paper has looked at the whole area of the EU's emergency policies which, up to the present, have dealt with emergencies separately and, consequently, developed rules and practices quite different from one another. Some emergencies like poverty eradication have a long history of joint policy-making and a rich set of common programmes and resources in addition to the national ones. Others like cybercrime are relatively new and in need of fast and proper regulation at the European level. The institutional and procedural arrangements and, especially, the documents examined in this paper demonstrate that the EU policy-makers and professionals are working today at bridging across and merging the different sectors of the response to emergencies. In other terms, they are aware about dealing the various problems on the emergency agenda with interlinked policies or, better, within unified policy regulation and organisation. At the same time, the emergency response system involves cooperation beyond the governmental level. This is true in the world emergency response system as well as the European one. Both response to natural disasters and response to man-made emergencies have put in place a wide array of networks in which sub-governmental as well as non-governmental actors play a significant role either on explicit request of the state governments or on their own. Research on the EU's action in natural disasters and humanitarian crises caused by human beings has demonstrated the impact of sub-governmental and non-state actors on the building of the EU's relevant policies. Hollis⁸, for instance, gives evidence of growing integration in emergency response thanks to the role of the international teams of experts - or trans-governmental networks (TGNs), as Hollis calls them - formed by specialized governmental sub-units trained to help in civilian catastrophes and natural and environmental disasters. Despite their loose autonomy, these networks exchange information and learning of best practices, cooperate to implement and enforce existing national or supranational laws and rules, and even create common rules and practices. Briefly, TGNs members such as judges, fire fighters and the police, by interacting with their counterparts in other governments, develop horizontal and informal cooperation which compensates for the lack of interaction at the government level.

In conclusion, unveiling the current turn towards merging policies and a new policy style at the European institution level is the starting point of the analysis. Further aspects need to be analysed on this base. In addition to reviewing the will and interest of the Union and member states to go ahead with fostering common emergency response policies, analysis has to address topics like the resources assigned to such policies and the actions already done by the EU and member stated member states.

⁸ Hollis Simon (2010), *The necessity of protection: Transgovernmental networks and EU security governance*, in "Cooperation and Conflict", 45, 3, 312-330.