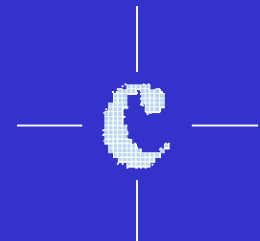


'Easy ways out' under a system of multilevel governance?

An administrative perspective

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Starting points

- Globalisation & Europeanisation trends
 - ICAO: Slow, cumbersome, veto points, many panels
 - EU-US cooperation: Industries, interests & Quick
 - Regionalisation
 - DG TREN, other DGs & EASA more involved
 - Specialisation of expertise between NAAs
 - Ministry of Transport (MinVenW): cutback in staff
- ⇒1 - Focus on Regionalisation & US instead of on ICAO
- ⇒2 - Leave more to the European Commission & EASA

1 – ‘Regionalisation’ & focus on US

-

Is it wise?

EU-UN : general remarks

EU power in UN: 'crisis in slowmotion'

- Last decade

- Human rights issues

- EU's coordination increased (Gen Assembly – H.R.)

- 78% (1997) - 100% (2007)

- EU major payer

- Aid, Human Rights Council

- Moral superiority

- 4 (5: Croatia) seats Security Council

- ICAO council : 8/36

- ANC : 6/19

- So, EU should be powerful



EU power: 'crisis in slowmotion'

- But lost on major issues
 - Gen. Assembly; Sec. Council; Human Rights Council
 - Increase in vetos:
 - Burma, Zimbabwe, Kosovo, Darfur
- EU collective decision making
 - EU's coordination increased
 - Coherence other regions & erosion of support
 - EU's winning votes
 - 1997/8 : 72%
 - 2006/7 : 48%

Polarisation: 'Rest vs West'

- **US / Bush administration**
 - 2006/7: 23% - 'resistance to creeping global governance'
- **India, China, Russia, Egypt**
 - Increasing 'voting coincidence'
 - Increasing hostility towards EU (increasing vetoes)
 - China
 - Uses the best diplomats
 - Manage cross-sectoral linkages
- **OIC – Org of Islamic Conference**
 - More hostile towards the West
- **Africa**
 - More independent (22/52 with EU -> 6/52)
 - Increase in abstentions

EU: Problems

- EU's ability to communicate
 - Flexibility
 - Intra-EU negotiations reduce flexibility
 - Makes it difficult to 'think like the opposition'
 - Communication = listening & adapt positions
 - EU: 'tactically clumsy spoiler' 'it sulks' 'colonial'
 - ICAO's request for accession? ETS?
 - High standards for the world
 - But not questioning asked about weak EU countries
 - ICAO: EU so quick? How good are implementation & implementations systems in EU?



EU-UN: Options

- More/best diplomatic resources needed
- Think more strategically
 - How to buy off opposition
 - Look support from *individual* countries & shifting coalitions
 - Use aid, Francophonie, Commonwealth
- Become less ‘autistic’ & better communication
 - 1000s EU meetings Geneva & New York & Tight EU positions
 - Flexibility
- More transparency
 - Openness of reports; reduce mistrust; prevent double standards



Regionalisation – Conclusions

- It can backfire
 - Will this happen in ICAO?
- Needed: Global lobbying, communication, pragmatism in positions and strategies, tone down
 - ⇒ A lot of work
 - ⇒ Who will do it? EU Commission?

2 – ‘Leave more to the EU’

Administrative questions:

- How to gain international influence?
 - Is the EU ready?
 - Is the Ministry ready?

2 – ‘Leave more to the EU’

- ‘The Commission should pay more attention to
 - Subsidiarity
 - SMEs
 - Implementation & enforcement
 - Implications for regional and local administrations
 - Quantification
 -”

2 - Gaining international influence

- EU Commission: Needs support member states
 - Information, facts, studies
 - International lobbying
 - Political support – generally & on details
 - ‘ICAO: more general objectives’
 - Which, when, when not (radio contact), how does what EC proposes relate to Philips or Stork, etc.?
 - EASA or EC should become more the centre
 - On which priorities? What objectives? Strategies?

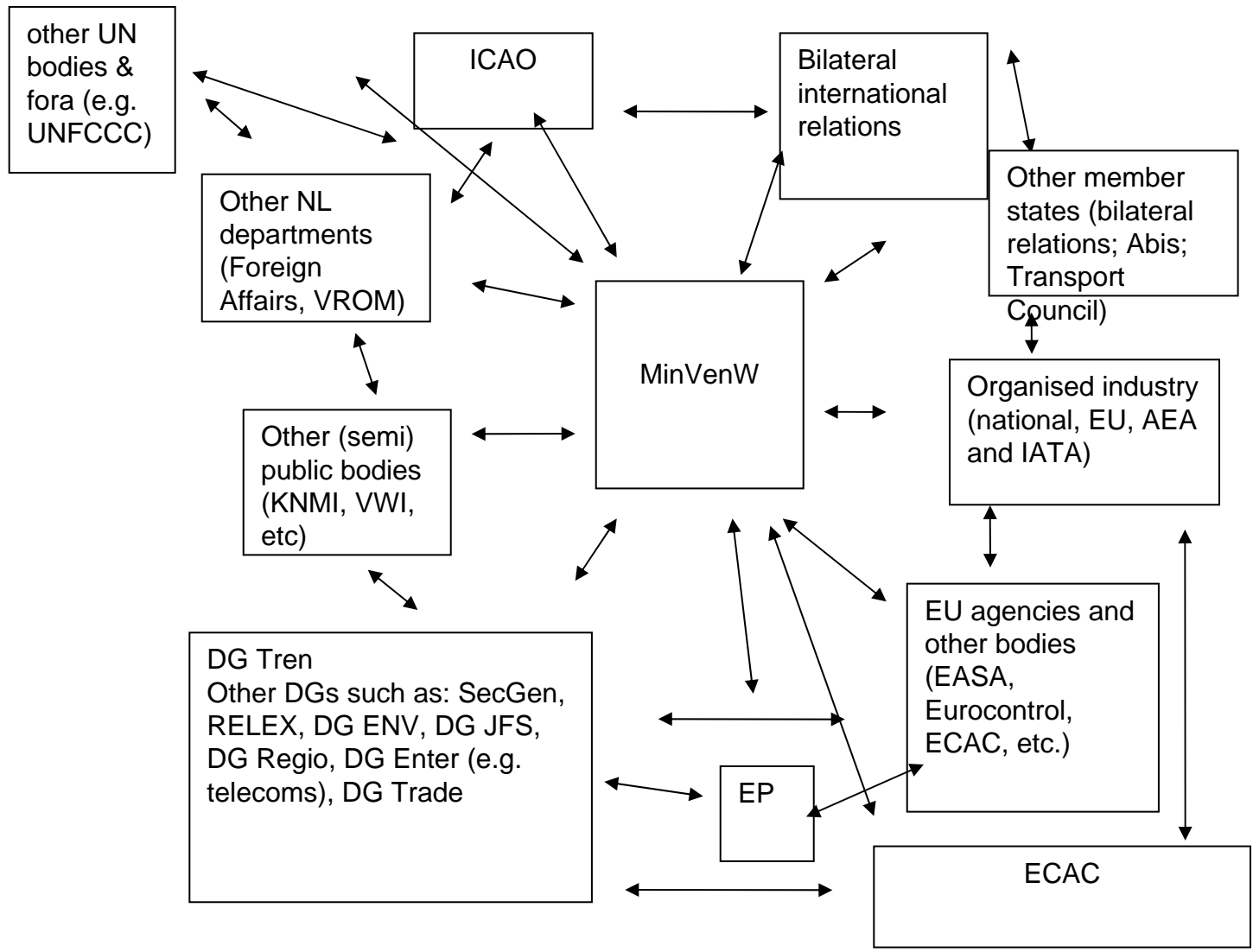
⇒ Examine administrative capacities

⇒ EU, NL, and EU networks



Network requirements

- Has the EU the capacities to
 - Set priorities
 - Too many things
 - Operate proactively
 - Examine agendas
 - ICAO, DG TREN, other DGs, EASA, ...
 - Prepare impact assessments & studies
 - Respect quality criteria
 - ‘Better lawmaking’



'The EU' - EASA

- **EASA**
 - Increasingly involved in ICAO work
 - State letters & Technical input (ANC)
- **But**
 - Reactive
 - Overburdened, lack of staff/budget
- **To become more proactive demands**
 - Scrutinize ICAO (Council – ANC) agenda; set priorities; coordinate this with member states; lobby
 - Should EASA or Commission do this?
 - What does this require of member states?
 - More to EASA – were does that leave the Commission?
 - EU Aviation *Safety* Agency



'The EU' – EASA (2)

- To become more proactive demands
 - Scrutinize ICAO (Council – ANC) agenda; set priorities; coordinate this with member states; lobby
 - Should EASA or Commission do this?
 - Political priority setting
 - What does this require of member states?
- More to EASA – where does that leave the Commission?
 - Expertise to EASA
- EU Aviation *Safety* Agency

‘The’ EU – Commission (1)

- **DG TREN**
 - Growing in prestige
 - Task expansions in relation to ICAO
 - Coordination: Assembly, Council, ANC
- **Sufficient resources? Reactive?**
 - Currently: reactive coordination of ICAO Council
 - Steering more proactively demands
 - Scrutinising ICAO & European agendas (‘uploading’)
 - Steering EASA; coordinating member states
 - International (lobby) strategies
 - More – proactive – horizontal coordination in Commission
 - Environment, security, etc.



‘The’ EU – Commission (2)

- Commission: stronger position (pragmatically)
- Commission – right of initiative
 - Sets ambitions, organises the EU agenda; develops proposals; organises hearings
 - Needs to coordinate work programme of EASA
 - Increasingly in context of ICAO
 - Discussions in high level committees
 - To explore content & political support
- ECAC as directors meeting
 - Overlaps/interferes

'The' EU: NL & VenW

- If ICAO, EuCom and EASA more important => consequences for MinVenW:
 - More proactive ICAO, EuCom & EASA planning
 - Senior management – ICAO Council (3 yearly)
 - Overview panels – priority setting
 - Priority setting; global lobbying with EU actors
- Horizontalisation of ICAO
 - Coordination in The Hague
 - ETS
 - political or ... with stronger DGLM? Were the interministerial relations effective?
 - More coordination work



'The' EU: NL & MinVenW (2)

- Horizontalisation of ICAO
 - Coordination in The Hague
 - ETS
 - political or ... with stronger DGLM? Were the interministerial relations effective?
 - More coordination work

'The' EU – Future of member states

- **Subsidiarity principle**
 - Small Commission & legitimacy of EU policies
 - **But**
 - EASA increases roles & staff
 - NAAs specialize
 - Dg TREN gains influence
- ⇒ Do member states lose oversight agendas & political processes?
- ⇒ EASA / the Commission without member states: feasible?



Quality of (EU) policies

- Many discussions seen as
 - ‘political’
 - ‘if it does not harm the sector’
- No debate on policy criteria?
 - EU’s ‘better lawmaking’ agenda
 - Subsidiarity, proportionality, choice of instrument, sustainable, in international perspective, transparency, integrated impact assessment (better factual proof)
 - Questions
 - Liquids on board, creation of EASA, ‘accession’ request, transparency of EU implementation reports, ...



Conclusions

Conclusions

1. Regionalisation: More work
2. More work for EU Com & EASA
 - EASA
 - not ready – reactive, overloaded
 - should it coordinate member states?
 - Commission
 - reactive & needs political & practical cooperation
3. MinVenW: more work & strategic planning
4. EU wide ‘capacity project’ needed to raise awareness: *Can the EU manage ICAO (internally)*

