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1. Abbreviations

CFSP	Common Foreign and Security Policy
CSDP	Common Security and Defense Policy
EC	European Commission
EEC	European Economic Community
ESS	European Security Strategy
EU	European Union
GA	General Assembly
II	International Institutions
IO	International Organization
IR	International Relations
JHA	Justice and Home Affairs
NATO	North Atlantic Treaty Organization
NGOs	Non-Governmental Organizations
QMV	Qualified Majority Voting
UN	United Nations
UNSC	United Nations Security Council



2. Abstract

This thesis addresses the analytical framework of EU's performance in international institutions by analyzing the core findings of the international literature. It is structured based on the conceptual distinction between actorness, presence and performance and summarizes the main points of each researcher, as well as the most important norms that lead to their study. Throughout the text the term of 'effectiveness' is assessed multiple times as it a crucial process of internal transformation towards a more improved performance in the external relations of EU. This paper follows the structure of a literature review, chronologically organized, elaborating at each concept separately. First, we emphasize the fundamental indicators that constitute EU's presence, such as the nature and identity of the Union as well as its external influence, which in most cases is unintentional. Then, in order to further develop the debate regarding EU's role, we analyze actorness. This notion makes EU's presence purposive and mostly concentrates on the capacity of the Union to act. Most of the researchers separate the parameters of actorness in internal and external ones, internal regarding rules, procedures and the cooperation between Member-States, and external referring to the recognition of EU by other actors. The last part is a more profound analysis of performance according to its analysts, presenting two pragmatic models, the first one suggesting a concept of four core elements: *effectiveness* in goal achievement, *relevance* of the objectives for the stakeholders, *efficiency* in balancing costs and achievements and *financial viability* including the resources' allocation. The second model presents three levels of Performance analysis, the *output* at micro-level, the *outcome* at the meso-level and the *impact* at the macro-level. For each part of the analysis, we combine the opinion of many analysts to fully conceptualize the norms that conclude to the study of performance.



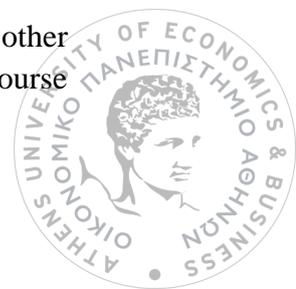
3. Methodology

As Jørgensen has stated this thesis does not aim to analyze EU's ambition to be an International Organization but how to act in one. We will start our analysis with a definitions' distinction between presence, actorness and performance. That way we highlight the main specific characteristics we acquire as we go from the simple presence in an Organization to the activation of EU's mechanisms in order to conclude with EU's performance regarding the stage of implementation and the effectiveness in the goal achieving level. In order to understand that what we will first answer is the reason why this topic is of importance for the international system and EU and what events lead to the constant development of the theory. The initial part of this paper helps the explanation of the key terms, such as the 'Performance' and the actors of the international system. If we want to be able to assess a case-study, we must always start by recognizing the main players, namely who are the actors every time and who are the main parameters of influence. The following sections will examine the literature framework that structures the Performance of EU in other IOs and the relation between them. Practically this paper is a literature review, which aims to answer the research question of what is EU's performance, how we got to that term and why it is important to study it.

Therefore, for the second step of the thesis, we will build on presence and locate and introduce the core findings of actorness, which is considered a theory one step further from presence. According to theoretical approaches of politics, international relations and their analysts, we will proceed to emphasize the main differences, strengths and weaknesses between the diverse theories of EU's actorness in the international literature. The analysis will start with a chronological order, first from the period of 70's till 90's, then to a more contemporary approach of the millennium, in order to finish with the most recent theory, also expressed through case studies. We aim to the collection of more and more data that will help us form a more complete image of actorness and its internal and external dimension.

At this point we will also follow the procedure that EU adopts in order to influence other IOs, meaning the performance. The third step will be a theoretical assessment of the term by the most representative researchers of the topic and a pragmatic and technical analysis of two main models that indicates the core elements of 'Performance', a term that is too complex to fully grasp, but have to use to evaluate EU's efficiency or lack thereof in order to back up all the previous theoretical approaches. Firstly, the Lusthaus model that sets four core criteria of performance, *effectiveness* in goal achievement, *relevance* of the objectives for the stakeholders, *efficiency* in balancing costs and achievements and *financial viability* including the resources' allocation. Secondly, we will present the three-level analysis that identifies different level of analysis according the duration of the effect that each can have. It is divided in micro-level, meso-level and macro-level analysis and output, outcome and impact respectively. That way we can include in the research a more pragmatic approach since there will be no individual case studies.

The last stage of this paper is stating the existing relations of EU with other International Organizations and Institutions, after we shortly analyze the reversed course

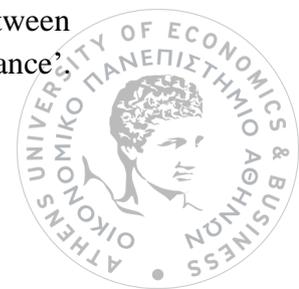


of influence from the IIs towards the EU, by naming the international actors that the EU interacts most frequently with. We will conclude this study with the conclusions that derived from each aforementioned step of this thesis. This research should be mostly regarded as a type of literature review, for it is an effort to organize, summarize and combine the substantive findings, but there won't be an actual evaluation of the sources. Instead, the information in this paper can be used to interpret EU's efficiency in any international case study and conclusively to assess performance for further research.

4. Introduction

As the European economic crisis deepens, the Union also faces a number of expletive crises stemming from one another. Besides the fiscal and social crisis, the political one has also taken its toll to the trust of European citizens, as well as the scholars, not only in European but International territories too. The weak reaction of European Union to international developments combined with a pivot in power from the West to Asian countries led many analysts to stress out the importance of interaction between the International Organizations and the EU. In order to evaluate the foreign policy of the European Union and the actions of the Union as an international actor, they use 'Performance' as a tool, a concept which allows us to "grade" the actions of the Union, as far as the administration and the policy is concerned, if they are indeed functional or not and whether they cause the expected effects or not (Oberthür, Jørgensen and Shahin, 2013). As Knud Erik Jørgensen stated, European Union is in "an unsatisfactory state of affairs suffering from being more scattered and compartmentalized than comprehensive, systematic and integrated"(Jørgensen and Laatikainen, 2013). It is a fact that with the entry of the Lisbon Treaty numerous of institutional breakthroughs were introduced, such as the High Representative position and the External Action service and it served to partially fill the gap of democratic deficit in the European Union area (Blavoukos and Bourantonis, 2013). However, there is a need for a more systematic approach, thus the actions of the European Union will not be questioned only for their legitimacy but also regarded as to how effective it is (Jørgensen and Laatikainen, 2013).

The concept of effectiveness is based in another theory, the "Effective Multilateralism", which is a relatively recent notion that was first publicly introduced by the European Commission in 2003, when the main agenda included the cooperation of the EU and the International Community, especially the UN, as a mean to tackle global challenges by adopting a more multilateral governing system, that is to say contributing to global decision together with third party Organizations (European Commission, 2003). Therefore, this concept is plausibly the foundation of the reason why researchers started concentrating more in appraising the EU's policies towards other Organizations, with a certain focus in UN, bringing the discussion of 'Performance' in the multilateral decision-making process at the forefront of academic dialogues (Oberthür, Jørgensen and Shahin, 2013). This paper examines the theory of multilateralism and an extrusive meeting point of global governance and regional characteristics or institutions, such as the one between the EU and the other IO's, by scrutinizing the most prominent theories of 'Performance'



Each theory, and their representative, has a distinctive way of categorizing the institutional and instrumental decisions and their implementation, so as to give the verdict of effectively handling a global issue or not. In order to achieve a more profound analysis of 'Performance' there is the need to include in our research the ancestors of the term.

At that point, we need to make an important distinction between the definitions of 'Presence', 'Actorness' and 'Performance', because the one term does not necessarily derive from or coexist with the other at least as an intended behavior (Blavoukos and Bourantonis, 2013). We will see through the analysis of each chapter that 'Presence' does not ipso facto require an action, at least not as an external one, it could always happen during the domestic policy making process (Blavoukos and Bourantonis, 2013). On the other hand, 'Actorness', also described with the phrase 'actor's capability' used by Gunnar Sjöstedt (1977), is construing the EU as an international actor, who actively reacts and behaves towards other actors in the international system. Later on, this view was adopted by other analysts too, such as Jupille and Caporaso (1998) (Blavoukos and Bourantonis, 2013). Of course, there are works of many more researchers referring to a different set of criteria for 'Actorness' and this paper includes most of them. The context will include theories and their parameters for each one of the aforementioned concepts. We will include EU's 'Presence', 'Actorness' and 'Performance' and try to focus not only in the actions taken but if they are effective or not. In other words the focus will be on the theories about EU's capacity from the first step of an international agreement and all the way to the implementation of it (Laatikainen and Smith, 2006). It will be a critical presentation of the literature on the operationalisation of EU, in chronological order.

5. Presence

Even at the beginning, European Community's impact on the international system, through debates, was evident. As the notion of a 'European Foreign Policy' kept growing, both the academic and political circles understood the constructive role that the EU can play in the world. The only problem in that course came from within the EU, where the divided pluralism and weak cooperation often lead to the creation of a gap between EU's intentions or promises and the reality. Many analysts believe that the real reason behind that phenomenon was that many researches failed to conceptualize EU's (then European Community) international role due to its state-centric nature. Therefore, any analysis of Europe's foreign policy without the mention of the political cooperation was possible to fail. Allen and Smith suggests that it is the way EU exercises foreign policy that can give us a clear view of EU as an international actor and not the analysis of EU as one European state (Allen and Smith, 1990). In order to achieve that, these two analysts did not describe EU as a strategic actor, but as a 'strategic presence'. Allan and Smith used the word presence to connote the importance of internal procedures and policy and not necessarily intentional action. The term presence here indicates Europe's ideas and expectations regarding an international affair (Allen and Smith as written in Engelbrekt and Hallenberg, 2007).



In detail, Allen and Smith's presence refers to the EU's ability to exercise pressure externally, influence the behavior of others and shape expectations. That does not mean a purposive action but a consequence of EU's existence, reputation and status that derives from external audiences (Bretherton and Vogler, 2006). Therefore, they summarized their views in two parameters of presence. First, they chose the EU's character and identity, which includes the political existence and system of the Member-States as well as the fundamental nature of EU's different Institutions. Second, is the EU's external influence caused by its own internal priorities and policies, as we already mentioned above. The internal proceedings of EU can quite often result to a third party's reaction and subsequently cause EU's reaction too (Allen and Smith as written in Bretherton and Vogler, 2006). However, Allen and Smith were not the only one to research the concept of presence. Almost ten years later, Charles Kupchan attributed to the analysis of the term as far as the EU's character is concerned.

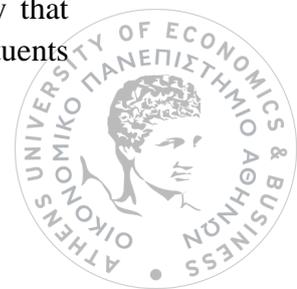
According to Kupchan, EU's international presence is enhanced thanks to the enlargements and to the fact that so many countries have expressed interest to start a membership application. Before the economic crisis, that attractiveness even helped EU gain economic credibility, however, the pluralistic nature of EU's enlargements and the differences among the member's political systems have significantly diminished it (Kupchan as written in Bretherton and Vogler, 2006). Kupchan even foresaw that the euro will be a rival to the dollar and stressed the fact how important the meanings of credibility and confidence are, especially when they come from the views of other actors. This is a very important point as the understanding of EU is not universal and when it comes to small actors the significance of EU's presence can be completely different. Thus, many expectations are focus on the EU, especially when its presence impacts the access in the Single Market or membership to the Economic Union (Blavoukos and Bourantonis, 2013). For Bretherton and Vogler, presence constitutes one of the main notions, the other two being the opportunity and capability, which can shape EU's external actorness (Bretherton and Vogler, 2006).

6. Actorness

Actorness as a concept has practically taken the debate regarding EU's presence one step further introducing new dimensions and parameters on the subject area. Just like in every theory, actorness has also many definitions depending on who is the researcher each time. Analysis by analysis, scholars tend to highlight different parameters and case studies of actorness.

6.1. Early Definitions of Actorness

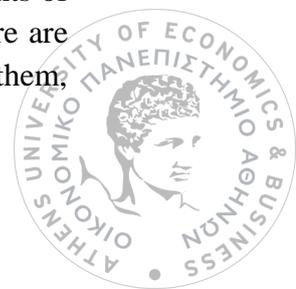
Cosgrove and Twitchett were the first analysts that developed a complete theory regarding international actors and actorness. They identify actorness as an entity that exhibits a degree of autonomy from its external environment and its internal constituents



and is capable of acting out of volition and purpose (Cosgrove and Twitchett as written in Bretherton and Vogler, 2006). In order to approach the concept of autonomy many analysts tend to focus on the internal procedures of the Union, such as the voting system it adopts for each case or by institution. That way, Cosgrove and Twitchett used behavioral criteria to analyze actorness. For these two, EU, and generally any other IO, has to meet all of these criteria to characterize it as a viable international actor (Cosgrove and Twitchett, 1970). They introduced three mutually interdependent parameters of actorness based on internal factors. First, they set as a criterion the degree of autonomous decision-making power, which brought the attention in the capability of the EU to act independently from external actors. Second, were the continuing functions of EU with an impact on inter-state relations that can lead to cohesive external policies or not. Last but not least, the mentioned the acknowledgement of the importance of the would-be actor by its members-state as well as by other international actors (Cosgrove and Twitchett as written in Blavoukos and Bourantonis, 2013).

Actorness has different rationales and interpretations, thus starting a conceptual discussion. Sjöstedt, a few years after Cosgrove and Twitchett, defined actorness as 'the capacity to behave actively and deliberately in relation to other actors in the international system' (Sjöstedt, 1977). He recognized that the then European Community had some of the characteristics of an international actor, though not all of them, and stressed the uneven nature of European Communities' capabilities regarding international affairs (Sjöstedt (1977) as written in Niemann and Bretherton, 2013). He set two criteria of actorness, the delimitation from other actors, meaning the EU's 'pervasive intermingling of levels of political authority' nature, and secondly, the capacity of EU to have autonomy in its actions. He even analyzed a few of the most essential characteristics of actorness, according to him, such as having certain interests, resources' control system, crisis management mechanisms and external agents. All these requisites highlight the state-like behavior of many actors and Sjöstedt concluded that if EU (then European Community) wants to play an important role internationally, it needs to act state-wise Sjöstedt (1977) as written in Niemann and Bretherton, 2013). Proof to that is the effectiveness in EU's actorness everytime the Union acts as one state and the diminishment of it, when the Union adopts intergovernmental practices during decision-making procedures. Cosgrove, Twitchett and Sjöstedt's analyses of actorness are based in the internal traits and proceedings of EU; therefore they are only useful for a general assessment of EU's external action and not for a specific case study. Thus, many other researchers were inspired to further this study area.

Interpretively, Jupille and Caporaso assessed actorness including in their research, for the first time, external factors. The main break-through in their analysis was the distinction they made between actorness and effectiveness or influential power, while other scholars (e.g. Bretherton and Vogler) present them as equals. They introduced the EU as a hybrid and ambiguous entity that is still under development and they acknowledged different degrees of actorness, depending on the case each time (Jupille and Caporaso as written in Groen and Niemann, 2013). They accent four components of actorness in international politics noting that they are in no way absolute since there are different degrees. recognition, authority, autonomy and cohesion. According to them,



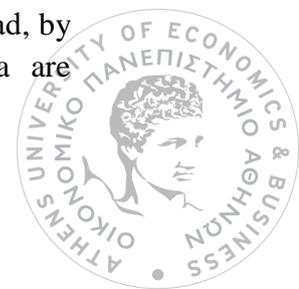
‘recognition’ is the acceptance of the entity in question by other actors of the international system and to additionally interact with it, ‘authority’ is for an actor to be legally competent to act in a certain subject matter, ‘autonomy’ is the institutional independency of the actor from the others to function willingly and, lastly, ‘cohesion’ is the capability of the actor to articulate consistent policy preferences either concerning basic goals or rules and procedures (Jupille and Caporaso, 1998). From these four parameters, in a next chapter will focus on the last two; cohesion and autonomy, as the first two already include the minimum degree of actorness.

6.2. Bretherton and Vogler, Groen and Niemann: A Contemporary Approach

Bretherton and Vogler are two analysts that directly analyze actorness regarding the EU (as a Union, not as a Community) and for their study, they adopt Ruggie’s characterization of EU as a ‘multiperspectival polity’, stressing out the complexity of EU’s external personality (Ruggie as written in Bretherton and Vogler, 2006). They refer to EU as an actor ‘under construction’ with complicated procedures and three main notions that shape its external behavior. Presence, opportunity and capability are the elements that construct their behavioral approach of actorness. Presence is a term we already analyzed in this paper, thus we will focus on the other two.

Opportunity highlights the factors of the external environment that permit EU to constrain or enable its action and it also refers to the structural context of the actions taken (Bretherton and Vogler, 2006). Here, EU has to interpret ideas and events to decide whether to act or not. Capability, on the other hand, refers to the internal institutions, policies and procedures that EU has available to utilize in order to act externally or in other cases contain EU from acting (Bretherton and Vogler, 2006). Bretherton and Vogler, propose four basic requirements for actorness regarding capability. The first one is shared commitment to certain overarching values (concerning the rule of law, democratic governance, economic growth), meaning the provisions of EU’s Treaties which create a commitment towards the Member-States and help shape EU’s identity. Secondly, they mention a more problematic requirement; the domestic legitimation of decision processes and priorities relating to external policy. It is problematic because the EU as a Union is criticized by many analysts for its democratic deficit, regardless of the democratic principles of its Member-States, that creates legitimacy issues and because for many decisions there is an increasing involvement of public-consent in order to proceed to the implementation of policies (Bretherton and Vogler, 2006).

In addition, they put as a third requirement the ability of EU to identify priorities and formulate policies based on consistency and coherence. Consistency refers to the harmonization of the EU’s external policy with the external policy of its Member-States and coherence show the level of internal coordination of EU policies; if there are controversies between policies, such as the analogy between trade and environmental policy (protection of certain agricultures from external competition) (Bretherton and Vogler, 2006). However, Bretherton and Vogler’s approach is considered quite broad, by focusing generally on opportunity, presence and capability. As these criteria are



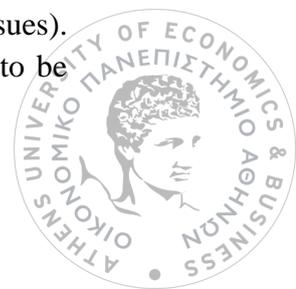
somewhat vague and include many other parameters, the possibilities for operationalisation are limited (Groen and Niemann, 2013). That is why analysts keep on researching actorness.

After Bretherton and Vogler, another pair of researchers extended Jupille and Caporaso's theory on actorness. Groen and Niemann identify EU's actorness as its capacity to act deliberately towards other actors of the international system and may or may not enable influence to them (Groen and Niemann, 2013). Based on Jupille and Caporaso's cohesion and autonomy, they extend the meanings to draw their own form of actorness. They added three dimensions in cohesion. The preference cohesion, which represents to what extent the EU Member-States share common preferences and goals regarding a policy, the procedural-tactical cohesion, which is the ability of EU to solve disagreements and coordinate preferences and lastly, the output cohesion, which is the ability of EU to succeed in formulating policies and agreements recognized by all the members (Groen and Niemann, 2013). They also differentiate autonomy's elements. First, they made a distinction between EU's system of representation and coordination, then they examined the possibility of other EU agents influencing policy goals (beside the principal agents), and lastly they introduced the parameter of EU agent's degree of freedom regarding actions in order to accomplish the Member-States' objectives (Groen and Niemann, 2013).

6.3. Kaunert and Zwolski: The EU as a Global Actor

Kaunert and Zwolski will be the last analysts we are going to present as contributors to the understanding of EU as an international actor and the concept of actorness in general. These two analysts recognize as definitions of actorness the earlier findings of literature based on Sjöstedt, Jupille and Caporaso and Bretherton and Vogler. However, they modify the criteria of actorness taking into consideration more recent researchers (Kaunert and Zwolski, 2013). They adopt Larsen's military dimension of EU's actorness, which is a more social-constructivist approach, and present actorness as the way the members of a group promote this grouping as one actor in the international environment. They also adopt his constructivist epistemology, focusing on whether a unit with its members constitutes as an actor and how and whether the outside world considers this unity as an actor. Then, they proceed to present their own framework of actorness, identifying three criteria: the scope of integration, capabilities and recognition (Kaunert and Zwolski, 2013). These three criteria interlink and are interdependent with each other.

The first criterion of actorness is the scope of integration, which refers to the procedures followed in order to reach the adoption of a policy, such as the voting rules of the Council or other EU institutions. The scope can be categorized to two other criteria: Jupille and Caporaso's autonomy and authority. Autonomy refers to the independence of the EU institutions from their Member-States, acting as a unit and authority refers to intermingling of political authority in many levels, broadening the inclusion of actors in certain policy areas (e.g the Council often includes EU's authority for certain issues). They interpret authority as the legal competence of EU to act in a policy area or to be



considered as an actor (e.g the QMV enhances the possibility to agree upon a security policy in contrast to the unanimity of Council) (Kaunert and Zwolski, 2013). As far as capabilities are concerned, Kaunert and Zwolski distinguished three components: resources, instruments and cohesiveness. Resources are the power an actor holds, either translating them in force, diplomatic or economic power and even civilian resources, while instruments are mechanisms and positions that the EU Treaties establish to enhance its diplomacy in certain topic areas. The most important point in these two first components is the ability of EU to deploy them effectively or not. The third one comes naturally after the instruments, is called cohesiveness and we have already come across it many times in this paper. It represents the capacity to reach a collective decision and to stick to it (Hill as written in Kaunert and Zwolski, 2013). The last criterion of actorness is recognition, often characterized as a behavioral criterion, and it implies the need of other actor (state or non-state) to recognize EU as an actor. The difference between the recognition of Kaunert and Zwolski and the recognition we have met so far is that here it does not only represent the acceptance of EU's presence as an actor, but a de facto and a de jure recognition (diplomatic recognition under the international law) (Kaunert and Zwolski, 2013).

6.3.1 Case Study: The EU as a Global Security Actor

Kaunert and Zwolski, after setting the conceptual framework for their analysis, they move on from explaining the concept of EU as an international actor to analyze EU's actorness in the area of security. In their book, *The EU as a Global Security Actor: A Comprehensive Analysis beyond CFSP and JHA*, they research as their main case study the EU security policy at the international level (Kaunert and Zwolski, 2013). They dedicated the whole book in that specific subject but we are going to mention the main comprehensive analysis they used for this empirical approach. They proposed that for the best assessment of the topic the researchers need to: a) move beyond traditional security threats and start focusing on non-traditional threats such as climate security, the refugee issue and other types of crime, such as piracy and b) move beyond the CSDP frameworks to incorporate more EU policies and instruments.

However, as these two approaches are not that easy to adopt, Kaunert and Zwolski identified the main obstacles of such a research too. The first one included the already question nature of security concept, the second was the different perceptions of security and different interests regarding the matter among EU's Member-States, which can set cohesiveness in danger during the debate, the third was the lack of a unified and commonly accepted security plan and strategy of EU and lastly, they mentioned the inability of EU to assure consistency regarding its international security policy (Kaunert and Zwolski, 2013). Their target was to capture the complexity of EU's actorness in the policy-making and highlight the sui generis nature of the Union. For them, the procedures of EU security policy-making constitute an important part of their research.

First, based on their criteria, they mentioned the recognition of the EEC even from the beginning of 1970s as a new international actor, but only later the analysts tried



to develop a specific framework for the analysis of EEC as a non-state actor. At that point the recognition was limited to EEC's presence and the analysts merely identified some of its characteristics. Kaunert and Zwolski, noticed that only later did the researchers start to build conceptual tools over this subject. These two analysts agree with the more recent researchers, who suggest that in order to full understand actorness in security policy we must combine both the structural and behavioral approach. This theoretical framework together with the criteria we mentioned before, they created a concept adaptable to each case-study regarding actorness in security (Kaunert and Zwolski, 2013).

6. 4. Effectiveness

Before we close the chapter of actorness, and move on to performance, there is one last term closely related to it that we should pay attention to. Effectiveness in actorness has different interpretations. Young was one of the analysts that first separated the analysis of effectiveness from the theory of actorness, meaning that the one does not necessarily lead to the other. He was the first to distinguish effectiveness and translate it into goal-attainment (Young, 1994). Thus, he included in his assessment the external side of EU's actorness, since effectiveness studies the output and the impact of EU in international outcomes. According to him, a concrete, direct action and the capacity to act deliberately can lead to effective actorness. Of course, EU has to take advantage of the opportunities given, take into consideration its external environment and pursuit its goals dynamically, in order to translate actorness into effectiveness (Young as written in Groen and Niemann, 2013).

Besides goal-attainment, effectiveness may also be assessed in terms of problem-solving, but many scholars analyzed this dimension as only an impact of effectiveness, thus they usually focus primarily on the goal-attainment perspective, especially since many analysts consider the EU quite ineffective in achieving its objectives (Niemann and Bretherton, 2013). Smith recognizes the term 'ineffective' as the inability of certain states to put into practice foreign policy ambitions and even if they do, they do not achieve their goals. Christopher Hill, had previously described this ineffectiveness as the 'capability-expectations gap' while describing EU. Moreover, a more innovative contribution was Ginsberg's analysis of EU's external policy effects that presented EU's actions in a more positive way. He used EU's positive impact in a conflict case-study (in former Yugoslavia, 1991-1995) to stress the EU Member-States' commitment to enhance EU's role in a case where other states hesitated to get involved. Therefore, he concluded that effectiveness can even be analyzed out of the conceptual framework of actorness (Niemann and Bretherton, 2013).

Recently, analysts have been focusing on the concept of cohesion as one of the main factors of effectiveness. Many Treaties worked towards a more coherent voice of EU exactly because that way the effectiveness of EU is enhanced. However, EU is a complex system, therefore coherence is not so easy to achieve (Niemann and Bretherton, 2013). Even though the slightest traits of coherence are needed to succeed effectiveness that does not necessarily means that these two concepts share a linear relation. Missirolj



and Carbone argues that efforts to achieve coherence can result to ineffective policies, while trying to exercise influence, or a third party can show resistance to that influence and reduce EU's effectiveness. That is why Schaik presented three factors that can influence coherence: EU competence, preference homogeneity and EU socialization, including that way how EU can affect third parties to accept its influence (Niemann and Bretherton, 2013).

The last analyst we will be referring to is Tomas, who proposed two dimensions of coherence: policy determinacy; how EU policies determine acceptable behavior, and policy implementation; to what degree the EU actors comply and adopt the agreed policies. Highly determined policies show greater common commitment, third parties accept it as a sign of good relations and therefore EU's effectiveness is enhanced (Niemann and Bretherton, 2013). However, all of these hypotheses on coherence and effectiveness show a probabilistic side of the issue, since more powerful players can obstruct EU's effectiveness on any given time, emphasizing once again the importance of external opportunity structure (Niemann and Bretherton, 2013).

7. Assessing and Analyzing Performance

We will now move on to the third step of analysis, which includes the last stage of the concept's evolution; from presence to actorness to performance. In contrast to the previous two terms, the conceptualization of Performance does not only concentrate on the ability or the lack of it to get involved in certain objectives, but also emphasizes on the process necessary to reach a desiderated outcome (Blavoukos and Bourantonis, 2013). Therefore we will incorporate to our analysis the Performance on both an organizational and international regimes level, in order to provide the research with a specific concept for an otherwise vague and ambiguous term (Oberthür, Jørgensen and Shahin, 2013). Here, effectiveness can be considered as only an indicator which is used to evaluate Performance, so even if a goal is met, it cannot automatically lead the Performance to success, but often results to low standards, as far as the outcome is concerned, or to a lack of ambition for the issue in hand characterizing it difficult to resolve in the first place (Blavoukos and Bourantonis, 2013). That is why the researches cannot include effectiveness as the only measure point of EU's Performance on international system.

Many academics claim that another crucial factor of the Performance, besides the effectiveness, is that it can be subjective. Gutner and Thompson¹ name that problem the 'eye of the beholder' meaning that the evaluation of Performance can often depend on the one that does the assessing. Lipson² names these evaluators 'stakeholders', that perceive success and failure with different ways or they have different criteria, motives and even goals (good or poor Performance). Member-States, non members, NGOs and other international actors can be 'stakeholders' in our case (Blavoukos and Bourantonis, 2013).

¹ Gutner, T. and Thompson, A. (2010). *The politics of IO Performance*. 1st ed. New York: Springer, pp. 233-4.

² Lipson, M. (2010). Performance under ambiguity: international organization Performance in UN peacekeeping. *Review of International Organizations*, 5(3).



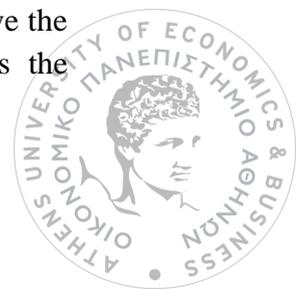
For example, this happens when EU negotiates over an issue within the UN. With so many Member-States composing EU, it takes a lot of time to reach a consensus between so many stakeholders, therefore it takes most of their time negotiating with each other and not with other UN members, making the process inflexible and undermining the effective multilateralism (Laatikainen and Smith 2006). These two factors of Performance highlight the importance of clarifying each time what we want to evaluate, whether we need to take into consideration only the external or the internal negotiations of EU or if we will assess each activity by micro to macro level of analysis (Blavoukos and Bourantonis, 2013).

In this part of the paper we will present different parameters and models of Performance. Like in many other theories, Performance has also many interpretations, based on who is the analyst each time. The assessment of Performance will take place chronologically, just like in Presence and Actorness.

7.1. Jørgensen et al: Assessment of Core Findings

Jørgensen is one of the main researchers of the Performance as a concept with many books dedicated to it. Either by himself or together with other analysts he has brought together the basic definition of Performance as well as many parameters and the model that comes with such a term. His analysis contains elements from many other researchers that have the same view of Performance like Jørgensen and he even uses pragmatic approaches from organizational theories (Lusthaus). Jørgensen understood that is time to move on from Actorness to Performance as the international system has become more complicated and while in the past it was quite clear to whom the term 'actors' was referring to, now the nation-states are joined by alliances, international organizations and even non-state actors and each of them can influence global issues. The EU, although a type of International Organization, it is a sui generis actor and for every international matter we, firstly, need to consider who represents the Union at the time, for it might be one of EU's institutions (European Commission, the Council, the Higher Representative or a Presidency) or a member-state and not EU as a whole (Oberthür, Jørgensen and Shahin, 2013). Therefore, the real question for him is where are the legal limits of EU's capacity to act, who has the mandate to act case by case and who gives the mandate of operation to the actor every time, something that the theory of Actorness cannot cover (Oberthür, Jørgensen and Shahin, 2013).

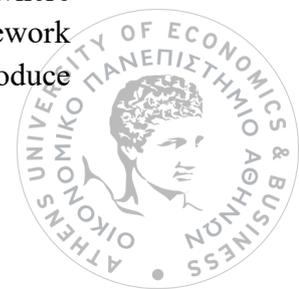
In general, EU can be considered both as an internal and external actor (Bretherton and Vogler, 2006) and there are predefined areas of EU's legal competence, the exclusive, the shared with EU member states and the no competence where the EU's institutions have no legal capacity to act. However, there many cases for which the EU's institutions act in accordance to certain circumstances, either formally or informally, and despite the legal degree of the issue under discussion (Oberthür, Jørgensen and Shahin, 2013). The EU, as well as the other International Organizations, has a specific governance and systemic structure derived from its fundamental Treaties, which have the legal distributing competence. For example, there were responsibilities such as the



promotion of the coherence that was shared between the Council and the European Commission but now that responsibility has been transferred solely to the Vice President of the Commission, also known as the High Representative of Foreign Affairs and Security Policy, a post that was created from the Treaty of Amsterdam and further aggrandized with the Lisbon Treaty (Bretherton and Vogler, 2013). Thus, the understanding of the division of competence can significantly help at the systematic analysis of 'Performance'.

Analytically, Oberthür, Jørgensen and Shahin at their book *'The Performance of the EU in International Institutions'* have concluded to certain parameters of Performance with four factors of influence that can help our analysis: the legal framework and the Lisbon Treaty, the EU domestic politics, the nexus between internal and external policy and the international context. The way EU divides the responsibilities among its institutions helps us have a better understanding of EU's capacity to act and ultimately of EU's Performance. If the EU has the legal right to act in a specific international issue then the European institution, which has the mandate to act at the moment, needs to represent the coordinated opinion of its Member-States (Oberthür, Jørgensen and Shahin, 2013). For that reason, the EU has developed over the years certain strategies for individual agenda topics (e.g. Climate change) or bestowed bodies such as the European Commission as a representative of the Union in other International Organization. These provisions that compliment EU's external policy are stated in the Lisbon Treaty, however there are still many actors with vague limits to their roles, as the High Representative of the Union for foreign affairs and security policy, that often creates conflicts among the institutions or between the institutions and the Member-States, creating a 'democratic deficit' and having negative influence on EU's Performance (Oberthür, Jørgensen and Shahin, 2013). Although the Lisbon Treaty was drafted to enhance the effectiveness of the EU that goal has yet to materialize. In such wise, besides the EU's legal framework and institutional provisions we need to also highlight the importance of domestic politics. Domestic politics, in contrast with the international meaning of the term, in this paper it is used to express the Member-States' politics that have the power to change an outcome or the Performance. For example, there are certain topic areas that the EU act as one and follows a unified opinion, such as in the case of global climate change, and that happens because the interests and the positions of the EU's Member-States tend to 'see eye to eye', but there are other areas for which the Member-States insist on keeping conspicuously domestic, such as the matters of national security and war mechanisms (Oberthür, Jørgensen and Shahin, 2013). In such cases, it is quite difficult to reach an agreement firstly among the Member-States and then internationally.

The same analysts continue with the interrelation of internal and external European policy, as both are incorporated in the Lisbon Treaty and executed by the European institutions. Furthermore, the international behavior of EU is defined by its internal agreements and vice versa, like in the case of WTO from which the EU adopts the policy. However, that factor does not apply in the EU's Performance to all international actors and we can take as an example the case of World Bank, where international finance takes place, because there the internal policy and law framework does not always apply (Oberthür, Jørgensen and Shahin, 2013). Finally, they introduce



the international context, as the concluding factor of influence of EU's Performance. They divide the international context in a broader international constellation and the rules and procedures of the international institutions, subsequently making a distinction between the general correlation of each international institution's interests, that change from time to time and topic to topic, and the way other international organizations and institutions function (Oberthür, Jørgensen and Shahin, 2013). Empirically, we can point the shift of power or interest of an international actor that can exclude another actor from the negotiations or open a new area of involvement for another one and analogically we can perceive that if an organization de jure does not recognize EU as an official member then the Union cannot fully perform within it. Example for the latter case can be the fact that in NATO EU is not represented as a member; instead many Member-States of the EU are also members of NATO. Therefore, the rules of procedure of many International Organizations do not allow EU to have permanent representatives and that can be an obstacle for EU's international Performance. These two analyses of what can influence the Performance of the EU in International Organizations explain not only the positive but also the negative outcomes of the EU. Both have many similarities as well as differentiated point, though not contradicted.

Jørgensen himself has also summarized five major trends (Jørgensen, 2009) that influenced the research of Performance likewise to the aforementioned and with the same meaning; a perfectly functional EU is not the only parameter needed to ensure a good Performance in the international arena. First, he identifies the formal and informal rules of proceedings that derive from the legal bases of EU. That parameter is logical if someone takes into consideration the legalistic and administrative nature of the EU as an Institution. Second, he defines EU as another IO. In like manner, the European Union is perceived by many as an international actor and therefore as an IO based on EU's identical hierarchical elements that resembles other global associations. Thus, relations between the European Union and other IO are fundamentally examined as connections between similar units. This strand of research contributes essentially to our comprehension of the progression and main developments of the relationship between the European Union and IOs. At that point, Jørgensen emphasizes the fact that many analysts tend to ignore that side of EU as well as the Union's tendency to change patterns of action depending each time within which IO its Performance takes place. The second parameter is directly connected to the third one as EU tends to also change its policies towards the IOs. Thus, the analysts prioritize specific institutions within the IO, such as the UNSC and GA in UN. Fourth, is the multilateral identity of EU that influences its policies and actions and as the fifth parameter Jørgensen has set the multilateral nature of other IO that target a global governance based in cooperation. However, he did not only present the reason why analyses started concentrating in Performance or which parameters affect it, he also adopted a model from another science in order to create a functional motif of Performance.



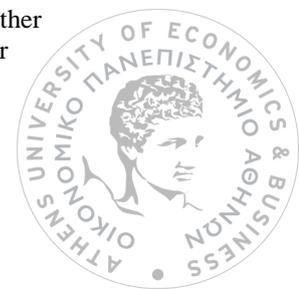
7. 1. 1. The Lusthaus Model

As we previously stated Jørgensen assesses Performance by reviewing the literature of a more pragmatic approach, borrowing a model from a relevant type of Performance, the Organizational Performance. Lusthaus together with his fellow academics developed a model for Organizational theory, based on different concept of Performance, and identified four main components of organizational Performance that we can also apply to our study (Oberthür, Jørgensen and Shahin, 2013). According to Lusthaus *et al.* the factors include the *effectiveness*, the ability of an organization³ to fulfill its goals, *relevance* of that ability over time, *efficiency*, meaning the financial allocations; costs in a benchmarked comparison to outcomes and last but not least, *the economic and financial viability* of an organization; the ability to find resources for funding and maintain them overtime (Lusthaus, 2002). It is normal for an organization to attempt to achieve its goals with a specific amount of resources while ensuring long-term sustainability and with a final outcome of a good Performance done effectively and efficiently and at the same time beneficial to the stakeholders (Lusthaus, 2002). He also advises us to ask and answer certain questions in order to characterize the organizational Performance, such as how fulfilling is the effectiveness of major tasks, if it meet the expectations, if it is functional, what are the cost of the services provided, if the financial allocations are efficient and if the financial viability of the resources is relevant over time. As we mentioned at the introduction of this part, identifying the dimensions we are going to analyze beforehand, we make the Performance more measurable. Likewise, by using this model, Jørgensen managed to relate to the Performance of EU within an IO.

The first element of the model is the effectiveness, directly related to EU's ability of goal achievement and degree of fulfilling its objectives during the decision-making procedure within an IO (Oberthür, Jørgensen and Shahin, 2013). However, there are various standards that can be applied to evaluate Performance, Laatikainen and Smith made the distinction of four different types of effectiveness related to Performance, the effectiveness of collective activity, the effectiveness of achieving a goal, the role that EU plays in another IO's effectiveness and effectiveness in problem-solving through the help of the other IO (Laatikainen and Smith 2006). From an EU perspective, the criteria emphasizes likewise on the goal achievement as a Performance standard and the achievement of objectives of international regimes, both revolving around policy evaluation (Oberthür, Jørgensen and Shahin, 2013). Exactly because the assessment of achievement is such a broad sense we need the help of the other elements of Performance.

Relevance is the next aspect of Performance to be analyzed and it is highly associated with the term of unity, representation and delegation and coordination through time. First, Jørgensen stresses the need to decide who the stakeholders of EU are on a case-by-case basis and how the EU's involvement in an IO or international institution is

³ By using the word Organization here we mean formalized entities with actors, who are brought together for a common purpose, both conform to and influence institutions and can be categorized as private or public, for profit or non-profit, governmental or nongovernmental, and so on.



relevant to them. Usually, the main stakeholders in the majority of the case studies are the Member-States and other state governments but depending on the subject the stakeholders tend to vary between other interest groups, think tanks and other organizations (e.g. NGOs in developing and environmental policies) when issues fall under their interests (Oberthür, Jørgensen and Shahin, 2013). If we assume that the stakeholders find the EU relevant then many other questions should be answered next. They (stakeholders) need to decide how the EU must be represented within the IO, with what policies, how they should delegate, what European institution shall represent them and how many of them. It is logical that the representation will follow the EU external policy as decided during the coordination process of national policies; a mechanism of EU lead by the Commission (Oberthür, Jørgensen and Shahin, 2013).

We can discuss the last two criteria jointly since efficiency and financial viability are connected with each other. Financial viability is the EU's competence to find the resources to fund its Performance in other IOs overtime (short-medium-long term). These resources are not only funds but also include economic capacity, work force and external skill and knowledge. At the same time, efficiency refers to the benchmarked comparison between the costs with the goals to be achieved. Therefore this is where the two parameters meet, the one studying the capacity of EU to find resources (financial viability) and in a next level studying if the costs from this procedure are low or high in contrast with other IOs (efficiency) (Oberthür, Jørgensen and Shahin, 2013). So the real question here is whether the representatives of EU's external policy handle these financial resources efficiently or not. For example, Commission is usually perceived as very efficient since it does not require a lot of personnel but many analysts accuse the European institution of misused resources allocations that lead to a shortage of staff. The same goes for the large number of embassies that the EU Member-States have in big capitals such as New York, when one common EU embassy would have suffice. These discussions, though, does not help us assess EU's Performance related to resources spend for a certain issue area within a specific IO. The balance between EU's resources spending and the agreement with its implementation achieved is crucial and together with the correct allocation of such resources we can assess this level of Performance (Oberthür, Jørgensen and Shahin, 2013).

The concept presented by Jørgensen for the EU's Performance can be used to create an analytical framework of Performance and several empirical case studies in order to further understand EU's relation with other IOs and especially, UN and NATO since they share more common operations at every level of politics. These case studies can cover a wide scope of historical developments explaining the changes that occurred within the international system. They would compliment a study likewise to than one but in this paper we mainly focus on the theoretical approach of Performance.

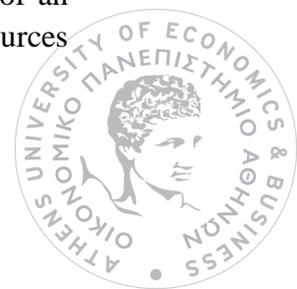


7. 2. Blavoukos and Bourantonis: An Analytical Framework

According to professors Blavoukos and Bourantonis, Performance resembles a newly developed currency that the academics use to evaluate EU's foreign policy. Just like Presence was generated during the early years of CFSP and due to many unsolved problems about it, Performance is linked with the general legitimacy crisis and democratic governance of EU (Blavoukos and Bourantonis, 2013). Although, the Lisbon Treaty helped the launch of many innovations institutionally, the integration process created more voices and after the financial crisis a concern about EU over national sovereignty was raised. Therefore, an effective Performance can lead to an answer about EU's sources of legitimacy and thus silence many opposed opinions.

In addition, Blavoukos and Bourantonis set their own parameters or criteria of EU's Performance influenced by other researchers too. They highlight several aspects: endogenous parameters, the EU's institutional modus operandi, resources, legal authority and the bargaining power of EU, as well as the role of other international actors. The first parameter refers to the endogenous characteristics of the Union, such as the heterogeneity, the complexity, as well as the two-level way of functioning, both at a national and a European level. The EU consists of 28 Member-States, each one with different political systems and distinct cultural characteristics with dynamics that, quite often, are reflected within the EU by divergent national interests. These differences can cause a clash of preferences for a policy or decision, internal ruptures, distraught the Union's cohesion and thus can influence the EU's international Performance (Blavoukos and Bourantonis, 2013). By the same token, the capacity of the EU to act and adopt positions and decisions is heavily depended on the Union's institutional policymaking procedures and set of rules or collectively the modus operandi of the European institutions as written in the fundamental Treaties. For instance, if an issue falls into a certain thematic agenda of the EU that is decided upon with majority then an outcome would be more probable than if it was decided with unanimity, where in that case the veto right could bring the whole procedure of negotiations to a halt. If an output of a round of negotiations is decided painstakingly between the Member-States then an important international agreement might come to a failure (e.g. ratification problems) (Blavoukos and Bourantonis, 2013).

Moreover, the degree of EU's involvement in an international affair also depends on its diplomatic, economic and military resources, as well as which European institution has the mandate to act every time for a specific topic area or if it as a matter fallen in the Member-States' jurisdiction. The more resources and legal right to act the EU has the bigger the spectrum of international issues that can be covered (Blavoukos and Bourantonis, 2013). Last but not least, the last two parameters are highly interconnected as the negotiation process, in which the bargaining takes place, involves more than one part and in our case more than one international actor. Each actor has its own interests to protect and it can only happen if it has the necessary bargaining power to prevail during the negotiations and have an effective outcome. Of course, the bargaining power of an actor is determined by its resources; abundant economic and strong military resources

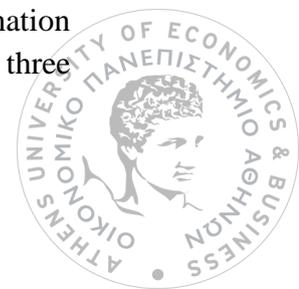


likewise to significant social and culture influence can help an actor take the lead during the negotiating procedures (Blavoukos and Bourantonis, 2013).

7.2.1. The Three-Level Analysis

Each researcher has conceptualized Performance based on a certain model. In their analysis, Blavoukos and Bourantonis contribute to the international literature of Performance by analyzing Underdal's Three-Level Analysis (Blavoukos and Bourantonis, 2013). In terms of level analysis, Underdal identifies three levels, three distinct steps that lead to the explanation of EU's Performance, *the output*, *the outcome* and *the impact* (Underdal, 2002). Each level represents a different time span of activity. The first one, at micro-level, is the output aspect that refers to the process of decision making within the EU and its institutions, including all the internal politics, procedures and dynamics between the European mechanisms that lead to the EU engagement. This can be translated into a final working paper that incorporate into a policy all of EU's position concerning a specific subject area that also involves the international system's interests. That can refer from the EU's Security Strategy to a decision to follow a certain course of activity regarding a critical matter (Blavoukos and Bourantonis, 2013). At this stage, norms, principles and rules of procedure are of importance for our assessment and then we have to examine if that process of policymaking is actually effective for EU. Further than that, if we want to increase the Performance's perspective analysis of all three levels we need to take into consideration other indicators we have already mentioned, such as the accuracy, the meaningfulness, the relevance of stakeholders and the inclusiveness (Blavoukos and Bourantonis, 2013). Therefore, if the Member-States of EU decide upon a cohesive policy with the tools mentioned above, there is a higher chance to act in a way that increases the potential of the outcome and impact of EU's activities within an IO. If the Member-States are accurate about what they want to achieve and how, if EU is able to respond to these expectations according to the importance of an issue (meaningfulness) and if all the aforementioned include the divergent views of all the actors involved, then the output created by this procedure can be successful enough to lead to an effective Performance.

Continuing with the outcome, at meso-level, we reach the stage of the implementation of the output, where we can also discover the behavior EU chooses in order to adjust to each output and it also includes EU's activity regarding the guidelines of the output. Analytically, this level refers to the introduce of the output in the international system and the form it takes based on the case every time, be it with a diplomatic, economic or military engagement to resolve a regional or general security crisis or it might take the form of initiatives by adjusting an already existing policy or creating a new one reforming that way the IO itself (Blavoukos and Bourantonis, 2013). This level does not necessarily concentrate on solving a problem or that the EU will certainly make a change within the IO, instead it emphasizes the efforts and actions of EU in order to carry out the agreed output. We could say that here is not the destination that matters but the journey. In addition to the previous level, outcome has three

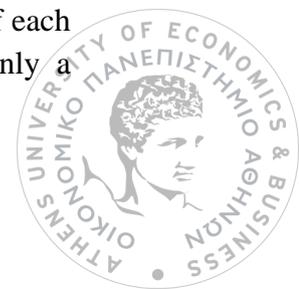


indicators, cohesion – continuity, proper use of instruments and international leadership. The first two discuss the change in EU's behavior that the output might cause with cohesion signaling the coordination of the EU's polyphone, a characteristic that in the pre-Lisbon era was considered an issue since it obstructed EU's international engagement quite a few times. The last two indicators refer to the way EU chooses to implement the output, whether it uses and allocates correctly its resources and whether EU adopts a more leading profile with its cooperation with the other IO, becoming a more substantive international actor. It is important to note that all these indicators have a positive correlation with the outcome as a level of Performance (Blavoukos and Bourantonis, 2013).

Lastly, it is essential to refer to the third level, the impact, which means the effect of the EU international outcomes as a result of EU's actions regarding problem-solving, policy formation and crisis management. If we want, however, to establish EU as the institution responsible for these changes and take the credit and speak of EU's Performance, we need to create causality between EU's actions and the changes in international system making sure that this happened because of EU's intervention. Analogically, impact represents the macro-level (Blavoukos and Bourantonis, 2013). These three levels of Performance reflect certain standards that we can apply in case we want to generally analyze the IOs' Performance. Therefore, three standards are used for this assessment, *goal attainment*; organizing clear and meaningful goals during the output procedure, *problem-solving*; creates a correlation between the impact Performance and the progress being made towards resolving a crisis by recognizing the difficulties of the effort and *collective optima*, which stands for a more collective approach of issues in order to reach a solution and achieve a 'good Performance' (Blavoukos and Bourantonis, 2013). Likewise to the other two level of analysis, impact its own indicators, effectiveness and efficiency. The first one refers to the degree at which EU is successful with the goals it sets and the second indicator, as we already mentioned reflects on the EU's resources used to implement and attain a certain goal.

7.2.2. Case Study: EU in the UNSC

UN is one of the biggest Organizations within the international system, with the largest number of member states and many important institutions such as the UN Security Council (UNSC). Therefore, the EU's Performance in the UN is considered as a key factor of EU's 'effective multilateralism' concept, especially regarding the Security Council; vital organ of UN itself (Blavoukos and Bourantonis, 2010). That is why one of the many case studies that Blavoukos and Bourantonis analyzed was the assessment of EU-UN relation and especially EU's Performance in the UNSC by examining the political and financial aspect as well as the degree of engagement of EU's Member-States in the procedures of UNSC. Even before they begin their analysis, they make an important distinction; EU has no member-state status within the UNSC and UN generally. Thus, for a more profound research, an eclectically individual analysis of each EU's member-state contribution is recommended by both of them. There is only a



collective presence within the UN, but that does not automatically mean that focusing exclusively on that will give us an objective analysis (Blavoukos and Bourantonis, 2010).

After the Lisbon Treaty the role of the EU's High Representative was reinforced and since then he/she reflects EU's aspirations on behalf of EU's Member-States (article 34⁴), but we cannot assess EU's Performance based only on that institutional potential. If we set aside that factor, what remains is the effort that the EU's Member-States need to put, in order to draft a coordinated position that is cohesive enough to make sure that each member-state (that are also members of UNSC) separately will want to raise and support within the UNSC. What experience shows, though, is that coordination in that level remains problematic (Blavoukos and Bourantonis, as seen in Oberthür, Jørgensen and Shahin, 2013). Despite some sporadic efforts of certain Member-States of EU, there is no general mechanism for coordination within UNSC as far as EU is concerned, with a few recent exceptions, when the exchange of information between them was increase and more visible. However, there were many times that the EU proved a positive coordinated stance the last decade, supporting the multilateral operations of UNSC either individually or in grounds, specifically referring to security matters with the exception of Iraq and Syria (France and Germany abstaining relatively). The passive nature, though, of quite a large part of EU's Member-States during the UNSC negotiations, certainly take its toll at EU's effectiveness and Performance.

At this point, Blavoukos and Bourantonis stressed the need to refer to the reform discussion within UNSC that occurred after the Cold War era, as the only way of the II to respond to the sudden developments in the international system. To that reform the 'multi' nature of UNSC's Member-States was always an obstacle. At the beginning they tried a quick solution, and then a formula consisting of more dimensions and last one was the 2004 Report of the High Level Panel on Threats, Challenges and Change after the 2000 Millennium Declaration that suggested the creation of three blocs (Blavoukos and Bourantonis as written in Oberthür, Jørgensen and Shahin, 2013). The UN members though, preferred a unified text presenting in one paper the positions of all the members in order to start the negotiations. During this discussion, though, many Member-States of EU adopted different positions, each supporting a different formula and this division continued all through the three stages we mentioned above. That is one of the reasons why EU fights for a single seat within the UNSC, however for now they endorse the policies that have been decided through official and legal procedures (Oberthür, Jørgensen and Shahin, 2013).

Moreover, recently the EU Member-States have adopted a rather competitive than cooperative stance within UN, developing mostly individual relations with non-EU Member-States, but the facts show that EU's Performance in UN generally is improving, especially during the coordination process as well as the implementation procedure of international treaties. That way the EU make its presence clear in the international political arena but not necessarily through UNSC but other organs of UN, where more EU Member-States have the opportunity to voice their positions (Oberthür, Jørgensen and

⁴ European Union, *Treaty of Lisbon Amending the Treaty on European Union and the Treaty Establishing the European Community*, art. 34, 17 December 2007, 2007/C 306/01



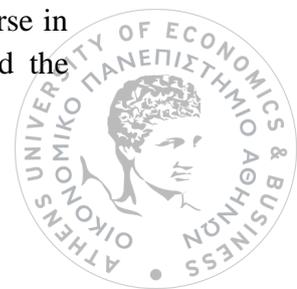
Shahin, 2013). However, in terms of efficiency, the outcome from the EU's Member-States within UNSC seems problematic and although EU supports with resources many of the UNSC's decisions and operations, a common EU Performance within UNSC is difficult to be evaluated.

8. Conclusions

The previous chapters of this paper are a proof that the EU's actions are actually an active study area for the scholars of international system. There is worth in exploring its Performance through various models and parameters in order to assess EU's effectiveness as an international actor within other international institutions and set the basic elements of the research in 'Performance'. Recently the EU is engaging more and more in global governance and is promoting more intently the effective multilateralism as the key objective in external policy, thus creating a standard of Performance for all the international subject areas, from security crisis management and climate change to political economy.

The analysis of presence and actorness helped us locate the differences between them and Performance, which is considered as a new concept as it also put EU's international interactions under the spotlight after many years of ignoring it. The main purpose, though, that was served through the assessment of all three concepts was to see the chronological evolution of Performance, through many different analyses, some contradictory to each other and some complimentary. That way is easier to understand the difficulties and problems a researcher can find will assessing EU's actions in international affairs. This thesis serves as a literature review in order to form a complete theoretical image of the topic, to which someone can base to analyze a more specific case-study.

Moreover, in order to facilitate or study, we presented two pragmatic models derived from the organizational theory, not as a panacea for comprehending EU's Performance, but rather as a suggestion for a starting point in the relevant discussion (Oberthür, Jørgensen and Shahin, 2013). These two provide different steps and sets of criteria for a 'good Performance', with the Lusthaus model paying more attention to technical characteristics, such as the stakeholders and the financial resources and with the three-level model of analysis highlighting the procedural course and the implementation phase. Although, this paper only offers periodical examples and not an empirical case study from a certain subject areas, the application of such concepts in the international literature have become really helpful regarding EU's assessment of Performance. What we gained from this theoretical research is to answer the question of why is it so difficult to define terms such as 'Performance', 'effectiveness' and 'relevance' (Oberthür, Jørgensen and Shahin, 2013).. The answer is that there are more parameters we need to take into consideration than some would believe and as the international system keeps changing they multiply too. The objectives alone as a factor does not lead to a complete result, we have to examine their relevance in terms of EU, of other IOs and of course in terms of the stakeholders. Similarly, funding cannot suffice for our analysis and the



involvement of resources, their allocation and cost benefit analysis are necessary elements too. Likewise, each academics enriches these criteria with their own study and that shows how really complex this subject is.

Reflecting on this paper's results it seems that the EU's performance is constantly depreciated in many areas. EU needs to create and keep the balance between the objectives of its policies and its position in international system in terms of power and interests. The international decision-making has to be formulated in a way that service EU's purposes, thus the EU should undertake the actions necessary in that concept to lead to a high level Performance. If we put the attention necessary in the concept of Performance we can have a powerful tool of measuring EU's achievements and evaluating its Performance not only within and IO but also for a crucial issue of international system. While this paper's purpose does not include a research beyond a theoretical approach, this analysis can set foundations in giving the final answers referring to indentifying EU's interactions with other IOs, setting its objectives and implementing them in a way that they are also effective.

We surveyed a wide range of analysts, their criteria and parameters, we set the ontological and epistemological foundations of the research and we defined what exactly an actor is and why, under that scope, EU is considered special. We also, included a pragmatic approach of performance through the presentation of organizational models and we brought together all the tools that are useful for the continuation of the study or the empirical implementation of all the above. Finally, this thesis's goal is to serve as food for thought and a basis for progress.



9. References

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