



The European External Action Service

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The European External Action Service (EEAS) was established by the *Treaty of Lisbon* which came into force on 1 December 2009. The Service is run by staff from the General Secretariat of the Council, the Commission and seconded diplomatic staff from the Member States.

The organisation and functionality of the Service was established by a Council decision on a proposal from the High Representative, after consulting the EP and obtaining the consent of the Commission. Its operation also required changes to EU budgetary and staff regulations.

The previous Labour Government supported the new body, while the Conservatives were sceptical. The new Government accepts that its creation is a fact, although the possibility of inter-institutional confusion emphasised by the Conservatives in opposition has not been fully clarified and the Conservative Government has said it will monitor carefully the development and operation of the EEAS.

The EU High Representative for Foreign Affairs and Security Policy, Catherine Ashton, completed her appointments for the new Service in December 2010.

For further information on scrutiny and documentation relating to this body, see Standard Note 5639, "[EU Bibliographies: European External Action Service](#)", 14 July 2010.

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1 Treaty base for the European External Action Service (EEAS)

Article 27(3) of the *Treaty on European Union* as amended by the Treaty of Lisbon, is the legal basis for the Council Decision on the organisation and functioning of the EEAS. It states:

In fulfilling his mandate, the High Representative shall be assisted by a European External Action Service. This service shall work in cooperation with the diplomatic services of the Member States and shall comprise officials from relevant departments of the General Secretariat of the Council and of the Commission as well as staff seconded from national diplomatic services of the member states. The organisation and functioning of the European External Action Service shall be established by a decision of the Council. The Council shall act on a proposal from the High Representative after consulting the European Parliament and after obtaining the consent of the Commission.

The European Council agreed on [guidelines](#) for the EEAS on 30 October 2009, ahead of the implementation of the Lisbon Treaty. The European High Representative (HR) for Foreign Affairs and Security Policy was asked to present a proposal for its organisation and functioning with a view to its adoption by the end of April 2010.

2 New EU delegations open

In January 2010, 54 of the European Commission's 136 offices abroad "quietly" became new EU delegations, including in Afghanistan, China, India and 33 African states. All delegations were renamed "European Union Delegations" on 1 January, but 54 were at the same time

given new powers.¹ The choice of the first 54 missions was made by the new HR following discussions with EU states and guided by technical issues; other embassies will be converted in due course.² There is a list of EU delegations in the External Service on the [Europa website](#).

Some commented that this could make the Foreign Office redundant in many parts of the world. According to the *Telegraph*, Mats Persson, director of Open Europe, said the new “embassies” would “for all practical purposes” take over the job of representing Britons on the world stage because under the Lisbon Treaty they will be headed by ambassadors acting on behalf of the EU as a whole, rather than bilaterally.³

Common EU embassies means that Britain can be overruled on crucial diplomatic matters, such as on how to respond to human rights abuses in a conflict-ridden country [...] In order for common embassies to work, EU member states must have shared national interests. This simply isn't the case, particularly in Africa where the EU has consistently failed to act in a unified manner in the past”.⁴

3 The EEAS proposal

The “[Proposal for a Council Decision establishing the organisation and functioning of the European External Action Service](#)” was published on 25 March 2010 just before the European Council met. It had to be adopted by the Council after consulting the European Parliament and obtaining the consent of the Commission. The proposal was supposed to have been adopted by the end of April 2010, but this timetable was not met. The proposal required a revision of the [staff regulation](#), of the [financial regulation](#) and an amendment to the annual budget, all of which required the European Parliament’s approval under the Ordinary Legislative Procedure (co-decision). The proposal clarified some issues about the structure and remit of the EEAS: it would comprise six directorates, each composed of several hundred officials and headed by a director general. It was expected to employ more than 7,000 officials in the hundreds of overseas delegations that would replace national embassies. Catherine Ashton's office insisted the service would be “budget neutral”, meaning it would use only funds that have already been allocated to EU institutions, and would require no extra financing:

The EEAS will have its own section in the EU budget, to which the usual budgetary and control rules will apply. The High Representative will propose and implement the EEAS budget.

How will it be financed?

The establishment of the EEAS will be guided by the principle of cost efficiency and aimed towards budget neutrality. A limited number of additional posts for Member States' temporary agents will probably be necessary, to be financed within the framework of the current financial perspectives.⁵

The EEAS was intended to be a service of a *sui generis* nature, separate from the Commission and the Council Secretariat. It aims to ensure the consistency and coordination

¹ [EUObserver 21 January 2010](#)

² Ibid

³ [Telegraph.co.uk 22 January 2010](#)

⁴ Ibid

⁵ [Council General Secretariat press release](#), November 2009

of the EU's external action, to prepare policy proposals and implement them following approval in the Council. It also helps the President of the European Council and the President of the Commission in so far as they are concerned with external relations, ensuring close cooperation with the Member States. The EU's crisis management structures are part of the EEAS, but under the direct authority and responsibility of the HR. The EEAS departments cover the following areas

- Budget and personnel
- Global affairs such as climate change, human rights and the promotion of democracy
- Relations with multilateral bodies, such as the UN or G20, and legal/consular affairs
- Relations with accession and neighbouring countries (including Russia, Central Asia and the Middle East)
- Relations with industrialised countries such as the United States, Canada, Mexico, China, Japan, South Korea and Australia.
- Relations with developing countries such as those in Latin America, Africa, Asia and the Pacific Ocean.

3.1 Commission Explanatory Memorandum

The Commission Explanatory Memorandum on the EEAS proposal helped to clarify the role of the EEAS in development policy, stating "as is the case today, horizontal Communications on Development policy will be prepared by the relevant Commission services under the guidance of the Commissioner for Development". However, it was not clear how the Commission DG for development and the EEAS would operate together when such Communications are agreed in the Commission, while the EEAS has the task of preparing Commission decisions on the strategic multiannual programmes.

3.2 Consulting the EP and EP vote

Before publication of the proposal the HR held an exchange of views at a joint meeting with the EP's Foreign Affairs, Development, International Trade, Legal Affairs, Budget, Budgetary Control, Constitutional Affairs and Women's Rights and Gender Equality Committees. . In response to concerns from the EP Development Committee, Catherine Ashton said that both the Commission DG and the EEAS would be involved in the decision-making process. The EP rapporteurs on the EEAS, Elmar Brok (EPP) and Guy Verhofstadt (ADLE) said in a press release that if the proposal was not changed, the EP would not adopt the changes in the staff and financial regulations. They wanted the EEAS to be accountable to the EP politically and with regard to the budget.

The EP voted on 8 July 2010 in favour of the decision to establish the European External Action Service,⁶ with the support of Conservative Members in the European Conservatives and Reformists group (ECR). ECR foreign affairs spokesman, Charles Tannock, was reported as saying: "We were opposed to the creation of the EEAS but we are now reconciled to engaging constructively within the new architecture in the best interests of our countries."⁷

⁶ See [EP report](#) and VoteWatch at http://votewatch.eu/cx_vote_details.php?id_act=851&lang=en

⁷ [EurActiv 15 July 2010](#)

In early October the prospects of the EEAS being launched on 1 December receded when the EP blocked funding for new posts. The EP's budgets committee said on 5 October that it would release €18.6 million earmarked in next year's draft EU budget for the creation of 118 new EEAS posts as soon as Catherine Ashton "explicitly commits herself to consulting Parliament on staffing priorities within the service". MEPs managed to modify the 2010 EU budget on the basis of a report drafted by Roberto Gualtieri (S&D) and László Surján (EPP) adopted on 20 October 2010 by 608 votes to 41, with 11 abstentions. The changes included adding a tenth section, with a budget structure and an establishment plan, to the EU budget. A total of 100 new posts and money for 70 contract agents were created, divided between delegations and headquarters. The net financial impact of the amending budget, including the related operating expenditure, was reported to be €9.52 million.⁸

Thus, MEPs managed to increase the EP's overview of the Service and maintain full budgetary and control powers.

3.3 Council adoption

[Council Decision 2010/427/EU](#) establishing the organisation and functioning of the European External Action Service was adopted on 26 July 2010.⁹

The General Affairs Council and Foreign Affairs Council met on 25 October and gave political approval to the final EEAS decisions on the staff and financial regulations and the 2011 Budget.¹⁰

4 EEAS appointments

The service will mark a new beginning for European foreign and security policy as we bring together and streamline all of the Union's existing resources, staff and instruments. We will also receive a fresh injection of talent and skills as we incorporate Member States' diplomats into our team. This combination of staff and resources will be more than the sum of its parts: we will be able to find synergies and develop new ideas, which will enhance our ability to act more creatively and decisively in an increasingly challenging world.

Commission [press release 21 December 2010](#)

The EEAS Secretary General, Pierre Vimont, is based in Brussels and is responsible for the daily running of the Service. He oversees the work of the six director generals and a number of autonomous EEAS cells: the EU's military staff, responsible for planning overseas military missions; SitCen, an intelligence-sharing bureau; an internal security unit; an internal audit unit and a department handling communications and relations with other EU institutions.

The two deputy secretary generals do not have administrative duties, but deputise for the HR at internal EU meetings and international events.

Catherine Ashton began interviewing for the 31 EEAS heads and deputy heads of delegation in July

2010, but in mid-July the *EUObserver* reported that the top ten jobs would not be announced

⁸ EP Press Release, 20 October 2010, "EU diplomatic service: accountability and balanced recruitment"

⁹ OJL 201, 3 August 2010. See full legislative history on [EU Legislative Observatory](#).

¹⁰ See [Council press release, 25 October 2010, "European External Action Service \(EAS\) - adoption of final legal acts"](#)

until October.¹¹ On 20 October 2010 the EP gave its final approval and the EEAS was launched, allowing the diplomatic service to be in place on 1 December 2010, the first anniversary of the coming into force of the Lisbon Treaty. Of the appointments for 28 top EEAS posts there are reported to be only two women. A list dated 16 December 2010¹² showed the following post-holders, including three UK members, [Nicholas Westcott](#) (former UK ambassador to Ghana), James Morrison (Head of Private Office of the High Representative) and [Robert Cooper](#) (former Director-General Council DG E).

EEAS senior management

16.12.2010

*In italics: not confirmed, * appointment dates back pre-EEAS*

EEAS leadership

Secretary-general	Pierre Vimont (FR-MS), previously FR ambassador to US
Deputy Secretary-general for Political Affairs	Helga Schmid (DE-CGS), previously head of Council Policy Unit
Deputy Secretary-general for Inter-institutional affairs	Maciej Popowski (PL), previously head of cabinet Mr Buzek
Chief Operating Officer	David O'Sullivan (IE-COM), previously Director-General DG Trade and COM Secretary-General

Managing Directors, other heads of service and advisers

MD Russia, Eastern Europe, Western Balkans	Miroslav Lajcak (SI-MS), previously SI foreign minister and EUSR to Bosnia
<i>MD Middle East, North Africa</i>	Hugues Mingarelli (FR-COM), currently DDG DG Relex
<i>MD Africa</i>	Nicholas Westcott (UK-MS), previously UK ambassador to Ghana
MD Americas	Christian Leffler (SE-COM), previously DDG DG Dev
<i>MD Asia</i>	Viorel Isticioaia Budura (RO-MS), previously RO ambassador to China
<i>MD Multilateral, Thematic</i>	<i>Re-advertised</i>
Head of Cabinet HR/VP	James Morrison (UK)*
Counsellor in the EEAS	Robert Cooper (UK-CGS), previously Director-General Council DG E; will "undertake specific tasks that require

¹¹ 16 July 2010 at <http://euobserver.com/9/30486/?rk=1>

¹² See [EurActiv 22 December 2010](#)

high-level engagement at an intensive level, working with the Policy Board"

Heads of crisis management bodies

MD for Crisis Response	Agostino Miozzo (IT-MS), previously director for international relations and volunteers at the Italian Civil Protection Service
Head of PSC	Olof Skoog (SE-MS), previously SE PSC ambassador
<i>Head of CMPD</i>	Jiri Sedivy (CZ-MS), previously CZ defence minister and NATO Deputy Secretary-general
Head of EUMS	Gen. Ton Van Osch (NL-MS)*
Head of CPCC	Kees Jan René Klompenhouwer (NL-MS)*
Head of EUMC	Gen. Hakan Syren (SE-MS)*
<i>Head of SitCen</i>	Ilkka Salmi (FI-MS), currently Head of Security Intelligence Service (Suojelupoliisi/SIPO)

Other senior positions

<i>Head of European Defence Agency</i>	Claude-France Arnould (FR-CGS), currently director of CMPD
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EU Special Representatives

Heads of Delegation (selection)

WTO	Angelos Pangratis (GR-COM)
United States	João Vale de Almeida (PT-COM)*
Russia	Fernando M. Valenzuela (ES-COM)*
China	Markus Ederer (DE-MS)
Japan	Hans-Dietmar Schweisgut (AT-MS)
Afghanistan	Vygaudas Usackas (LT-MS)
Pakistan	Lars-Gunnar Wigemark (SE-COM)
South Africa	Roeland van de Geer (NL-MS)
Georgia	Philip Dimitrov (BG-MS)

EurActiv commented:

Under pressure from the European Parliament, Ashton had promised to respect the "community" principle in building up the EEAS, by taking on board more than 50% of civil servants from the Commission and the Council, where member states are represented.

She also gave assurances to respect gender balance, with the caveat that she would hire only "the best and the brightest".

Geographical balance

Ten among the 28 names appearing on the list come from the current EU institutions. Six among the 28 are from the Central and Eastern European countries that joined the Union in 2004 and 2007.¹³

The Commission has transferred staff from DG External Relations (RELEX), which will now cease to exist, and part of DG Development (DEV). The rest of DEV will merge with DG External Cooperation Programmes (AIDCO) into DG Development Cooperation (DEVCO). In the Council Secretariat, staff currently working in DG External and Politico-Military Affairs will be transferred.

The Commission summarised the moves as follows:

Transfer of posts: Commission Brussels RELEX	Transfer of posts: Commission Brussels DEV	Transfer of posts: Commission Delegations RELEX	Transfer of posts: Council	New posts 2010/2011	Total
585	93	436	411	118	1643

** non-permanent staff from the Commission and the Council will also be transferred*

¹³ [EurActiv 22 December 2010](#)

On 1 January 2011 some 1,500 senior officials began to work directly under the authority of the HR, Catherine Ashton, whose salary was reported to be £232,000. Disagreement among Member States over the EU budget threatened to disrupt the launch of the new service.

Within a short time of the announcements of new post-holders the press began to comment on the allegedly luxurious life-styles of the EU diplomats in times of cuts and job losses in Europe. The *Sunday Times* reported in October 2010 that the new ambassadors would be getting bomb-proof limousines costing up to £33 million, even in areas where there is little or no terrorist threat, and provided the following costings for other aspects of the service:

The global headquarters for her network of 137 missions will be the 645,000 sq ft Capital, or Triangle, building in the European quarter in Brussels, costing £10.5m a year in rent.

At least 50 of Ashton's 114 senior officials earn between £157,000 and £171,000 a year, more than David Cameron's £142,500 salary. The average wage of a British ambassador or high commissioner is £80,852; their EU equivalents earn between £112,000 and £163,000.

[...] Internal EU documents show that the EEAS will spend £19.7m-£32.8m on buying and maintaining the 150 vehicles for four years, equivalent to £130,000-£219,000 a car.

Thirty cars will be sent to missions in each of five regions around the world. One, Asia and the Pacific, excludes trouble spots such as Afghanistan and contains few if any capitals where there is a serious threat of attack.

The cars will be built to Nato's specification B6 with armour plating and multi-layered glass able to withstand 7.62mm bullets. The standard also requires blast-resistant undersides and wheels able to run with flat tyres.

Optional extras the EEAS is considering include additional anti-landmine floor protection, bull bars to provide a ramming capability, "snorkel" air cleaning systems and emergency roof escape hatches.¹⁴

The *Sunday Times* followed up this report with one in December 2010, which described well-paid EU envoys "soak[ing] up sun and lavish perks" in "palatial" poolside residences in exotic locations.¹⁵ The report maintained that the British taxpayer would pay £54 million towards the lavish life-style of the ambassadors, whose "work routine is akin to a prolonged holiday" and many of whom earn more than David Cameron.

5 UK Government and Parliamentary views on the EEAS

5.1 Former Labour Government

In March 2010 the House of Lords European Union Sub-Committee C (Foreign Affairs, Defence and Development Policy) took evidence from the then Minister for Europe, Chris Bryant, on the EEAS. He set out the then Government's position on the new "embassies":

I am not very keen on using this word "embassies" for what the External Action Service will provide, but I understand the point you are making. Already the European Union has representation in a wide range of countries. Sometimes, it

¹⁴ Simon McGee, *Sunday Times*, 31 October 2010

¹⁵ Bojan Pancevski, *Sunday Times*, 5 December 2010

has duplicated representation, a classic example being Afghanistan, and it has been crazy that we have had that duplication; some people have not known who really speaks for Europe. Getting rid of that duplication would not only make us more cost-effective, but it will make the Union more effective. I have never seen EU representation in an individual country as being in any sense an alternative to a British presence; indeed, I would say that they are complementary, and in addition, to the British presence.¹⁶

The “Draft Regulation amending the Staff Regulations of EU officials and the conditions of employment of other EU servants” and the “Draft Regulation ... on the Financial Regulation applicable to the EU general budget” as regards the EEAS were deposited in Parliament for

“... we need to make sure that the whole of the External Action Service is not really just about placing people around the world to sit in grand buildings and eat meals on behalf of the European Union, but actually have a campaigning zeal to them. They can only have a campaigning zeal if they have got something to campaign on which has an authority from the Council”.

Chris Bryant, former Minister for Europe, 25 March 2010

scrutiny on 26 March 2010 and the European Scrutiny Committee recommended them for debate on the Floor of the House. The “Draft Council Decision establishing the Organisation and Functioning of the European External Action Service (EEAS)” was deposited on 30 March 2010, also with a Committee recommendation for debate on the Floor of the House.

The former Labour Government had supported the creation of the EEAS. In the EM submitted with the draft Council decision on the EEAS, they had welcomed the draft decision, which they thought “should give the Commission and Council a unique step change in the way the EU conducts its external action”.¹⁷ The Labour Government insisted the EEAS would not jeopardise the UK’s position at the UN. Speaking to the Lords EU Committee in March 2010, Chris Bryant said:

I think what would be dangerous for the United Nations is if we got to a situation where basically it was a set of regional bodies that were all speaking, plus the United States of America and China, and of course the role of the UK and France on the Security Council is one that we do not want to disturb, we do not want to undermine in any sense at all, and that is the sensitivity around what special role you give for the European Union. We are not opposed to any kind of enhancement, but we are just trying to urge people that, if you go for the European Union being the European voice in the United Nations, we will fight that all the way.¹⁸

The Foreign Affairs Committee recommended that the Government ensure that the High Representative and the EEAS “function within the parameters of the Lisbon Treaty and do not take over the decision-making and other functions of national foreign ministries, including with respect to consular tasks”.¹⁹ The Labour Government insisted the Treaty made clear that the EEAS would work “in cooperation with the diplomatic services of the Member States” and would complement, rather than replace these, continuing:

The UK and other Member States retain the right to decide how they are represented internationally on areas of national competence—that means, for example, that we retain our rights at the UN, and our own responsibilities for

¹⁶ [Uncorrected evidence, 25 March 2010](#)

¹⁷ EM 8029/10

¹⁸ Uncorrected evidence, Lords EU Committee, Sub-Committee C

¹⁹ [FAC 4th Special Report 09-10](#), April 2010

consular and diplomatic representation. Indeed, Declaration 14 accompanying the Treaty also clearly states that the Treaty's provisions covering CFSP "will not affect the existing legal basis, responsibilities, and powers of each Member State in relation to the formulation and conduct of its foreign policy, its national diplomatic service, relations with third countries and participation in international organisations, including a Member State's membership of the Security Council of the UN."

Regarding consular tasks, our view is that a Directive made under Article 23 TFEU does not provide for any entity other than the Member States to undertake consular functions (e.g. the EEAS). Lisbon simply allows for the Council to make Directives establishing "coordination and co-operation measures". We are not arguing against looking for useful synergies, or areas where EEAS can genuinely add value on the consular side. But we are arguing for an approach that allows Member States and EEAS to look at all the issues before making commitments.²⁰

In April 2010, in response to the Foreign Affairs Committee, the Labour Government commented on the new "delegations"

It is also about making better use of the existing Union resources to ensure improved policy implementation. Commission delegations have had a responsibility since the Maastricht Treaty for working with Member States' Embassies to implement CFSP decisions, and that will not change under the Lisbon Treaty.

On the question of the closure of Embassies and High Commissions, the establishment of the EEAS will not lead to our Embassies being replaced with Union Delegations. The Lisbon Treaty makes clear that the EEAS "shall work in co-operation with the diplomatic services of the Member States." EU delegations replace the existing network of Commission delegations around the world, but as part of the EEAS they will include staff from the Council Secretariat and secondees from the Member States. They will complement, not replace, national diplomatic networks.

A decision to close a post in any country is never taken lightly by the FCO. Our global network is an important asset for this country and one which we intend to maintain and enhance. As the demand for FCO services—political, commercial, consular or visa—changes, then we must be able to deploy our resources in response to that, opening and closing posts and relocating resources to where they are most needed.²¹

Chris Bryant told the European Scrutiny Committee that that the Government wanted the Service set up as soon as possible. Their view was that the EEAS proposal underlined "the need for cost efficiency and the principle of budget neutrality in the development of the Service". He was satisfied that the Service would "only provide a supporting role in line with the existing provisions in the Treaty that allow a European national to access the consular support of a Member State in a country where their own Member State has no provision".

²⁰ [FAC 4th Special Report 09-10](#), April 2010

²¹ [FAC Foreign and Commonwealth Office , Annual Report 2008–09: Government Response to the Committee's Fifth Report of Session 2009–10](#), 6 April 2010

5.2 The Conservatives in Opposition and Government

The Conservatives in opposition were sceptical about the EEAS. In the debate on the foreign affairs aspects of the Lisbon Treaty in February 2008 the then shadow foreign secretary, William Hague, was critical of the Labour Government for agreeing to the EEAS without sufficient parliamentary scrutiny and for agreeing to the use of QMV for decisions on the rules on diplomatic and consular protection.²² The new Conservative Government accepted that the creation of the EEAS had become a fact, but noted that the inter-institutional confusion raised by the Conservatives in opposition had not been fully clarified. The Foreign Secretary, William Hague, wrote in an article in *Europe's World* in May 2010:

The European External Action Service (EEAS) is going to have considerable bearing on the future success of Europe's global role. It is true that we in the Conservative party were not persuaded of the case for the new EEAS as a service. But its existence is now a fact. Part of our critique of the Lisbon Treaty was that rather than making the EU more efficient, its new arrangement of the union's structures held the potential for inter-institutional confusion and discord. Nevertheless, the UK's Conservative-led government will work closely with the high representative, whom we wish well.²³

Mr Hague's article was interpreted as meaning the Conservatives were "mellowing" on EU policy. The new Minister for Europe, David Lidington, told the Commons on 14 July 2010 that the challenge for the Government was:

... to help to shape the service so that it both respects the competence of member states over foreign policy, and at the same time provides for a more cohesive and effective diplomatic voice for the European Union collectively on issues on which the EU, speaking as a whole in support of an agreed common position, carries more clout than member states acting on their own.²⁴

He assured Parliament that the EEAS did "not mean a big new role for the EU in international affairs or shifts in competence" and that the Government would "very carefully police any claims or action to the contrary".²⁵ David Lidington was complimentary about the HR, saying she had "made a very good start to her challenging role" (c 1040). He set out some of the Government's views on the role of the new service:

We are content for EU delegations to take on some representational roles, when we want them to do so and have mandated them to do so. Supporting the EU in having enhanced rights in the UN General Assembly is a good example. We want the High Representative to be able to do what the rotating presidency used to do: to speak and act in support of an agreed common position. The Foreign Secretary explained that policy in more detail in a written ministerial statement earlier today. If the General Assembly agrees, the High Representative will have the rights necessary, and no more than the rights necessary, to fulfil the representational role previously carried out by the rotating presidency. That includes the right to speak after the member states have spoken, but not the right to a seat among individual UN members and certainly not the right to vote in the General Assembly. These arrangements will not give EU delegations enhanced rights in United Nations agencies or in

²² [HC Deb 20 February 2008 cc 384-388](#)

²³ [Irish Times 17 May 2010](#)

²⁴ [HC Deb 14 July c 1034](#)

²⁵ [Ibid c 1036](#)

other international organisations. The Government will judge any further proposal for the EU to act in a representative capacity case by case and on its merits. Critically, we will take a view on whether such a move would help to achieve British interests and whether any proposal would compromise the lead role for member states over foreign policy that is explicitly provided for in the treaty.

Some bodies, including the Commission and some of the smaller member states, want EU delegations to take a greater role in representing EU positions around the world than we think is either desirable or legally consistent with the treaty. Those ambitions are not secret. For example, the Commission has made it clear that it wants EU delegations to take over responsibility to act not only on policy areas where there is clear EU competence, but on those areas where competence is shared by the EU and member states, even if competence has not been exercised at EU level previously. In our view, such a move would not be acceptable. I have written to the Chairs of the two Scrutiny Committees today to highlight that risk and to make it clear that the Government will be vigilant to defend the interests and treaty rights of not only the United Kingdom but all member states.²⁶

On the matter of the cost of the service, David Lidington said:

The best estimate that we have at present is that about £400 million of expenditure will be required to fund the activities transferred from the Council and the Commission into the new EEAS. The much higher figure cited by the right hon. Member for Belfast North (Mr Dodds) ["up to £5 billion a year when fully up and running"] can come about only if we assume that the whole of development expenditure is transferred, and that is not going to happen.²⁷

On 1 November 2010 David Cameron reiterated the Government's concerns about the Service and its cost:

On the European External Action Service, [...] we opposed the Lisbon treaty, [...] we thought the creation of the EEAS was a mistake and [...] we have pushed as hard as we can within Europe to keep its costs under control. There is an argument that because of the combination of the previous High Representative and Foreign Minister roles, the posts and the budget should cost less, and we push that case as hard as we can.²⁸

On 11 November 2010 Lord Howell said he believed the EEAS would be "a useful additional tool for our common purposes in key areas, lightening and assisting our nationally resourced activities".²⁹ During the second reading debate on the *European Union Bill 2010* on 7 December 2010 William Hague reiterated the Conservatives' scepticism, saying "The European External Action Service was agreed, established and given its role by the Lisbon treaty. [...] I may regret that, but it was given by the Lisbon Treaty".³⁰ On 14 December Lord Howell insisted that the Government's policy on the EEAS remained that it must "respect national competence and the principle of budget neutrality".³¹

²⁶ Ibid c 1041

²⁷ Ibid c 1056

²⁸ [HC Deb 1 November 2010 c 625](#). See also Lord Howell, [HL Deb 2 November 2010 WA384](#)

²⁹ [HL Deb 11 November 2010 c 379](#)

³⁰ [HC Deb 7 December 2010 c 194](#)

³¹ [HL Deb 14 December 2010 c WA165](#)

6 Documentation and further reading

- Chatham House report, "[The European External Action Service Roadmap for Success](#)", Brian Crowe, 2008
- Jonas Paul, "[EU Foreign Policy After Lisbon: Will the New High Representative and the External Action Service Make a Difference?](#)", Center for Applied Policy Research (CAP), June 2008
- European Parliament report on the institutional aspects of setting up the European External Action Service, 20 October 2009
- Report from the Presidency to the European Council on the European External Action Service, 14930/09, 23 October 2009
- Draft Regulation ... on the Financial Regulation applicable to the general budget of the European Communities, as regards the European External Action Service" 24 March 2010
- Draft Council decision establishing the organisation and functioning of the European External Action Service, 8029/10, 25 March 2010 + corrigendum
- Draft Regulation amending the Staff Regulations of officials of the European Communities and the conditions of employment of other servants of those Communities 9 June 2010
- EEAS discussed at [General Affairs Council, 26 April 2010](#) and Spanish Presidency report on the political agreement reached.
- EP Budgetary Control committee, 27 April 2010, [press release on EP right to scrutinise external action service budget must be guaranteed](#)
- Overseas Development Institute and European Centre for Development Policy Management, "[Setting up the European External Action Service: Building a comprehensive approach to EU external action](#)", Mikaela Gavas (ODI) and Eleonora Koeb (ECDPM), 16 March 2010
- [BBC, 7 April 2010, Q&A: EU External Action Service](#)
- [EurActiv 9 July 2010, "The EU's new diplomatic service"](#)
- European Parliament, 4 October 2010, [EEAS needs stringent budget control, say MEPs](#)
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- European Parliament, 18 October 2010, [EEAS: staff rules to ensure geographical and gender balance](#)
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