



EU bibliographies: European External Action Service

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Section International Affairs and Defence Section

This Note brings together documents relevant to the proposed legislation establishing the organisation and functioning of the European External Action Service and its scrutiny in the UK and the EU. It is not an attempt to define policy in this area. For information on the institutional issues or policy developments, contact Vaughne Miller on extn 4327 or Claire Taylor on extn 3852. See also SN/IA/5558 [The European External Action Service](#)

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1 Background to the proposals

The Lisbon Treaty, which entered into force on 1 December 2009, introduced the 'European External Action Service' (EEAS), a diplomatic corps aiming to develop a European foreign policy.

The European Council of [11-12 December 2009](#) invited the newly appointed High Representative of the Union for Foreign Affairs and Security Policy to “rapidly present” a proposal on the organisation and functioning of the European External Action Service to be adopted by the end of April 2010.

2 Draft legislation

Proposal for a Council Decision establishing the organisation and functioning of the European External Action Service.(EEAS) Council number [8029/2010](#). Sent to Council by the High Representative for Foreign Affairs and Security Policy on 25 March 2010. This was

immediately rejected by the European Parliament which had issued a “[non-paper](#)” setting out their own framework for the European External Action Service (EEAS) on 18 March 2010. The Presidency of the European Council issued a compromise text on the draft Decision, [8724/1/10](#), on 23rd April 2010.

The institutions issued a statement saying that they had reached “political agreement on the proposal” on [21 June.2010](#).. On the basis of this agreement they were committed to seeking endorsement of the proposal by their respective institutions as soon as possible in order to proceed to formal adoption of the Council Decision. The revised text following the agreement was published as [11507/10](#) on 29 June 2010.

There are two associated proposals for Regulations setting up the staff and budget for the European External Action Service:

- Proposal for a regulation of the European Parliament and of the Council amending the Staff Regulations of officials of the European Communities and the conditions of employment of other servants of those communities. Council number [10912/10](#) Commission number COM(2010) 309
- Proposal for a Regulation of the European Parliament and of the Council amending Council Regulation (EC, Euratom) No.1605/2002 on the Financial Regulation applicable to the general budget of the European Communities, as regards the European External Action Service. [8134/2010](#), COM(2010)85

2.1 Related material

Annex to the proposal for a Council Decision establishing the organisation and functioning of the European External Action Service Council number [8870/2010](#) dated 22 April 2010.

Draft amending budget No.6 to the general budget 2010 - Statement of revenue and expenditure by section - Section II - European Council and Council - Section III - Commission - Section X - European External Action Service. Council number [11251/2010](#) Commission number COM(2010) 315.

Commission staff working document: Changes required in the implementing rules of the financial regulation as regards the European External Action Service accompanying the Proposal for a Regulation of the European Parliament and of the Council amending Council Regulation (EC, Euratom) No.1605/2002 on the Financial Regulation applicable to the general budget of the European Communities, as regards the European External Action Service. [8134/2010 ADD 1](#) SEC(2010)257.

Following political agreement between the institutions the following documents were issued relating to the revised proposal [11507/2010](#) on 9th July 2010

[Declaration by the High Representative on political accountability](#)

[Draft Declaration of the High Representative with regard to the appointment procedure she intends to apply in the EEAS](#)

[Draft statement to be given by the High Representative in the plenary of the European Parliament on the basic organisation of the EEAS central administration \(version dated 18th June 2010\)](#)

[Draft Statement of the High Representative on CSDP structures \(dated 23rd June 2010\)](#)

[A website dedicated to the European External Action Service](#) has been set up.

[Report by the High Representative to the European Parliament, the Council and the Commission on the European External Action](#) January 2012

[Explanatory memorandum](#) by the Foreign and Commonwealth Office on this report issued 25 January 2012. Considered by the Commons EU Scrutiny Committee in [HC 428-xlix 2010-12](#) 1 February 2012.

3 Purpose of legislation

The draft Decision creates the EEAS as agreed in the Treaty of Lisbon. According to the EP Legislative Observatory the EEAS aims to enable greater coherence and efficiency in the EU's external action and increase its political and economic influence in the world.

The EEAS will assist the High Representative of the Union for Foreign Affairs and Security Policy in fulfilling her mandate. It will work in cooperation with the diplomatic services of the Member States and comprise officials from relevant departments of the General Secretariat of the Council and of the Commission, as well as staff seconded from the national diplomatic services of the Member States.¹

The purpose of 10912/2010, according to its introduction, is to amend the Staff Regulations and the Conditions of Employment in order to allow the EEAS to operate as set out in the Treaty on European Union and in line with the guidance provided in the Presidency Report endorsed by the European Council on 29 October 2009.

The purpose of 8134/2010, according to the EP Legislative Observatory, is to amend the Financial Regulation to take account of the creation of the European External Action Service (EEAS), as provided for in the Lisbon Treaty.²

4 Treaty Base

The draft Decision is based on Article 27(3) of the Treaty on European Union.

10912/2010 is based on Article 336 of the Treaty on European Union

8134/2010 is based on Article 322 of the Treaty on European Union

5 EU Scrutiny

The draft decision is subject to the consultation procedure. This provides that the Council will act on the proposal after consulting the EP and obtaining the consent of the Commission.

¹ See <http://www.europarl.europa.eu/oeil/file.jsp?id=5849852>

² See <http://www.europarl.europa.eu/oeil/file.jsp?id=5849462>

The two proposed Regulations are subject to the co-decision procedure which, since the adoption of the Lisbon Treaty, is known as the Ordinary Legislative Procedure (OLP). This procedure is outlined in Standard Note SN/IA/2120 [The European Parliament: its role and powers](#). It is also explained, with a graphic, on the [Europa website](#).

5.1 Draft Council Decision

The EP Committee for Foreign Affairs (Rapporteur: Elmar Brok). published a [draft report](#) on 24 June 2010. and a [final report](#) on 6th July 2010. The European Parliament considered the Report in Plenary Session on [7 July 2010](#), following a [speech](#) to the Parliament by Baroness Cathy Ashton, EU High Representative for Foreign Affairs and Security Policy. A vote was taken on [8 July 2010](#) when the [resolution](#) approving the proposal was adopted by 549 votes to 78 with 17 abstentions.

The President of the European Council, Hermann van Rompuy, issued a [statement](#) welcoming the European Parliament's vote.

Adopted as [Council Decision 2010/427/2010 establishing the organisation and functioning of the European External Action Service](#). On 26 July 2010. In OJL 201 of 3 August 2010.

5.2 Related Proposals for Regulations setting up staff and budget

- 10912/2010 was referred to the EP Committee on Legal Affairs (Rapporteur: Bernhard Rapkay). The Committee issued its report [A7/288/2010](#) on 18 October 2010.

European Parliament legislative resolution was passed on [20 October 2010](#)

Adopted as [Regulation EU, EURATOM 1080/2010](#) on 24 November 2010. Published in OJL 311 of 26 November 2010

- 8134/2010 was referred to the EP Committee on Budgets (Rapporteur: Ingeborg Gräßle). [Summary of committee's recommendations](#) on 28 September 2010.

[European Parliament resolution](#) 20 October 2010

The Court of Auditors issued an [Opinion](#) on 8134/2010 on 29th April 2010.

Adopted as [Regulation \(EU, EURATOM\) 1081/2010](#) on 24 November 2010. Published in OJL 311 of 26 November 2010

6 UK Parliament Scrutiny

6.1 House of Commons

European Scrutiny Committee

All three proposals were considered by the EU Scrutiny committee in [HC 5-xvii 2009-10](#) on 7 April 2010. All three proposals were recommended for debate on the Floor of the House. Debate timetabled for Wednesday 14 July 2010.

An [Explanatory Memorandum](#) from the FCO on the draft Decision was received by the Committee on 4 April 2010

A further [Explanatory memorandum](#) on the revised text 11507/2010 was received on 9th July 2010

A separate [Explanatory Memorandum](#) from the FCO on the two draft Regulations was also received by the Committee on 4 April 2010

Ministerial correspondence has been received by the Committee on the draft Decision dated [25 March 2010](#) and [30 April 2010](#).

6.2 House of Lords

European Union Committee Sub-Committee C (Foreign Affairs, Defence and Development Policy).

[Corrected oral evidence given by – Chris Bryant MP, Mr. Paul Williams and Mr. Ivan Smyth \(06 April 2010\)](#)

[Corrected Oral Evidence given by Chris Bryant MP, Minister for Europe & Katrina Johnson, Head of Treaty, Institutions and France Team, Foreign and Commonwealth Office \(25 March 2010\)](#)

[European External Action Service Inquiry - corrected evidence - 14 July 2010](#) Evidence given by Mr Alain Déléroz, Vice-President (Europe), International Crisis Group

[European External Action Service Inquiry - corrected evidence - 7 July 2010](#) Evidence given by David Lidington MP, Minister for Europe, Mr James Kariuki, Head of Europe Global Group, Foreign and Commonwealth Office and Mr Angus Lapsley, Counsellor for CFSP, CSDP and Enlargement, UKRep, Brussels | *Published 05 August 2010*

[European External Action Service Inquiry - corrected evidence - 14 July 2010](#) Evidence given by Mr Christian Leffler, Deputy Director-General DG Development (Relations with African, Caribbean and Pacific States), European Commission, Brussels

[European External Action Service Inquiry - corrected evidence - 14 July 2010](#) Evidence given by Ms Catherine Day, Secretary-General of the European Commission and Mr William Sleath, Adviser to the Secretary-General

[European External Action Service Inquiry - corrected evidence - 14 July 2010](#) Evidence given by Mr Koos Richelle, Director-General EuropeAid, Brussels

[European External Action Service Inquiry - corrected evidence - 14 July 2010](#) Evidence given by Dr Charles Tannock MEP (UK), Mr Arnaud Danjean MEP (France) and Mr Andrew Duff MEP (UK)

7 Comment

7.1 Swedish Institute for European Policy Studies

[The European External Action Service: towards a common diplomacy?](#)

7.2 EurActiv

EurActiv is an independent organisation which runs a website specialising in EU news and analysis.

[Ashton to give EU leaders 'written reassurance'](#) on EEAS. 14 May 2010.

[The EU's new diplomatic service](#) 09 March 2010. Updated: 08 July 2010

7.3 EU Observer

EU observer is an independent news service founded in 2000 "to support the debate on - and development of European affairs".

[EU takes 'historic' step on new diplomatic service.](#) 8 July 2010

7.4 Parliamentary Questions and debates

European External Action Service

Mr Clappison: To ask the Secretary of State for Foreign and Commonwealth Affairs what his most recent estimate is of the number of his Department's staff who will be seconded to the European External Action Service.

Mr Lidington: Once the European External Action Service (EEAS) is up and running, we will seek to second top quality staff from the Foreign and Commonwealth Office to good positions. It is difficult to put a number to this as it will depend on what positions become available and the candidates being successful in the selection procedures, for the European External Action Service is merit-based.

Mr Clappison: To ask the Secretary of State for Foreign and Commonwealth Affairs where each EU embassy of the European External Action Service is located; and what UK diplomatic representation is available at each such location.

Mr Lidington: The list of EU Delegations/Offices under the responsibility of the High Representative for Foreign Affairs and Security Policy is set out in the following table with the UK diplomatic representations at each location alongside them.

	<i>Delegations/offices</i>
Turkey, Ankara	Embassy
Russia, Moscow	Embassy
China, Beijing	Embassy
Serbia, Belgrade	Embassy
Bosnia Herzegovina, Sarajevo	Embassy
Ukraine, Kiev	Embassy
Egypt, Cairo	Embassy
India, New Delhi	High Commission
United States Of America, Washington	Embassy
Afghanistan, Kabul	Embassy
Kenya, Nairobi	High Commission
Fyrom, Skopje	Embassy
Nicaragua, Managua	Embassy in Costa Rica covers
Kosovo, Pristina	Embassy
Morocco, Rabat	Embassy
Indonesia, Jakarta	Embassy
Thailand, Bangkok	Embassy
Croatia, Zagreb	Embassy
Ethiopia, Addis Ababa	Embassy
Nigeria, Abuja	High Commission

West Bank and Gaza Strip, Jerusalem East	Embassy in Tel Aviv covers
Bangladesh, Dhaka	High Commission
Congo, Democratic Republic, Kinshasa	Embassy
South Africa, Republic, Pretoria	High Commission
Senegal, Dakar	Embassy
Albania, Tirana	Embassy
Mozambique, Maputo	High Commission
Burkina Faso, Ouagadougou	High Commission in Ghana covers
Sudan, Khartoum	Embassy
Vietnam, Hanoi	Embassy
Jordan, Amman	Embassy
Kazakhstan, Astana	Embassy
Japan, Tokyo	Embassy
Georgia, Tbilisi	Embassy
Malawi, Lilongwe	High Commission
Tunisia, Tunis	Embassy
Uganda, Kampala	High Commission
Madagascar, Antananarivo	High Commission in Mauritius covers
Pakistan, Islamabad	High Commission
Philippines, Manila	Embassy
Ghana, Accra	High Commission
Niger, Niamey	High Commission in Ghana covers
Mali, Bamako	Embassy Liaison Office
Zambia, Lusaka	High Commission
Cameroon, Yaounde	High Commission
Colombia, Bogota	Embassy
Lebanon, Beirut	Embassy
Tanzania, Dar Es Salaam	High Commission
Syria, Damascus	Embassy
Algeria, Algiers	Embassy
Brazil, Brasilia	Embassy
Haiti, Port Prince	Embassy in Dominican Republic covers
Sierra Leone, Freetown	High Commission
Angola, Luanda	Embassy
Barbados, Bridgetown	High Commission
Guyana, Georgetown	High Commission
Ivory Coast, Abidjan	High Commission in Ghana covers
Peru, Lima	Embassy
Bolivia, La Paz	Embassy
Guinea Republic, Conakry	Embassy
Rwanda Republic, Kigali	High Commission

Switzerland, Geneve	UK Mission to the UN
Chad, N'Djamena	High Commission in Cameroon covers
Zimbabwe, Harare	High Commission
Benin, Cotonou	High Commission in Nigeria covers
Mauritania, Nouakchott	Embassy in Morocco covers
Gabon, Libreville	High Commission in Cameroon covers
Mauritius, Republic of, Port-Louis	High Commission
Central African Republic, Bangui	High Commission in Cameroon covers
Fiji Islands, The Republic of, Suva	High Commission
Jamaica, Kingston	High Commission
Montenegro, Podgorica	Embassy
Burundi, Bujumbura	High Commission in Rwanda covers
Botswana, Gaborone	High Commission
Ethiopia-African Union, Addis Ababa	High Commission
Guatemala, Guatemala	Embassy
Mexico, Mexico	Embassy
Sri Lanka, Colombo	High Commission
Argentina, Buenos Aires	Embassy
Congo, Republic, Brazzaville	Embassy in Kinshasa covers
Guinea-Bissau, Bissau	Embassy in Senegal covers
Dominican Republic, Santo Domingo	Embassy
Uruguay, Montevideo	Embassy
Cambodia, Phnom Penh	Embassy
Eritrea, Asmara	Embassy
Israel, Tel Aviv	Embassy
Chile, Santiago	Embassy
Togo, Lome	High Commission in Ghana covers
Venezuela, Caracas	Embassy
Armenia, Yerevan	Embassy
Namibia, Windhoek	High Commission
Nepal, Katmandu	Embassy
Papua New Guinea, Port Moresby	High Commission
Yemen, Sanaa	Embassy
Laos, Vientiane	Embassy in Thailand covers
United States Of America, New York	UK Mission to UN and British Consulate General
Moldova, Chisinau	Embassy
Tajikistan, Dushanbe	Embassy
Azerbaijan, Baku	Embassy
Liberia, Monrovia	High Commission in Ghana covers
Canada, Ottawa	High Commission
Kyrgyzstan, Bishkek	Embassy in Kazakhstan covers
Lesotho, Maseru	High Commission in South Africa covers

Costa Rica, San Jose	Embassy
Ecuador, Quito	Embassy
Honduras, Tegucigalpa	Embassy in Guatemala covers
Australia, Canberra	High Commission
East Timor, Dili	Embassy in Indonesia covers
Djibouti, Djibouti	Embassy in Ethiopia covers
Korea, Seoul	Embassy
Norway, Oslo	Embassy
Paraguay, Asuncion	Honorary Consul
Cape Verde,	Embassy in Senegal covers
Gambia, Fajara	High Commission in Banjul covers
Malaysia, Kuala Lumpur	High Commission
Salvador, San Salvador	Embassy in Guatemala covers
Surinam, Paramaribo	Honorary Consul
Swaziland, Mbabane	High Commission in South Africa covers
Cuba, Havane	Embassy
Singapore, Singapore	High Commission
Trinidad and Tobago, Port of Spain	High Commission
Austria, Vienna	Embassy, UK Delegation to OSCE, Mission to UN
China, Hong-Kong	British Consulate General
Iraq, Baghdad	Embassy
Saudi Arabia, Riyad	Embassy
Uzbekistan, Tashkent	Embassy
Belarus, Minsk	Embassy
France, Paris	Embassy
Solomon Islands, Honiara	High Commission
Italy, Rome	Embassy
Switzerland, Berna	Embassy
Taiwan, Taipei	British Trade and Cultural Office
New Caledonia, Noumea	None (covered by embassy in Paris as Dependant Territory of France)
New Zealand, Wellington	High Commission
Vanuatu, Port Vila	High Commission in Fiji covers
France, Strasbourg	UK Delegation to Strasbourg

HC Debates 5.July 2010 vol 513 c26-9W

EU: External Action Service

Lord Hylton: To ask Her Majesty's Government how the proposed budget of the European External Action Service of €45 billion over seven years will be spent; what will be the heads of expenditure; and whether they have assessed any risk of the new service duplicating the functions of the existing international representatives of the European Commission.

The Minister of State, Foreign and Commonwealth Office (Baroness Kinnock of Holyhead): The budget for the European External Action Service (EEAS), including the heads of expenditure, has not

yet been agreed. A Commission proposal on the budget of the EEAS is expected once the Council has adopted the decision establishing the organisation and functioning of the EEAS. The Government consider that the EEAS administration budget should aim to be budget-neutral. In October 2009 the European Council endorsed guidelines stating that "unnecessary duplication of tasks, functions and resources with other structures should be avoided" and that the establishment of the EEAS should be guided by the "principle of cost-efficiency aiming towards budget neutrality". EU delegations have replaced the existing network of Commission delegations around the world with staff from the Council Secretariat and member states incorporated.

HL Debates 06.04.2010 vol 718 c396WA

EU: Foreign Affairs

Lord Stoddart of Swindon: To ask Her Majesty's Government further to the Written Answer by Baroness Kinnock of Holyhead on 9 November (*WA 112*), whether they will ensure that, following the implementation of the Lisbon treaty and the establishment of the European External Action Service, there will be no diminution or dilution of the United Kingdom Diplomatic Service, and that it maintains its independence of action to promote the interests of the United Kingdom.

The Minister of State, Foreign and Commonwealth Office (Baroness Kinnock of Holyhead): The Lisbon treaty clearly states that the treaty's provisions covering common foreign and security policy "will not affect 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 the member state's membership of the Security Council of the UN".

HL Debates 1 December 2009 Vol 715 c24WA

Extract from the European Affairs Debate 3 June 2010

Mr Hague:

The House will also want to know about the institutional aspect of the EU's external relations, the establishment of the European External Action Service. As the House will know, my party did not support the creation of the External Action Service, but it is now a fact. We warned that its creation would not necessarily lead to greater inter-institutional harmony in Brussels and that has unfortunately proved to be the case so far. It is now our task to ensure that the service is both useful to the nations of Europe and respects the role of national diplomatic services. The European Parliament has made its suggestions on how the service is to be organised, and there are discussions on the matter with the High Representative and the Spanish presidency. I hope that the European Parliament will recognise that the service will be a success only if it commands the confidence of member states. That is a crucial consideration.

The High Representative has made a good start to her very challenging role. We wished her well when she embarked on the task, and we look forward to working with her closely in the future...

HC debates 3 June 2010 c612-13

Full debate available at [HC debates 3 June 2010 c600-87](#)

7.5 Press articles

"Brussels backtracks over cost of envoys; The EU's British head of foreign policy is warning taxpayers will have to dig deeper." By Nicola Smith and Bojan Pancevski. In *Sunday Times* 27.06.2010

"Political deal gives boost to E.U. diplomatic service." By Stephen Castle. In *International Herald Tribune* 22 June 2010

“Ashton shows her hand.” By Toby Vogel. In *European Voice* 1 April 2010.