

PISM REPORT

SPECIFICS AND TRENDS

in the Appointment
of European External Action Service
Administrative Staff (2011–2019)



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The Polish Institute of International Affairs

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TABLE OF CONTENTS

List of tables	4
List of figures	5
Executive Summary	7
Introduction	10
1. The Evolution of the EEAS Recruitment Model and Organisational Structure ..	12
1.1. The EEAS Staffing Model	12
1.2. Organisational Changes in the EEAS	15
1.3. EU Special Representatives and Envoys	19
2. Changes in AD staff composition in 2011–2019	22
2.1. Fulfilment of the Criteria Related to the Share of National Diplomats in AD Staff	24
2.2. Fulfilment of the Criteria of Adequate Geographical Balance among AD Staff	25
2.3. Fulfilment of the Criteria of Adequate Share of Women in AD Staff	33
3. Balance of Appointments for the Main Management Positions under Ashton and Mogherini	35
4. Observations and Conclusions	41
4.1. Main Trends in EEAS Appointments to AD-Level Posts in 2011–2019	41
4.2. Conclusions from the Analysis	49
Appendix	52
I. Report Methodology	52
II. Main Sources on EEAS Staffing and on Individual Appointments	54
III. List of key names and terms	54
IV. Classification of Geographical Areas and Locations of the EU Delegations	55
V. Lists of EEAS Management Staff at the End of Mogherini's Term	56

LIST OF TABLES

Table 1. EU Delegations—Newly Established or Transformed into Fully-fledged Missions (2011–2019)	18
Table 2. EU Delegations Closed in 2011–2019	18
Table 3. EU Special Representatives Exercising Their Mandate in 2011–2019.	19
Table 4. EU Special Envoys in 2011–2019	21
Table 5. EU Member States' Representation Ratio in AD Staff (2011, 2013–2018) ..	25
Table 6. Distribution of EEAS Management Posts by EU Member State (2011–2018)	30
Table 7. Heads of Delegations by EU Member State (2011–2018)	33
Table 8. Women and Men among AD Staff by Grade (2011–2017)	34
Table 9. Distribution of Appointments to the Top EEAS HQ Management Posts by EU Member State (2011–2019)	39
Table 10. EU Member States by Their Share of the EU Population and Selected Groups of AD and Management Staff	42
Table 11. Heads of Delegations in Selected Regions or Groups of Representations by EU Member State (2011–2019)	44
Table 12. EU Delegations with Multiple Nominations for Nationals of the Same EU Member State (2011–2019)	45
Table 13. Heads of Delegations to the EU Strategic Partners by EU Member State (2011–2019)	46
Table 14. Number of Heads of Delegations in the EU Neighbourhood by EU Member State (2011–2019)	46
Table 15. Number of Heads of Delegations to EU Candidate Countries by EU Member State (2011–2019)	47
Table 16. Management Staff at EEAS HQ at the End of Mogherini's Term (as of 30 November 2019)	56
Table 17. Heads of Delegations at the End of Mogherini's Term	58

LIST OF FIGURES

Figure 1. Distribution of EEAS Statutory Staff by Category (2011–2019)	22
Figure 2. Distribution of AD Staff by Grade (2014–2018)	23
Figure 3. Distribution of Officials and National Diplomats among AD Staff vs. the Required One-Third Minimum for the Latter Group (2011–2019).	24
Figure 4. Distribution of Officials and National Diplomats among AD Staff in the EEAS Headquarters and EU Delegations (2011–2019).	24
Figure 5. Distribution of AD Staff by EU Member State and Level of Representation Related to a Country’s Population Potential (2011)	26
Figure 6. Distribution of AD Staff by EU Member State and Level of Representation Related to a Country’s Population Potential (2018).	27
Figure 7. Difference between the National Group Size in the AD Category and the Number Reflecting an EU Member State’s Share of the EU Population in 2018	28
Figure 8. Number of Officials and National Diplomats in AD Staff by EU Member State (2011 and 2018).	29
Figure 9. Distribution of Senior Management Posts by EU Member State in 2013 and 2018.	31
Figure 10. Distribution of Middle Management Post by EU Member State in 2013 and 2018.	32
Figure 11. Distribution of Women and Men among AD Staff (2012–2019).	34
Figure 12. Women and Men in Senior and Middle Management (2013–2019)	34
Figure 13. Total Number of Appointments to the Main Management Posts under Ashton and Mogherini by EU Member State.	36
Figure 14. Total Number of Appointments to Heads of Delegations under Ashton and Mogherini by EU Member State	37
Figure 15. Distribution of Appointments to the Main Management Posts at EEAS HQ under Ashton and Mogherini by EU Member State	38
Figure 16. Women and Men’s Appointments to Main Management Posts under Ashton and Mogherini by EU Member State	40
Figure 17. Share of Women and Men in Main EEAS Management Posts (2011–2019)	48

EXECUTIVE SUMMARY

- Merit is the main recruitment criterion of candidates according to regulations on the functioning of the European External Action Service (EEAS). In addition, the EEAS is required to observe auxiliary conditions, which are to ensure “a meaningful presence of nationals from all the Member States” and an “adequate geographical and gender balance.” The results of an analysis of how the EEAS observed these additional criteria while appointing administrative staff (AD category)—a quarter of which are managers—are ambiguous since the EEAS’s inauguration in 2011 until the end of 2019. The period analysed covered the terms of the High Representative of the Union for Foreign Affairs and Security Policy (hereinafter: High Representative) Catherine Ashton (2009–2014) and her successor, Federica Mogherini (2014–2019).
- The only measurable requirement in the EEAS recruitment rules is that national diplomats—temporary agents coming from the diplomatic services of the Member States—should represent at least one third of all AD staff in the EEAS while officials—permanent employees of the EU institutions—should represent at least 60% of that category. EEAS data from the end of each year shows that the Service managed to meet the required threshold in 2014, 2018, and 2019. However, since 2013 the EEAS has hovered around the required minimum, which may suggest it has aimed at keeping the share of EU officials at the highest possible level.
- The EEAS recruitment regulations do not define how to measure “adequate geographical balance”. If one assumes that the national structure of the AD staff should reflect the Member State’s population to the EU population as a whole (hereinafter: population potential), nearly two-thirds of the EU countries had a relatively balanced representation. However, major disproportion is evident for the remaining EU Members. Since the EEAS’s inauguration, Belgians have been the most overrepresented national group in AD staff category. They were followed by citizens of Scandinavian countries and Ireland. Germans and Poles have been the most underrepresented national groups, excluding the British, whose number has consistently been shrinking following the UK’s decision to leave the EU (Brexit).
- In some cases, balanced representation of citizens of a specific Member State among AD staff co-existed with a clear disproportion in specific AD category groups. Italy is one such example. In 2018, the share of Italian nationals in AD staff was proportionate to Italy’s population in the EU. However, Italians were visibly overrepresented in the main management groups at EEAS Headquarters and among the Heads of Delegations. Moreover, an extraordinary increase in the number of appointments of Italian citizens to EEAS senior posts coincided with fellow Italian citizen Mogherini’s term as High Representative. A similar trend, albeit on a smaller scale, could be seen during Catherine Ashton’s High Representative term regarding the appointments for her fellow British citizens. Nevertheless, it is difficult to determine the actual causes of this phenomenon. It might be that there was a natural increase in interest in EEAS career in the countries of incumbent High Representatives.
- Staff number should not be the only variable to compare the level of representation of specific national groups. The prominence of the AD positions held should also be taken into account, as they may balance the relatively low number of nationals of a country to its population potential. For example, since the inauguration of the EEAS, Germans—who are highly underrepresented—have gained several key posts at He-

adquarters (including a representative on the Corporate Board) and the highest number of Heads of Delegations in the EU's strategic partner countries.

- Multiple appointments of citizens of certain EU Member States for the Head of Delegation post in countries with special links to the country, the nominee represents is a peculiar example of disproportion among AD staff. For example, in 2011–2019, 40% of Heads of Delegations in Latin America were Spanish nationals. This pattern likely results from the natural advantage of countries that have robust human resources with knowledge and experience in cooperating with a specific partner. From the EEAS's perspective, selection of these individuals may be seen as an effective way to develop the EU's relations with that host country. This phenomenon prompts the question, however, whether it would be in the EEAS's interest to ensure greater diversification of these appointments by selecting individuals outside the same cultural circle as the one of the host country. This might be the way to enhance the EEAS's legitimacy as a common EU institution built with the involvement of all Member States, and to increase interest in the appointee's home country in less-explored areas and regions.
- Increasing the share of women among AD staff—in particular in senior management—remains a major challenge for the EEAS. Men hold a vast majority of the director posts in Headquarters. Two women High Representatives and one woman in the top EEAS management, i.e., the Corporate Board, were only the exceptions that proved the rule. The process of increasing the share of women has been slow. Ashton had to deal with the fact that the officials transferred to the newly created EEAS from the European Commission (Commission) and the Council of the European Union (Council) were mostly men, a reflection of the gender structure of their previous institutions. A gradual improvement in gender balance indicators became more evident during Mogherini's term. In 2012–2019, the share of women in the AD category increased from 29% to 35%, while in senior management, from 10% to 26%.
- In 2018, Poland ranked sixth on the list of countries with the highest number of citizens among AD staff and had one of the highest levels of representation of national diplomats in this group. However, considering Poland's population potential, since 2011 Polish citizens have been among the most underrepresented populations in the AD category, including in management posts. In 2011–2019, only one Polish national was appointed to one of the top EEAS management posts, i.e., Deputy Secretary-General, and Poland ranked eighth as regards the total number of appointments at the director level and higher in EEAS Headquarters. Although the number of Polish nationals appointed as Heads of Delegation was relatively low compared with other states with a similar population potential, two such appointments concerned EU Delegations for the Union's strategic partners.
- The way in which the EEAS implements appointment principles does not conclusively explain the national and the gender structure of its AD staff. The examples of disproportion identified in the research trigger questions that go beyond the scope of this report and publicly available sources. First, how effective are the mechanisms the EEAS uses to eliminate staff structure imbalances and prevent them from deepening? Second, to what extent has the above-average increase of selected national groups resulted from limited interest or lower skills of candidates from other states—those underrepresented in particular? It would be useful to find out how EU Member State policies have influenced EEAS AD staff composition. For example, how effective were the national models to prepare and promote their candidates to the

EEAS (including behind-the-scenes lobbying activity) and what was actual level of interest in a career in EU diplomacy among the individuals themselves.

- The EEAS's development has been accompanied by an increase in the scope of publicly available staff data. The EEAS's Human Resources Annual Reports (hereinafter: EEAS HR Report) are the main source of data on the AD category, however, the modifications introduced in the most recent editions hinder the analysis of changes in the administrative personnel. In the HR Report 2019—published in July 2020—most statistics are presented as figures that do not contain exact numbers, and only some detailed statistics are available in the text. Consequently, data for 2019 could be included in this publication only in some figures showing multi-annual staff changes. That is why adequate data transparency and comparability over time should be ensured by the EEAS. The Service might consider expanding its HR Reports to include general statistics regarding its recruitment processes. Comparison of the number of candidates from specific EU Member States could, for example, help to assess the level of their citizens' interest in pursuing a career in EU diplomacy and to explain the obstacles EEAS has faced in increasing the level of representation of these national groups.

INTRODUCTION

It has been a decade since the inauguration of the European External Action Service (EEAS). Due to the EEAS's unique nature and to the rules on the EU Member States' role in shaping the Service, special attention has been paid to its staff appointment process, particularly in the top personnel category—administrators (AD).¹

The EEAS staffing issue has been a subject of interest for analysts of the Polish Institute of International Affairs (PISM) in reports published in 2010 and 2012. The authors of the first publication analysed the profiles of the heads of EU representations on the eve of the EEAS's launch. The unbalanced representation of individual Member States to the EU population as a whole (especially the underrepresentation of countries that joined the EU in 2004 and 2007), inadequate foreign languages skills of some heads of EU representations, and the low women's share of these posts were highlighted in the conclusions.² In a report published in 2012, prior to the EEAS's organisational and operational review, the authors pointed to an improved balance in the representation of specific EU Member States and proposed such corrective mechanisms as a change in the principles of staff rotation and preference to underrepresented states. They also emphasised a need for greater clarity of the personnel structure and of the EEAS staff data transparency. However, they underlined that a higher proportion of specific national groups would depend, for example, on the EU Member States' successful adjustment of their national diplomacy career models to the EEAS's recruitment requirements.³

The problem of disproportion in national representations identified in the aforementioned reports remains valid and is not limited to the EEAS. In January 2021, the European Democracy Consultancy published a study that confirms, for example, the strong under-representation of citizens of countries that joined the EU since 2004 among officials in charge of nearly 70 EU institutions, agencies, and advisory bodies. These countries combined represented just 8% of nominations despite having 20% of the EU's population.⁴

The main purpose of this report is to analyse the trends in the AD staff category in 2011–2019, i.e., during the terms of two High Representatives of the Union for Foreign Affairs and Security Policy (High Representative): Catherine Ashton (2009–2014) and Federica Mogherini (2014–2019).⁵ The authors opted for using publicly available data only in order to assess the transparency and completeness of staff data available from the EEAS. Administrative personnel account for around 30% of the EEAS's statutory staff; at the end of 2019 their number stood at more than 950, and more than one-fourth of them were at the manager level. Changes in the other three—lower—statutory staff categories, i.e., Assistant/Secretaries or Secretaries/Clerks (AST and AST/SC) as well as Contract Agents (CA) and Local Agents (LA), were not the subject of this analysis.

¹ The AD category comprises three groups: **administrator posts** (e.g., policy/political officer, desk officer, head of section/sector), **middle-management posts** (e.g., Head of Division, Deputy Head of Delegation, and selected Heads of Delegation), and **senior management posts** (e.g., Head of Delegation, Director, Managing Director). See: "Temporary Agents From Ms Diplomatic Services in the EEAS Basic Principles," European External Action Service, Ref. Ares (2015) 3509474, 1 July 2015, www.eeas.europa.eu, p. 10.

² R. Formuszewicz, J. Kumoch, "The Practice of Appointing the Heads of EU Delegations in the Wake of Council Decision on European External Action Service," *PISM Report*, August 2010, www.pism.pl.

³ R. Formuszewicz, D. Liszczyk, "Personel Europejskiej Służby Działania Zewnętrznych do przeglądu? Bilans i wnioski z dotychczasowej polityki kadrowej," *Raport PISM*, December 2012, www.pism.pl.

⁴ See European Democracy Consulting, "Report Geographical Representation in EU Leadership Observatory 2021," January 2021, <https://eudemocracy.eu/geographical-representation-eu-leadership-observatory>.

⁵ The researched period opens with the date the EEAS became operational on 1 January 2011, but the report also takes into account individuals appointed under Ashton as High Representative after she took office in December 2009.

This report consists of four parts. The first one describes the legal basis for the EEAS and its recruitment model as well as the changes in the organisational structure of its Headquarters and EU Delegations network. In addition, the institution of EU Special Representatives and Envoys is also discussed. Part two contains analysis of EEAS official statistics regarding AD staff (2011–2019). The third part presents the conclusions of the authors' survey of individual appointments made under Ashton and Mogherini. In this case, the authors limited it to **main management posts**—a category defined solely for the purposes of this report which refers to EEAS Headquarters personnel at the Director level or higher (posts visible on organisational charts), as well as Heads of Delegations. The decision to narrow the research to that group had to do with the availability of data regarding the individuals holding these posts. This enabled the authors to carry out a detailed analysis of the dynamic of the changes in national and gender structure of the personnel and identify phenomena and trends not readily visible from EEAS public data. The final part of the report discusses the staffing trends and draws conclusions from the analysis. The report's appendix presents the research methodology and sources used, a list of the most important terms, a classification of geographical regions and locations of EU Delegations, as well as lists of management staff at EEAS Headquarters and Heads of Delegations at the end of Mogherini's term.

The authors would like to thank the following PISM analysts for their help in the survey of individual appointments: Andrzej Dąbrowski, Łukasz Ogrodnik, Marcin Przychodniak, Kinga Raś, and Daniel Szeligowski.

1. THE EVOLUTION OF THE EEAS RECRUITMENT MODEL AND ORGANISATIONAL STRUCTURE

Article 27(3) of the Treaty on European Union (TEU) and the ensuing Council Decision of 26 July 2010 establishing the organisation and functioning of the European External Action Service (hereinafter: Council Decision 2010/427/EU)⁶ provide the legal basis for the establishment and operation of the EEAS.

The EEAS is an autonomous subsidiary body assisting the High Representative in accomplishing his/her duties. The EEAS is separate and independent from both the General Secretariat of the Council of the European Union (Council) and the European Commission (Commission). The position of High Representative is hybrid in nature since the post combines the Vice-President of the European Commission and President of the Foreign Affairs Council positions by law.

The EEAS has been established to assist the High Representative in exercising his/her mandate in pursuing the Common Foreign and Security Policy (CFSP) and the Common Security and Defence Policy (CSDP), and in participating in Commission activities. In addition, the EEAS is obliged to provide assistance and support to all EU institutions performing tasks in the field of the EU's external relations. This is related in particular to the Commission and individual Commissioners, the President of the European Council, and the President of the European Parliament (Parliament).

1.1. THE EEAS STAFFING MODEL

As regards institutional background, EEAS staff include EU permanent **officials** (*Officials*, FO) and persons recruited from EU Member State governments as **temporary agents** (*Temporary Agents*, TA). The latter group mainly includes **national diplomats**, although some TAs have been national functionaries responsible for foreign affairs in public institutions other than the country's diplomatic service (so-called *TA Others*).

The **statutory staff** forms the most important portion of EEAS personnel. It includes administrators (**AD**); assistants, secretaries, and clerks (**AST** and **AST/SC**), as well as contract agents (**CA**), and local agents (**LA**). The remaining portion of the staff are trainees, participants in the Junior Professionals in Delegations programme and seconded national experts (SNEs). Statistics relating to EEAS staff also include external staff: service suppliers (IT services in particular) and interim staff (contracted by job agencies to carry out short-term duties for a maximum of six months).⁷

EEAS staff is subject to general provisions of EU labour law. However, the Service's unique recruitment procedures are defined in Council Decision 2010/427/EU. Pursuant to its Article 6 (6) and (8), recruitment to the EEAS is based on merit and auxiliary recruitment criteria, which include ensuring an "adequate geographical and gender balance" and a "meaningful presence of nationals from all the Member States." Pursuant to Article 13 (3), any imbalance in this field should be identified during an EEAS review of its organisation and functioning, and subsequently corrected. However, the Decision does not contain any guidelines as to how this adequate balance should be measured.

⁶ "Council Decision of 26 July 2010 establishing the organisation and functioning of the European External Action Service, 2010/427/EU, L 201/30 Official Journal of the EU," 3 August 2010, www.eeas.europa.eu.

⁷ See: "Human Resources Annual Report 2017," European External Action Service, 16 May 2018, pp. 65–66, www.eeas.europa.eu.

The only measurable legal requirement regarding recruitment is in Article 6 (9), which obliges the EEAS to ensure that once it reached full operational capacity—i.e., after 2014—national diplomats from the Member States should represent at least one-third of all EEAS staff at the AD level, and permanent officials of the Union should represent at least 60% of all EEAS staff at that level. In this report, it is understood that temporary agents not originating from the Member States' diplomatic services (*TA Others*) should not be included in these calculations.

EEAS Recruitment Procedures

Council Decision 2010/427/EU provides the High Representative with a general delegation to conduct EEAS staffing policy. In particular, the High Representative is authorised to decide on nominations within the EEAS and to appoint senior management. He/she is obliged only to directly appoint the Director General for budget and administration. Appointment for the remaining position may be delegated to other senior managers. In practice, the High Representative personally nominates Heads of Delegations and posts at Headquarters for Heads of Divisions and higher. Lower-level staff nominations are managed by EEAS senior management under the general supervision of the High Representative.⁸ The EEAS recruits staff from three basic sources: EU internal recruitment—candidates from Union institutions, and the Commission and Council, in particular—through Member State foreign ministries, and open job offers.

Recruitment of EU officials serves to ensure the smooth operation of the EEAS as an EU service because it encompasses professionals who are familiar with the organisational rules and work culture of the Commission, the Council, and the Parliament. It also enhances the network of inter-institutional contacts, which favours better coordination of work in the Union. The involvement of TAs—national diplomats, foremostly—ensures participation of Member States in the implementation of the EU's external policy. They are individuals with diplomatic experience, which EU officials did not necessarily have, especially in the Service's formative period. National foreign ministries only may propose such candidates. The appointees are offered fixed-term contracts, which they may extend by taking part in job contests announced under the EEAS's periodical rotation, mobility scheme, or by applying to job vacancy offers. A contract with a TA may be renewed only in case of the individual's successful bid for another EEAS post.⁹ At the same time, the government of the TA's home country must commit to re-instate that person to the country's diplomatic service after the EEAS contract has expired. This mechanism serves to build ties between the EU Member States' diplomatic services and the EEAS and to support national diplomats in their career in the country's diplomacy. Finally, the open job offers mainly serve to fill urgent staff needs.

The recruitment process is carried out by the Consultative Committees on Appointments (CCA) composed of representatives of the EU (the Commission and the Secretariat of the Council) and of the EU Member States. The CCAs are advisory bodies and the final decision on the selection of a specific candidate rests with the High Representative (or an authorised EEAS officer).¹⁰

The vague definitions of the auxiliary recruitment criteria provide the EEAS with broad freedom in selecting the winning candidates. In the EEAS HR Reports, a Member State's share of the EU population is used as a measure of their representation balance. However,

⁸ M. Gatti, *European External Action Service*, Brill, 2016, pp. 109–116.

⁹ 2017 Discharge, *Answers by the European External Action Service to the written questions of the Committee on Budgetary Control*, 8 November 2018, p. 18, www.europarl.europa.eu.

¹⁰ See: R. Formuszewicz, D. Liszczyk, *op. cit.*, pp. 11–12.

EEAS documents do not indicate the adequate proportion of women, for example, in the literature, a 40% minimum at senior management is mentioned.¹¹ EEAS has therefore flexibility in attaching the agreed criteria to the candidates' assessment. As regards merit-based criteria, the vacancy notes for senior management posts are not publicly available. Since they can only be accessed by the national governments, it is difficult to verify to what degree the appointee's profile matches actual requirements defined by the EEAS.

EU Member State's policy should also be taken into account as a factor, which influence the EEAS staff composition. Some of these countries have elaborated national models of preparation and promotion of candidates for the EU diplomatic service, while others also have conducted behind-the-scenes lobbying for their candidates.¹² The EEAS general recruitment statistics (for example, applicant numbers by nationality) may indicate the EU Member States' level of interest and their effectiveness in promoting their candidates. However, the Service only disclosed such data in response to the Members of the European Parliament's questions under the EEAS's discharge procedure.¹³

The number of appointments per EU Member States should not be the sole reference to analyse changes in the AD staff composition and in the level of representation of specific national groups. The rank and prominence of positions filled by citizens of an EU Member State is also important. The hierarchy of posts can be easily learnt from the EEAS HQ Organisation chart and from nationality structure of the middle and senior management. The task is more complicated in the case of EU Delegations, as this requires an assessment on their relative importance to the Union. In this case, documents on the EU's global engagement published since 2011 may be helpful. As per their content, the general EU external policy directions hierarchy included the Union's neighbourhood-policy partners, in first place, and subsequently: candidates to EU membership, strategic partners, and other countries and global regions important from security and development point of view.¹⁴

The efforts to increase the share of women had special significance in EEAS staffing policy. The task was a major challenge for Ashton because the staff transferred from the Commission and the Council to EEAS in 2011 was male-dominated. The process of expanding women's presence in the Service became much more visible during Mogherini's term. In October 2015, she created the post of EEAS Principal Advisor on Gender.¹⁵ In February 2017, the Task Force on Gender and Equal Opportunities was established. The body prepared a report on challenges and proposed solutions to gender balance under the Principal Advisor's supervision.¹⁶ Although the report has not been made public, it served as the basis for the "EEAS Gender and Equal Opportunities Strategy 2018–2023" prepared in November 2017. According to the latter document, while the overall gender structure in the EEAS was relatively balanced, there was significant disproportion in AD category. It also was highlighted, that had the trend continued, gender balance in AD posts and management

¹¹ See: T. Novotná, "Where Have all the Women Gone? Women in EEAS and EU Delegations," ISPI Analysis No. 239, March 2014, www.ispionline.it.

¹² See: H. Kostanyan, "Analysing the Power of the European Union's Diplomatic Service: Do the EU Members control the European External Action Service?", *The Hague Journal of Diplomacy*, no. 11, p. 16, 2016; T. Novotná, "A close look at the EU foreign service staff reshuffle," *EU Observer*, 14 March 2016, www.euobserver.com.

¹³ See answer to question No. 29: "2017 Discharge...", *op. cit.*, pp. 29–30.

¹⁴ See: "Annual Activity Report 2013," European External Action Service, www.eeas.europa.eu, and P. Pawlak, "A Global Strategy on foreign and security policy for the EU," European Parliamentary Research Service *Briefing*, April 2016, www.europarl.europa.eu. Also: "Shared Vision, Common Action: A Stronger Europe. A Global Strategy for the European Union's Foreign and Security Policy," June 2016, www.eeas.europa.eu.

¹⁵ See: C. Horst, "Why EU diplomacy needs more women," *EU Observer*, 27 May 2016, www.euobserver.com.

¹⁶ "Human Resources Annual Report 2017," *op. cit.*, p. 24.

only would have been achieved in 23 and 56 years, respectively.¹⁷ The EEAS staffing directions were also briefly discussed in the “Global Strategy for the European Union’s Foreign and Security Policy” announced in June 2016. The document called for a greater nationality diversity of the EEAS’s staff and boosting women’s presence in EU institutions and policymaking.¹⁸

Adjusting the EEAS to Brexit

When the UK formally left the EU on 31 January 2020, the status of British EEAS staff members changed. The launch of Britain’s withdrawal process in March 2017 resulted in a gradual reduction of UK nationals’ numbers in AD staff. Some left the EEAS, while others decided to apply for (or declare) citizenship of another Member State to be eligible to remain in the Service. Official information on these changes has not been disclosed, however, it is estimated that several British EEAS staff members switched their nationality to Irish, Belgian, Dutch, and French.

The Commission and the EEAS confirmed their readiness to continue to employ British citizens to the maximum extent possible.¹⁹ They declared that the appointing bodies would not require the UK staff members to automatically resign except in specific cases (such as conflicts of interest or international obligations) and will make use of the legally available exceptions to retain their British employees. Pursuant to the Agreement on the Withdrawal of the United Kingdom from the EU, signed on 17 October 2019, once the UK has lost the status of an EU Member State, it would be considered a third country in the recruitment of EEAS staff.²⁰

EEAS officials holding British citizenship alone and employed as AD and AST staff, or in management posts in EU Delegations, were to return to EEAS Headquarters by 29 March 2019, i.e., the initial (and subsequently postponed) date of the UK withdrawal.²¹ For the remaining British citizens, September 2019 was set as the deadline for their transfer to Headquarters. Ahead of the UK’s exit from the EU, the EEAS had to notify the host states of which British nationals in the respective EU Delegations would stay. In case the host country objected, the concerned staff member would need to return to EEAS Headquarters. The procedure applying to British temporary agents was identical to the one applied to EEAS officials. Due to a few postponements of the Brexit date, national diplomats seconded to the EEAS from the UK diplomatic service were unable to stay with the EEAS and had to be recalled by 31 January 2020.

1.2. ORGANISATIONAL CHANGES IN THE EEAS

EEAS Headquarters

The EEAS’s highest executive body is its Corporate Board (CB), composed of four top senior managers and headed by the Executive Secretary-General. The Board’s meetings

¹⁷ U4U, “EEAS Gender and Equal Opportunities Strategy 2018–2023,” Union for Unity, November 2017, pp. 6–7, www.eurotradeunion.eu.

¹⁸ “Shared Vision...,” *op. cit.*

¹⁹ See: “2017 Discharge...,” *op. cit.*, pp. 5–6; M. Selmayr, H.M. Schmid, “Note for the Attention of EEAS and Commission Staff of UK Nationality,” Ref. Ares (2018)3987013, 27 July 2018, www.u4unity.eu.

²⁰ UK Government, “New Withdrawal Agreement and Political Declaration,” 17 October 2019, www.gov.uk.

²¹ The main documents specifying the approach to British citizens upon Brexit were based on the assumption that the UK’s withdrawal from the EU would happen on 29 March 2019. Decisions by the remaining 27 EU Member States on postponing that date until January 2020 eventually brought a change to the Brexit-related schedule for the British nationals in the EEAS.

are chaired by the High Representative. The Secretary-General is responsible for managing the EEAS's operation and coordinating the work of the Headquarters and EU Delegations. Under Ashton, the second highest-ranking official on the CB was the EEAS Chief Operating Officer (COO), who reported directly to the High Representative. If necessary, the COO represented the Secretary-General, assisted him/her in formulating political initiatives and was involved in cooperation with various countries. The remaining two members of the CB were Deputy Secretaries-General—one was responsible for political affairs and supervised the work of EU Special Representatives (EUSR), and the other was responsible for CSDP structures.

Under Mogherini, the CB's structure was modified, and the Secretary-General had three Deputies. One was responsible for economic and global affairs—this post replaced the dissolved COO post; another one supervised political affairs; and the third one was responsible for the CSDP and crisis response, including close cooperation with EU Military Staff. The scope of duties of the latter Deputy Secretary-General resulted from scrapping the post of Managing Director for Crisis Response—Mogherini restored that function at the beginning of 2019, however.

The EEAS central administration was divided into Directorates General (MD) headed by Managing Directors. Under Ashton, there were six geographical and thematic MDs: Asia and Pacific (MD I); Africa (MD II); Europe and Central Asia (MD III); North Africa, the Middle East, Arabian Peninsula, Iran, and Iraq (MD IV); the Americas (MD V); Global and Multilateral Issues (MD VI). The structure also included an MD for Crisis Response and Operational Coordination (MD VII) and a Managing Directorate Resources (MDR) for finance and administration. The Managing Directors supervised Directors responsible for specific areas—more than one in most MDs. The central administration structure also included the Political and Security Committee (PSC) and units responsible for military affairs and crisis response.²²

The reason for the first major modification of the structure of the Headquarters was the 2013 review of the organisation and functioning of the EEAS. According to a report compiled by the Parliament, the EEAS's issues included weakness of its management structure, in particular, uncertainty about the hierarchy and opaque responsibility limits between different MDs. The authors of the parliamentary report, for example, criticised additional Director-level reporting to a Managing Director in individual MDs. They argued that was a way to increase senior management vacancies available to national diplomats. They also criticised the unclear division of responsibilities on the Corporate Board (i.e., individual areas not assigned to specific members) and the excessively isolated nature of crisis-response structures.²³ In its 2014 report, the European Court of Auditors (ECA) criticised the EEAS, for example, as having an overly complex structure and for its failure to relieve the High Representative, who continued to directly supervise the work of teams headed by 23 senior managers.²⁴

In September 2015, the EEAS launched reforms to reduce the number of management levels to simplify the decision-making process and to address the EU's order to reduce the number of statutory staff by 1% annually over the five-year period starting in 2014. Consequently, certain units managed by selected MDs were merged: ASIAPAC (formerly MD I), MENA (MD IV), GLOBAL (MD VI), and CSDP (MD VII). In the MDs, the Deputy Managing Director

²² See: "Council Decision of 26 July 2010...", *op. cit.*

²³ "The organisation and functioning of the European External Action Service: Achievements, challenges and opportunities," European Parliament, Directorate-General for External Policies, Policy Department, EXPO/B/AFET/2012/07, PE 457111, February 2013, www.europarl.europa.eu, pp. 20–21.

²⁴ European Court of Auditors, "The establishment of the European External Action Service," *Special Report* No. 11, Publications Office of the EU, 2014, www.eca.europa.eu.

level was introduced below Managing Directors. As a result, the number of individuals managing the MDs dropped from seven to six, and the number of Directors dropped by three. Structural changes were accompanied by senior managers' rotation, which—according to EEAS data—involved virtually all posts of Managing Director and above.²⁵

The EEAS HQ organisation charts also included EUSRs and the Director of the Service for Foreign Policy Instruments (FPI)—a body which is a component of Commission structures but supervised by the High Representative. It also contained specific units excluded from the analysis of individual appointments in this report: advisors to the High Representative, task forces preparing meetings within the structures of the Council (their heads are appointed by the High Representative) and other institutions associated with the EEAS, including the EU Satellite Centre, the EU Institute for Security Studies, the European Security and Defence College, and the European Defence Agency.

EU Delegations

Between 2011 and 2019, the number of active EU Delegations hovered around 140, although numerous changes to their structure took place—some were closed and others were opened—see Table 1 and Table 2. Some of them served as regional EU Delegations—they supervised EU representations in countries of their head's accreditation and were led by diplomats serving as *chargés d'affaires*.²⁶ The structure also included regional Delegations with no permanent presence in states to which their head office was accredited²⁷ and special missions such as the EU Offices in Hong Kong (accredited in Hong Kong and Macao), in Kosovo and in Palestine. The case of Iran is peculiar. In the analysed period, the Iran Task Force operated in Brussels, even though the EEAS announced around 2015 its intention to open a delegation in Tehran.²⁸ The EU's interests in Iran are represented by the embassies of Member States on a rotating basis. Finally, the EU also has permanent representatives at selected international organisations.²⁹

Security threats in the host country could result in the EU Delegation's operation being reduced. For example, at the end of 2016, non-essential international staff was withdrawn from the EU Delegations to Burundi, Central African Republic, Iraq, Libya, South Sudan, and Syria, which were under evacuation level 3. A withdrawal of all international staff (evacuation level 4) was carried out in the EU Delegation to Yemen, and since September 2017, this Delegation has operated from Jordan.³⁰

²⁵ "Report of the High Representative of the Union for Foreign Affairs and Security Policy of 22 December 2015 to the Council on implementing the EEAS Review, European External Action Service, HR (2015) 170," 11 January 2016, p. 4, www.consilium.europa.eu; see: "2015 Discharge. Answers by the European External Action Service to the written questions of the Committee on Budgetary Control Committee on Budgetary Control," 30 January 2017, www.eeas.europa.eu. Compare: T. Novotná, "A close look...", *op. cit.*, and T. Novotná, "Not a Leap but a Step in the Right Direction: Mogherini's Structural and Personnel Reform of the EU's Diplomatic Service," *The Brussels Monitor*, 22 March 2016, Europeum Institute for European Policy, www.europeum.org.

²⁶ At the beginning of the EEAS's operation there were five delegations of this type: for example, the EU Delegation to Australia (Head of Delegation residence) and New Zealand (country of accreditation), and the EU Delegation to Central America based in Nicaragua, with the residence in Panama and accreditations to Costa Rica, El Salvador and Honduras. See: "2016 Annual Activity Report," European External Action Service, 8 June 2017, p. 7, www.eeas.europa.eu, and "Human Resources Annual Report 2017," *op. cit.*

²⁷ There were 13 of them in total, e.g., the EU Delegation for the Pacific based in Fiji, the EU Delegation to India (residence) and Bhutan, and the EU Delegation to China (residence) and Mongolia. See: "2016 Annual Activity Report," European External Action Service, *op. cit.*

²⁸ See: "2017 Annual Activity Report," European External Action Service, 11 July 2018, www.eeas.europa.eu.

²⁹ Just before the EEAS's inauguration, there were six delegations of this type, and in 2015 their number increased to eight. The delegation in Rome is unique—it represents the EU at several specialised agencies of the United Nations: the Food and Agriculture Organisation (FAO), the World Food Programme (WFP), and the International Fund for Agricultural Development (IFAD), as well as at the Holy See, Order of Malta, and the Republic of San Marino.

³⁰ "2017 Annual Activity Report," *op. cit.*, p. 8.

TABLE 1. EU DELEGATIONS—NEWLY ESTABLISHED OR TRANSFORMED INTO FULLY-FLEDGED MISSIONS (2011–2019)

Year	EU Delegation	Comments
2011	Council of Europe (Strasbourg)	EU Delegation opened.
	Uzbekistan	EU Office transformed into an EU Delegation.
	Libya	In May 2011, the EEAS opened an EU Office in Benghazi and in November 2011, an EU Delegation in Tripoli.
2012	Guatemala	Separate EU Delegation established—formerly subordinate to the EU Delegation to Central America, based in Nicaragua.
2013	Myanmar	EU Office in Myanmar, opened in March 2012; in 2013, transformed into an EU Delegation.
	United Arab Emirates	Separate EU Delegation established—formerly subordinate to the EU Delegation to Saudi Arabia.
	Eswatini (formerly Swaziland)	Separate EU Delegation established—formerly subordinate to the EU Delegation to Lesotho.
	Honduras	Separate EU Delegation established—formerly subordinate to the EU Delegation to Central America, based in Nicaragua.
	El Salvador	See above
2014	Solomon Islands	Separate EU Delegation established—formerly subordinate to the EU Delegation to Papua New Guinea. The head of the newly established EU Delegation was also accredited to Vanuatu.
2015	Costa Rica	Separate EU Delegation established—formerly subordinate to the EU Delegation to Central America, based in Nicaragua.
	ASEAN	EU Delegation opened.
	Somalia	In 1991, the European Commission closed the EU Delegation to Somalia and transferred its entire staff to Kenya's capital Nairobi. Plans to re-open this Delegation emerged when the political situation in Somalia changed in 2012 and when the EU envoy to Somalia was appointed. In 2014, the EU decided to re-open its Delegation to Somalia, though still based in Kenya. In 2015, plans were resumed to move the Delegation to Mogadishu.* At the end of 2019, a portion of its staff was based in Somalia, and another portion in Nairobi.
2016	Ecuador	Separate EU Delegation established—formerly subordinate to the EU Delegation to Colombia.
	Gambia	Separate EU Delegation established—formerly subordinate to the EU Delegation to Senegal.
	Laos	Separate EU Delegation established—formerly subordinate to the EU Delegation to Vietnam.
	New Zealand	Separate EU Delegation established—formerly subordinate to the EU Delegation to Australia.
	Trinidad and Tobago	Separate EU Delegation established—formerly subordinate to the EU Delegation to Guyana.
2017	Mongolia	Separate EU Delegation established—formerly subordinate to the EU Delegation to China.
2018	Panama	Separate EU Delegation established—formerly subordinate to the EU Delegation to Nicaragua.
2019	Turkmenistan	Separate EU Delegation established—formerly, it operated as an EU Liaison Office supervised by the EU Delegation to Turkey.
	Kuwait	Separate EU Delegation established—formerly subordinate to the EU Delegation to Saudi Arabia.

* "EU closer to permanent and integrated presence in Somalia," European External Action Service, 18 December 2015, www.eeas.europa.eu.

TABLE 2. EU DELEGATIONS CLOSED IN 2011–2019

Year	EU Delegation	Comments
2012	Suriname	EU Delegation closed—the Head of Delegation to Guyana accredited to Suriname
2013	New Caledonia	EU Delegation closed—the Head of Delegation to Papua New Guinea accredited to New Caledonia
2013	Vanuatu	EU Delegation closed—the Head of Delegation to Solomon Islands accredited to Vanuatu
2013	Croatia	Change of status from EU Delegation to EU Commission Representation resulting from Croatia joining the EU
2016	Samoa	EU Delegation closed—the Head of Delegation to Fiji accredited to Samoa
2018	Solomon Islands	See above

1.3. EU SPECIAL REPRESENTATIVES AND ENVOYS

The institution of **EU Special Representatives** (EUSR) predates the establishment of the EEAS and has been among the oldest tools of the CFSP. EUSRs engage in crisis-response activities and in the implementation of other policies on behalf of the EU. They are appointed by the Council based on a proposal from the High Representative³¹ and exercise the mandate indicated by the High Representative and the PSC, which is the primary point of contact between the EUSRs and the Council.

Ahead of the formal inauguration of the EEAS, a debate was ongoing regarding the purpose of maintaining the function of EUSR.³² Despite this, the institution was maintained due to the EUSRs contribution to the coordination of the EU's external actions carried out by the Commission and the Council. The EUSRs were only included in the structure of the EEAS when they simultaneously served as Head of Delegation.

In 2010–2019, the number of active EUSRs dropped from 11 to seven. Depending on the area and scope of their responsibility, they were based either in the country for which they were appointed or in Brussels. In Afghanistan, Ethiopia, and Bosnia and Herzegovina, the EUSRs were Heads of Delegations or operated within the Delegation's structures.³³

The group of EUSRs appointed under Ashton and Mogherini included a total of 25 individuals. However, this number increases to 35 if individuals appointed earlier and with a mandate that expired after the EEAS's inauguration are taken into account. The group of 25 EUSRs appointed during Ashton's and Mogherini's terms included nationals of 17 Member States. Three Germans comprised the most numerous national group. There were also two British, French, Greek, Spanish, and Italian nationals each among the EUSRs. However, there were only four women in this group—see Table 3.

TABLE 3. EU SPECIAL REPRESENTATIVES EXERCISING THEIR MANDATE IN 2011–2019

EUSR Mission*	Name	EU Member State	Took office in	Mandate expiration
Afghanistan**	Vytautas Ušackas	Lithuania	April 2010	August 2013
	Franz-Michael Skjold Mellbin	Denmark	September 2013	August 2017
Bosnia and Herzegovina**	Peter Sørensen	Denmark	September 2011	October 2014
	Lars-Gunnar Wigemark	Sweden	April 2015	August 2019
	Johann Sattler	Austria	September 2019	August 2021
Central Asia	Patricia Flor	Germany	July 2012	June 2014
	János Herman	Hungary	April 2014	April 2015
	Peter Burian	Slovakia	April 2015	February 2020
Human Rights	Stavros Lambrinidis	Greece	September 2012	February 2019
	Eamon Gilmore	Ireland	March 2019	February 2021
Horn of Africa***	Alexander Rondos	Greece	January 2012	August 2020

³¹ See: "The Scope and Mandate of EU Special Representatives (EUSRs)," European Parliament, Policy Department for External Relations, Directorate General for External Policies of the Union, PE 603.469, January 2019, www.europarl.europa.eu.

³² "2011 Discharge to the EEAS. Answers by the High Representative / Vice President, Catherine Ashton, to the written questions of the Committee on Budgetary Control," 7 January 2013, www.europarl.europa.eu. See: D. Liszczyk, "Specjalni przedstawiciele UE w nowej architekturze instytucjonalnej Wspólnej Polityki Zagranicznej i Bezpieczeństwa," *Biuletyn PISM*, no. 115 (723), 6 September 2010.

³³ "2011 Discharge to the EEAS," *op. cit.* In its 2014 discharge report, the ECA emphasised the fact that EUSRs carried out their tasks in a highly flexible manner and had a certain degree of freedom when it comes to informing the EEAS about their activities, unless they simultaneously served as Heads of Delegation, European Court of Auditors, "Ustanowienie...," *op. cit.*, p. 15.

EUSR Mission*	Name	EU Member State	Took office in	Mandate expiration
Kosovo**	Fernando Gentilini	Italy	May 2011	January 2012
	Samuel Žbogar	Slovenia	February 2012	August 2016
	Nataliya Apostolova	Bulgaria	September 2016	August 2020
South Caucasus and the crisis in Georgia	Philippe Lefort	France	September 2011	January 2014
	Herbert Salber	Germany	July 2014	August 2017
	Toivo Klaar	Estonia	November 2017	February 2021
Southern Mediterranean region	Bernardino León	Spain	July 2011	August 2014
Sudan and South Sudan***	Rosalind Marsden	The United Kingdom	September 2010	October 2013
The African Union**	Gary Quince	The United Kingdom	November 2011	June 2014**
The Middle East Peace Process	Andreas Reinicke	Germany	February 2012	June 2014
	Fernando Gentilini	Italy	April 2015	June 2018
	Susanna Terstal	The Netherlands	September 2018	February 2021
The Sahel	Michel Dominique Reveyard de Menthon	France	March 2013	October 2015
	Ángel Losada Fernández	Spain	November 2015	February 2021

* Active EUSR missions and individuals currently performing this function are highlighted by a shaded background.

** The EUSR was simultaneously the Head of Delegation there. In the case of the African Union, Gary Quince's EUSR mandate ended in June 2014 but he continued his role as the Head of Delegation to the African Union until September 2016. In Afghanistan, the two functions were combined until September 2017. Later, another Head of Delegation was appointed and the EUSR was replaced with a Special Envoy (see Table 4).

*** South Sudan was added to the EUSR mission in Sudan in July 2011. In October 2013, the mission was included in the area of responsibility of the EUSR for the Horn of Africa.

A debate was ongoing within the EEAS on changing the EUSR formula and phasing out double-hatted EUSRs who at the same time were Heads of Delegations. Ashton was in favour of incorporating some of the EUSRs into EU Delegations³⁴ but Mogherini considered them as a valuable instrument of the EU's foreign policy. She maintained the separate status of EUSRs and announced that a reform would be launched. In a working document from 2017, the EEAS referred to the operation of the EUSRs as an anomaly that consisted of maintaining the pre-EEAS mechanism, but which facilitated reacting to a crisis and overcoming obstacles in selected areas of international cooperation.³⁵

EU Special Envoys are another category. As a rule, they are appointed by the High Representative, acting independently without having to consult the PSC or obtain the Council's approval, and are directly supervised by him/her. In 2012–2016, the Head of Delegation to Somalia simultaneously served as the EU Special Envoy. In 2016, three Special Envoys were appointed. Two of them were entrusted with tasks relating to disarmament and non-proliferation, and to space, respectively. The third envoy represented the EU in the Peace Process in Colombia. In September 2017, Mogherini appointed the EU Special Envoy for Afghanistan to replace the EUSR for that country. In 2016, there was an extraordinary nomination of an EU Special Envoy for the promotion of freedom of religion or belief outside the EU by then Commission President Jean-Claude Juncker³⁶ (see Table 4).

³⁴ "2014 Discharge. Answers by the European External Action Service to the written questions of the Committee on Budgetary Control," 21 January 2016, www.eeas.europa.eu.

³⁵ "EU Special Representatives," European External Action Service, 25 November 2019, www.eeas.europa.eu.

³⁶ E. Fouéré, "The EU Special Representatives: A dwindling but resilient resource at the service of EU Foreign and Security Policy," *CEPS Policy Brief*, no. 348, 22 September 2016, pp. 7–8, www.ceps.eu.

TABLE 4. EU SPECIAL ENVOYS IN 2011–2019

Special Envoy's mission	Name	EU Member State	Mandate started in	Mandate ended in
Afghanistan*	Roland Kobia	Belgium	September 2017	
Somalia	Michèle Cervone D'Urso	Italy	October 2012	October 2016
Non-proliferation and disarmament	Jacek Bylica	Poland	February 2013	
Peace process in Colombia	Eamon Gilmore	Ireland	October 2015	October 2018
Space	Claude-France Arnould	France	November 2011	June 2014
	François Rivasseau	France	October 2015	October 2018
	Carine Claeys	Belgium	July 2019	
Promotion of freedom of religion or belief outside the EU **	Jan Figel	Slovakia	May 2016	

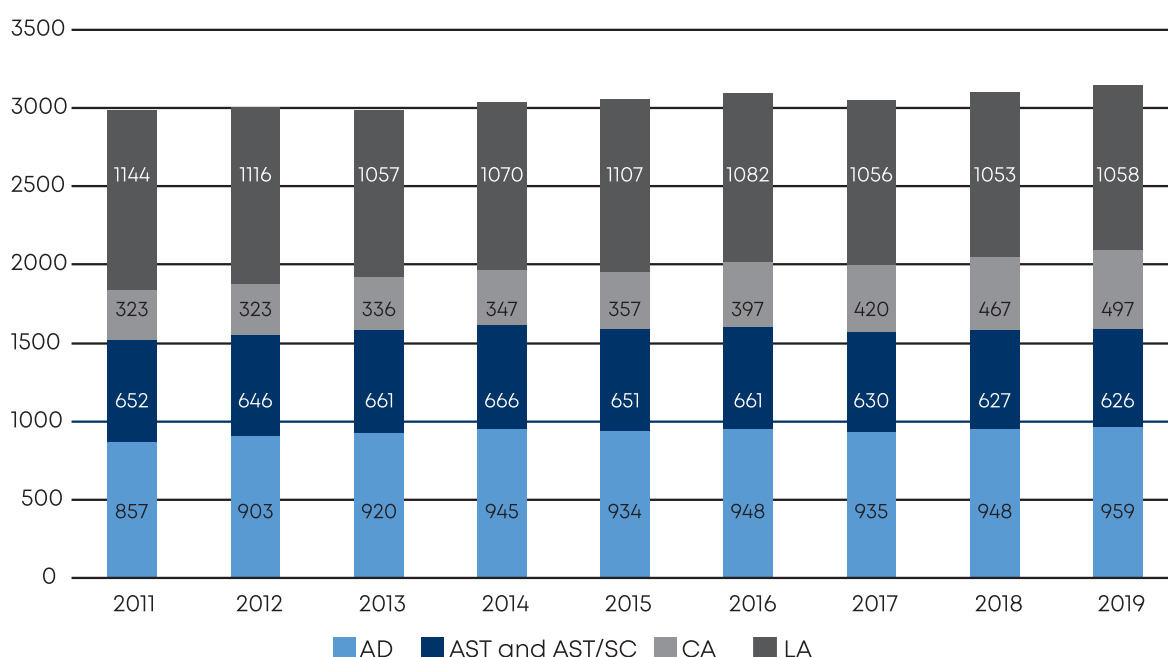
* The appointment of the EU Special Envoy for Afghanistan coincided with the beginning of Pierre Mayaudon's mission as Head of Delegation to Afghanistan. This meant EEAS no longer kept the functions of EUSR and Head of Delegation combined (see Table 3).

** Appointed by Commission President Jean-Claude Juncker.

2. CHANGES IN AD STAFF COMPOSITION IN 2011–2019³⁷

In 2011–2019, the EEAS's statutory staff increased from 2,976 to 3,140, and AD category personnel accounted for a third of this number. At the end of 2011 and 2019, this group comprised 857 and 959 individuals,³⁸ respectively (see Figure 1). Most staff members belonged to AD12, AD13, and AD14 grades, while the smallest group held the two top grades—AD15 and AD16 (see Figure 2). Most AD category employees worked at Headquarters—in 2011 and 2019, the respective proportion was 61% and 58%.

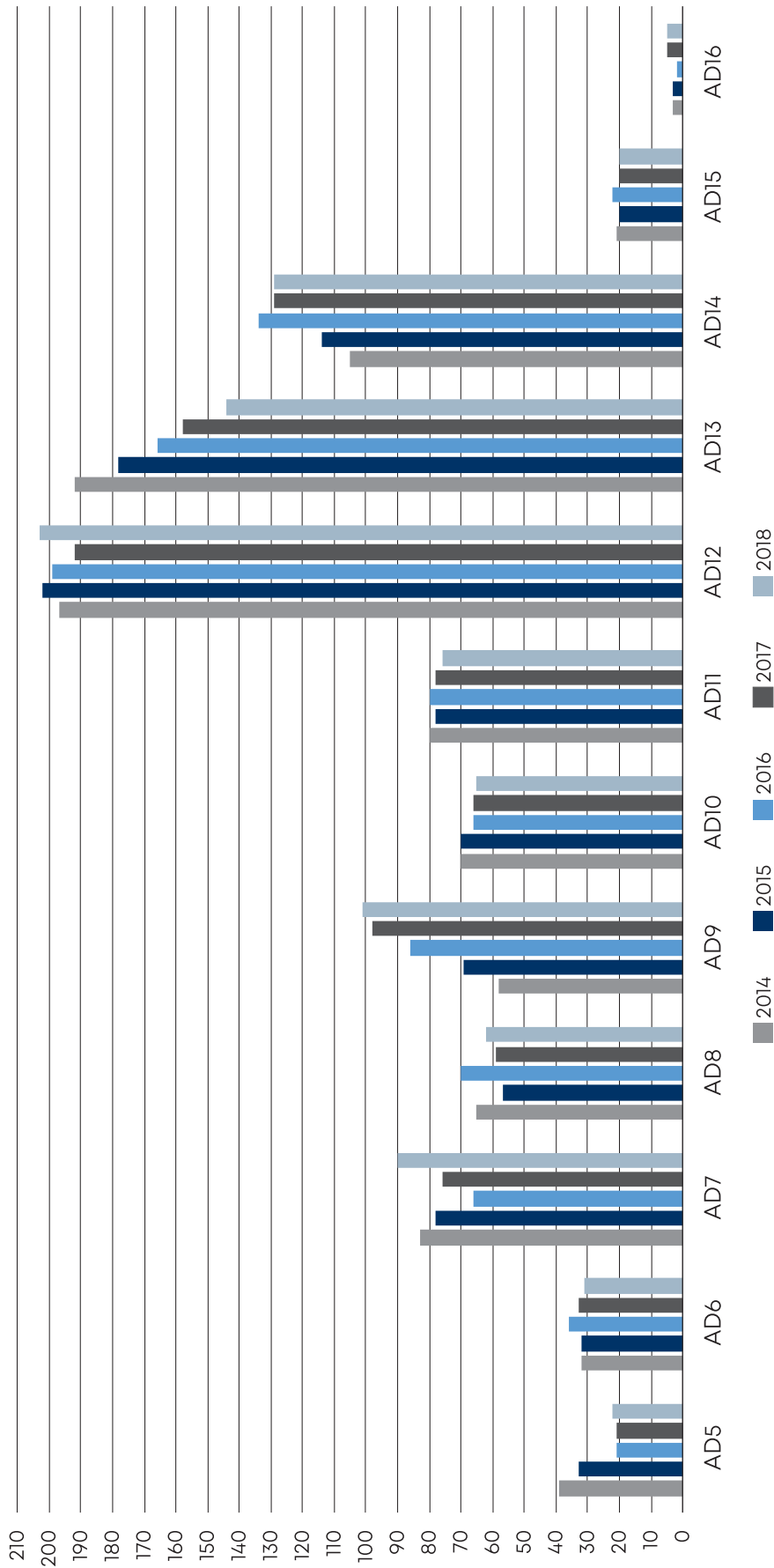
FIGURE 1. DISTRIBUTION OF EEAS STATUTORY STAFF BY CATEGORY (2011–2019)



³⁷ If not indicated otherwise, the figures are as of the end of the calendar year. They come from the EEAS Annual Activity Reports and EEAS HR Annual Reports, as well as from documents provided under the discharge procedures carried out by the Parliament's Committee on Budgetary Control. In July 2020, the EEAS published its HR Report for 2019, but the data format used—mainly figures with percentage values—hampers the possibility to compare data with statistics for previous years. Consequently, most figures in this chapter ends in 2018. The 2019 numbers are shown only if they were available in the report or easy to calculate. Compare: "Human Resources Annual Report 2019," European External Action Service, July 2020, www.eeas.europa.eu and "Human Resources Annual Report 2018," European External Action Service, July 2019, www.eeas.europa.eu.

³⁸ The number of AD staff may differ in the report depending on whether Temporary Agents from the "TA Others" category were included. In 2013–2018, TA Others comprised 6–8 employees of the Headquarters mainly. That category has therefore not been included when assessing national diplomats' required share of AD staff. See: "Temporary Agents..." *op. cit.*

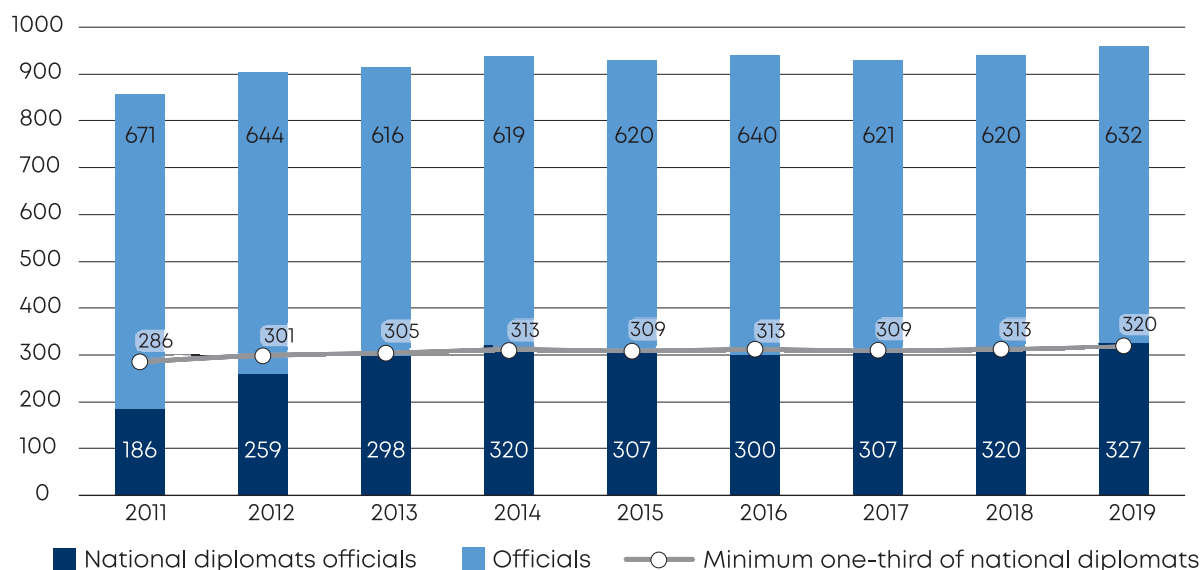
FIGURE 2. DISTRIBUTION OF AD STAFF BY GRADE (2014–2018)



2.1. FULFILMENT OF THE CRITERIA RELATED TO THE SHARE OF NATIONAL DIPLOMATS IN AD STAFF

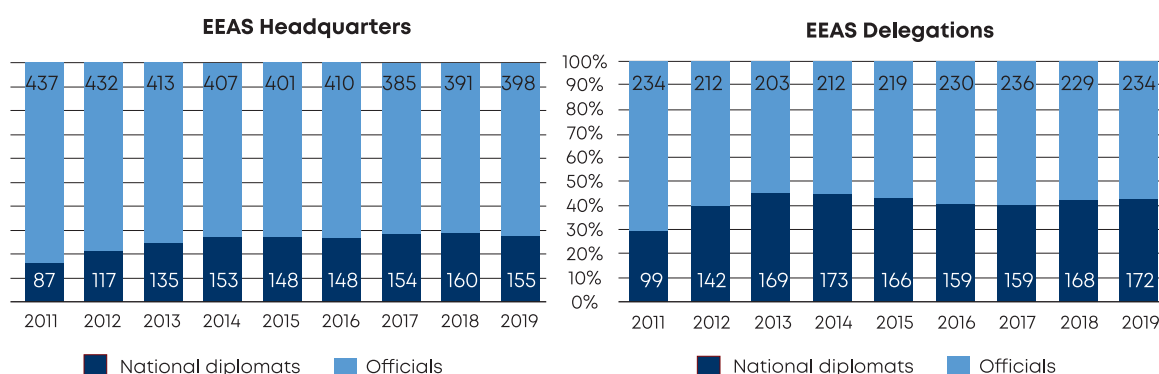
The proportion of national diplomats among AD category staff increased dynamically in the first two years of the EEAS's functioning when it still had limited personnel resources. Since 2013, it has been close to the mandatory minimum of one-third of all AD staff,³⁹ although according to EEAS data from the end of successive years, the requirement was de facto reached in 2014, 2018, and 2019⁴⁰ (see Figure 3).

FIGURE 3. DISTRIBUTION OF OFFICIALS AND NATIONAL DIPLOMATS AMONG AD STAFF VS. THE REQUIRED ONE-THIRD MINIMUM FOR THE LATTER GROUP (2011–2019)



The number of national diplomats in EEAS Headquarters increased almost twofold in successive years. However, in 2019, permanent officials still comprised more than 70%. In EU Delegations, the proportion of the latter group was less than 60% (see Figure 4).

FIGURE 4. DISTRIBUTION OF OFFICIALS AND NATIONAL DIPLOMATS AMONG AD STAFF IN THE EEAS HEADQUARTERS AND EU DELEGATIONS (2011–2019)



³⁹ Interestingly, the EEAS HR Report 2016 mentioned that the Service intended to achieve the 35% minimum. The 2017 edition of the report no longer mentioned that target. See: "Human Resources Annual Report 2016," European External Action Service, p. 41, www.eeas.europa.eu.

⁴⁰ It is not clear whether the calculation for 2019 includes TA Others, since the most recent editions of EEAS Activity and HR Reports do not contain separate statistics for this staff category.

2.2. FULFILMENT OF THE CRITERIA OF ADEQUATE GEOGRAPHICAL BALANCE AMONG AD STAFF

At the end of 2019, most national groups had a relatively balanced representation ratio among AD staff, if the benchmark used for assessing adequate geographical balance is the share of a specific EU Member State's population to the Union's total population (population potential).⁴¹ Consequently, there are examples of persistent disproportion in the representation of selected states (see Figure 5 and Figure 6). Belgians are a case that particularly attracts attention—since 2011, they have consistently been the most overrepresented national group in the AD category. In 2018, the representation of Belgians would have had to be 53 individuals lower to reflect their country's share of the EU population. Major overrepresentation was also recorded for Scandinavians, especially Sweden (19 individuals more than population potential), and for Ireland (15 individuals).

Germany is the most underrepresented country among AD staff compared to its share of the EU population—leaving aside British nationals, whose number has decreased due to Brexit. In 2018, the number of German nationals would need to be higher by 59 individuals to reflect Germany's population potential. Polish nationals were the next most underrepresented national group in AD staff after Germans—number of Poles should have been 25 higher to match Poland's population potential. Nevertheless, it should be noted that both national groups have recorded the largest absolute increase since 2011 (see Table 5 and Figure 7).

TABLE 5. EU MEMBER STATES' REPRESENTATION RATIO IN AD STAFF (2011, 2013–2018)*

EU Member State	2011	2013	2014	2015	2016	2017	2018
Austria	1.0%	1.0%	1.2%	0.8%	0.8%	1.0%	0.9%
Belgium	5.1%	4.6%	4.5%	4.9%	5.4%	5.4%	5.6%
Bulgaria	-0.3%	0.1%	0.0%	-0.1%	-0.4%	-0.4%	-0.4%
Croatia	–	-0.8%	-0.5%	-0.4%	-0.2%	-0.1%	-0.2%
Cyprus	0.3%	0.3%	0.1%	0.2%	0.3%	0.4%	0.3%
Czechia	0.2%	0.3%	0.3%	0.4%	0.4%	0.3%	0.0%
Denmark	1.2%	1.5%	1.5%	1.9%	2.0%	1.7%	1.6%
Estonia	0.9%	0.9%	1.0%	1.1%	1.1%	0.7%	0.8%
Finland	1.6%	1.2%	1.3%	1.1%	1.0%	1.4%	1.8%
France	1.0%	0.0%	-0.3%	-0.4%	-1.1%	0.1%	0.7%
Germany	-6.7%	-5.8%	-6.1%	-5.9%	-6.6%	-6.1%	-6.2%
Greece	1.3%	1.4%	1.2%	1.1%	1.2%	0.7%	0.6%
Hungary	-0.5%	0.2%	0.5%	0.3%	0.6%	0.9%	0.7%
Italy	-0.7%	-0.8%	-0.2%	-0.3%	-0.4%	0.4%	0.4%
Ireland	1.6%	1.6%	1.4%	1.3%	1.3%	1.4%	1.6%
Lithuania	0.3%	0.4%	0.4%	0.3%	0.4%	0.4%	0.8%
Luxembourg	0.4%	0.1%	0.2%	0.2%	0.3%	0.2%	0.1%
Latvia	0.4%	0.7%	0.5%	0.4%	0.4%	0.7%	1.0%
Malta	0.6%	0.7%	0.7%	0.8%	0.9%	1.0%	1.1%
Netherlands	-0.2%	-0.1%	0.2%	0.0%	0.3%	0.1%	-0.1%
Poland	-3.8%	-3.5%	-3.6%	-3.3%	-3.3%	-2.7%	-2.7%
Portugal	1.2%	1.0%	1.1%	1.0%	1.2%	0.7%	0.6%
Romania	-3.1%	-2.0%	-1.9%	-1.9%	-1.3%	-1.4%	-1.0%
Slovakia	-0.1%	-0.3%	-0.5%	-0.6%	-0.5%	-0.1%	-0.1%
Slovenia	0.2%	0.8%	0.8%	1.1%	1.0%	0.9%	1.2%
Spain	1.0%	-0.3%	0.3%	-0.1%	-0.3%	-0.9%	-1.1%
Sweden	2.0%	1.9%	1.8%	1.7%	1.6%	1.7%	2.0%
United Kingdom	-4.9%	-5.2%	-5.5%	-5.4%	-5.9%	-8.1%	-10.1%

* The authors have not managed to obtain data for 2012. Selected tables in the report use automated colour scale to improve readability and to facilitate data comparison. Individual colours have not been assigned to specific numerical values and may vary throughout the publication.

⁴¹ The authors define the **representation ratio** or **level** as the difference between the percentage share of citizens of an EU Member State in a specific category of staff and the share of this Member State population in the EU total population. The lower the ratio, the more adequate the representation. Positive figures indicate overrepresentation, and negative figures—underrepresentation. The calculations were based on EU Member State population statistics provided by Eurostat: www.ec.europa.eu/eurostat.

FIGURE 5. DISTRIBUTION OF AD STAFF BY EU MEMBER STATE AND LEVEL OF REPRESENTATION
RELATED TO A COUNTRY'S POPULATION POTENTIAL (2011)

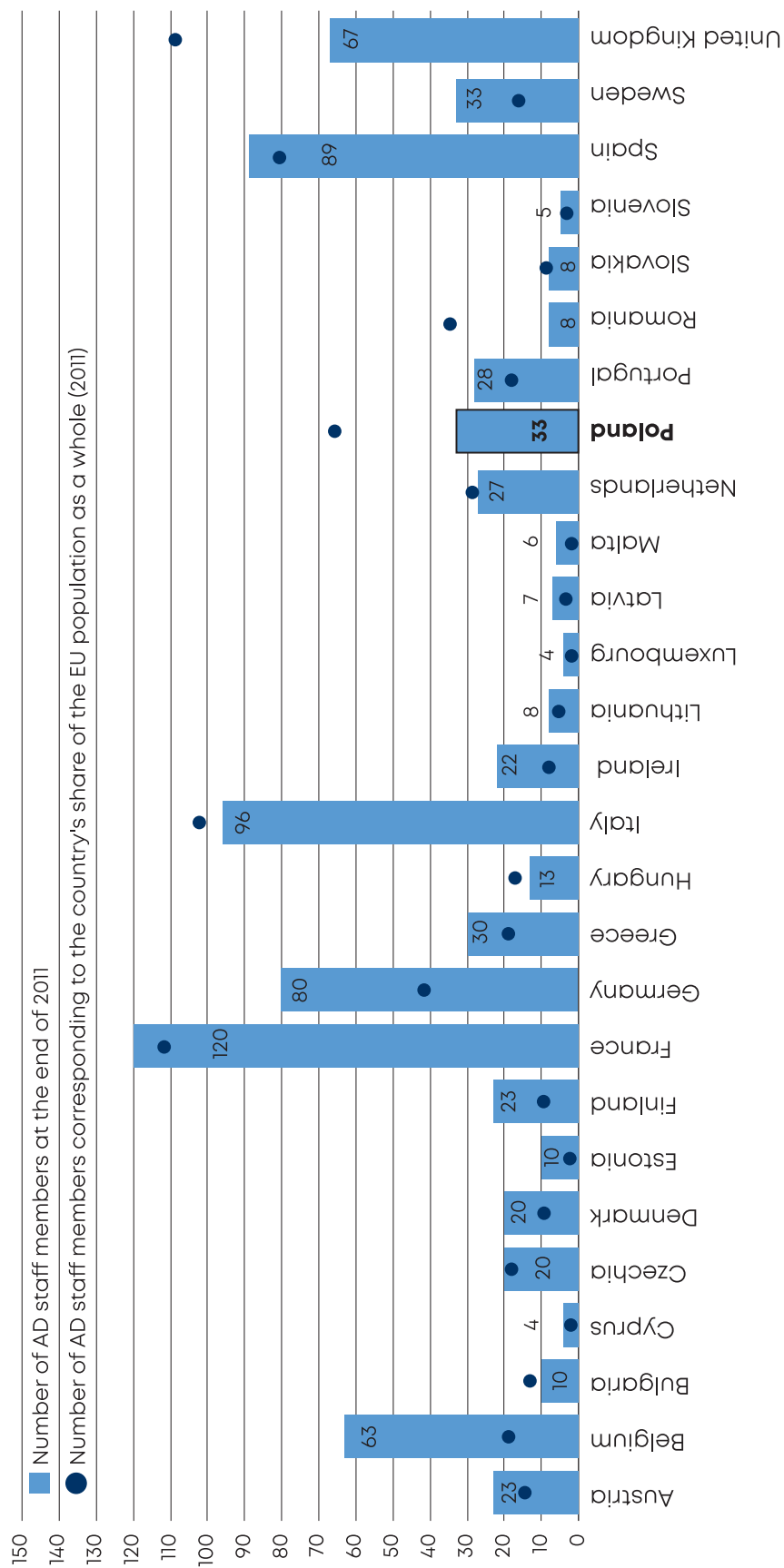


FIGURE 6. DISTRIBUTION OF AD STAFF BY EU MEMBER STATE AND LEVEL OF REPRESENTATION
RELATED TO A COUNTRY'S POPULATION POTENTIAL (2018)

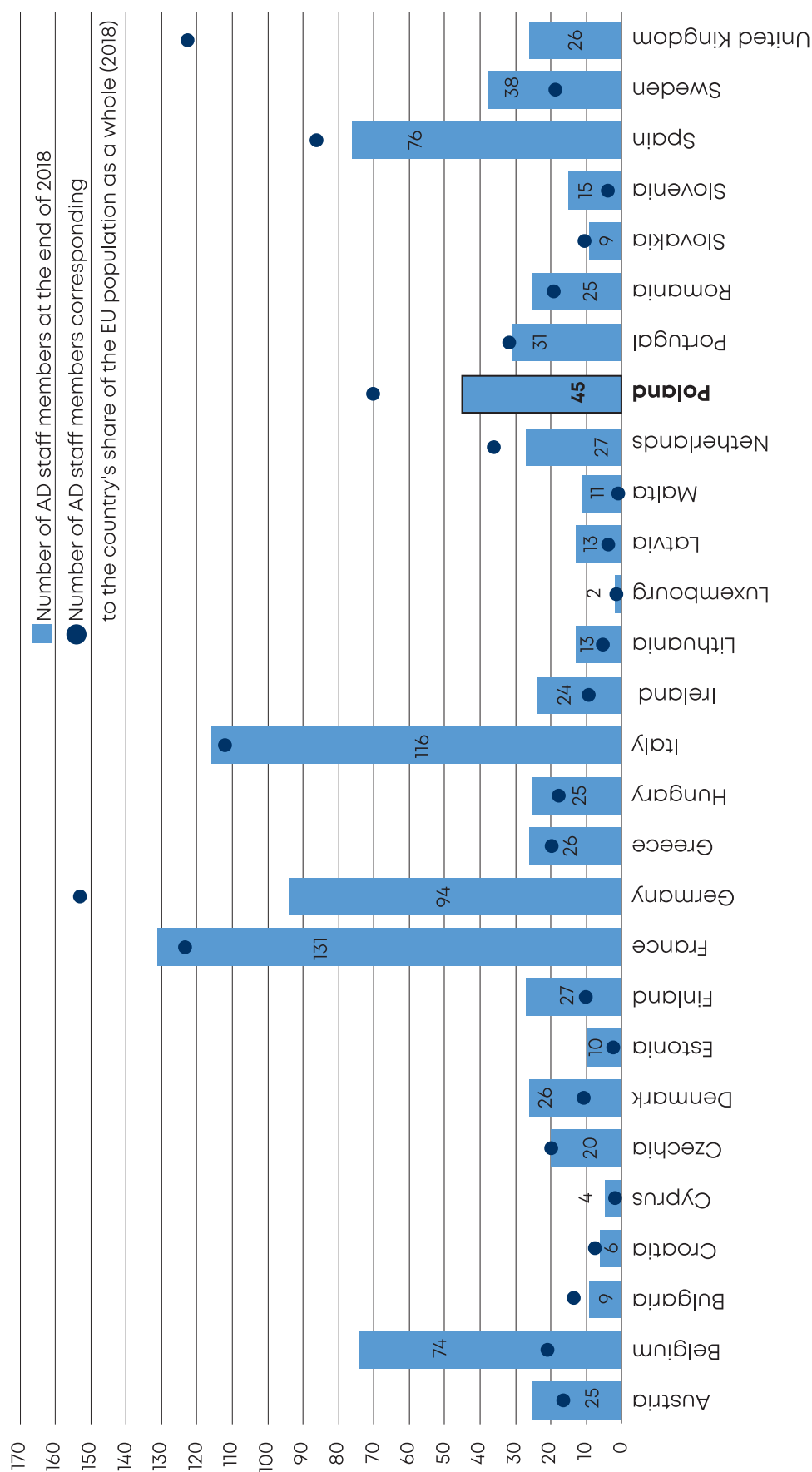
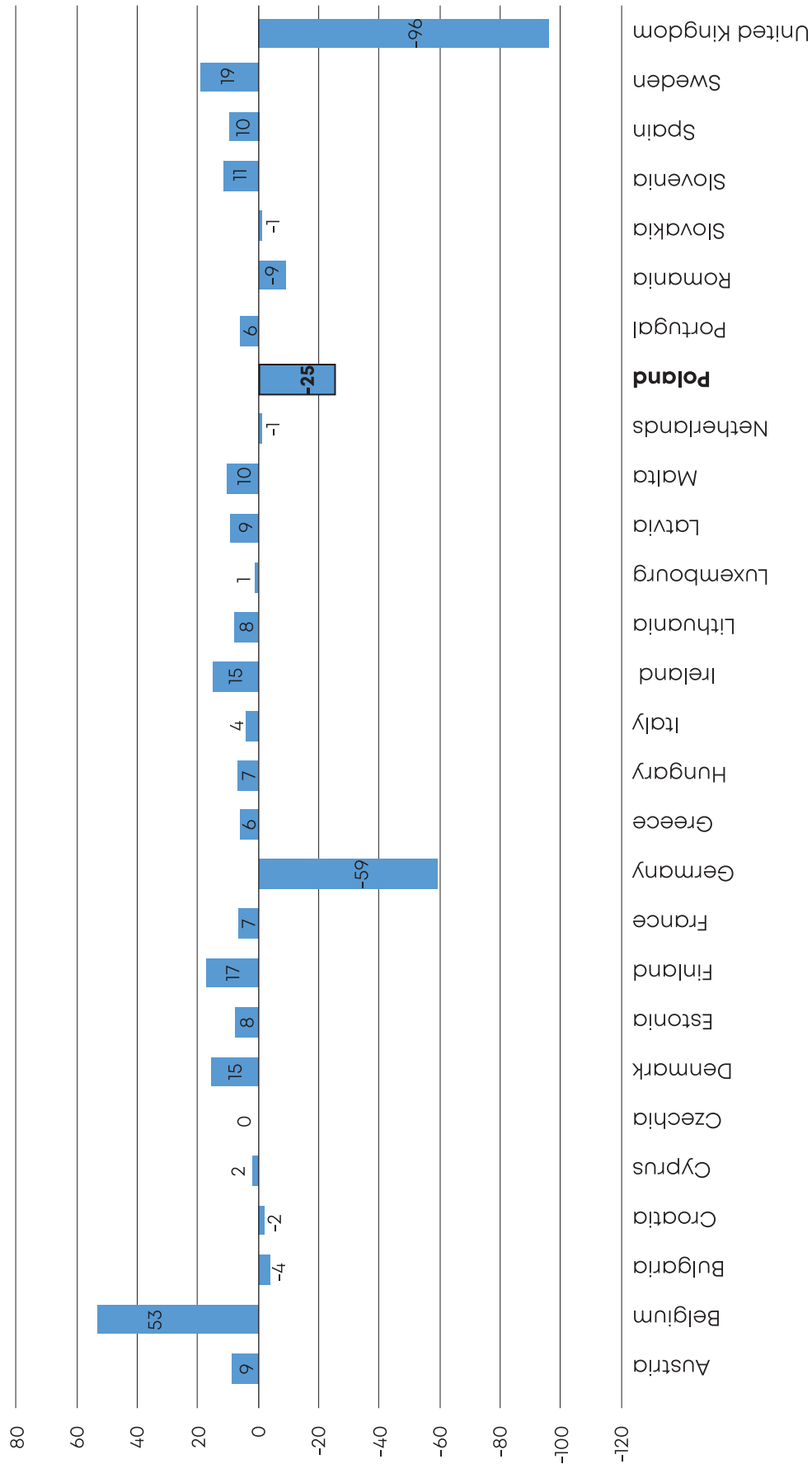


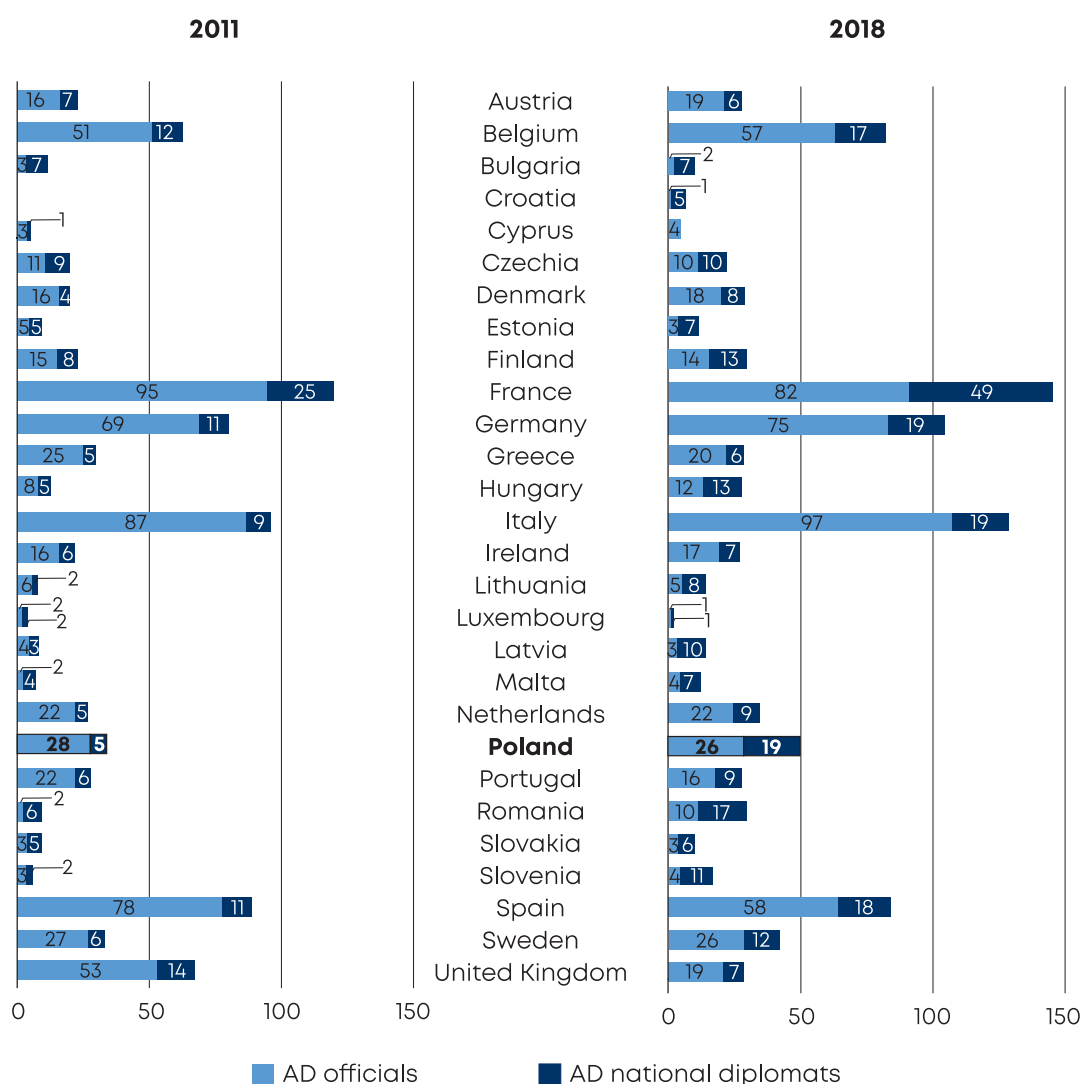
FIGURE 7. DIFFERENCE BETWEEN THE NATIONAL GROUP SIZE IN THE AD CATEGORY AND THE NUMBER REFLECTING AN EU MEMBER STATE'S SHARE OF THE EU POPULATION IN 2018*



* Numbers close to zero indicate a level of representation that reflects the country's share of the total EU population. The higher the number, the higher the level of overrepresentation. Negative numbers indicate the level of underrepresentation.

Changes in the nationality structure of AD staff mainly resulted from a gradual decrease of the officials' share at the expense of national diplomats. By 2018, the increase in the number of national diplomats was the biggest among the French (by 24 individuals), Poles (14) and Italians (10). In addition, the last-mentioned group recorded the biggest increase in the category of officials (of another 10), followed by Belgian and German nationals (six individuals from either of these countries). The biggest decrease was recorded for UK citizens (34 individuals), followed by Spanish (20) and French (13)—see Figure 8.

FIGURE 8. NUMBER OF OFFICIALS AND NATIONAL DIPLOMATS IN AD STAFF BY EU MEMBER STATE (2011 AND 2018)



In 2018, the national groups with a significant imbalance in AD staff are basically the same both in general and in management posts, which account for more than a fourth of the AD category. Italians were the most overrepresented and the most numerous group in manager's posts, followed by Belgians and Swedes. There were no managers among Croatian and Cypriot citizens until 2018 (see Table 6). In 2019, two Cypriots were appointed as Heads of Delegations.

In senior management staff (around 50 posts in total), the national representation imbalance was not as evident. However, it should be noted that at the end of 2018 this group comprised citizens of 19 out of 28 Member States. Nine countries that have joined the

EU since 2004 were without any representation. In 2019, the number of states with at least one national in the senior management dropped to 17. Italians and Swedes were the most overrepresented nations in the middle management (see Figure 9 and Figure 10).

TABLE 6. DISTRIBUTION OF EEAS MANAGEMENT POSTS BY EU MEMBER STATE (2011–2018)

EU Member State	2011	2012	2013	2014	2015	2016	2017	2018
Austria	8	7	8	9	9	9	10	8
Belgium	21	20	17	15	18	20	17	18
Bulgaria	2	3	3	2	2	1	1	2
Croatia	–	–	0	2	2	2	2	0
Cyprus	0	0	0	0	0	0	0	0
Czechia	4	6	6	4	3	3	3	2
Denmark	5	5	8	9	10	12	10	9
Estonia	2	3	2	1	3	3	1	1
Finland	4	3	4	5	5	4	4	6
France	28	31	32	30	27	27	33	35
Germany	19	21	24	22	24	23	27	28
Greece	11	10	8	8	5	4	9	7
Hungary	6	6	5	6	5	3	3	2
Ireland	12	12	12	9	9	10	9	9
Italy	26	25	32	35	38	38	42	44
Latvia	2	2	3	1	0	1	2	2
Lithuania	1	1	1	1	1	1	2	2
Luxembourg	1	1	0	0	0	2	2	2
Malta	1	1	1	1	1	1	2	3
Netherlands	9	10	12	13	11	12	10	8
Poland	5	7	7	7	6	7	11	9
Portugal	10	10	8	7	9	10	10	9
Romania	3	3	3	2	3	3	3	2
Slovakia	2	2	1	0	0	0	2	2
Slovenia	0	2	2	2	3	2	3	4
Spain	26	25	29	28	27	28	24	22
Sweden	8	9	10	10	10	12	12	16
United Kingdom	25	27	24	27	26	21	15	10
TOTAL	241	252	262	256	257	259	269	262

FIGURE 9. DISTRIBUTION OF SENIOR MANAGEMENT POSTS BY EU MEMBER STATE IN 2013 AND 2018

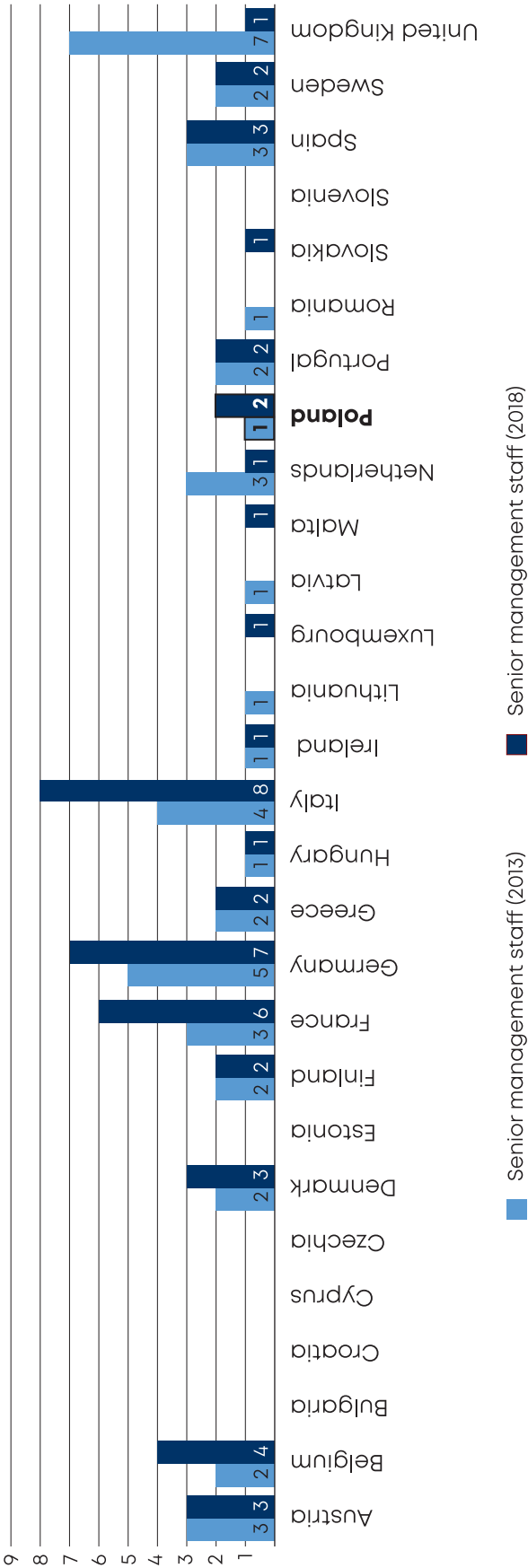
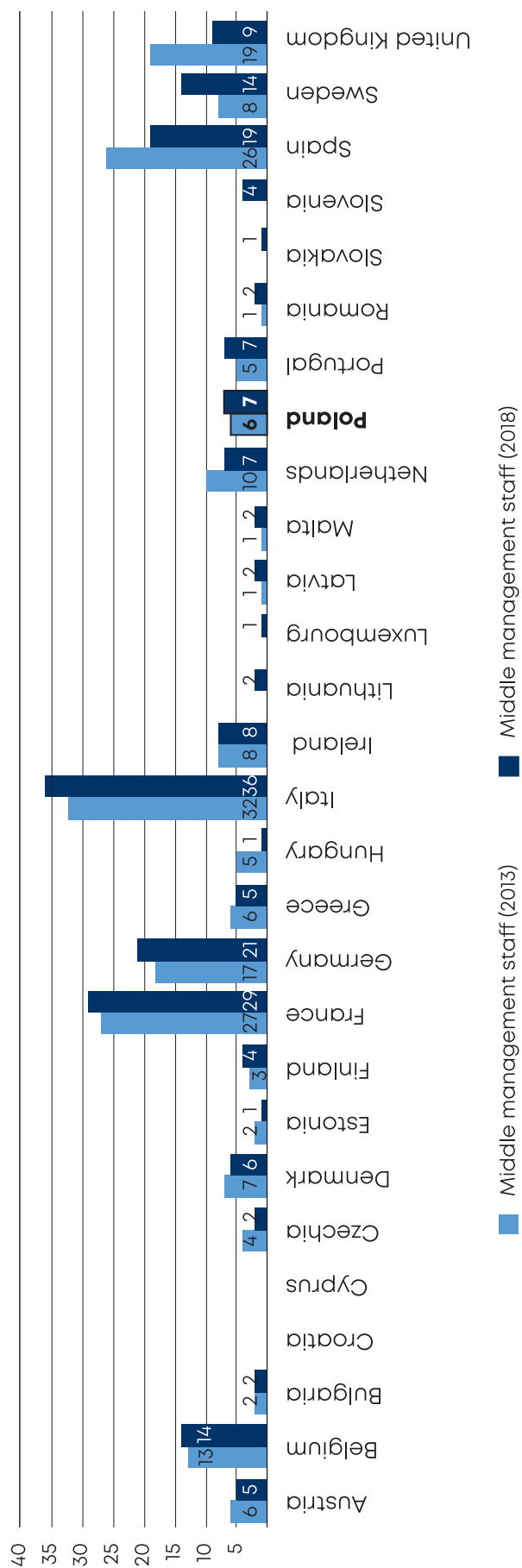


FIGURE 10. DISTRIBUTION OF MIDDLE MANAGEMENT POST BY EU MEMBER STATE IN 2013 AND 2018



Most EU Member States had a relatively balanced representation among Heads of Delegations. In 2018, Belgium—followed by Italy and Sweden—had a few more appointments compared to their population potential. However, it should be noted that in 2011–2018, Belgium nationals saw the biggest drop in their number among Heads of Delegations. Germans and Poles—the Brits aside—were significantly underrepresented, but this disproportion was relatively low compared with their representation ratio in AD staff in general (see Table 7).⁷

TABLE 7. HEADS OF DELEGATIONS BY EU MEMBER STATE (2011–2018)

EU Member State	2011	2012	2013	2014	2015	2016	2017	2018
Austria	6	4	4	4	4	5	5	5
Belgium	14	14	10	9	10	10	7	9
Bulgaria	1	2	3	2	2	1	2	2
Croatia	–	–	0	2	2	2	2	0
Cyprus	0	0	0	0	0	0	0	0
Czechia	2	4	4	4	3	2	2	2
Denmark	2	3	7	7	8	8	6	5
Estonia	0	1	1	1	2	2	1	1
Finland	1	1	1	2	3	3	3	3
France	15	16	15	15	15	15	14	16
Germany	8	10	10	8	11	10	16	15
Greece	4	4	3	3	3	3	3	2
Hungary	2	2	1	2	2	2	2	1
Ireland	4	4	5	5	5	5	5	4
Italy	15	10	12	11	12	13	21	21
Latvia	1	1	1	1	0	1	2	2
Lithuania	1	1	1	1	0	1	2	1
Luxembourg	1	1	0	0	0	2	2	2
Malta	0	1	1	1	0	0	0	1
Netherlands	7	7	9	10	7	7	6	2
Poland	2	4	4	4	4	5	5	5
Portugal	7	7	6	5	6	7	8	6
Romania	1	1	2	2	3	3	3	2
Slovakia	0	1	0	0	0	0	2	2
Slovenia	0	2	2	2	3	2	2	2
Spain	13	10	14	15	13	16	14	13
Sweden	2	2	3	3	3	3	3	7
United Kingdom	8	10	9	9	11	8	4	4
TOTAL	117	123	128	128	132	136	142	135

2.3. FULFILMENT OF THE CRITERIA OF ADEQUATE SHARE OF WOMEN IN AD STAFF

Women accounted for around half of EEAS total personnel, but there were imbalances in their distribution in individual staff categories. While women comprised two-thirds of holders of assistant/secretary/clerk posts (AST and AST/SC), they were significantly underrepresented in AD category, especially in the top grades (see Table 8). In 2012–2019, the share of women among AD staff increased from around 29% to almost 35% (see Figure 11). In middle management, in 2013–2016 the percentage gradually decreased from 24% to 19%, whereas in 2019 it exceeded 31%. In senior management, until 2016 the share of women had been less than 10%, in 2017 and 2018 it doubled (see Figure 12), and in 2019, it exceeded 26%.

FIGURE 11. DISTRIBUTION OF WOMEN AND MEN AMONG AD STAFF (2012–2019)

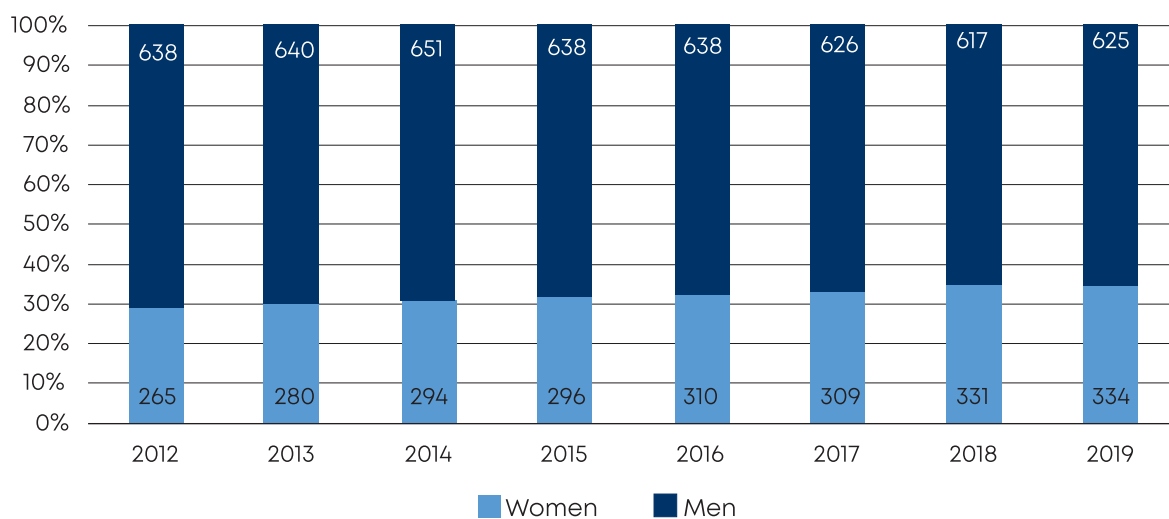
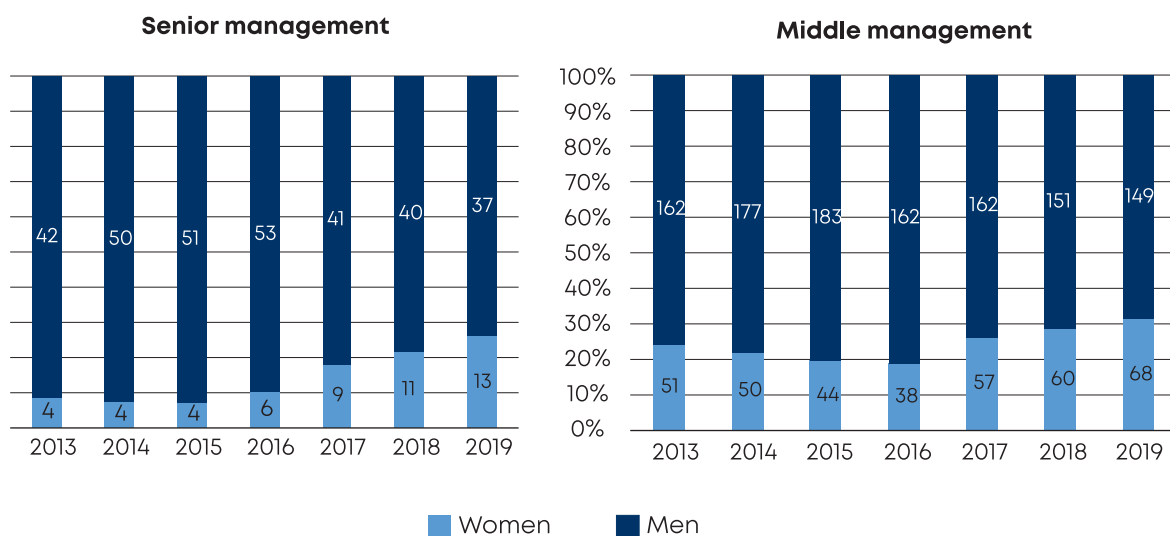


TABLE 8. WOMEN AND MEN AMONG AD STAFF BY GRADE (2011–2017*)

Gender	Year	AD5	AD6	AD7	AD8	AD9	AD10	AD11	AD12	AD13	AD14	AD15	AD16	Total
Women	2014	20	18	32	29	26	17	34	49	50	16	3	0	294
	2015	16	16	32	28	32	14	32	56	44	24	2	0	296
	2016	12	18	33	30	37	20	27	60	38	32	3	0	310
	2017	12	12	42	24	44	21	24	59	40	28	2	1	309
Men	2014	19	14	51	36	32	53	46	148	142	89	18	3	651
	2015	17	16	46	29	37	56	46	146	134	90	18	3	638
	2016	9	18	33	40	49	46	53	139	128	102	19	2	638
	2017	9	21	34	35	54	45	54	133	118	101	18	4	626

* The most recent figures regarding the gender structure and AD grades were provided in the EEAS Human Resources Annual Report 2017.

FIGURE 12. WOMEN AND MEN IN SENIOR AND MIDDLE MANAGEMENT (2013–2019)



3. BALANCE OF APPOINTMENTS FOR THE MAIN MANAGEMENT POSITIONS UNDER ASHTON AND MOGHERINI⁴²

The number of appointments for main management posts under both High Representatives surpassed 500. What captures attention when comparing both executives' record is that Mogherini appointed around two-thirds more Italians than her predecessor. The number of her nominations was also higher than the case of Portuguese nationals (nine more than under Ashton) and German nationals (eight more), followed by Poles and Swedes (four appointments more for either of these nationalities). Apart from the British, nationalities that received fewer appointments under Mogherini than under Ashton included the Dutch (eight appointments fewer), followed by Belgians and the Irish (five appointments fewer for either of these nationalities) (see Figure 13). The differences in the number of appointments under both High Representatives mainly concerned Heads of Delegations (see Figure 14).

The number of appointments to posts at EEAS Headquarters under both High Representatives was 110. Under Ashton, national groups from the largest Member States in the EEAS Headquarters had a relatively balanced representation. While Mogherini appointed considerably fewer British, French, Spanish, and German nationals to Headquarters than Ashton, she nominated three Italians more. Poles received more nominations than under Ashton. During both High Representatives' terms there was no Cypriot, Lithuanian nor Slovenian in a main management post at EEAS Headquarters. Croatian citizens were not represented either, but it should be noted that Croatia joined the EU in 2013 (see Figure 15).

High population potential or long EU membership of specific countries translated into an increased number of appointments for their citizens in top management positions at Headquarters. Moreover, the top EEAS management positions (High Representative and the Corporate Board) were filled by citizens of the six biggest EU Member States—with the exception of Ireland and Sweden (see Table 9).

⁴² Data presented in this section come from the authors' own research on individual nominations.

FIGURE 13. TOTAL NUMBER OF APPOINTMENTS TO THE MAIN MANAGEMENT POSTS UNDER ASHTON AND MOGHERINI BY EU MEMBER STATE

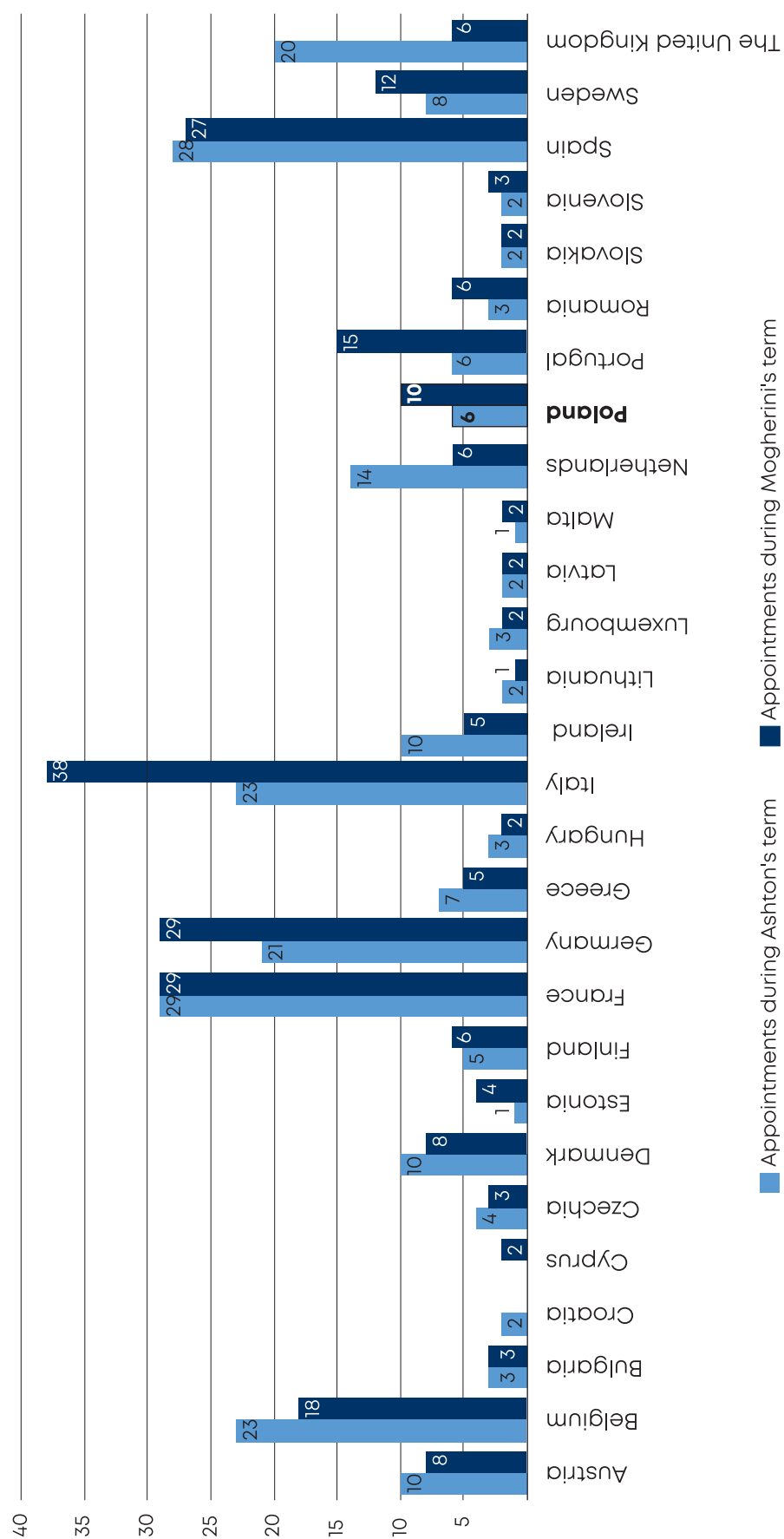


FIGURE 14. TOTAL NUMBER OF APPOINTMENTS TO HEADS OF DELEGATIONS UNDER ASHTON AND MOGHERINI BY EU MEMBER STATE

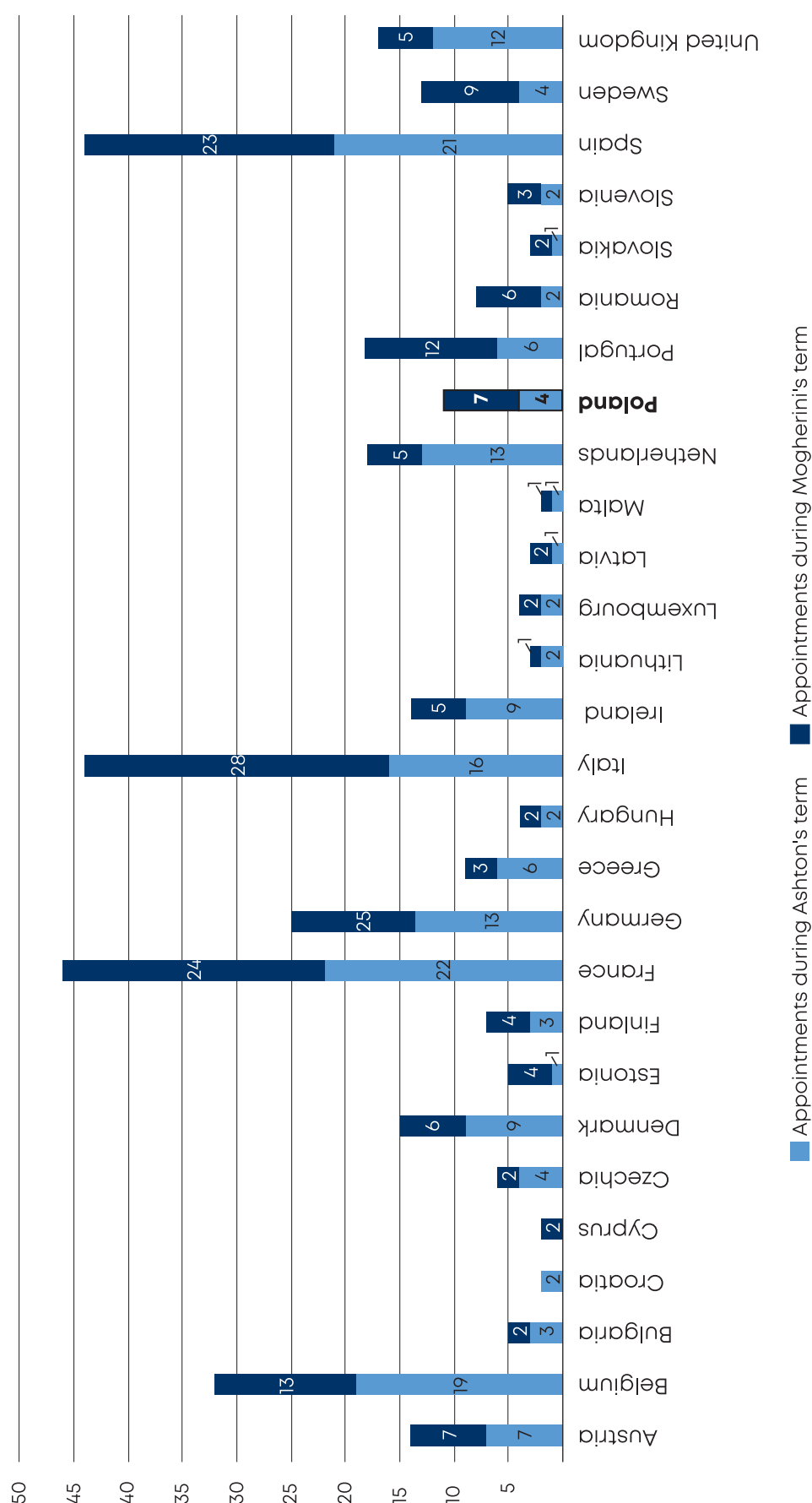


FIGURE 15. DISTRIBUTION OF APPOINTMENTS TO THE MAIN MANAGEMENT POSTS AT EEAS HQ UNDER ASHTON AND MOGHERINI BY EU MEMBER STATE

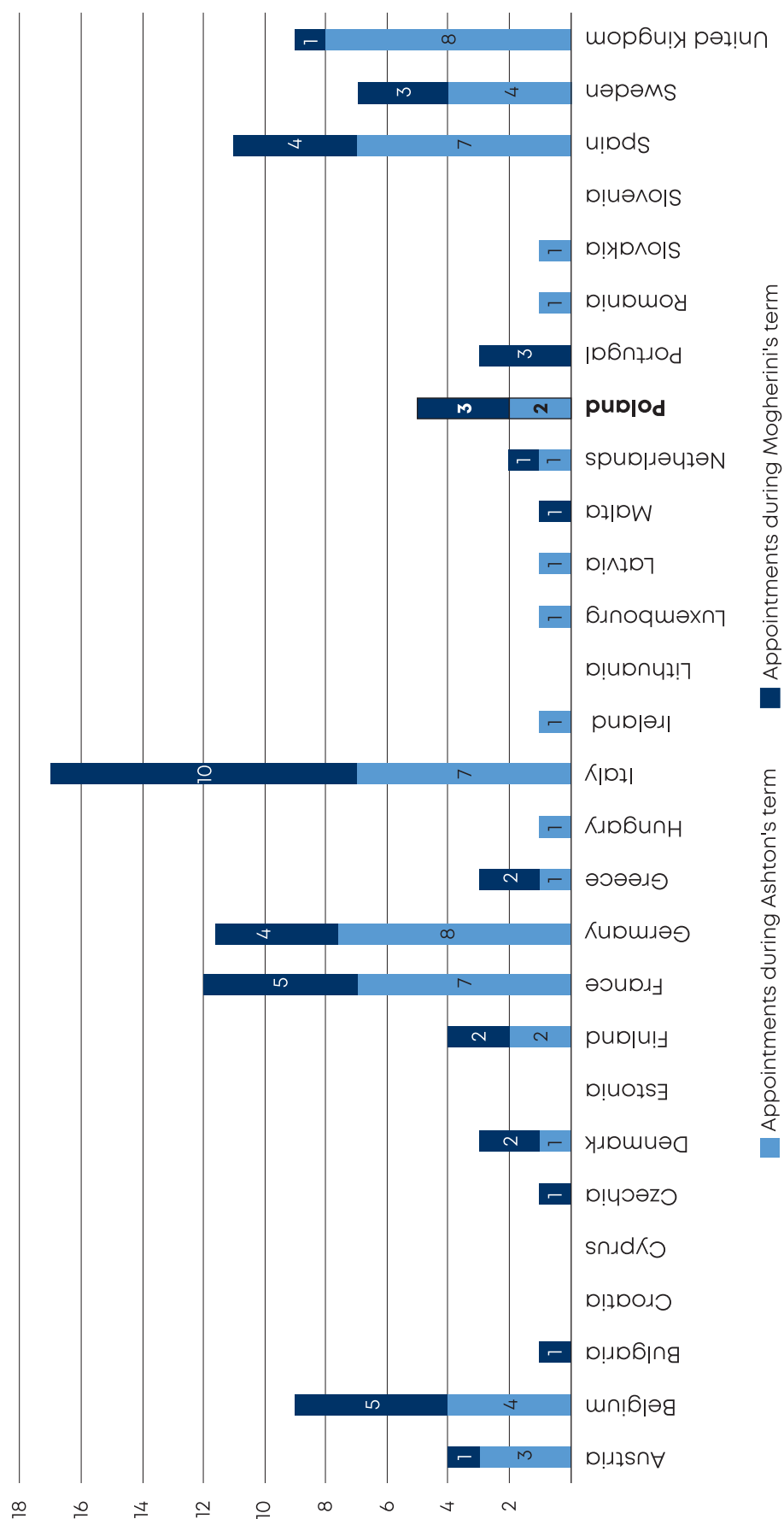


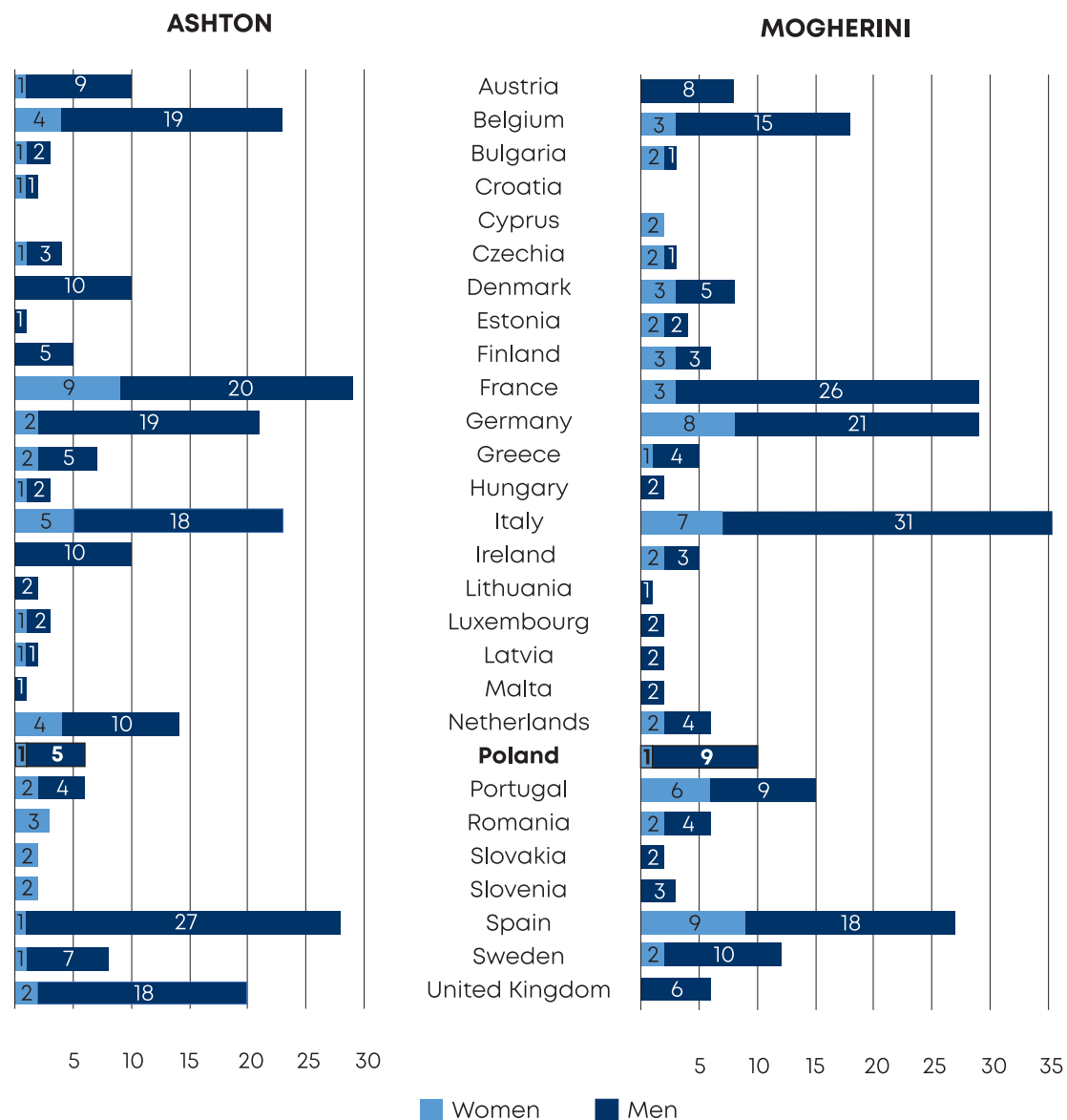
TABLE 9. DISTRIBUTION OF APPOINTMENTS TO THE TOP EEAS HQ MANAGEMENT POSTS BY EU MEMBER STATE
(2011–2019)

EU Member State	High Representative	Secretary-General	Chief Operating Officer	Deputy Secretary-General	Managing Director	Deputy Managing Director*	Director	Total	Country's share of the EU population
Austria					2		2	4	1.7%
Belgium					1		7	8	2.2%
Bulgaria							1	1	1.4%
Czechia					1			1	2.1%
Denmark					1	1	1	3	1.1%
Finland					1		3	4	1.1%
France		2		1	2	2	4	11	13.1%
Germany		1		1	1	1	8	12	16.1%
Greece					1		1	2	2.1%
Hungary						1		1	1.9%
Italy	1				3	3	10	17	11.8%
Ireland			1					1	0.9%
Luxembourg							1	1	0.1%
Latvia							1	1	0.4%
Malta						1		1	0.1%
Netherlands							2	2	3.3%
Poland				1	1	2	1	5	7.4%
Portugal						1	1	2	2.0%
Romania					1			1	3.8%
Slovakia					1			1	1.1%
Spain				1	1		9	11	9.1%
Sweden				1	1		4	6	2.0%
United Kingdom	1				3	1	5	10	12.9%
	2	3	1	5	21	13	61	106	

* In the case of several individuals, before the end of Mogherini's term their post category was changed from Director to Director-Deputy Managing Director. The latter function is included in the calculations presented in this Table as a separate type of management post.

Women accounted for a fifth of the analysed appointments—under Ashton, they filled more than 16% of the vacancies, and under Mogherini, around 24%. While most women appointed under Ashton came from France and Italy, under Mogherini, Spain followed by Germany, Italy, and Portugal had the largest female representations. The small groups of Lithuania, Malta, Slovakia, and Slovenia's nationals were exclusively male (see Figure 16).

FIGURE 16. WOMEN AND MEN'S APPOINTMENTS TO MAIN MANAGEMENT POSTS UNDER ASHTON AND MOGHERINI BY EU MEMBER STATE



4. OBSERVATIONS AND CONCLUSIONS

The analysis of 2011–2019 trends in EEAS appointments to AD posts reveals dichotomy in implementation of the recruitment criteria defined in the Council Decision 2010/427/EU. On the one hand, the statistics on general changes to AD staff show a rapid increase in the share of national diplomats, an improved level of representation of most of the Member States, as well as a quite consistent—albeit still sluggish—increase in women's share of the management. On the other hand, examples of evident disproportion in the representation of selected Member States on various levels of AD staff were visible.

The only measurable and legally binding criterion for the EEAS was to ensure at least one-third of AD category positions for national diplomats. Although the EEAS came close to reaching this threshold in 2013, it de facto was met only in 2014, 2018, and 2019. The fact that the EEAS has oscillated around the required one-third limit instead of approaching the allowed 40% may suggest that the Service wanted to keep the EU officials' share at the maximum level possible.

The lack of measurable target proportions of gender and specific national groups complicates the assessment of the implementation of auxiliary criteria. Even with the assumption—as per EEAS HR Reports—that the adequate proportion of citizens of individual Member States should correspond to their share of the EU population, this does not form a legal basis to question EEAS compliance with its personnel policy rules. In the case of women, there is a complete lack of any measure of the correct representation followed by the EEAS. In this case, the assessment of changes in gender balance is limited to checking how both High Representatives performed.

4.1. MAIN TRENDS IN EEAS APPOINTMENTS TO AD-LEVEL POSTS IN 2011–2019

– Disproportion in the Representation Ratio of Selected States

If it is assumed—allowing a certain tolerance—that lack of balance in a Member State representation in AD staff happens if the national group size differs by at least 10 individuals compared to its country's share of the EU population, almost two-thirds of EU Member States had a relatively balanced representation. Generally, disproportion was mainly noticeable among the largest EU countries and/or those with the longest membership in the Union, all of which have the most numerous representation among AD staff (see Table 10).

Belgians and **Germans** represented extreme examples of the imbalance among AD staff. In 2018, the number of these national groups differed by more than 50 each in comparison to their respective population potentials. Although Belgium had only the ninth-largest population in the EU, since the EEAS's inauguration it has been continuously the most overrepresented Member State among AD staff and even to a greater extent in individual management groups. At the same time, in 2011–2018 the number of Belgian staff members increased by 11 leading to the only case of increasing overrepresentation among the Member States with long EU membership. On the other hand, Germany—despite being the EU's most populated country—had the most underrepresented national group in the EEAS (except the Brits).

TABLE 10. EU MEMBER STATES BY THEIR SHARE OF THE EU POPULATION
AND SELECTED GROUPS OF AD AND MANAGEMENT STAFF

EU Member State	Year of joining the European Communities / the EU	Proportion in the EU population (2018)	Proportion in AD staff (2018)	Representation ratio in AD staff (2018)	Proportion in management staff (2018)	Proportion in middle management staff (2018)	Proportion in senior management post-holders (2018)	Proportion in management in EEAS HQ (2018)	Proportion among Heads of Delegations (at the end of 2019)	Total number of appointments to main management posts under Ashton	Total number of appointments to main management posts under Mogherini	Proportion in all appointments to main management posts (2011-2019)
Austria	1995	1.7%	2.6%	0.9%	3.1%	2.4%	5.9%	2.1%	4.3%	4.0%	3.1%	3.8%
Belgium	1958	2.2%	7.8%	5.6%	6.9%	6.6%	7.8%	6.3%	6.5%	9.3%	7.1%	7.5%
Bulgaria	2007	1.4%	0.9%	-0.4%	0.8%	0.9%	–	–	1.4%	1.2%	1.2%	0.9%
Croatia	2013	0.8%	0.6%	-0.2%	–	–	–	–	–	0.8%	–	–
Cyprus	2004	0.2%	0.4%	0.3%	–	–	–	–	1.4%	–	0.8%	–
Czechia	2004	2.1%	2.1%	0%	0.8%	0.9%	–	1.1%	0.7%	1.6%	1.2%	0.9%
Denmark	1973	1.1%	2.7%	1.6%	3.4%	2.8%	5.9%	4.2%	2.2%	4.0%	3.1%	2.8%
Estonia	2004	0.3%	1.1%	0.8%	0.4%	0.5%	–	–	2.2%	0.4%	1.6%	–
Finland	1995	1.1%	2.8%	1.8%	2.3%	1.9%	3.9%	2.1%	2.2%	2.0%	2.4%	3.8%
France	1958	13.1%	13.8%	0.7%	13.4%	13.7%	11.8%	18.9%	10.8%	11.7%	11.4%	10.4%
Germany	1958	16.1%	9.9%	-6.2%	10.7%	10.0%	13.7%	8.4%	12.2%	8.5%	11.4%	11.3%
Greece	1981	2.1%	2.7%	0.6%	2.7%	2.4%	3.9%	3.2%	1.4%	2.8%	2.0%	1.9%
Hungary	2004	1.9%	2.6%	0.7%	0.8%	0.5%	2.0%	1.1%	1.4%	1.2%	0.8%	0.9%
Italy	1958	11.8%	12.2%	0.4%	16.8%	17.1%	15.7%	16.8%	14.4%	9.3%	15.0%	16.0%
Ireland	1973	0.9%	2.5%	1.6%	3.4%	3.8%	2.0%	5.3%	3.6%	4.0%	2.0%	0.9%
Latvia	2004	0.4%	1.4%	1.0%	0.8%	0.9%	–	–	0.7%	0.8%	0.8%	0.9%
Lithuania	2004	0.6%	1.4%	0.8%	0.8%	0.9%	–	1.1%	0.7%	0.8%	0.4%	–
Luxembourg	1958	0.1%	0.2%	0.1%	0.8%	0.5%	2.0%	–	0.7%	1.2%	0.8%	0.9%
Malta	2004	0.1%	1.2%	1.1%	1.1%	0.9%	2.0%	2.1%	0.7%	0.4%	0.8%	0.9%
Netherlands	1958	3.3%	3.3%	-0.1%	3.1%	3.3%	2.0%	6.3%	2.9%	5.6%	2.4%	1.9%
Poland	2004	7.4%	4.7%	-2.7%	3.4%	3.3%	3.9%	3.2%	2.9%	2.4%	3.9%	4.7%
Portugal	1986	2.0%	2.6%	0.6%	3.4%	3.3%	3.9%	3.2%	5.0%	2.4%	5.9%	1.9%
Romania	2007	3.8%	2.8%	-1.0%	0.8%	0.9%	–	–	1.4%	1.2%	2.4%	0.9%
Slovakia	2004	1.1%	0.9%	-0.1%	0.8%	0.5%	2.0%	–	1.4%	0.8%	0.8%	0.9%
Slovenia	2004	0.4%	1.6%	1.2%	1.5%	1.9%	–	–	1.4%	0.8%	1.2%	–
Spain	1986	9.1%	8.0%	-1.1%	8.4%	9.0%	5.9%	5.3%	11.5%	11.3%	10.6%	10.4%
Sweden	1995	2.0%	4.0%	2.0%	6.1%	6.6%	3.9%	6.3%	5.0%	3.2%	4.7%	5.7%
United Kingdom	1973	12.9%	2.7%	-10.1%	3.8%	4.3%	2.0%	3.2%	0.7%	8.1%	2.4%	9.4%

In 2018, **Denmark, Finland, Sweden, and Ireland** recorded overrepresentation of more than a dozen nominations, despite their relatively low population potentials. Sweden was the third most overrepresented Member State in most categories except for senior management. Countries with a strong representation in senior management, compared with their population potential, included Denmark and **Austria**.

The **Spanish** national group decrease the most (by 13)—besides UK citizens—when it comes to the change in the number of nationals among AD staff since 2011. Consequently, they moved from an overrepresented to a slightly underrepresented national group. In 2018, number of Spanish citizens in most management groups was below the size reflecting Spain's population potential. An exception was the category of Heads of Delegations, where Spaniards were the third most-represented national group. **French** nationals had a balanced representation in various categories of management post-holders, but in 2018 they recorded a significant overrepresentation in the EEAS Headquarters' management.

As regards the 13 states that joined the EU in 2004 and later, major disproportion was notable in reference to three of them. Two small countries, **Malta** and **Slovenia**, were visibly overrepresented, whereas a significant underrepresentation was represented only by **Poland**—the most populous country in this group—even though the number of Poles among the AD staff increased by 12. It should be noted that this group of countries recorded the highest absolute increase in the number of its citizens among AD staff—the number of **Romanians** increased the most (by 19), what meant a reduction of their significant underrepresentation.

Italians stood out against the remaining EU Member States. Although in 2018 they had a balanced representation among the AD staff in general, they were clearly overrepresented in individual management groups. Moreover, as per the analysis of the national structure, an above-average increase in the number of Italians in the key AD staff groups took place during the term of Mogherini, also an Italian national. A similar trend, albeit on a smaller scale, was seen in the number of appointments of British nationals during the term of Ashton, their fellow citizen, when she was High Representative.

The appointments to the key EEAS posts complicate the overall picture of the national structure. While Germany remained significantly underrepresented compared to its population potential, it continuously had its representative in the EEAS's top management: a Deputy Secretary-General in 2011–2016 and the Executive Secretary-General since 2016. French nationals having a relatively balanced representation among AD staff including management also had its citizens in the Corporate Board in the researched period. Poland is another such country—among the Member States that joined the EU in 2004 or later it was the only to have a citizen on the Corporate Board.

– Recurrence in Appointments of the Certain EU Member States' in EU Delegations

One distinctive pattern identified during the analysis of the national structure of EEAS appointments involved repeating appointments of citizens of certain EU Member States as Heads of Delegations in specific countries or regions. Usually, this was the case when the home country of the nominee had close historical and cultural ties, for example, resulting from their colonial past, as well as political and economic ones.

In 2011–2019, almost one-third of Heads of Delegations in Sub-Saharan Africa came from France and Italy. In addition, French nationals accounted for the majority of Heads of Delegations in the Pacific and Asia (excluding Central Asia), whereas Italian nationals were the majority in Middle Eastern states. In the investigated period, EU Delegations in Latin America were headed by 22 Spanish nationals, which accounted for 40% of all Heads of Delegations in the region. They were followed by the Portuguese (six) and Italians (five). Moreover, citizens of Spain and Italy accounted for more than half of the total number of Heads of Delegations in the Caribbean region. Heads of Delegations in non-EU European states were mostly German nationals, whereas EU representations to international

organisations were most frequently headed by the French, Italians, and Belgians (see Table 11).

**TABLE 11. HEADS OF DELEGATIONS IN SELECTED REGIONS
OR GROUPS OF REPRESENTATIONS BY EU MEMBER STATE (2011–2019)**

EU Member state	Asia (excl. the Central Asia)	Australia and New Zealand	The Caribbean	The Central Asia	Europe	Latin America	The Middle East	North Africa	North America	The Pacific	Sub-Saharan Africa	International organisations
Austria	4		1	2	4	1	1				3	2
Belgium	5			4	3	4		1	1	1	19	4
Bulgaria				1	2			1				1
Croatia				1	1							
Cyprus	1						1					
Czechia			1				1	1			3	
Denmark	4		1		3	1	3				2	1
Estonia					3						2	
Finland	2				2		1				3	1
France	12		2	1	4	2	5	1		5	27	5
Germany	6	2			8	4	5	2	1	1	17	2
Greece	1	1	1			2	1		1	2	1	1
Hungary					2						2	1
Italy	2	1	6	1	6	6	9			1	25	4
Ireland	5	1			1			1	1	1	9	
Lithuania	1				2							
Luxembourg	3		1									
Latvia				1	1				1			
Malta							1	1				
Netherlands	6		2			2	1	1		1	12	
Poland	3		1		2		2				2	1
Portugal	1				1	6			1	1	11	2
Romania	2			1	1		2				2	
Slovakia					1			2				
Slovenia			1		3					1		
Spain	6		5	1	1	22	2	3		2	14	2
Sweden	3			2	4	1	1				2	2
United Kingdom	6	2			4	5	1	2		2	3	1
TOTAL	73	7	22	15	59	56	37	16	6	18	159	30

In 2011–2019, recurring appointments for the Heads of the same EU Delegations pertained to 10 countries. The French were the vast majority of such cases—in the investigated period, 17 EU Delegations were managed by a French national at least twice, whereas Spanish and Italian citizens recorded nine and eight such instances, respectively. Moreover, these two latter Member States had two cases each of their citizens being appointed as Heads of the same EU Delegation three times. Portuguese served at least twice at five EU Delegations, including three times in Brazil—traditionally close to Portugal (see Table 12).

**TABLE 12. EU DELEGATIONS WITH MULTIPLE NOMINATIONS
FOR NATIONALS OF THE SAME EU MEMBER STATE (2011–2019)**

EU Member state	Host countries and territories and the number of Heads of Delegations coming from a specific EU Member State		Total number of EU Delegations with more than one Head coming from a specific EU Member State
	Three times	Twice	
France	Chad	Burkina Faso, Burundi, China, Democratic Republic of the Congo, Fiji (EU Delegation for the Pacific), Gambia, Haiti, Indonesia, Ivory Coast, Paris (UNESCO and OECD), Rome (UN), Senegal, Syria, Taiwan, Timor-Leste, Turkey	17
Spain	Argentina, Costa Rica	Cambodia, Chile, Colombia, Cuba, El Salvador, Hong Kong, Nicaragua,	9
Italy	United Arab Emirates	Albania, Jamaica, Paraguay, Saudi Arabia, Somalia, Tanzania, Uganda	8
Portugal	Brazil	Cabo Verde, Gabon, Guinea-Bissau, Venezuela	5
Belgium		Burundi, Ethiopia, Kyrgyzstan	3
United Kingdom		Bolivia, Fiji (EU Delegation for the Pacific), New Zealand	3
Netherlands		Kenya, South Africa	2
Ireland		Botswana	1
Germany		Belarus, Palestine, Singapore	1
Sweden		Georgia	1

There was also a pattern of repeatability in appointments of Heads of Delegations to the EU strategic partners.⁴³ German nationals dominated in this group with six nominations in total. They were followed by Portuguese nationals (due to the appointments in Brazil). A relatively significant representation of Austrian citizens is also visible in this group. Although French citizens only managed EU Delegations in two strategic-partner states, the EU Delegation to China was headed by a French national twice. In this group of states, Italians received just one appointment (see Table 14).

The phenomenon of repeating appointments is also evident in the case of EU Delegations in the EU's southern and eastern neighbourhoods. Most Heads of Delegations in these regions were German nationals. In the southern neighbourhood, the number of Germans managing EU Delegations was equal to the French (five Heads each). In the eastern neighbourhood, German nationals (four Heads) were followed by the Swedish and Polish ones (three and two Heads of Delegations, respectively) (see Table 14). In EU membership candidate countries, Italian citizens were the top national appointments for the Heads of Delegations (five times, including twice in Albania), followed by the French (three times, including twice in Turkey) (see Table 15).

⁴³ This group includes Brazil, Canada, China, India, Japan, Mexico, Russia, South Africa, South Korea, and the United States. Russia has been included, although the EU strategic partnership with that country remains virtually inactive following Russia's annexation of Crimea in 2014 and involvement in the war in eastern Ukraine.

TABLE 13. HEADS OF DELEGATIONS TO THE EU STRATEGIC PARTNERS BY EU MEMBER STATE (2011–2019)

EU Member State	Brazil	Canada	China	India	Japan	Mexico	Russia	South Africa	South Korea	USA	Total
Austria			1		1			1	1		4
Belgium		1				1					2
Estonia								1			1
France			2	1							3
Germany		1	1		1	1	1		1		6
Greece										1	1
Italy				1							1
Ireland									1	1	2
Latvia		1									1
Lithuania							1				1
Netherlands								2			2
Poland				1					1		2
Portugal	3			1						1	5
Romania					1						1
Spain	1						1				2
United Kingdom					1	1					2

TABLE 14. NUMBER OF HEADS OF DELEGATIONS IN THE EU NEIGHBOURHOOD BY EU MEMBER STATE (2011–2019)

EU Member State	Number of Heads of Delegations from this Member State in the EU's neighbourhood	
	Southern neighbourhood *	Eastern neighbourhood **
Austria	1	
Belgium	1	1
Bulgaria	1	1
Cyprus	1	
Czechia	1	
Denmark	3	
Estonia		1
Finland		1
France	5	1
Germany	5	4
Greece	1	
Hungary		1
Italy	3	1
Ireland	1	
Latvia		1
Lithuania		1
Malta	2	
Netherlands	2	
Poland	1	2
Portugal		1
Romania		1
Slovakia	2	1

EU Member State	Number of Heads of Delegations from this Member State in the EU's neighbourhood	
	Southern neighbourhood *	Eastern neighbourhood **
Spain	3	
Sweden		3
United Kingdom	3	

* Algeria, Egypt, Israel, Jordan, Lebanon, Libya, Morocco, Syria, Tunisia, Palestine.

** Armenia, Azerbaijan, Belarus, Georgia, Moldova, Ukraine.

TABLE 15. NUMBER OF HEADS OF DELEGATIONS TO EU CANDIDATE COUNTRIES BY EU MEMBER STATE (2011–2019)

EU Member State	Albania	Croatia*	Montenegro	North Macedonia	Serbia	Turkey	TOTAL
Austria			1			1	2
Belgium		1					1
Croatia	1						1
Denmark				1			1
Estonia			1	1			2
France					1	2	3
Germany	1					1	2
Italy	2				1	1	4
Ireland				1			1
Slovenia			1	1			2
United Kingdom					1		1

* Croatia is shown in the table although it has been an EU Member State only since 2013.

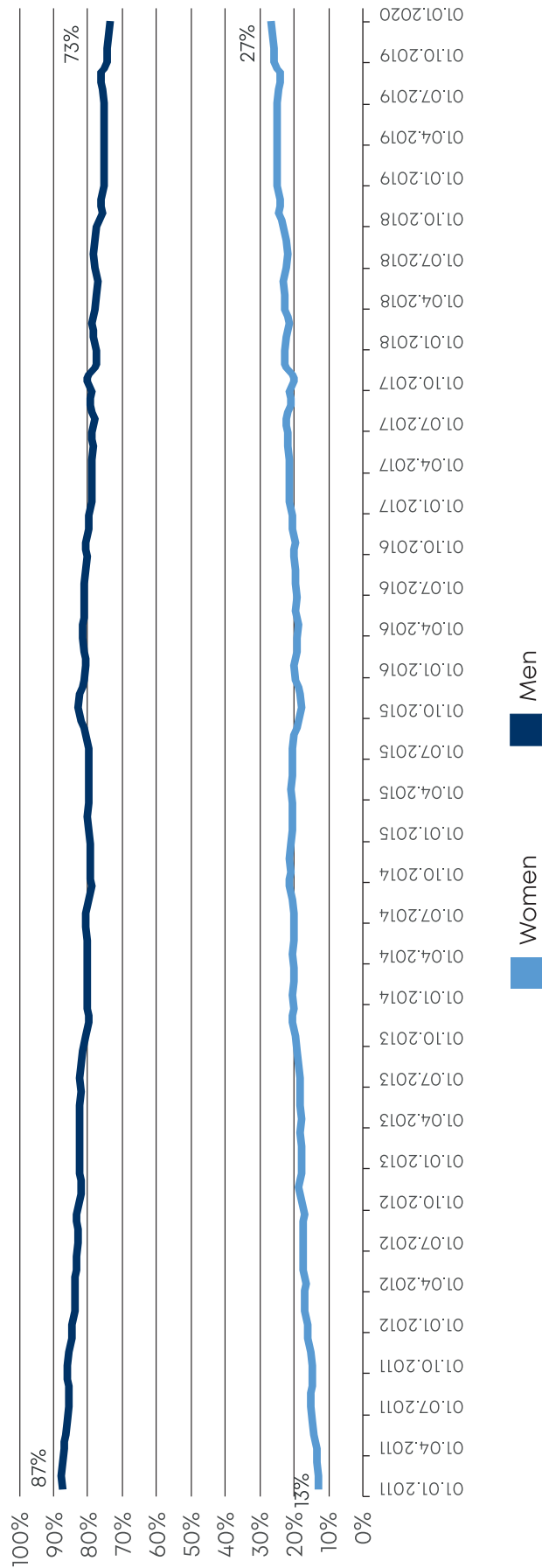
– A Slow Increase in the Representation of Women among AD Staff

The period 2011–2019 saw a gradual—albeit fluctuating—increase in the proportion of women among AD staff and their presence remains low. In the investigated period, the share of women in management increased from 13% to 27% (see Figure 17). Under Ashton, women received a mere five appointments to key management posts at Headquarters, whereas under Mogherini this number increased to 12. Although women were represented in the post of High Representative and on the Corporate Board, 18 out of 21 Managing Directors—so just one level lower—were filled by men. The group of 10 Deputy Managing Directors (the function introduced under Mogherini) included merely two women. The share of women was slightly higher among Directors. However, it should be noted that under Ashton women received only two out of 42 appointments to this post, whereas under Mogherini, six out of 22 appointments. There were five nominations for women out of 29 appointments to Heads of Delegations to EU's strategic partners.

Increasing the representation of women among AD staff continues to be among the main challenges faced by the EEAS. Meeting that goal is important from the point of view of the EU's credibility, in particular in the context of its involvement in and commitment to gender equality on management posts, among others.⁴⁴ It will be an important element of an assessment of achievements of successive High Representatives.

⁴⁴ "Gender Equality Strategy 2020–2025," European Commission, March 2020, www.ec.europa.eu.

FIGURE 17. SHARE OF WOMEN AND MEN IN MAIN EEAS MANAGEMENT POSTS (2011–2019)



– A Gradual Increase in the Representation of Polish Citizens

Poland was the EU's sixth most populous Member State—in 2019, its share of the EU population as a whole was more than 7.4%. Without the UK, this share increases to 8.5%, and makes Poles the EU's fifth-largest national group.

Over nine years of the EEAS's operation, the number of Polish citizens in its AD staff increased from 33 to 45, which ranked them sixth in this category. The number of British citizens had already been seriously reduced but Belgians had a stronger representation in this group. However, this increase has not changed Polish citizens' status as one of the most underrepresented national groups among AD staff compared to Poland's population potential. Like other large Member States, Poland had citizen in the EEAS's top management structure, i.e., the Deputy Secretary-General under Ashton. Polish citizens received one nomination to the post of Managing Director and two appointments to the post of Deputy Managing Director. Despite this, Poland's representation ratio in management was considerably lower compared to the country's share of the EU population.

At the end of 2018, Poles were the eighth-largest national group (together with Danish, Irish, and Portuguese nationals) among management post-holders. However, there were only two Polish nationals in senior management. Most Polish AD staff members were EU officials. In 2018, this group comprised 26 individuals (two fewer than in 2011), which ranked Poland sixth among the countries. In 2011–2018, a major increase in the number of Polish national diplomats working in the EEAS was recorded, from five to 19. At the end of this period, Germany and Italy had the same number of national diplomats as Poland among AD staff, and France was the only Member State to be represented by a bigger group of its national diplomats.

In 2011–2019, the number of Polish citizens serving as Heads of Delegations at any point throughout this period increased from two to four (with a maximum of five), which ranked Poland tenth together with the Netherlands. As regards main management posts at the Headquarters, at the end of 2019 there were two Polish citizens in this group (one more compared with the EEAS year of inauguration).

In 2011–2019, Polish citizens accounted for a total of 16 appointments to main management posts. Most of these appointments were announced under Mogherini—seven out of 11 appointments as Head of Delegation and three out of five appointments at the Headquarters. Three individuals served as Heads of Delegations twice, including one in India and South Korea—the EU's strategic partners. In addition, Polish citizens received two appointments to Heads of Delegations to Eastern Partnership states—Sweden and Germany were the only countries to have received more. At the same time, Poland received only one appointment in the EU's southern neighbourhood.

Poland recorded a relatively low share of women in its appointments to key management posts. Moreover, no Polish citizen has thus far been appointed as EUSR, except for one individual who served as a Special Envoy.

4.2. CONCLUSIONS FROM THE ANALYSIS

Identification of the main causes of persistent or increasing imbalance in the representation of some Member States goes beyond the scope of this report. However, it is possible to point to certain issues that would need to be analysed. The first of them would be to compare level of interest and position of individual states on their citizens' involvement in the EEAS. It is worth asking whether a particular government developed a model to prepare strong candidates and promote them effectively, as well as whether a career in EU diplomacy is considered attractive by diplomats in a specific EU Member States. That attractiveness will be the case if EEAS offers better career development and promotion opportunities or a higher salary than the national diplomatic service or current post in another EU institution.

The governments of small Member States, which have limited human resources may not be willing to support their experienced diplomats in joining the EEAS as temporary agents as it would weaken their own diplomatic services. Moreover, a given EU Member State may not consider adequate representation in terms of maximising the number of its citizens, but rather in securing appointments for specific selected high-level posts, key for that country like, for example, a Managing Director or Heads of specific and important EU Delegations. Consequently, staff statistics do not necessarily reflect the actual status of a specific state in the EEAS and should rather be interpreted in conjunction with qualitative assessment of appointments. This is evident in the case of Germany. While they have been strongly underrepresented among AD staff compared to population potential since 2011, that disproportion might to some extent be seen as “compensated” by the continued presence of German nationals in key EEAS management posts.

To explain the reasons behind the disproportion in representation of selected states, it would be necessary to analyse how actually the EEAS worked to be meeting the auxiliary recruitment criteria in practice. Also, how the Service has acted to prevent excessive imbalances and ensured they are corrected, and what obstacles it has encountered in these efforts. This type of question is valid looking alone at persistent overrepresentation of Belgian nationals and an above-average increase of the number of Italian citizens during Mogherini's term. It could be, though, that Belgian citizens showed increased interest in vacancies because of their country hosting many EU institutions and of having a large number of experienced officials. As regards the overrepresentation of Italian nationals, one possible explanation may have been increased interest in recruitment to the EEAS following the appointment of their compatriot Mogherini as High Representative. However, it cannot be ruled out that Mogherini's preference for Italians also mattered during the selection of these candidates. It is also worth reflecting whether appointments of citizens of a specific Member State to key management posts in the EEAS might be influenced by the fact that this country's representative is holding an important post in another EU institution. For example, did Donald Tusk's time as President of the European Council in 2014–2019 have any impact on the appointment of citizens of states other than Poland as Managing Directors or members of the Corporate Board? Regardless, the answer to this question of the persistent strong under-representation of citizens of Member States admitted to the EU since 2004 among the heads of EU institutions and agencies is a fact, as confirmed in recent analyses of the national distribution of nominations to these posts.⁴⁵

Overrepresentation among Heads of Delegations in the case of citizens of certain Member States that have close historical, cultural, political, and economic ties with the host countries indicates that the EEAS is keen to nominate nationals from countries with a naturally large group of experts in relations with a given partner of the EU. One of the reasons behind this approach may be the EEAS's conviction that these individuals would be more effective in developing the EU's relations with the host country. This can also have to do with a higher interest in these posts among candidates from such Member States. However, that repeatability of appointments prompts questions about the actual interest in and chances to be nominated to these posts among candidates who have no shared linguistic or cultural background with the host country. Possibly, a greater diversification of nationality of Heads of Delegations would be beneficial for boosting the EEAS's legitimization as a service built jointly by all Member States and increasing the level of their governments' interest in less explored regions or countries.

– The Availability of Data

Adequate transparency and comparability of staff evolution data should be an important element of the EEAS's efforts to reduce disproportions in AD category. The EEAS HR

⁴⁵ European Democracy Consulting, *op. cit.*

Reports, which have been published since 2015, remain the principal source of information on the staffing of AD posts. Although the reports offer a comprehensive set of statistics, modifications introduced in the most recent editions—in particular the 2019 one—hamper the comparability of personnel changes over the previous years. The main issue is the preference for a simplified format of data presentation—the use of figures, which make it difficult to determine absolute numbers. This explains why in this report the data compiled for successive years of EEAS operation in many cases end at 2018.

In addition, the EEAS reports place a significant emphasis on juxtaposing data for the 13 Member States that joined the EU since 2004 and separately for the remaining 15 Member States with the longest EU membership history. Possibly, the EEAS uses this division to address reservations frequently raised by MEPs under the EEAS discharge procedure. Nevertheless, both Member State groups include countries with divergent population potential. Moreover, only a few of the 13 youngest Member States are significantly underrepresented.

It would be advisable to expand the HR data published by the EEAS by the recruitment statistics, including the number of candidates, their nationality and gender. These statistics should be accompanied by conclusions regarding the causes and the current challenges the EEAS is facing to ensure a more balanced national and gender composition. The data would in the first place facilitate the assessment of the level of interest of citizens of specific Member States in the EEAS vacancies, and of the governments' effectiveness in increasing the share of their national diplomats among AD staff. A low proportion of candidates from a specific Member State could be an explanation why its citizens are underrepresented and therefore why the EEAS has not managed to improve that national group representation ratio.

Public access to data that would allow to verify to what extent the appointees' skills match the EEAS post requirements would be the EEAS's important step towards a greater transparency of information on the selected nominees. First of all, publishing the *curriculum vitae* of every Head of Delegation on the website of the EU representation he/she manages should be common practice—at the end of 2019, the majority of EU Delegations' Heads did not share any information on their websites about their career history. In the case of Headquarters management, the EEAS could publish such details for all managers with Director rank or higher in one place on the Service's website.

– Future Directions of Analysis

The analysis of publicly available information regarding the EEAS staff changes allows a grasp of only part of the process of how the Service has shaped AD personnel. In the future, it would be worth expanding this research to cover other aspects on the base of the EEAS's non-public data. For a more comprehensive picture of the changes in the national and gender structures it would be beneficial to expand the researched staff groups towards lower management—Heads of Divisions and Deputy Heads of Delegations, among others.

The procedure and quality of recruitment to management posts also deserve comprehensive analysis. This would require access to the content of job vacancy notices, to statistics regarding the level of interest in the offers and the results of citizens of specific Member States (and their gender structure) at successive recruitment stages. This data would serve, for instance, as the basis for verification of how much the profiles of successful candidates correspond to the requirements formulated for specific posts. It would also be helpful to compare the national models of preparing and promoting candidates to the EEAS, and on that base to determine the effectiveness of policy pursued by Member States and of their models of promoting their diplomats in EU diplomacy.

APPENDIX

I. REPORT METHODOLOGY

PISM reports of August 2010 and December 2012⁴⁶ were pioneering publications in analysing EEAS staff evolution and the overview of appointments to management posts. Following these publications, Czech researcher Tereza Novotná made a major contribution to the analysis of the structure of AD staff in the first years of the EEAS's existence. In her publication of October 2014, conclusions from research on nearly 300 individual appointments was presented. However, among her sources, Novotná reached out also to non-public information from the EEAS.⁴⁷ In another study, she focused on changes in the share of women in EEAS management.⁴⁸ As regards more recent publications, worth noting is Laura Schiemichen's comprehensive comparative analysis of the share of women as heads of U.S., German and EU diplomatic posts.⁴⁹ Other examples are the analyses by Erik Pajtinka on the Visegrad Group states,⁵⁰ as well as Croatia, Romania, and Slovenia⁵¹ in the EEAS.

This report is an attempt to look at the trends in the EEAS's AD category staff evolution in 2011–2019 using exclusively publicly available sources. The basis for the analysis consisted of a comprehensive appointments database built by a team of PISM analysts on the base of EEAS public records and an inquiry of a wide variety of sources.

The aggregated statistics regarding AD staff are available mainly in EEAS Human Resources Annual Reports published since 2015, as well as in EEAS Annual Activity Reports and Answers by the Service to the written questions of the Committee on Budgetary Control of the European Parliament. The EEAS has been providing status at the end of calendar years and the most comprehensive data refer to 2018.⁵² The Service published the HR report for 2019 in July 2020 but the data format used in it (for example, graphics with percentages but lacking absolute numbers of individuals) made this dataset difficult to include in the multiple-years comparison in the report. Consequently, most figures refer to the years 2011–2018, unless the 2019 numbers were available or easy to calculate on the base of the percentage values in the HR report.

This report was based on in-depth survey focused on individual appointments to obtain detailed data for the years 2011–2019. In order to identify trends behind that, the authors explored heterogeneous and scattered sources and limited themselves to collecting data on appointments to **main management posts**—a category they defined for the purposes of this report. The category includes managers at least at the Director level

⁴⁶ R. Formuszewicz, J. Kumoch, *op. cit.*; R. Formuszewicz, D. Liszczyk, *op. cit.*

⁴⁷ See T. Novotná, "Where have all...", *op. cit.*

⁴⁸ T. Novotná, "Women in the EEAS and EU Delegations: Another Post-Westphalia Change?" in: J. Bátora, D. Spence (eds.), *The European External Action Service: European Diplomacy Post-Westphalia?*, Palgrave Macmillan, 2015, pp. 426–436.

⁴⁹ L. Schiemichen, "Madam Ambassador: A Statistical Comparison of Female Ambassadors across the U.S., German, and EU Foreign Services," College of Europe. *EU Diplomacy Paper* 03/2019, www.coleurope.eu.

⁵⁰ E. Pajtinka, "European External Action Service as the European Union's Diplomatic Service and Representation of Individual Member States within its Staff. The Cases of Slovakia, Czechia, Hungary and Poland," *Politické vedy*, vol. 21, no. 2, 2018, pp. 26–55, www.politickevedy.fpvmmv.umb.sk.

⁵¹ E. Pajtinka, "The Nationality Structure of the European Union's Diplomatic Service: towards an Adequate Representation of all EU Member States within the European External Action Service Staff? A Case Study of Slovenia, Romania and Croatia," *Studia Politica: Romanian Political Science Review*, vol. 19, no. 1, 2019, p. 103–125, www.studiapolitica.eu.

⁵² See: "Human Resources Annual Report 2018," *op. cit.*

in the EEAS Headquarters⁵³—reflecting the posts shown on the organisational chart—and Heads of Delegations.⁵⁴ The selection of these posts also resulted from a relatively good availability of information on career history of holders of these posts. The same data was too difficult to obtain for the managers of lower level, for example, Heads of Division at the Headquarters and Deputy Heads of Delegations. The reconstruction of appointments to the main management posts allowed for a detailed analysis of the dynamic of changes in the national and gender structure, and spotting phenomena and trends not perceivable from the EEAS public statistics. The calculations did not encompass a manager with “acting” status, which temporarily hold vacant posts.

The authors were able to obtain comprehensive lists of EEAS staff from the EU's official directory (*Who is Who*), although they found examples of major delays in the database updates.⁵⁵ The EEAS organisation charts in case of the Headquarters and EU representations' websites—including archived versions—in case of the Heads of Delegations, were much more reliable sources.

The EEAS's official press releases were an important source of information on High Representative appointments to senior positions, even though there were examples that not all the changes were communicated.⁵⁶ It was rather hard to find detailed information on the appointees (e.g., the period in which they held a specific post) on the EEAS's websites. For example, in December 2019, 90 out of around 140 Heads of Delegations did not publish any information on their career history. At best, their CVs could be found on other websites or on their personal profiles on social networks such as LinkedIn. The reconstruction of appointments was possible thanks to some media outlets that monitor the EU personnel-related changes, including in particular *The Parliament Magazine* with its *Movers and Shakers* section, as well as *Politico*, *Bruxelles2*, and *EU Observer* (for more information on sources see Part III of the Appendix).

The most frequent obstacles in the research included problems with identifying the exact dates when specific EEAS employees took up and left their posts. In such instances, the authors used approximate dates, taking into account the term in the post of the given person's predecessor, and tracing information regarding the period of activity of the concerned individual. Another difficulty referred to assigning dual citizenship holders to the correct national group. This problem appeared in case of a total of seven individuals, mostly Heads of Delegations. The final decision as to their declared nationality was based on cross-checking information found in specific sources and verifying statistics of concerned national groups at the time. Doubts emerged in relation to one appointee holding dual British and French citizenship. It was not possible to unambiguously decide on the basis of the available data what his declared citizenship was. Therefore, the authors assumed British citizenship would be assigned. The authors, however, had no access to information on potential changes in the citizen status (e.g., relating to British nationals who wished to

⁵³ The statistics on main management posts at EEAS Headquarters include posts appointed or supervised by the High Representative: the Corporate Board, Directorates-General (geographical, thematic and administrative) and directors subordinate to them, as well as directorates in the crisis-response unit. EU Military Staff has been included as well, although its employees are mainly Seconded National Experts (SNEs).

⁵⁴ For simplicity, the authors use the term “Heads of Delegations” to refer to all individuals who manage EU diplomatic posts, including Heads of EU Offices (Kosovo, Taiwan, Palestine) and heads of diplomatic posts supervised by regionalised Delegations serving as *chargé d'affaires*.

⁵⁵ For example, for Afghanistan the version of the online base and directory of EEAS staff updated in November 2018 continued to display the name of the ambassador whose mission ended at the end of 2017. For the EU Delegation to Argentina, the database displayed the name of the *chargé d'affaires* who had served as its head prior to the appointment of the Head of Delegation in September 2017.

⁵⁶ For example, the EEAS websites contained no information about the appointment of the Head of Delegation to Panama, who presented his credentials there in January 2019.

continue their career in the EEAS after Brexit). Therefore, some minor discrepancies in the national structure of main management cannot be ruled out.

Although the structure of the EEAS's Headquarters includes EU Special Representatives (EUSR) and Envoys, these are appointed in another procedure and have not been included in the analysis of trends. Nevertheless, because they are an important instrument of the EU's external policy and some of them simultaneously served as Heads of Delegations, the authors devoted a separate fragment about that institution in Chapter 1.

II. MAIN SOURCES ON EEAS STAFFING AND ON INDIVIDUAL APPOINTMENTS

EU sources:

- Websites of the EEAS and individual EU Delegations (including their versions available in various web archives)
- Annual EEAS Human Resources Reports
- EEAS Discharge—reports compiled under the EEAS's discharge procedure carried out by the Parliament
- Annual EEAS Activity Reports
- Organisation charts of the EEAS's Headquarters
- EU official directory (*Who is Who*)

Other sources:

- PISM reports: *The Practice of Appointing the Heads of EU Delegations in the Wake of Council Decision on European External Action Service* (August 2010) and
- *Personel Europejskiej Służby Działań Zewnętrznych do przeglądu? Bilans i wnioski z dotychczasowej polityki kadrowej* [Review of European External Action Service Staff? Balance and Outcome of Staff Appointment Policy] (December 2012)
- Government websites of the EU Member States and host countries of EU Delegations
- Media outlets dealing with European affairs (*The Parliament Magazine*, *Politico*, *Bruxelles2*, *EU Observer*)
- Domestic media outlets
- Websites of analytical and academic institutions
- Social media sites (including LinkedIn and Facebook)

III. LIST OF KEY NAMES AND TERMS

AD – Administrators

AST and **AST/SC** – Assistants, Secretaries, Clerk personnel

CA – Contract Agents

CB – Corporate Board of the EEAS

CCA – Consultative Committee on Appointments

CFSP – Common Foreign and Security Policy

Commission – European Commission

COO – the EEAS's Chief Operating Officer

Council – Council of the European Union

CSDP – Common Security and Defence Policy

ECA – European Court of Auditors

EEAS – European External Action Service

EUSR – European Union Special Representative

FO – see Permanent staff, Officials

High Representative – High Representative of the Union for Foreign Affairs and Security Policy

LA – Local Agents

MD – Managing Directorate at the EEAS's Headquarters

MEP – Member of the European Parliament

National diplomats – functionaries from Member States's diplomatic service working at the EEAS as temporary agents – see **temporary agents**

Officials – see **Permanent staff**

Parliament – European Parliament

Permanent staff – staff employed in EU institutions on the basis of permanent employment contracts, also known as Officials (FO)

PSC – the EU's Political and Security Committee

SNE – Seconded National Experts

Statutory staff – EEAS staff including Administrators (AD), Assistants and Assistants/Secretaries (AST and AST/SC), Contract Agents (CA) and Local Agents (LA)

TA – see Temporary agents

Temporary agents – national diplomats (Temporary Agents, TA) and representatives of Member States not included in their national diplomatic service (Temporary Agents Others, TA Others)

IV. CLASSIFICATION OF GEOGRAPHICAL AREAS AND LOCATIONS OF THE EU DELEGATIONS

Sub-Saharan Africa

Angola, Benin, Botswana, Burkina Faso, Burundi, Cabo Verde, Cameroon, Central African Republic, Chad, Congo, Democratic Republic of the Congo, Djibouti, Eritrea, Eswatini, Ethiopia, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Ivory Coast, Kenya, Lesotho, Liberia, Madagascar, Malawi, Mali, Mauritania, Mauritius, Mozambique, Namibia, Niger, Nigeria, Rwanda, Senegal, Sierra Leone, Somalia, South Africa, South Sudan, Sudan, Tanzania, Togo, Uganda, Zambia, Zimbabwe

North Africa

Algeria, Egypt, Libya, Morocco, Tunisia

Latin America

Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, Cuba, Ecuador, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, Paraguay, Peru, Uruguay, Venezuela

North America

Canada, United States of America

Australia and New Zealand

Asia (excluding Central Asia)

Afghanistan, Bangladesh, Cambodia, China, Hong Kong, India, Indonesia, Japan, Laos, Malaysia, Mongolia, Myanmar, Nepal, Pakistan, Philippines, Singapore, South Korea, Sri Lanka, Taiwan, Thailand, Vietnam

Central Asia

Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, Uzbekistan

The Middle East

Iraq, Israel, Jordan, Kuwait, Lebanon, Palestine, Saudi Arabia, Syria, United Arab Emirates, Yemen

Europe

Albania, Armenia, Azerbaijan, Belarus, Bosnia and Herzegovina, Croatia (until 2012), Georgia, Iceland, Kosovo, Moldova, Montenegro, North Macedonia, Norway, Russia, Serbia, Switzerland, Turkey, Ukraine

The Caribbean

Barbados, Dominican Republic, Guyana, Haiti, Jamaica, Trinidad and Tobago

The Pacific

Fiji, Papua New Guinea, Solomon Islands, Timor-Leste

International organisations

ASEAN, Council of Europe, OSCE and other international organisations–Vienna, the African Union, United Nations, United Nations–Geneva, United Nations–New York, United Nations–Rome, World Trade Organization

V. LISTS OF EEAS MANAGEMENT STAFF AT THE END OF MOGHERINI'S TERM

TABLE 16. MANAGEMENT STAFF AT EEAS HQ AT THE END OF MOGHERINI'S TERM (AS OF 30 NOVEMBER 2019)

Post		Name	Year of taking up post	EU Member State	Comments
High Representative of the Union for Foreign Affairs and Security Policy		Federica Mogherini	2014	Italy	
Corporate Board					
Secretary-General		Helga Maria Schmid	2016	Germany	
Deputy Secretary-General		Pedro Serrano	2015	Spain	
Deputy Secretary-General		Jean-Christophe Belliard	2016	France	
Deputy Secretary-General		Christian Leffler	2015	Sweden	
Managing Directorates					
Human rights, global and multilateral issues (GLOBAL)	Managing Director	Lotte Knudsen	2015	Denmark	
	Director - Deputy Managing Director	Marc Giacomini	2016	France	
Africa (AFRICA)	Managing Director	Koen Vervaeke	2015	Belgium	
	Director - Deputy Managing Director	Birgitte Markussen	2016	Denmark	
Americas (AMERICAS)	Managing Director	Edita Hrdá	2015	Czechia	
	Director - Deputy Managing Director	Hugo Sobral	2017	Portugal	

Post		Name	Year of taking up post	EU Member State	Comments
Asia and Pacific (ASIAPAC)	Managing Director	Gunnar Wiegand	2016	Germany	
	Director - Deputy Managing Director	Paola Pampaloni	2016	Italy	
Europe and Central Asia (EURCA)	Managing Director	<i>vacancy</i>			Until August 2019 – Thomas Mayr Harting (Austria)
	Director - Deputy Managing Director for Russia, Eastern Partnership, Central Asia, Regional cooperation and OSCE (EAST)	Luc Pierre Devigne	2016	France	
	Director - Deputy Managing Director for Western Europe, Western Balkans and Turkey (WEST)	Angelina Eichhorst	2015	The Netherlands	
Middle East and North Africa (MENA)	Managing Director	Fernando Gentilini	2018	Italy	
	Director - Deputy Managing Director	Colin Scicluna	2016	Malta	
CSDP and crisis response (CSDP-CR)	Managing Director	Paweł Herczyński	2019	Poland	
	Director - Deputy Managing Director for Integrated Approach for Security and Peace (ISP)	Stefano Tomat	2019	Italy	
	Director - Deputy Managing Director for Security and Defence Policy (SECDEFPOL)	<i>vacancy</i>			Until the beginning of September 2019 – Paweł Herczyński (Poland)
	Director for Civilian planning and conduct capability (CPCC)	Vincenzo Coppola	2018	Italy	
Budget and Administration (BA)	Director-General	Gianmarco di Vita	2016	Italy	
	Director for Budget and Support	Philippe Ruys	2018	Belgium	
	Director for Human Resources	Maria Belen Martinez Carbonell	2018	Spain	
	Director for Security and Infrastructure	Björn Larsson	2018	Sweden	
Units reporting to the High Representative or to Deputy Secretaries General					
Director for Inter-institutional relations, policy coordination and public diplomacy (AFFGEN)		Oliver Rentschler	2019	Germany	
Director of The European Commission's Service for Foreign Policy Instruments (FPI)		Hilde Hardeman	2017	Belgium	
Director of The EU Intelligence and Situation Centre (INTCEN)		José Morgado	2019	Portugal	
Director – Chair of the Political and Security Committee (PSC)		Sofie From-Emmesberger	2018	Finland	
EU Military Committee					
Chair		Claudio Graziano	2018	Italy	
EU Military Staff					
Director General		Esa Pulkkinen	2016	Finland	
Deputy Managing Director		Giovanni Manione	2017	Italy	
Acting Director for Military Planning and Conduct Capability (MPCC)		Esa Pulkkinen	2017	Finland	The unit is ex officio headed by Director General of the EU Military Staff

Post	Name	Year of taking up post	EU Member State	Comments
Director for Concepts and Capabilities (EUMS A)	Georgios Bikakis	2019	Greece	
Director for Intelligence (EUMS B)	Radosław Jeżewski	2019	Poland	
Director for Operations (EUMS C)	Bart Laurent	2019	Belgium	
Director for Logistics (EUMS D)	Manuel Gorjon	2017	Spain	
Director for Communication and Information Systems (EUMS E)	Vasil Sabinski	2017	Bulgaria	

TABLE 17. HEADS OF DELEGATIONS AT THE END OF MOGHERINI'S TERM*

EU Delegation	Name	EU Member State	Year of taking up the post	Comments
Afghanistan	Pierre Mayaudon	France	2017	
Albania	Luigi Soreca	Italy	2018	
Algeria	John O'Rourke	Ireland	2016	
Angola	Tomas Uličný	Czechia	2016	
Argentina	Aude Maio-Coliche	France	2017	
Armenia	Andrea Wiktorin	Germany	2019	
Australia	Michael Pulch	Germany	2017	
Azerbaijan	Kestutis Jankauskas	Lithuania	2017	
Bangladesh	Rensje Teerink	The Netherlands	2017	
Barbados	Daniela Tramacere	Italy	2016	
Belarus	Dirk Schuebel	Germany	2019	
Benin	Oliver Nette	Germany	2017	
Bolivia	Leon de la Torre Kraiss	Spain	2016	
Bosnia and Herzegovina	Johann Sattler	Austria	2019	
Botswana	Jan Sadek	Sweden	2018	
Brazil	Ignacio Ibañez-Rubio	Spain	2019	
Burkina Faso	Wolfram Vetter	Germany	2019	
Burundi	Claude Bochu	France	2019	
Cabo Verde	Sofia Moreira de Sousa	Portugal	2017	
Cambodia	Carmen Moreno	Spain	2019	
Cameroon	Hans-Peter Schadek	Germany	2017	
Canada	<i>vacancy</i>			Until November 2019—Pēteris Ustubs (Latvia)
Central African Republic	Samuela Isopi	Italy	2017	
Chad	Bertrand Soret	France	2018	
Chile	Stella Styliani Zervoudaki	Greece	2016	
China	Nicolas Chapuis	France	2018	
Colombia	Patricia Llombart Cussac	Spain	2018	
Congo	Raul Mateus Paula	Portugal	2018	
Costa Rica	María Antonia Calvo Puerta	Spain	2019	
Cuba	Alberto Navarro Gonzalez	Spain	2017	
Democratic Republic of the Congo	Jean-Marc Chataigner	France	2019	
Djibouti	Aidan O'Hara	Ireland	2019	
Dominican Republic	Gianluca Grippa	Italy	2017	

EU Delegation	Name	EU Member State	Year of taking up the post	Comments
Ecuador	Marianne Van Steen	Belgium	2016	
Egypt	Ivan Surkoš	Slovakia	2017	
El Salvador	Andreu Bassols Soldevila	Spain	2017	
Eritrea	Gabor Iklody	Hungary	2019	
Eswatini	Esmeralda Hernandez Aragones	Spain	2017	
Ethiopia	Johan Borgstam	Sweden	2017	
Fiji	Sujiro Seam	France	2019	
Gabon	Rosario Bento-Pais	Portugal	2019	
Gambia	Attila Lajos	Hungary	2016	
Georgia	Carl Hartzell	Sweden	2018	
Ghana	Diana Acconcia	Italy	2018	
Guatemala	Stefano Gatto	Italy	2016	
Guinea	Josep Coll i Carbo	Spain	2018	
Guinea-Bissau	Sónia Neto	Portugal	2019	
Guyana	Fernando Ponz Cantó	Spain	2019	
Haiti	Sylvie Tabesse	France	2019	
Honduras	Alessandro Palmero	Italy	2017	
Hong Kong	Carmen Cano de Lasala	Spain	2016	In the rank of Head of EU Office
Iceland	Michael Mann	The United Kingdom	2017	
India	Ugo Astuto	Italy	2019	
Indonesia	Vincent Piket	The Netherlands	2019	
Iran (Task Force)	Bruno Scholl (?)	Germany	2019 (?)	Denis Chaibi (Belgium) most likely headed the task force until October 2019. No information on the date of appointment of his successor—B. Scholl
Iraq	Martin Huth	Germany	2019	
Israel	Emanuele Giaufret	Italy	2017	
Ivory Coast	Jobst von Kirchmann	Germany	2018	
Jamaica	Małgorzata Wasilewska	Poland	2016	
Japan	Patricia Flor	Germany	2018	
Jordan	Maria Hadjitheodosiou	Cyprus	2019	
Kazakhstan	Sven-Olov Carlsson	Sweden	2018	
Kenya	Simon Mordue	Ireland	2019	
Kosovo	Nataliya Apostolova	Bulgaria	2016	In the rank of Head of EU Office
Kuwait	Cristian Tudor	Romania	2019	
Kyrgyzstan	Eduard Auer	Austria	2018	
Laos	Léon Paul Faber	Luxembourg	2016	
Lebanon	Ralph-Joseph Tarraf	Germany	2019	
Lesotho	Christian Manahl	Austria	2017	
Liberia	Hélène Cavé	France	2017	
Libya	Alan Bugeja	Malta	2018	
Madagascar	Giovanni Di Girolamo	Italy	2018	
Malawi	Sandra Paesen	Belgium	2018	
Malaysia	María Castillo Fernández	Spain	2016	
Mali	Bart Ouvry	Belgium	2019	

EU Delegation	Name	EU Member State	Year of taking up the post	Comments
Mauritania	Giacomo Durazzo	Italy	2017	
Mauritius	Vincent Degert	France	2019	
Mexico	Klaus Rudischhauser	Germany	2017	
Moldova	Peter Michalko	Slovakia	2017	
Mongolia	Traian Laurentiu Hristea	Romania	2018	
Montenegro	Aivo Orav	Estonia	2016	
Morocco	Claudia Wiedey-Nippold	Germany	2017	
Mozambique	Antonio Sanchez-Benedito Gaspar	Spain	2018	
Myanmar	Kristian Schmidt	Denmark	2017	
Namibia	Sinikka Antila	Finland	2019	
Nepal	Veronica Cody	Ireland	2017	
New Zealand	Nina Obermaier	Germany	2019	
Nicaragua	Pelayo Castro Zuzuarregui	Spain	2019	
Niger	Denisa-Elena Ionete	Romania	2018	
Nigeria	Ketil Karlsen	Denmark	2017	
North Macedonia	Samuel Žbogar	Slovenia	2016	
Norway	Thierry Bechet	Belgium	2017	
Pakistan	Androulla Kaminara	Cyprus	2019	
Palestine	<i>vacancy</i>			In the rank of Head of EU Office. Sven Kühn von Burgsdorff (Germany) was appointed in November 2019 and took office in February 2020.
Panama	Chris Hoornaert	Belgium	2019	
Papua New Guinea	Jernej Videtič	Slovenia	2019	
Paraguay	Paolo Berizzi	Italy	2017	
Peru	Diego Mellado	Spain	2017	
Philippines	<i>vacancy</i>			Until August 2019—Franz Jessen (Denmark)
Ruanda	Nicola Bellomo	Italy	2018	
Russia	Markus Ederer	Germany	2017	
Saudi Arabia	Michèle Cervone D'urso	Italy	2016	
Senegal	Irene Mingasson	France	2018	
Serbia	Sem Fabrizi	Italy	2017	
Sierra Leone	Tom Vens	Belgium	2017	
Singapore	Barbara Plinkert	Germany	2017	
Somalia	Nicolás Berlanga Martínez	Spain	2019	
South Africa	Riina Kionka	Estonia	2019	
South Korea	Michael Reiterer	Austria	2017	
South Sudan	Sinead Walsh	Ireland	2019	
Sri Lanka	Denis Chaibi	Belgium	2019	
Sudan	Robert Van den Dool	The Netherlands	2019	
Switzerland	Michael Matthiessen	Denmark	2016	
Syria	Gilles Bertrand	France	2019	In the rank of chargé d'affaires
Taiwan	Filip Grzegorzewski	Poland	2019	In the rank of Head of EU Office
Tajikistan	Marilyn Josefson	Sweden	2018	
Tanzania	Manfredo Fanti	Italy	2019	

EU Delegation	Name	EU Member State	Year of taking up the post	Comments
Thailand	Pirkka Tapiola	Finland	2017	
Timor-Leste	Andrew Jacobs	France	2019	Jacobs holds dual British and French citizenship—due to Brexit he most likely declared the French one.
Togo	Maria Cristina Martins Barreira	Portugal	2017	
Trinidad and Tobago	Aad Biesebroek	The Netherlands	2016	
Tunisia	Patrice Bergamini	France	2016	
Turkey	Christian Berger	Austria	2016	
Turkmenistan	<i>vacancy</i>			Diego Ruiz Alonso was appointed in September 2019 and took office in February 2020.
Uganda	Attilio Pacifici	Italy	2017	
Ukraine	Matti Maasikas	Estonia	2019	
United Arab Emirates	Andrea Matteo Fontana	Italy	2019	
United States of America	Stavros Lambrinidis	Greece	2019	
Uruguay	Karl Otto König	Germany	2017	
Uzbekistan	Eduards Stiprais	Latvia	2016	
Venezuela	Isabel Brilhante Pedrosa	Portugal	2018	
Vietnam	Giorgio Aliberti	Italy	2019	
Yemen	Hans Grundberg	Sweden	2019	
Zambia	Jacek Jankowski	Poland	2019	
Zimbabwe	Timo Olkkonen	Finland	2018	
EU Delegations to international organisations				
African Union	Ranieri Sabatucci	Italy	2016	
ASEAN	Igor Driesmans	Belgium	2019	
Council of Europe	Meglana Kuneva	Bulgaria	2018	
Geneva (United Nations)	Walter Stevens	Belgium	2018	
New York (United Nations)	Olof Skoog	Sweden	2019	
Paris (OECD, UNESCO)	Didier Lenoir	France	2019	
Rome (United Nations)	Jan Tombiński	Poland	2016	
Vienna (United Nations, OSCE and other organisations)	Stephan Klement	Austria	2019	
World Trade Organization	João Aguiar Machado	Portugal	2019	

* The list contains the names of individuals who had received their appointments during Mogherini's term and took up their posts by the end of 2019. Information on additional accreditations of Heads of Delegations has been omitted.



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