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Veröffentlichungsversion / Published Version
Zeitschriftenartikel / journal article

Empfohlene Zitierung / Suggested Citation:

Pajtinka, E. (2019). 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*, 19(1), 103-125. <https://nbn-resolving.org/urn:nbn:de:0168-ssoar-61717-3>

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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

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Abstract

The article evaluates the representation of three Southeastern European countries – Slovenia, Romania and Croatia – in the staff of the diplomatic service of the European Union, European External Action Service in the period of 2012-2017. The assessment is focused on the development of the representation of these countries in the three most important categories of the EEAS Staff – AD Staff, AST Staff and Contract Agents. The study tries to find an answer to the question of the extent to which the representation of the individual states in the EEAS is adequate, with the basic method of evaluation being a comparison of the given state's percentage of the European Union's overall population versus its percentage of the overall number of EEAS officials in any particular category.

Keywords: the European External Action Service, the nationality structure, Croatia, Romania, Slovenia.

Introduction

From a theoretical perspective, it might seem that an investigation into the adequacy of representation for individual European Union (EU) member states within the EU diplomatic services staff, or the European External Action Service (EEAS), is of little relevance, since, “the staff of the EEAS should carry out their duties and conduct themselves solely with the interest of the Union in mind”¹ according to the EU legislation. However, the geographic balance of

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EEAS staff is frequently discussed in political and professional debates at the EU level and some member states consider this issue to be of considerable significance.² These countries argue that only adequate representation can ensure that the EEAS will “draw from a wide variety of diplomatic cultures and experiences,”³ that EU member states “would feel they have ownership of the service” and that their respective populations would believe “that the EU foreign policy institution works in their interests.”⁴ Another, less openly discussed yet perhaps most important, argument as to why geographic balance is so relevant is that although the EEAS staff officially “shall neither seek nor take instruction from any government,”⁵ in practice, member states usually experience a degree of informal influence over “their people” in the EEAS⁶ who

¹ The Council of the European Union, “Council Decision of 26 July 2010 establishing the organization and functioning of the European External Action Service (2010/427/EU),” *Official Journal of the European Union*, L 201 (03.08.201): 30-40.

² This is also proven by statements by a number of Ministers of Foreign Affairs of EU member states during the formation of the EEAS in 2010. For instance, Karel Schwarzenberg, the Minister of Foreign Affairs of the Czech Republic, claimed that the “proportional representation of member states” in the EEAS is one of the “key principles” (Ministry of Foreign Affairs of the Czech Republic, “Minister Schwarzenberg in Brussels,” Press release, 27 July 2010, accessed August 23, 2018, https://www.mzv.cz/jnp/en/issues_and_press/archive/events_and_issues/x2010/x2010_07_27_minister_schwarzenberg_in_brussels.html) after the meeting with the High Representative of the Union for Foreign Affairs and Security Policy C. Ashton. His colleagues from other countries were of a similar opinion, e.g. when the Slovenian Minister for Foreign Affairs, Žbogar emphasized “the need for geographical balance” (Ministry of Foreign Affairs, Republic of Slovenia, “Minister Žbogar takes part in FAC meeting,” Press release, 22 March 2010, accessed August 23, 2018, <http://www.mzz.gov.si/en/newsroom/news/26706>) in relation to the formation of the EEAS, as well as when the Latvian Minister for Foreign Affairs, Kristovskis, expressed his interest in seeing “all EU member states represented in the EEAS and the geographical balance observed” (Ministry of Foreign Affairs of the Republic of Latvia, “G. V. Kristovskis discusses with Ashton the co-operation concerning Latvian nationals abducted in Sudan,” Press release, 12 November 2010, accessed August 18, 2018, <http://www.mfa.gov.lv/en/news/latest-news/10791-g-v-kristovskis-discusses-with-ashtonthe-co-operation-concerning-latvian-nationals-abducted-in-sudan>).

³ Andrew Rettman, “New EU states make bid for more diplomatic clout,” *EUobserver*, March 10, 2010, accessed September 1, 2018, <https://euobserver.com/institutional/29651>.

⁴ “Eastern EU states battle for posts in new foreign service,” *Times of Malta*, September 12, 2010, accessed September 1, 2018, <https://www.timesofmalta.com/articles/view/20100912/world/eastern-eu-states-battle-for-posts-in-new-foreign-service.326615>.

⁵ *Council Decision of 26 July 2010*.

⁶ It is also evident from the report by the Foreign Affairs Committee of the House of Commons, which justified the stronger representation of the British in EU institutions by arguing that British personnel in EU institutions merely represent one of the “channels of (UK) influence” in the EU (Foreign Affairs Committee Report HC 219 of Session 2013-14. The UK staff presence in the EU institutions, September 2013, London). In addition to this, the information provided by the staff of the EU diplomatic service itself to the research carried out by Henökl (Thomas E. Henökl, “The European External Action Service: Torn Apart between Several Principals or Acting as a Smart ‘Double-Agent’?,”

thus become a means of having an impact on this EU institution. In fact, the issue of adequate representation of EU member states in the EEAS is also the issue of balancing the clout of individual member states on this important EU institution, to a certain extent. Moreover, it is also important to consider that diplomats working in the EEAS acquire unique professional experience, which they could later use in their further professional engagement in national diplomatic services. Therefore, representation in the EEAS is an opportunity for EU member states to improve the skills of their own diplomats and, thereby, the quality of their own national diplomatic services.⁷ Thus it appears that despite the fact that according to the EU regulations all EEAS diplomats should act with the EU interests in mind and be oblivious to their national interests, in practice there are good reasons to deal with the question of adequate representation of EU member states within the EEAS staff.

Despite such reasons, academic works dealing with the organization and functioning of the EEAS pay relatively little attention to the issue of representation of individual EU member states within the EEAS staff. From the scarce works addressing this issue, one of the most comprehensive is the study conducted by Simon Duke and Sabina Kajně Lange, initiated by the European Parliament's Committee on Foreign Affairs, which analyses the development of geographical balance in the EEAS staff over its first two years of existence.⁸ Other academic works dedicated specifically to this topic include a study written by Ryszarda Formuszewicz and Jakub Kumoch⁹ that examines the appointment of the EU Delegation Heads and their potential impact on geographical balance in this category of EEAS staff, a paper authored by Ryszarda Formuszewicz and Dorota Liszczyk¹⁰ that explores the staffing policy of the EEAS and its effects on the representation of EU member states within the EEAS and, in addition, a paper prepared by Tereza Novotná that analyses

Journal of Contemporary European Research 10, no. 4 (2014): 381-401) show that a non-negligible part of the EEAS staff takes into consideration the position of the respective national government while performing their given tasks.

⁷ Since the national diplomatic services of the EU member states are actively involved in the performance of EU diplomacy, their quality influences the success of EU's diplomatic actions. Therefore, a high quality of the national diplomatic services is not only in the interest of individual EU member states, but also of the EU as a whole.

⁸ Simon Duke and Sabina Kajně Lange, "Achieving Geographical and Gender Balance in the European External Action Service," European Parliament, Directorate-General for External Policies, Policy Department, Brussels (2013): 1-77.

⁹ Ryszarda Formuszewicz and Jakub Kumoch, "The Practice of Appointing the Heads of EU Delegations in the Wake of Council Decision on the European External Action Service," The Polish Institute of International Affairs, Warsaw (2010): 1-40.

¹⁰ Ryszarda Formuszewicz and Dorota Liszczyk, "The Staffing Policy of the European External Action Service – Stocktaking Ahead of the 2013 Review," *The Polish Quarterly of International Affairs* 9, no. 1 (2013): 139-160.

the effectiveness of EU member states in getting their nationals in EEAS staff in 2014, after the first years of operation of the EEAS.¹¹ In addition to academic sources, several documents produced by EU institutions also review the issue geographic balance in the EEAS staff. In this regard, the most important of them is the EEAS Human Resources Annual Report published annually by the EEAS. The document mainly provides statistics on the numbers of EEAS staff in individual categories, as well as a nationality breakdown.

This study will examine representation in the EEAS by EU member states using the cases of three South Eastern European states – Slovenia, Romania and Croatia. The aim is firstly, to assess and compare the presence of these three countries in the EEAS from 2012 to 2017 and subsequently, to answer the question of whether “success” in the appointment of nominees from specific member states to the EEAS is directly proportional to (a) population size (b) length of EU membership, or (c) the period of participation in the EEAS. In this regard, we have selected three different EU member states with varying population sizes (Slovenia – 2.1 millions; Croatia – 4.2 millions; Romania – 19.6 millions), different EU membership periods (Slovenia since 2004; Romania since 2007; Croatia since 2013) and different dates of entry into the EEAS (Romania and Slovenia in 2010; Croatia in 2013). For our research, we have chosen the period 2012 to 2017 due to the availability of the required statistical data, (data for 2011 was not available and data for 2018 will not be available until May 2019, when the EEAS Human Resources Annual Report for 2018 is to be published). Regarding the sources, our analysis is based principally on EU documents – the EEAS Human Resources Annual Reports, from which we obtained data on the structure and number of EEAS staff for the period 2014 to 2017. Because the EEAS has only been issuing these reports since 2014, the statistics for 2012 and 2013 had to be acquired from other sources, such as the internal correspondence of EU institutions and the EEAS Review.¹² Furthermore, our work is also based on related EU legislative documents, and information from secondary sources was also utilized, although to a lesser extent.

In regard to our evaluation and the stated objectives, primarily we employed a quantitative research method – the comparative analysis of statistical data. This study is divided into several sections. The first part details the methodology applied as well as justifies its selection. The second part briefly explains the duties of each category of the EEAS staff which are the subject of our investigation and illustrates the significance of their position within the EEAS hierarchical structure. Finally, the third, fourth and fifth parts

¹¹ Tereza Novotná, “Who’s in charge? Member states, EU institutions and the European External Action Service,” *ISPI Policy Brief*, no. 228 (October 2014).

¹² European External Action Service, “EEAS Review,” July 29, 2013, Brussels.

are an analysis and overall evaluation of the representation of the three selected EU member states within specific categories of the EEAS staff. It is necessary to emphasize that the scope of our examination does not include reasons for the levels of inclusion achieved by individual EU members in the EEAS, however, its ambition is to serve as a basis for such analysis. Moreover, we must point out that the results of a comparison of the “success rate” of individual EU member states in appointing representatives to positions on the EEAS staff does not take into account the foreign policy preferences of individual EU member states,¹³ or the differing levels of diplomatic prestige¹⁴ related to individual positions within identical categories of EEAS staff.

Methodology and Research Method

When selecting a research method for the study of geographic balance, that is, the adequate representation of individual EU member states within the EEAS, it is essential to take into account that there are specific, objective differences between major and minor states in their ability to provide qualified personnel to the EEAS. It is not possible to expect that Malta or Luxembourg are capable of providing as many diplomats and other necessary personnel as are Germany or France, who can select them from a much larger pool of candidates. Furthermore, larger EU member states usually have greater numbers in diplomatic services¹⁵ and thus it is only reasonable to assume that they are capable of providing more diplomats with the necessary experience to meet the needs of the EEAS. To a great extent, these differences are taken into account in our methodology, one frequently utilized by the EEAS itself and other EU institutions, like the European Parliament, to assess representation. It is based on a comparison of the proportional ratio of the number of EEAS staff from an EU member state to the total number of EEAS staff, with the proportional share of the population of the given EU member state to the total EU population. An EU member state is “adequately” represented within the EEAS if its ratio of

¹³ For an EU member state, acquiring the position of Head of EU Delegations in a state whose priority interests in foreign policy are aligned with those of the EU can be more “valuable” in practice.

¹⁴ As with national diplomatic services, there are certain diplomatic positions in the EEAS that are traditionally associated with higher prestige. They typically include posts at the head offices of states with superpower status; for instance the USA, Russia or China or Head of Mission to the UN. Each Head of EU Delegations post is of equal significance in the presented analysis. Therefore we do not take the aforementioned differences into account.

¹⁵ There might not necessarily be a direct correlation between the population size and the number of staff in their diplomatic services.

staff members to the total number of EEAS staff matches the ratio of its population to the total EU population.

This method will be applied in such way that for each EU member state, an individual value – the so-called hypothetical national quota, or HNQ, of staff – is calculated by dividing the total number of EEAS staff by the state's ratio¹⁶ of overall EU population. This number represents an adequate level of representation within the EEAS, and further, respectively within individual EEAS staff categories. The HNQ will be calculated using the following formula:

$$\text{HNQ} = \% \text{ of total EU population of a Member State} \times \frac{\text{Total Number of EEAS Staff}}{100}$$

Figures will be rounded to one decimal place.¹⁷ The HNQ will serve as a reference value in our assessment of adequate representation within the EEAS and individual EEAS staff categories. In this evaluation, the HNQ will be compared to the actual number of positions filled and the results will show to what extent a given state either met or exceeded its HNQ within the given category and whether it was adequately, under or over-represented.¹⁸ We consider the following outcome to constitute adequate representation: if the difference between the HNQ and the actual number of positions appointed from the given EU member state is < 1 .¹⁹

The Definition of EEAS Staff Categories

The EEAS Staff falls into two basic groups, those being statutory staff and non-statutory staff. EEAS statutory staff is further divided into

¹⁶ No national quotas for individual EU member states are applied in the appointments to EEAS staff positions. The term *hypothetical national quota* is used merely as a theoretical concept in the text.

¹⁷ The value of HNQ is not rounded up in order to minimize the distortion of calculated results.

¹⁸ The same method is applied to our previous research dedicated to the assessment of representation in the EEAS staff of Visegrad group states (Erik 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 [Political Sciences]* 21, no. 2 (2018), 26-55).

¹⁹ We opted for such a representation of results due to fact that HNQ values (since these are mathematically calculated values) might not always be integers, whereas the actual numbers of positions in EEAS staff appointed by a given state are always integers. Therefore, states with a calculated HNQ value which is not an integer cannot meet the level of representation exactly equal to its HNQ.

administrators (AD Staff), *assistants* (AST Staff), *Contract Agents* and *Local Agents*. The EEAS non-statutory staff comprises *Stagiaires*, *Junior Professionals in Delegations*, *Seconded National Experts*, who are employed by the national administrations of the EU member states, and *external staff*, contracted by private companies or job agencies to deliver specialised services or carry out short-term duties for EEAS.

The actual performance of EU diplomacy is provided particularly by the first mentioned group of EEAS Staff – the statutory staff. From the viewpoint of the bureaucratic hierarchy and the significance of the tasks performed, within this group of EEAS workers it is the officials that belong to the *AD Staff* category that occupy the highest positions. They perform “managerial, conceptual and analytical duties.”²⁰ In practice these EEAS officials mostly carry out tasks which in the national diplomatic services are usually performed by diplomats. That is also why the EEAS AD Staff tend sometimes to be informally denoted as the EEAS “diplomatic staff.” It is important to know that in practice this category of EEAS Staff has the most significant influence on the functioning of the EEAS and diplomatic activities of the EU, which stems from its position in the bureaucratic hierarchy of the institution and its tasks performed (as mentioned above).

Another category comprises *AST Staff* and *AST/SC Staff*, which stand lower in the bureaucratic hierarchy of the EEAS statutory staff. The EEAS officials that belong to the AST Staff or AST/SC Staff categories usually fulfil “executive and technical duties,” or “clerical and secretarial duties.”²¹ In practice this means that they are the officials who tend to carry out administrative and/or technical tasks or assist in the performance of the AD Staff’s duties.

The third category in the bureaucratic hierarchy of EEAS statutory staff is formed by *Contract Agents*. Officials falling into this staff category “carry out manual or administrative support service tasks” or perform duties in place of temporarily absent EEAS Staff members.²² An important characteristic feature of this category of officials is that they work for the EEAS on the basis of a fixed-term contract, and thus – unlike officials belonging to the AD Staff and AST Staff or AST/SC Staff categories – they do not work for the EEAS permanently.

²⁰ The Council of the European Economic Community and the Council of the European Atomic Energy Community “Regulation No 31 (EEC), 11 (EAEC) laying down the Staff Regulations of Officials and the Conditions of Employment of Other Servants of the European Economic Community and the European Atomic Energy Community,” *The Official Journal of the European Communities*, P 045, 14.6.1962: 1385, [https://eur-lex.europa.eu/eli/reg/1962/31\(1\)/2014-05-01](https://eur-lex.europa.eu/eli/reg/1962/31(1)/2014-05-01)

²¹ “Regulation No 31 (EEC), 11 (EAEC).”

²² European External Action Service, “EEAS Human Resources Annual Report 2016,” May 30, 2017, Brussels.

The last category of EEAS statutory staff is represented by *Local Agents*, who mostly fulfil “manual or service duties.”²³ This type of EEAS Staff – unlike all the preceding categories of EEAS Staff – do not work at the EEAS Headquarters in Brussels but are only found at the “foreign” representations of the EU. Another specific feature of Local Agents is that positions within this category of EEAS Staff are not occupied by EU citizens but instead by citizens of third countries – as a rule these are citizens of the country in which the particular EU representation operates.

When examining EU member state representation within EEAS Staff, both in the analytical and statistical documents of EU institutions and academic publications, the categories of the EEAS AD Staff, AST Staff and Contract Agents are, as a rule, the most closely “observed” ones. It is these three categories of EEAS Staff that in practice – from the viewpoint of their position within the EEAS bureaucratic hierarchy, as well as from the viewpoint of the importance of the duties performed – that exert, relatively speaking, the strongest influence on the workings of the EEAS and the operation of EU diplomacy itself. That is why in our analysis we shall focus on the development of the EU member states’ representation in these three categories of EEAS Staff.

Representation of Slovenia in the EEAS

In 2017, Slovenia had a population of approximately 2.1 mil., or 0.4% of the EU. Once our formula is applied to individual EEAS staff categories, the HNQ for Slovenia was 3.7 positions in the AD Staff, 2.5 in the AST Staff, and 1.7 Contract Agents for a total of 7.9 positions across the three classes. In reality, Slovenia held 12 AD Staff positions, 12 in the AST Staff and 1 position in the Contract Agents, i.e. a total of 25 positions. Expressed as a percentage this translates into 1.3% AD Staff, 1.9% AST Staff, and 0.2% Contract Agents (see Table 1).

From this data, we can conclude that Slovenia was significantly over-represented in two of the three EEAS staff categories at the end of 2017 – specifically in AD and AST Staff where Slovenia maintained 324% and 480% of its HNQ respectively. The state was under-represented in one category, Contract Agents, at only 59% of HNQ. However, it is necessary to emphasize that the difference between the real number of positions filled by Slovenia in the Contract Agents category and the HNQ is less than one person. Thus, even in this single group Slovenia is only very slightly under-represented. Importantly, the overall number of positions staffed by Slovenia in all of the three observed

²³ European External Action Service, “EEAS Human Resources Annual Report 2017,” May 16, 2018, Brussels.

EEAS staff categories was 316% of its HNQ – similar to its level of AD and AST Staff.

Considering EEAS AD Staff location, Table 2 shows that Slovenia was markedly over-represented in both AD Staff at the EEAS Headquarters and AD Staff within EU Delegations. A breakdown of results within Slovenia as its own category reveals that Slovenia had a particularly strong record – 375% of HNQ – within AD Staff in EU Delegations while its result in AD Staff in the EEAS Headquarters was a “mere” 272% of its HNQ.

In terms of the hierarchical position of Slovenia within the framework of the EEAS AD Staff we can say that at the end of 2017 Slovenia was relatively strongly represented with 3 positions at the higher level (see Table 3). This represents 272% of its HNQ or 1.1 positions. In the EEAS AD Management Staff, Slovenia managed to fill 2 of the lucrative posts of Head of EU Delegations (see Table 4), representing at least twice its HNQ.²⁴

Developments and trends from 2012 to 2017

It is evident from the data that at the beginning of the studied period that Slovenia had comparatively a strong representation in the EEAS staff. For example, in the second year of the EEAS, it significantly exceeded its HNQ – almost double for AD Staff and triple for AST Staff. Furthermore, Slovenia significantly increased its presence during the observed period with the appointment of 6 people to AD Staff positions and 4 people to AST Staff positions, an increase of 100% and 50% respectively. It is worth noting that the most significant increase in AD Staff positions, an additional 5 positions for a total of 12, took place at the very beginning of the studied period, between 2012 and 2013 (see Table 13). Thus, Slovenia already had a strong representation in the EEAS AD Staff in 2013 – three times higher than its HNQ, which has stayed nearly the same up to this day. With regards to the development of the Slovenian representation in the AD Staff, it is possible to observe another remarkable phenomenon – the varying dynamic in the increase of its number of positions in the EEAS Headquarters and EU Delegations. While the representation of Slovenia within the AD Staff in EEAS Headquarters only increased by 1 position, or 20%, during the whole period, additional 5 appointments were gained, a 500% increase, in the EU Delegations Staff.

It is also interesting that Slovenia maintained a strong representation in the superior managerial positions within the AD Staff from the beginning of the

²⁴ Provided that the calculated value of HNQ, which is 0.5, is rounded up to an integer – 1 position as Head of EU Delegations.

study period. This is not only true for the overall number of positions held by Slovenia within the AD management staff, which was two or three times larger than its HNQ over the studied period according to Table 3, but also specifically for the number of positions held as Heads of EU Delegations, which also sustained a high level according to Table 4.

The overall growth of Slovenia's representation within individual EEAS Staff categories between 2012 and 2017 is illustrated by Figures 1 and 2.

The Representation of Romania in the EEAS

In 2017, the population of Romania was approximately of 19.6 millions, a 3.8% share of the total EU population. This calculates to an HNQ of 35.5 positions in the AD Staff, 23.9 in the AST Staff, and 16 in the Contract Agent, for a total of 75.4. In truth, Romania held 23 positions each in the AD Staff and AST Staff, and 22 Contract Agent positions as Table 5 shows. This is 2.5% of all AD Staff, 3.7% of all AST Staff and 5.2% of all Contract Agent positions, or 3.4% of the total number of posts over the three categories. From this data, it can be concluded that in 2017 Romania was under-represented in the AD Staff at only 65% of its HNQ. In the AST Staff category, Romania's quota can be considered adequate at 96% of its HNQ, less than one position short of its HNQ. The strongest relative representation of Romania was in the Contract Agent category, where it exceeded the HNQ by 38%. In terms of Romania's overall representation within the three studied categories of EEAS Staff, it reached 90% of HNQ.

Looking at AD Staff location, Table 6 shows that Romania was under-represented in both the AD Staff at the EEAS Headquarters and the AD Staff at EU Delegations. In both groups, Romania had the same approximate level of representation in relation to its HNQ – 68% for EEAS Headquarters and 60% for EU Delegations.

As for Romania's positions within the structure of the EEAS AD Staff, we need to mention that with only three appointments (see Table 7) this state had a relatively weak representation in the AD Management staff by the end of 2017, at 29% of its HNQ. The same was also observed in the category of Heads of EU Delegations (see Table 8). Three positions of Heads of EU Delegations, corresponding to 57% of HNQ was slightly higher but even in this separate category of EEAS AD Management staff, Romania was generally under-represented.

Developments and trends from 2012 to 2017

The statistics show that Romania lacked an adequate representation at the beginning of the observed period in all three EEAS Staff categories, but managed to significantly improve its position –by 13 positions or 130% percent, in both in the AD Staff and the AST staff, and in the Contract Agents category by 11 positions, or 100%. It is worth noting that the overall number of positions in all three EEAS Staff categories increased every year throughout the entire observed period despite occasional, annual decreases in the individual categories of EEAS Staff (see Table 13). Thanks to this trend, Romania managed to reach a level approximately equal to its HNQ in the AST Staff and Contract Agents categories by 2016. A sufficient level of representation, however, was never reached in the most important category, AD Staff, in which Romania's presence stagnated over the last two years.

When studying the progress of Romania's inclusion in the EEAS AD Staff, it needs to be pointed out that no increase was realized in AD Staff Management positions over the period of 2012-2017, and thus it remains significantly under-represented in this higher category. Similarly, in the ranks of the Heads of EU Delegations, Romania remained below its HNQ throughout the effective period. However, in the important group of EEAS AD Management staff, some relative strengthening of the Romanian position was observed. The overall development of Romania's representation in the individual EEAS Staff categories from 2012 to 2017 is illustrated by Figures 3 and 4.

The Representation of Croatia in the EEAS

In 2017, Croatia had a 0.8% share of the total EU population at approximately 4.2 millions. Using our formula, we see an HNQ of 7.5 positions in the AD Staff, 5 in the AST Staff, and 3.4 in the Contract Agent category, totalling at 15.9. In fact, Croatia maintained 7 posts in the AD Staff, 2 in the AST Staff and 1 in the Contract Agents category, a total of 10 positions. As a percentage, Croatia held 0.7% of all AD Staff positions, 0.3% of AST Staff and 0.2% of all Contract Agent posts. In total, 0.5% of positions in all three EEAS staff categories (see Table 9). From this it can be said that Croatia had the best relative representation in AD Staff in 2017 at 93% of its HNQ. The difference between the actual number of Croatian-held positions in the AD Staff and its HNQ for this category was less than one position. Based on this information, the representation of Croatia in the EEAS AD Staff can be considered adequate. On the other hand, in the AST Staff and Contract Agents categories, Croatia was under-staffed, at only 40% and 29% of its HNQ respectively. Similarly, when looking at the overall number of positions maintained by Croatia in the

three observed EEAS Staff categories, it must be stated that this EU member state was under-represented in 2017, reaching only 63% of its HNQ.

In terms of the location of EEAS AD Staff positions held by Croatia, Table 10 shows that it was under-represented in AD Staff at EEAS Headquarters, at only 47% of its HNQ, but over-represented in the EU Delegations, holding positions equal to 156% of its HNQ.

Regarding higher positions in the EEAS Management Staff, Croatia was adequately represented with two appointments in this category (see Table 11), or 91% of its HNQ. Similarly, adequate representation was achieved in the ranks of the Heads of EU Delegations, where Croatia held two of these lucrative positions (see Table 12), approximately equal to its HNQ at 1.1 positions.

Developments and trends from 2014 to 2017

The earliest statistical data relating to Croatia's representation in the EEAS dates from 2014, as Croatia only joined the EU in 2013. In comparing results for the years 2014-2017, it is possible to see that Croatia has strengthened its representation in all three categories of EEAS Staff every year. However, adequate representation was only achieved in 2017. In the other two categories, Croatia dropped below its HNQ for the entire observation period. While Croatia increased its representation in the AST Staff over the final two years, in the Contract Agents category, its presence stagnated. A relatively strong level of representation, exceeding Croatia's HNQ, was seen in the EEAS AD Management staff and in Heads of EU Delegations. Remarkably, this relatively high level in managerial positions in the EEAS has been maintained by Croatia since 2014, meaning it immediately reached this level within a year of entering the EU.

Figures 5 and 6 illustrate the overall development of Croatia's representation in the individual EEAS Staff categories from 2014 to 2017.

Conclusions

We can observe that of the three Southeastern European states considered in this analysis – Slovenia, Romania, and Croatia – it was the first one which had the best representation in the EEAS staff in 2017. Slovenia is the only state in this trio that meets or exceeds the level of its HNQ in all three key EEAS Staff categories: AD Staff, AST Staff and Contract Agents. In two out of the three EEAS Staff categories – AD Staff and AST Staff – Slovenia held positions exceeding its HNQ several times while the other two analysed EU

member states were unable to achieve such levels in any EEAS Staff category. In terms of higher hierarchical positions in the EEAS AD Management Staff as well as in Heads of EU Delegations, Slovenia also showed the best representation of the three. Slovenia's dominance in comparison to the other two states in this analysis is illustrated by the fact that, with a population of only 2.1 million, it had more people working in EEAS AD Management than Croatia, with twice the population and an equal number as Romania which has a population nine times greater.

In terms of the development in the number of appointments of Slovenia, Romania and Croatia within the EEAS staff over the period of 2012 to 2017, we can state that Slovenia achieved the absolute best results among the studied states. This member state was the only one to be over-represented in AD Staff and AST Staff, as well as in AD Management staff and Heads of EU Delegations, throughout the entire period. In contrast, Romania did not manage to achieve representation in any of these designations at a level equal to its HNQ. A remarkable result was attained by Croatia, which joined the EU as late as in 2013 and almost immediately achieved representation equal to its HNQ in EEAS AD Management Staff and Heads of EU Delegation. In comparison, Romania was not able to reach its "quota" even after 7 years of its experience in the EEAS and despite the fact that it had become an EU member state before the EEAS was established, so it had the opportunity to be involved in the process of the formation of the EEAS from the beginning.

As far as the overall development of representations of Slovenia, Romania and Croatia in the EEAS is concerned, an interesting common trend can be observed: all three EU member states showed an increase in the number of AD Staff and AST Staff positions over the studied period. Moreover, all three of these Southeastern European states showed relatively dynamic increases in their representation in the AD Staff, where they at least doubled their number of positions. Romania saw the most dynamic increase, as it was the only state of the three that doubled its representation in both the AST Staff and Contract Agents groups.

The overall progress of Slovenian, Romanian and Croatian representation in the individual EEAS staff categories from 2012 to 2017 is illustrated in Table 13.

Several general conclusions can be drawn from the comparison of the developments of representation of Slovenia, Romania and Croatia in the EEAS staff in the period of 2012 - 2017. Firstly, the success of the EU member state in achieving adequate representation within the EASS staff does not necessarily correlate with the length of its EU membership or of its presence in the EEAS. This can be well illustrated by the fact that Croatia, which only joined the EEAS in 2013, achieved representation in both the EEAS AD Management staff as well as the Heads of EU Delegations, equal to its HNQ during the first year in the EEAS, while

Romania has not achieved adequate representation in the same EEAS staff categories over its seven years' participation in the EEAS. Similarly, Slovenia and Romania have been present in the EEAS for an equally long period, that is from the creation of the institution, nevertheless the two EU member states show completely different results in terms of their success in achieving adequate representation in the EEAS staff. Secondly, the success rate of an EU member state in obtaining higher managerial positions in the EEAS does not necessarily correlate with its population size. In other words, "bigger" EU member states with higher populations are not automatically more successful in achieving managerial positions in the EEAS than the "smaller" ones.²⁵ This can be illustrated by the fact that Slovenia, with a population of only two million, has an equal number of appointments to EEAS AD Management positions as Romania with a population of twenty million, almost ten times the size. Thirdly, population size, as well as the length of EU membership does influence to some extent the representation of an EU member state in the EEAS staff. This can be illustrated on the higher absolute numbers of AD staff and AS-T staff from Romania in the EEAS, compared with Croatia and Slovenia, and the overall increase in the number of AD Staff and AST Staff positions of all three studied EU member states in the EEAS over the years, respectively.

The above-mentioned examples prove that the population size, the length of EU membership and the length of presence in the EEAS do not constitute decisive determinants influencing the effectiveness of the EU member state in getting its nationals into the EEAS staff or into the EEAS AD management staff. The question remains, however, which other determinants affect the success rate of an EU member state in achieving its adequate representation in the EEAS? The answer to this question is beyond the scope of this research. It may be assumed, however, that the overall success of the EU member state in getting its nationals into the EEAS staff depends mainly on the ability of the state concerned to deliver candidates that best meet the required criteria for the posts in the EEAS. The mentioned ability of a state to deliver good candidates for the EEAS may depend on the quality of professional training in the member state and, last but not least, on the individual motivation and willingness of potential candidates to apply for posts in the EEAS. Of course, the lobbying of individual member states for "their" candidates, as well as staffing policy of the EEAS should not be underestimated as further possible determinants influencing geographic balance in the EEAS.²⁶

²⁵ This thesis is true for average managerial positions in the EEAS AD Staff. Considering top managerial positions in the EEAS was not a goal of this study.

²⁶ For example, because Croatia joined in halfway through, rather than when the EEAS was established, the High Representative for Foreign Affairs and Security Policy was very keen on nominating Croatians to management posts in the EEAS.

Annexes

Table 1. EEAS staff from Slovenia: numbers and proportion of total EEAS staff in respective category in 2012-2017

	Year	2012	2013	2014	2015	2016	2017	2017 _{HNO}
AD Staff (AD)		6	11	11	14	13	12	3.7
% of EEAS AD Staff		0.7	1.2	1.2	1.5	1.4	1.3	0.4
AST Staff (AST)		8	10	12	12	12	12	2.5
% of EEAS AST Staff		1.2	1.5	1.8	1.8	1.8	1.9	0.4
Contract Agents (CA)		1	0	1	1	1	1	1.7
% of EEAS Contract Agents		0.3	0.0	0.3	0.3	0.3	0.2	0.4
AD Staff + AST Staff + CA		15	21	24	27	26	25	7.9
% of EEAS AD + AST + CA		0.8	1.1	1.2	1.4	1.3	1.3	0.4

Source: Author's own calculation based on: David O'Sullivan to Martin Schulz, [letter], September 18, 2012, www.europarl.europa.eu/meetdocs/2009_2014/documents/budg/dv/2012_eeas_02_/2012_EEAS_02_EN.pdf; European External Action Service, "EEAS Review," July 2013, Brussels; European External Action Service, "EEAS Human Resources Report 2014," 2015; European External Action Service, "EEAS Human Resources Report 2015," 2016; European External Action Service, "EEAS Human Resources Annual Report 2016," 2017; European External Action Service, "EEAS Human Resources Annual Report 2017," 2018.

Table 2. EEAS AD staff from Slovenia at the EEAS headquarters and in the EU delegations in 2012-2017

	Year	2012	2013	2014	2015	2016	2017	2017 _{HNO}
AD Staff in Headquarters		5	n. a.	8	9	8	6	2.2
% of EEAS AD Staff in Headquarters		0.9	n. a.	1.4	1.6	1.4	1.1	0.4
AD Staff in the EU Delegations		1	n. a.	3	5	5	6	1.6
% of EEAS AD Staff in EU Delegations		0.3	n. a.	0.8	1.3	1.3	1.5	0.4
AD Staff from Slovenia in the EEAS		6	11	11	14	13	12	3.7
% of total EEAS AD Staff		0.7	1.2	1.2	1.5	1.4	1.3	0.4

Source: Author's own calculation based on: David O'Sullivan to Martin Schulz, [letter], September 18, 2012; European External Action Service, "EEAS Human Resources Report 2014," 2015; European External Action Service, "EEAS Human Resources Report 2015," 2016; European External Action Service, "EEAS Human Resources Annual Report 2016," 2017; European External Action Service, "EEAS Human Resources Annual Report 2017," 2018.

Table 3. EEAS AD management staff from Slovenia: numbers and proportion of total EEAS AD management Staff in 2012-2017

	Year	2012	2013	2014	2015	2016	2017
EEAS AD Management Staff from Slovenia		2	2	2	3	2	3
EEAS AD Management Staff (total number)		252	262	256	257	259	269
% of EEAS AD Manag. Staff from Slovenia		0.8	0.8	0.8	1.2	0.8	1.1

Source: Author's own calculation based on: European External Action Service, "EEAS Human Resources Annual Report 2017," 2018.

Table 4. Heads of EU Delegation from Slovenia: numbers and proportion of all Heads of EU Delegation in 2012-2017

	Year	2012	2013	2014	2015	2016	2017
Heads of EU Delegation from Slovenia		2	2	2	3	2	2
% of all Heads of EU Delegation		1.5	1.5	1.5	2.2	1.4	1.4

Source: Author's own calculation based on: European External Action Service, "EEAS Human Resources Annual Report 2017," 2018.

Table 5. EEAS staff from Romania: numbers and proportion of total EEAS staff in respective category in 2012-2017.

	Year	2012	2013	2014	2015	2016	2017	2017 _{HNO}
AD Staff (AD)		10	18	19	19	24	23	35.5
% of EEAS AD Staff		1.1	1.9	2.0	2.0	2.5	2.5	3.8
AST Staff (AST)		10	16	16	20	24	23	23.9
% of EEAS AST Staff		1.5	2.4	2.4	3.1	3.6	3.7	3.8
Contract Agents (CA)		11	12	14	12	17	22	16.0
% of EEAS Contract Agents		3.5	3.8	4.0	3.4	4.3	5.2	3.8
AD Staff + AST Staff + CA		31	46	49	51	65	68	75.4
% of EEAS AD + AST + CA		1.7	2.4	2.5	2.6	3.2	3.4	3.8

Source: Author's own calculation based on: David O'Sullivan to Martin Schulz, [letter], September 18, 2012; European External Action Service, "EEAS Review," 2013; European External Action Service, "EEAS Human Resources Report 2014," 2015; European External Action Service, "EEAS Human Resources Report 2015," 2016; European External Action Service, "EEAS Human Resources Annual Report 2016," 2017; European External Action Service, "EEAS Human Resources Annual Report 2017," 2018.

Table 6. EEAS AD staff from Romania at the EEAS headquarters and in the EU delegations in 2012-2017

	Year	2012	2013	2014	2015	2016	2017	2017 _{HNO}
AD Staff in Headquarters		7	n. a.	13	13	16	14	20.5
% of EEAS AD Staff in Headquarters		1.3	n. a.	2.3	2.4	2.9	2.6	3.8
AD Staff in the EU Delegations		3	n. a.	6	6	8	9	15.0
% of EEAS AD Staff in EU Delegations		0.9	n. a.	1.6	1.6	2.1	2.3	3.8
AD Staff from Romania in the EEAS		10	18	19	19	24	23	35.5
% of total EEAS AD Staff		1.1	1.9	2.0	2.0	2.5	2.5	3.8

Source: Author's own calculation based on: David O'Sullivan to Martin Schulz, [letter], September 18, 2012; European External Action Service, "EEAS Human Resources Report 2014," 2015; European External Action Service, "EEAS Human Resources Report 2015," 2016; European External Action Service, "EEAS Human Resources Annual Report 2016," 2017; European External Action Service, "EEAS Human Resources Annual Report 2017," 2018.

Table 7. EEAS AD management staff from Romania: numbers and proportion of total EEAS AD management Staff in 2012-2017

	Year	2012	2013	2014	2015	2016	2017
EEAS AD Management Staff from Romania		3	3	2	3	3	3
EEAS AD Management Staff (total number)		252	262	256	257	259	269
% of EEAS AD Manag. Staff from Romania		1.2	1.1	0.8	1.2	1.2	1.1

Source: Author's own calculation based on: European External Action Service, "EEAS Human Resources Annual Report 2017," 2018.

Table 8. Heads of EU Delegation from Romania: numbers and proportion of all Heads of EU Delegation in 2012-2017

	Year	2012	2013	2014	2015	2016	2017
Heads of EU Delegation from Romania		1	2	2	3	3	3
% of all Heads of EU Delegation		0.7	1.5	1.5	2.2	2.2	2.1

Source: Author's own calculation based on: European External Action Service, "EEAS Human Resources Annual Report 2017," 2018.

Table 9. EEAS staff from Croatia: numbers and proportion of total EEAS staff in respective category in 2014-2017.

	Year	2014	2015	2016	2017	2017 _{HNO}
AD Staff (AD)		3	4	6	7	7.5
% of EEAS AD Staff		0.3	0.4	0.6	0.7	0.8
AST Staff (AST)		0	0	1	2	5.0
% of EEAS AST Staff		0.0	0.0	0.2	0.3	0.8
Contract Agents (CA)		1	1	1	1	3.4

% of EEAS Contract Agents	0.3	0.3	0.3	0.2	0.8
AD Staff + AST Staff + CA	4	5	8	10	15.9
% of EEAS AD + AST + CA	0.2	0.3	0.4	0.5	0.8

Source: Author's own calculation based on: European External Action Service, "EEAS Human Resources Report 2014," 2015; European External Action Service, "EEAS Human Resources Report 2015," 2016; European External Action Service, "EEAS Human Resources Annual Report 2016," 2017; European External Action Service, "EEAS Human Resources Annual Report 2017," 2018.

Table 10. EEAS AD staff from Croatia at the EEAS headquarters and in the EU delegations in 2014-2017

	Year	2014	2015	2016	2017	2017 _{HNO}
AD Staff in Headquarters		1	1	2	2	4.3
% of EEAS AD Staff in Headquarters		0.2	0.2	0.4	0.4	0.8
AD Staff in the EU Delegations		2	3	4	5	3.2
% of EEAS AD Staff in EU Delegations		0.5	0.8	1.0	1.3	0.8
AD Staff from Croatia in the EEAS		3	4	6	7	7.5
% of total EEAS AD Staff		0.3	0.4	0.6	0.7	0.8

Source: Author's own calculation based on: European External Action Service, "EEAS Human Resources Report 2014," 2015; European External Action Service, "EEAS Human Resources Report 2015," 2016; European External Action Service, "EEAS Human Resources Annual Report 2016," 2017; European External Action Service, "EEAS Human Resources Annual Report 2017," 2018.

Table 11. EEAS AD management staff from Croatia: numbers and proportion of total EEAS AD management Staff in 2014-2017

	Year	2014	2015	2016	2017
EEAS AD Management Staff from Croatia		2	2	2	2
EEAS AD Management Staff (total number)		256	257	259	269
% of EEAS AD Manag. Staff from Croatia		0.8	0.8	0.8	0.7

Source: Author's own calculation based on: European External Action Service, "EEAS Human Resources Annual Report 2017," 2018.

Table 12. Heads of EU Delegation from Croatia: numbers and proportion of all Heads of EU Delegation in 2014-2017

	Year	2014	2015	2016	2017
Heads of EU Delegation from Croatia		2	2	2	2
% of all Heads of EU Delegation		1.5	1.4	1.4	1.4

Source: Author's own calculation based on: European External Action Service, "EEAS Human Resources Annual Report 2017," 2018.

Table 13. Numbers of EEAS staff per categories from Slovenia, Romania and Croatia in 2012-2017, with an indication of values equal to (in bold) and greater (in bold and underlined) than the hypothetical national quota

	Year	2012	2013	2014	2015	2016	2017	Δ 2012 - 2017
Slovenia	AD Staff	6	11	11	14	13	12	+6
	AD Management Staff	2	2	2	3	2	3	+1
	Heads of EU Delegation	2	2	2	3	2	2	0
	AST Staff	8	10	12	12	12	12	+4
	Contract Agents	1	0	1	1	1	1	0
Romania	AD Staff	10	18	19	19	24	23	+13
	AD Management Staff	3	3	2	3	3	3	0
	Heads of EU Delegation	1	2	2	3	3	3	+2
	AST Staff	10	16	16	20	24	23	+13
	Contract Agents	11	12	14	12	17	22	+11
Croatia	AD Staff	-	-	3	4	6	7	+4
	AD Management Staff	-	-	2	2	2	2	0
	Heads of EU Delegation	-	-	2	2	2	2	0
	AST Staff	-	-	0	0	1	2	+2
	Contract Agents	-	-	1	1	1	1	0

Source: Author's own calculation based on data in: David O'Sullivan to Martin Schulz, [letter], September 18, 2012; European External Action Service, "EEAS Review," 2013; European External Action Service, "EEAS Human Resources Report 2014," 2015; European External Action Service, "EEAS Human Resources Report 2015," 2016; European External Action Service, "EEAS Human Resources Annual Report 2016," 2017; European External Action Service, "EEAS Human Resources Annual Report 2017," 2018.

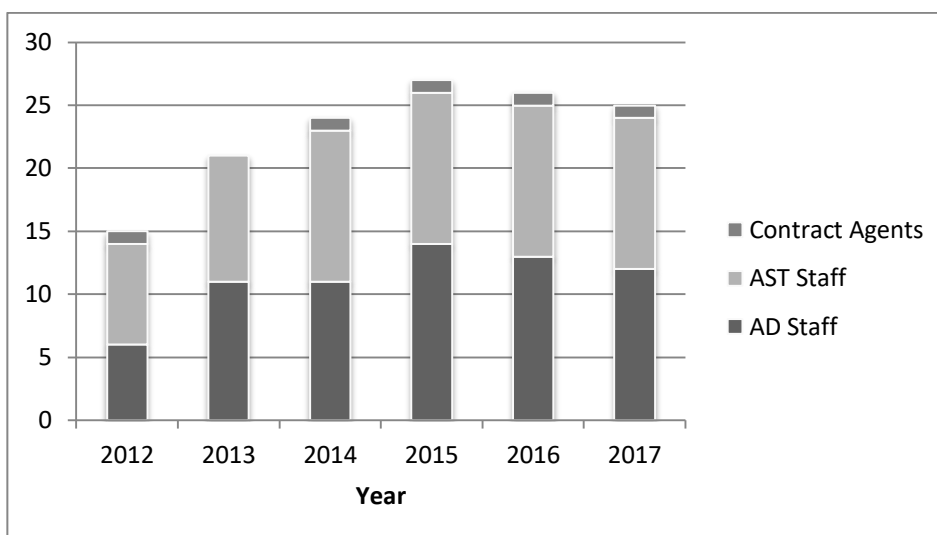


Figure 1. Numbers of EEAS staff from Slovenia per category in 2012-2017

Source: Author's own calculation based on: David O'Sullivan to Martin Schulz, [letter], September 18, 2012; European External Action Service, "EEAS Review," July 2013, Brussels; European External Action Service, "EEAS Human Resources Report 2014," 2015; European External Action Service, "EEAS Human Resources Report 2015," 2016; European External Action Service, "EEAS Human Resources Annual Report 2016," 2017; European External Action Service, "EEAS Human Resources Annual Report 2017," 2018.

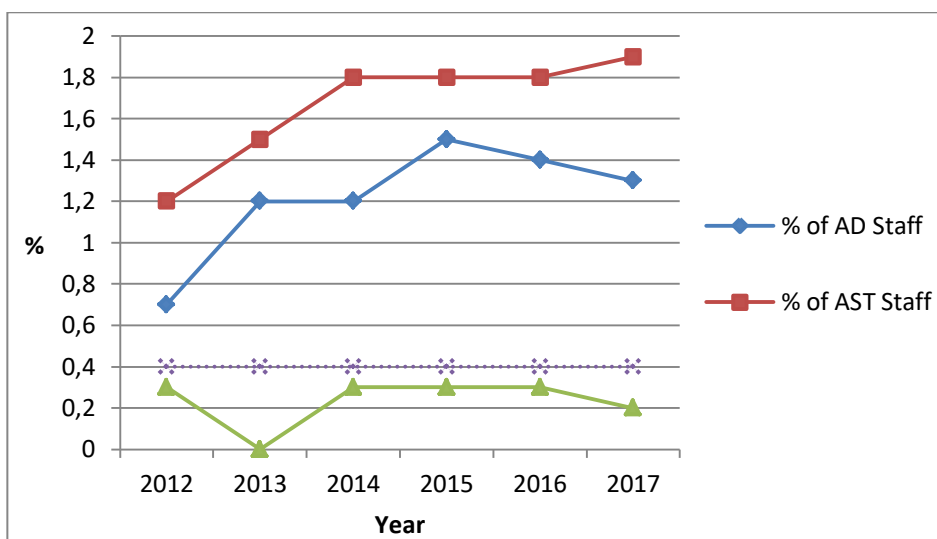


Figure 2. EEAS AD Staff, AST Staff and Contract Agents from Slovenia as a proportion of total EEAS staff in the respective category compared with Slovenia's proportion of EU population, evolution in 2012-2017

Source: Author's own calculation based on: David O'Sullivan to Martin Schulz, [letter], September 18, 2012.; European External Action Service, "EEAS Review," July 2013, Brussels; European External Action Service, "EEAS Human Resources Report 2014," 2015; European

External Action Service, “EEAS Human Resources Report 2015,” 2016; European External Action Service, “EEAS Human Resources Annual Report 2016,” 2017; European External Action Service, “EEAS Human Resources Annual Report 2017,” 2018.

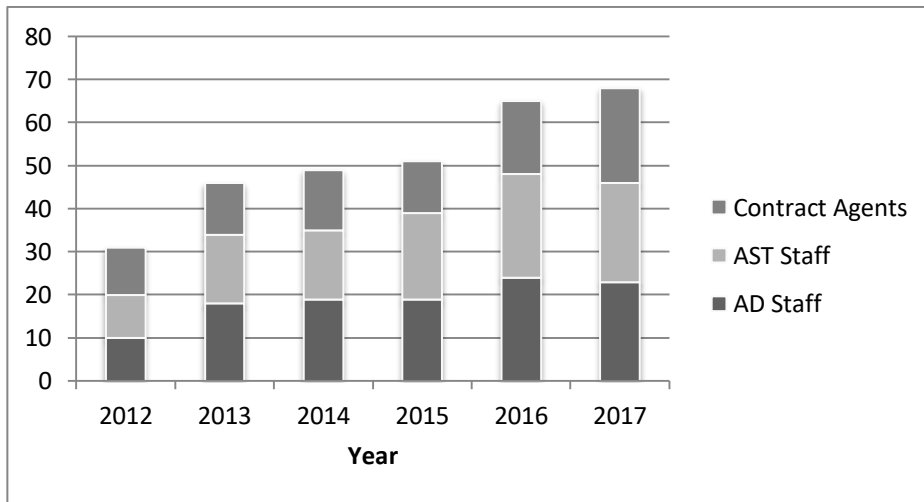


Figure 3. Numbers of EEAS staff from Romania per category in 2012-2017

Source: Author’s own calculation based on: David O’Sullivan to Martin Schulz, [letter], September 18, 2012; European External Action Service, “EEAS Review,” 2013; European External Action Service, “EEAS Human Resources Report 2014,” 2015; European External Action Service, “EEAS Human Resources Report 2015,” 2016; European External Action Service, “EEAS Human Resources Annual Report 2016,” 2017; European External Action Service, “EEAS Human Resources Annual Report 2017,” 2018.

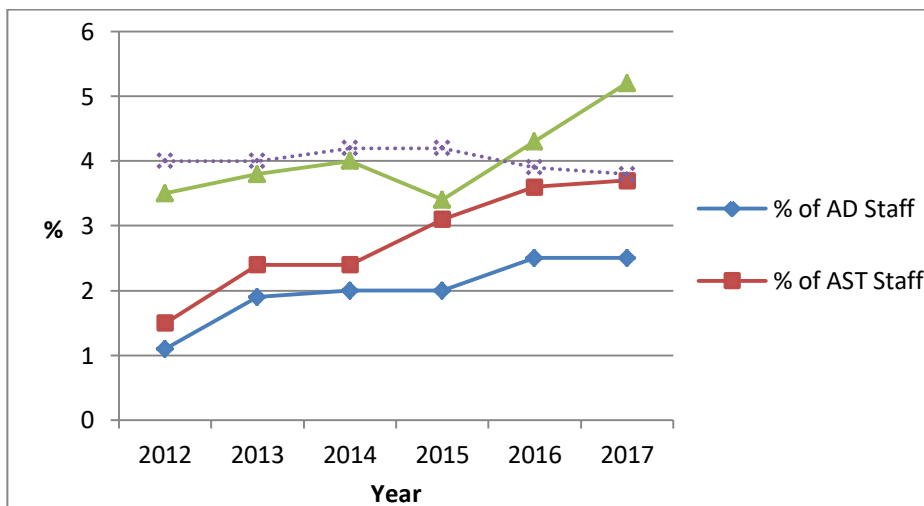


Figure 4. EEAS AD Staff, AST Staff and Contract Agents from Romania as a proportion of total EEAS staff in the respective category compared with Romania’s proportion of EU population, evolution in 2012-2017

Source: Author’s own calculation based on: David O’Sullivan to Martin Schulz, [letter],

September 18, 2012; European External Action Service, “EEAS Review,” 2013; European External Action Service, “EEAS Human Resources Report 2014,” 2015; European External Action Service, “EEAS Human Resources Report 2015,” 2016; European External Action Service, “EEAS Human Resources Annual Report 2016,” 2017; European External Action Service, “EEAS Human Resources Annual Report 2017,” 2018.

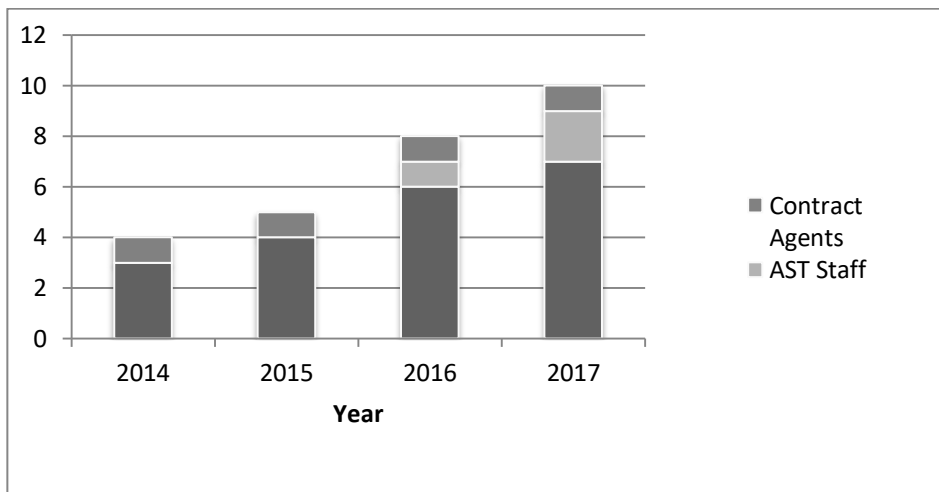


Figure 5. Numbers of EEAS staff from Croatia per category in 2014-2017

Source: Author’s own calculation based on: European External Action Service, “EEAS Human Resources Report 2014,” 2015; European External Action Service, “EEAS Human Resources Report 2015,” 2016; European External Action Service, “EEAS Human Resources Annual Report 2016,” 2017; European External Action Service, “EEAS Human Resources Annual Report 2017,” 2018.

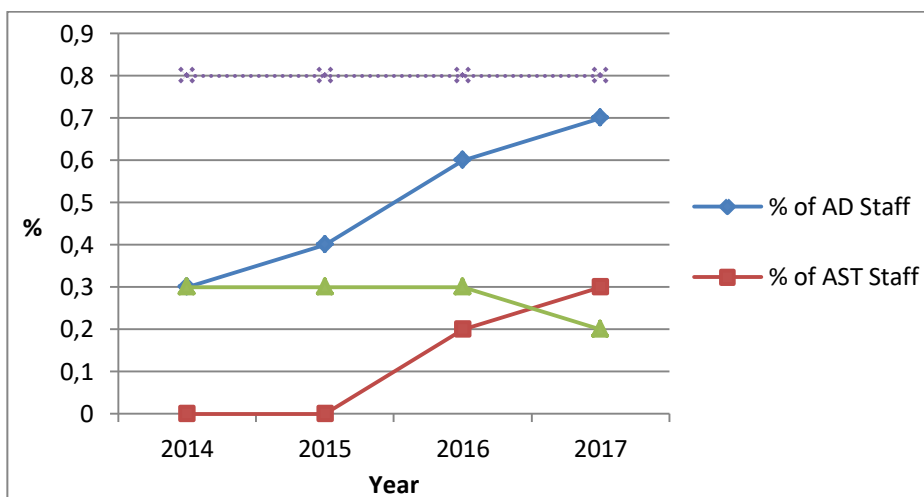


Figure 6. EEAS AD Staff, AST Staff and Contract Agents from Croatia as a proportion of total EEAS staff in the respective category compared with Croatia’s proportion of EU population, evolution in 2014-2017

Source: Author’s own calculation based on: European External Action Service, “EEAS Human

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Resources Report 2014,” 2015; European External Action Service, “EEAS Human Resources Report 2015,” 2016; European External Action Service, “EEAS Human Resources Annual Report 2016,” 2017; European External Action Service, “EEAS Human Resources Annual Report 2017,” 2018.