

## Introduction

### *European Cooperation Abroad: European Diplomatic Cooperation Outside EU Borders*

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## Introduction

Bartolino di Codelupi is probably the first resident ambassador in the world about whom we know anything, especially that in 1375 he represented the Gonzaga of Mantua at the court of the Visconti in Milan.<sup>1</sup> Fast-forward a few centuries, and in 2010 the Council of the European Union (EU) adopted a decision establishing the European External Action Service (EEAS), composed also of 'Union Delegations to third countries and international organisations'.<sup>2</sup> In this decision, EU member states established resident EU delegations, with a set of functions and characteristics that Codelupi would have easily recognized. One of these functions, however, would have surprised him. The Lisbon Treaty tasked diplomatic missions of EU member states and EU delegations in third countries and at international organizations with cooperating and contributing to the formulation and implementation of a common EU approach

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1 Garret Mattingly, *Renaissance Diplomacy* (Boston, MA: Houghton Mifflin Company, 1955), p. 61.

2 Council Decision 2010/427/EU, Art. 1.4, OJEU L 201/30 (3 August 2010).

(Art. 32). In other terms, not only did EU delegations acquire new political tasks, but they were also put in the driving seat to coordinate European cooperation outside of EU borders with and between member states. The aim of this special issue of *The Hague Journal of Diplomacy* is to explore the meaning and implications of this development.

Our focus will be on the practices of European cooperation in non-EU countries that emerged as a consequence of the Lisbon Treaty and of the 2010 decision establishing the EEAS, as well as their significance in relation to debates in diplomatic and European studies. With the benefit of a few years (although not centuries) of hindsight, it is time to focus on the implications of the Lisbon Treaty for the ways and doings of European diplomacy outside EU borders.

This special issue's articles will address European cooperation abroad, defined as the interactions between EU member states' diplomats and EU representatives outside the EU's borders. While part of our attention will be on cooperation in general, with its implicit emphasis on foreign policy-making,<sup>3</sup> we aim to focus particularly on European *diplomatic* cooperation—that is, the set of interactions pertaining to the diplomatic realm (with a focus on negotiation, information-gathering and representation) and the role of the EU delegations therein. We explore how the creation of the EEAS and of the EU delegations in particular has affected interactions among European diplomats and EU representatives in non-EU countries and what kind of practices and challenges have emerged. In broad terms, we will explore three types of questions:

- 1 The first set relates to diplomacy more generally. How do innovations introduced by the Lisbon Treaty stand in the bigger picture of contemporary diplomacy? Are we, as Jozef Bátora asked well before Lisbon,<sup>4</sup> witnessing the adaptation of the EU to the Westphalian order, or rather the reconfiguration of diplomacy because of European integration? Is this the last set of Codelupi's peers being appointed ('the re-invention of

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3 See, for instance, Robert Keohane's definition: '[c]ooperation occurs when actors adjust their behaviour to the actual or anticipated preferences of others, through a process of policy coordination'; Robert O. Keohane, *After Hegemony: Cooperation and Discord in the World Political Economy* (Princeton, NJ: Princeton University Press, 1984), pp. 51-52.

4 Jozef Bátora, 'Does the European Union Transform the Institution of Diplomacy?', *Journal of European Public Policy*, vol. 12, no. 1 (2005), pp. 44-66.