

Contents

<i>List of abbreviations</i>	xi
<i>List of boxes</i>	xv
<i>Preface</i>	xvii
Introduction	1
1. <i>Going global: the EU agencies on the international arena</i>	1
2. <i>Focus of the research</i>	5
3. <i>Research design and structure of the study</i>	7
PART I	
Setting the general framework	11
1 The legal profile of EU agencies and their international dimension according to law and practice	13
1.1 <i>Introduction</i>	13
1.2 <i>Institutional context: European agencies and the EU ‘executive branch’</i>	13
1.3 <i>The European agencies</i>	17
1.3.1 <i>The rise of EU agencies</i>	17
1.3.2 <i>The legal basis of EU agencies</i>	22
1.3.3 <i>The rationale for EU agencies</i>	24
1.4 <i>The EU agencies as an overarching construct: conceptual clarifications and features</i>	26
1.5 <i>The formal design of EU agencies</i>	27
1.5.1 <i>Powers</i>	27
1.5.1.1 <i>The principle of institutional balance as a legal standard shaping the powers of EU agencies</i>	29
1.5.1.2 <i>The critique of Meroni</i>	31
1.5.1.3 <i>The continuous relevance of the principle of institutional balance and the ‘revival’ of Meroni</i>	32
1.5.2 <i>Organisational design</i>	37
1.6 <i>Positioning European agencies in the EU institutional constellation</i>	39

- 1.7 *The international dimension of EU agencies: practice and legal design* 41
 - 1.7.1 EU agencies' practice of international cooperation 41
 - 1.7.1.1 Main forms and underlying reasons 41
 - 1.7.1.2 A brief survey of EU agencies' practice of international cooperation 43
 - 1.7.2 The design of EU agencies' international dimension according to their legal framework 47
 - 1.7.2.1 General overview 47
 - 1.7.2.2 EU agencies' international cooperation mandate: scope and controls 50
 - 1.7.3 General observations 51
- 1.8 *Conclusion* 52

2 A legal blueprint for assessing EU agencies as global actors 55

- 2.1 *Introduction* 55
- 2.2 *The European Union law dimension* 55
 - 2.2.1 The principle of institutional balance and the doctrine of delegation of powers as legal yardsticks for evaluating the international dimension of EU agencies 56
 - 2.2.2 The relevant legal framework governing the EU agencies' policy areas 57
 - 2.2.3 The EU external action area 59
 - 2.2.3.1 Conceptual clarifications 59
 - 2.2.3.2 The EU external action area after Lisbon 60
 - 2.2.3.3 Some relevant aspects regarding the Union's external competences and instruments 62
 - 2.2.3.3.1 The Union's external competences 62
 - 2.2.3.3.2 The Union's external action instruments 64
 - 2.2.3.4 Institutional balance and delegation of powers in the EU external action area 68
 - 2.2.3.4.1 The management of the EU external action area 68
 - 2.2.3.4.2 Treaty-making and non-legally binding instruments 72
 - 2.2.3.4.3 The international cooperation instruments concluded by the Commission and other EU institutions and bodies 77
 - 2.2.3.5 European agencies and institutional balance in EU external relations 84
 - 2.3 *The international law dimension* 87
 - 2.3.1 The concept of 'international agreement' 88
 - 2.3.1.1 Definition and criteria 88
 - 2.3.1.2 The category of 'international administrative agreements' 92

2.3.1.2.1	Administrative agreements in international and state practice	92
2.3.1.2.2	International administrative agreements at the EU level	98
2.3.2	International legal personality	104
2.3.2.1	Concept and criteria	104
2.3.2.2	International legal personality of the EU agencies	107
2.4	<i>Conclusion: a general legal-analytical framework for assessing EU agencies as global actors</i>	109

PART II

Case studies		113
3 Common methodological aspects		115
4 The case of the European Aviation Safety Agency		119
4.1	<i>Introduction</i>	119
4.2	<i>The policy and legal-institutional environment of EASA</i>	120
4.2.1	The Union's legal and institutional framework in the aviation area	120
4.2.2	The international (external) dimension of the EU aviation area	122
4.3	<i>EASA's profile as an EU agency</i>	125
4.3.1	EASA's design and incremental evolution	125
4.3.2	Governance of EASA	129
4.4	<i>EASA's international dimension</i>	130
4.4.1	The legal framework for international cooperation	130
4.4.1.1	Mandate, tasks and instruments	130
4.4.1.2	The procedure for EASA's international cooperation instruments	134
4.4.2	EASA's international dimension in practice	135
4.4.2.1	Setting the international cooperation priorities and actions	135
4.4.2.2	EASA's formal international cooperation instruments	137
4.4.2.2.1	Working arrangements	137
4.4.2.2.2	Other formal cooperation instruments concluded by EASA	146
4.5	<i>EASA on the global scene: a legal assessment</i>	148
4.5.1	The legal nature of EASA's formal international cooperation instruments	148
4.5.1.1	Working arrangements	148
4.5.1.2	Memoranda of understanding	156

- 4.5.2 The status of EASA as a global actor 157
 - 4.5.2.1 On the international plane 157
 - 4.5.2.2 Within the European Union: the principle of institutional balance and the *Meroni* doctrine 158

4.6 *Conclusion* 161

5 The case of Frontex

163

5.1 *Introduction* 163

5.2 *The policy and legal-institutional environment of Frontex* 164

- 5.2.1 The Union's legal and institutional framework in the border management area 164
- 5.2.2 The international (external) dimension of the Union's border management 168

5.3 *Frontex's profile as an EU agency* 172

- 5.3.1 Frontex's design and incremental evolution 172
- 5.3.2 Governance of Frontex 176

5.4 *Frontex's international dimension* 178

- 5.4.1 Frontex's international cooperation legal framework and practice under Council Regulation 2007/2004 178
 - 5.4.1.1 Mandate, tasks and instruments 178
 - 5.4.1.2 The procedure for Frontex's working arrangements 181
 - 5.4.1.3 Frontex's international dimension in practice 182
 - 5.4.1.3.1 Setting the international cooperation priorities and actions 182
 - 5.4.1.3.2 Frontex's working arrangements 184
- 5.4.2 Frontex's international dimension according to the new Frontex Regulation 191

5.5 *Frontex on the global scene: a legal assessment* 193

- 5.5.1 The twilight legal nature of Frontex's working arrangements 193
- 5.5.2 The status of Frontex as a global actor 202
 - 5.5.2.1 On the international plane 202
 - 5.5.2.2 Within the EU: the principle of institutional balance and the *Meroni* doctrine 204
 - 5.5.2.2.1 The legal framework and international cooperation practice under Regulation 2007/2004 205
 - 5.5.2.2.2 The new Frontex Regulation 207

5.6 *Conclusion* 208

6 The case of Europol

210

6.1 *Introduction* 210

6.2 *The policy and legal-institutional environment of Europol* 211

- 6.2.1 Union's legal and institutional framework in the police cooperation area 211

6.2.2	The international (external) dimension of the Union's police cooperation area	215
6.3	<i>Europol's profile as an EU agency</i>	217
6.3.1	Europol's legal design and incremental evolution	217
6.3.2	Governance of Europol	220
6.4	<i>Europol's international dimension</i>	221
6.4.1	Europol's international cooperation legal framework and practice under Council Decision 2009/371/JHA	221
6.4.1.1	Mandate, tasks and instruments	221
6.4.1.2	The procedure for Europol's cooperation agreements	222
6.4.1.3	Europol's international dimension in practice	223
6.4.1.3.1	Setting the international cooperation priorities and actions	223
6.4.1.3.2	Europol's formal international cooperation instruments	225
6.4.2	The new Europol Regulation: redesigning Europol's international dimension	231
6.5	<i>Europol on the global scene: a legal assessment</i>	236
6.5.1	The legal nature of Europol's formal international cooperation instruments	236
6.5.1.1	The legal framework and international cooperation practice under Council Decision 2009/371/JHA	236
6.5.1.2	The new Europol Regulation	247
6.5.2	The legal status of Europol as a global actor	247
6.5.2.1	On the international plane	247
6.5.2.2	Within the EU: the principle of institutional balance and the <i>Meroni</i> doctrine	249
6.5.2.2.1	The legal framework and international cooperation practice under Council Decision 2009/371/JHA	250
6.5.2.2.2	The new Europol Regulation	251
6.6	<i>Conclusion</i>	253
7	Cross case-study observations	255
7.1	<i>Disclaimer</i>	255
7.2	<i>Cross-cutting observations</i>	255
7.3	<i>Problematic aspects</i>	262
Conclusion		265
1.	<i>Main findings</i>	266
2.	<i>Recommendations and directions for further research</i>	276
2.1	Recommendations	276
2.2	Directions for further research	280

References 285

Annexes 297

Annex 1: EU agencies' international dimension – founding acts and international cooperation practice 298

Annex 2: Substantive and procedural limitations on EU agencies' international cooperation mandate according to their founding acts 300

Annex 3: Examples of EASA's formal international cooperation instruments 303

Annex 4: Examples of Frontex's working arrangements 310

Annex 5: Examples of Europol's cooperation agreements 317

Index 323