EuroMed Rights: Training Guide on EU Advocacy

Navigating the EU institutional maze and influencing its relations with the Southern Mediterranean countries

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الأورو-متوسطية للحقوق

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Contents

List of abbreviations

CFSP	Common Foreign and Security Policy
COHOM	Council of the EU's Working Party on Human Rights
COREPER	Permanent Representatives' Committee
CSO	Civil Society Organisation
DCFTA	Deep and Comprehensive Free Trade Agreement
EEAS	European External Action Service
EESC	European Economic and Social Committee
EED	European Endowment for Democracy
EIDHR	European Instrument for Democracy and Human Rights
EMP	Euro-Mediterranean Partnership
ENP	European Neighbourhood Policy
ENI	European Neighbourhood Instrument
EP	European Parliament
EU	European Union
EUCO	European Council
EUSR	European Union Special Representative
FAC	Foreign Affairs Council
HR/VP	High Representative of the Union for Foreign Affairs and Security Policy/ Vice-President of the European Commission
HRD	Human Rights Defender
MAMA	Council of the EU's Maghreb-Mashreq Working Party
MENA	Middle East and North Africa
MEP	Member of the European Parliament
NGO	Non-Governmental Organisation
PSC	Council of the EU's Political and Security Committee
UfM	Union for the Mediterranean
UN	United Nations

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Introduction

The relationship of the European Union (EU) with the countries in the South Mediterranean has been undergoing significant changes over the course of the past few years. In 2011, following the wave of uprisings in the Middle East and North Africa (MENA), the EU reviewed its policies towards the region to ensure they focus more on promoting human rights and democracy, including through the introduction of additional funding to countries that made the most progress in this area. This positive approach was short-lived however, due to EU Member States' increased preoccupation with migration control and concern to cooperate with Southern Mediterranean governments primarily on security and anti-terrorism measures, due to the perceived crisis in these areas. Meanwhile, violations of socio-economic, civil and political rights, along with rapidly shrinking spaces for civil society activities, generally considered an important contributing factor to the 2011 uprisings, persist in some countries, exacerbating in others.

As a network of organisations in the Euro-Mediterranean region addressing these problems, the aim of EuroMed Rights[1] is to promote and strengthen human rights and democratic reform in the region through the development of partnerships between non-governmental organisations (NGOs), promotion and advocacy of human rights standards, and capacity-building of local partners through networking. EuroMed Rights believes that EU relations with the Arab world can act as a platform for the promotion and protection of human rights and democratic principles as well as for the strengthening of civil society. However, given the particularly challenging context of the current EU relationship with the region, a systematic and coordinated advocacy approach is called for.

The aim of this guide is to assist members of EuroMed Rights and other human rights NGOs to understand EU policies and decision-making structures, taking into account the changes introduced by the revision of the European Neighbourhood Policy (ENP) since 2015, the EU Action Plan on Human Rights and Democracy for 2015-2019, and the bilateral agreements the EU is (re)negotiating with countries of the Southern neighbourhood (Deep and Comprehensive Free Trade Agreements - DCFTAs, Mobility Partnerships, ENP Partnership Priorities, Advanced Partnership Status, etc.). The guide further aims to demonstrate and provide practical suggestions on how organisations can advocate towards the EU in the framework of these policies and mechanisms, helping with the identification of the right targets, actors and optimal timing in order to be as effective as possible. It aims to show NGOs what they can ask for and expect from EU institutions, and how these institutions are to be approached. It also focuses on what can be expected from EU Member States, at the capital and field level.

The guide is divided into three parts. The first part describes the main EU institutions and bodies, their competencies and the actions they can take on human rights, and the role of EU Member States. The second part focuses on global EU human rights policies and tools, the regional partnerships with the South Mediterranean, as well as the EU's bilateral relations with its Southern neighbours. The third part provides guidance on how to devise and implement an effective advocacy roadmap towards the EU, with practical tips and good practices.

PART ONE:
The European Union

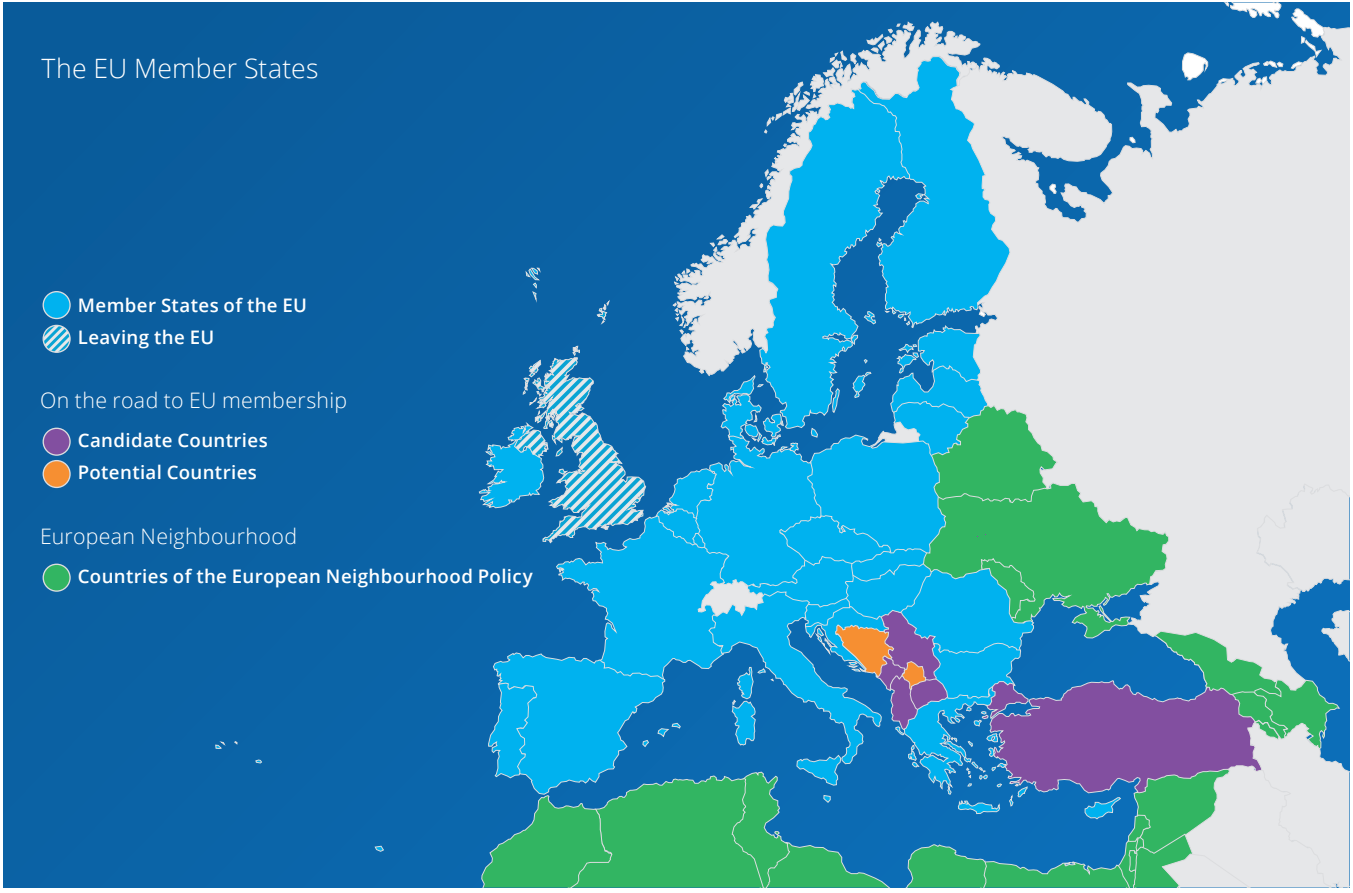
The European Union (EU) is the result of the willingness of European countries to cooperate on economic and political issues, through the adoption of common legislation and policies. The Union has historically contributed to the advancement of peace and reconciliation, democracy and human rights in Europe although it today faces significant challenges of cohesion. In its own words, one of the EU's main goals is to "promote human rights both internally and around the world."[2]

The EU as it exists today has gradually evolved from a loose trade and economic cooperative entity established between six European countries in the 1950s. As the partnership developed into a common market, allowing free movement of people, goods and services, from the 1970s[3] its area began to expand beyond the original founding Member States. Along with increased political cooperation and coordination within what was then called the European Economic Community, its prosperity grew, as did the desire of non-member states to join. By 2013, the organisation, from 1993 called the European Union, expanded to its current total of 28 members[4]. The largest and symbolically most important enlargement took place in 2004, adding ten member states.

Unlike cooperation on economic and trade matters, EU integration in the area of foreign policy has been slow to emerge. While a form of foreign policy coordination started in 1970, a Common Foreign and Security Policy (CFSP) was only adopted in 1993, gradually gaining in importance on the EU agenda. The 2009 Lisbon Treaty introduced the post of High Representative/ Vice-President of the Commission (HR/VP) to lead on foreign policy, replacing the rotating presidency of Member States in that field. However, in spite of this new provision, EU foreign policy decision-making is still primarily dominated by Member State governments.

The European Council, the Council of the European Union (both representing the interests of Member States), the European Commission (representing the interest of the Union as a whole), the European External Action Service (EEAS, the EU diplomatic body) and the European Parliament (representing EU citizens) are the most relevant EU bodies in terms of advocacy on foreign policy and human rights.[5] In this area, as a general principle, the Council of the EU (i.e. ministers representing Member State governments) takes decisions by consensus or unanimity. These decisions are then carried out by the EEAS, led by the HR/VP. The European Parliament has a mainly consultative role.

This model does not apply to issues of migration (considered part of EU internal policy), where decisions in the Council of the EU are made by majority voting and the European Parliament has a direct negotiating and co-legislative role.


The EU Member States
Member States of the EU
Leaving the EU
On the road to EU membership
Candidate Countries
Potential Countries
European Neighbourhood
Countries of the European Neighbourhood Policy

1. The European Council

The European Council (EUCO) is made up of the Heads of state of the governments of all the Member States, the President of the European Council and the President of the European Commission. The HR/VP takes part in its meetings, creating a link to the EU Foreign Affairs Council (FAC), also chaired by the HR/VP. A president is appointed by the Heads of state or government for a two-and-a-half-year term (with the possibility of a one-time renewal) to coordinate and oversee the work of the EUCO.[6]

The European Council usually meets four times a year in Brussels. Its role is to define 'the general political direction and priorities of the EU'[7]. Its positions are usually decided by consensus and made public as the European Council conclusions or declarations.

2. The EU Member States

As Member States decide on EU foreign policy by reaching consensus and seeking unanimity in voting, the political positions of Member States, defined by their governments at the capital level, are crucial to shaping the EU's final policy. This means that advocacy towards individual Member States, both in capitals and in Brussels at the Permanent Representation level, are an indispensable element of advocacy on EU foreign policy.

The individual EU Member States' interest and engagement in the MENA region, as well as their political will and capacity to take action on human rights issues differ widely. The political orientation of the government in power, foreign policy interests (political, economic, migration, etc.), historical relationships with third countries, the activity of the national parliament and civil society, all factor into the calculation. While some EU Member States have strong representation abroad in terms of the number of embassies and staff, others do not prioritise their foreign policy as much. Specific Member States are deeply involved in the MENA region as a result of their historical legacy, geographical proximity, or political, economic and cultural ties. In general, they are Southern European countries: France, Italy, Spain, Greece as well as Cyprus and Malta. The leading role of France in EU relations with Maghreb countries is an example. However, their strong ties often prevent these countries from taking firm positions on human rights. Meanwhile, eastern European countries often lack interest in political engagement with the MENA region. Finally, a number of Northern European countries such as Denmark, Finland, the Netherlands and Sweden have traditionally promoted human rights in their foreign policy.

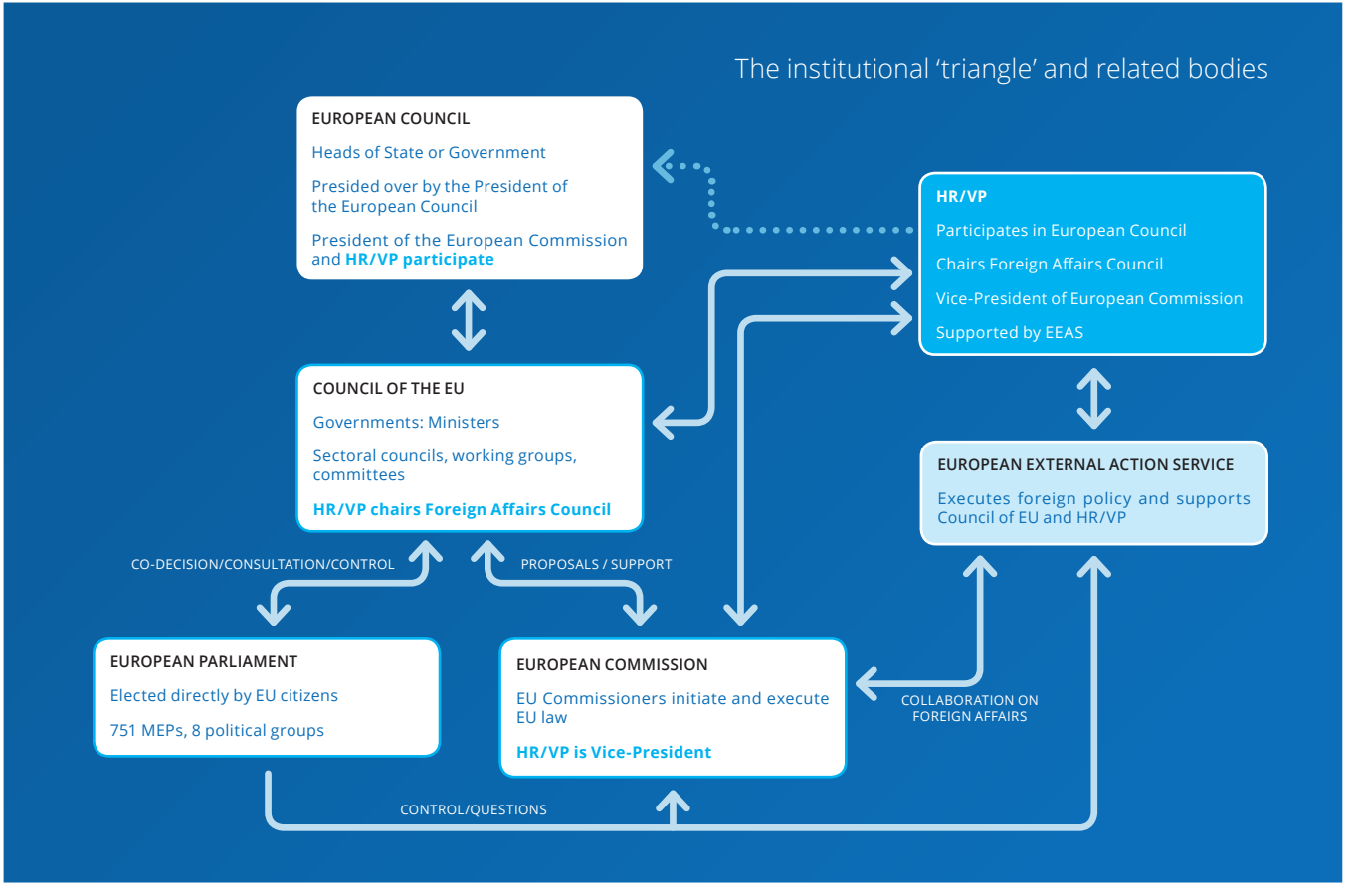
At the Member State level, foreign policy is developed and implemented at the respective Ministries of Foreign Affairs. Member States are represented at the EU by ambassador-level Permanent Representatives and the staff based at the country's Permanent Representation in Brussels. The latter are responsible for specific regions (such as the Maghreb and Mashreq regions) or themes (such as human rights or migration issues).

The national parliaments of Member States can play an important role in foreign policy. Parliamentarians monitor implementation of foreign policy decisions, including in the area of human rights, both by their own government and by the EU. Some parliaments have standing committees on foreign affairs, EU affairs or human rights which can launch inquiries, issue reports, organise hearings, and make recommendations to the foreign ministry. Within some parliaments, MPs establish friendship or solidarity groups with countries in the MENA region, which demonstrates an existing interest in these states.[8] Individual parliamentarians can address questions to their Ministry of Foreign Affairs and propose resolutions criticising policies or their implementation, or request action from the government. As opposed to those of the European Parliament, these resolutions are often binding for the government. The minister of foreign affairs may be summoned to parliament in order to respond to questions in a debate on a specific human rights issue. National parliamentarians may visit third countries, where they can meet with civil society and raise human rights issues and individual cases with local counterparts and authorities.

IN THE FIELD:

In third countries, EU Member State embassies and consulates represent and advance the interests of their country, providing assistance to their nationals and delivering visas to foreign citizens.

EU embassies are obliged to act in accordance with (binding) common positions of the EU and expected to implement its (non-binding) policies, such as the EU Human Rights Guidelines or the EU Action Plan on Human Rights and Democracy[9]. In addition to EU policies however, each Member State has its own foreign, human rights and migration policy, with similar tools available as those of the EU: demarches[10], public statements and the provision of funding. Ambassadors, visiting government representatives or national parliamentarians can raise human rights issues and individual cases in meetings with local authorities on an ad hoc basis, or as part of regular meetings or bilateral dialogues set up with the government. Such visits are arranged by embassies and are key opportunities to influence Member State policies.


The institutional 'triangle' and related bodies
EUROPEAN COUNCIL
Heads of State or Government
Presided over by the President of the European Council
President of the European Commission and HR/VP participate
HR/VP
Participates in European Council
Chairs Foreign Affairs Council
Vice-President of European Commission
Supported by EEAS
COUNCIL OF THE EU
Governments: Ministers
Sectoral councils, working groups, committees
HR/VP chairs Foreign Affairs Council
EUROPEAN EXTERNAL ACTION SERVICE
Executes foreign policy and supports Council of EU and HR/VP
CO-DECISION/CONSULTATION/CONTROL
PROPOSALS / SUPPORT
EUROPEAN PARLIAMENT
Elected directly by EU citizens
751 MEPs, 8 political groups
EUROPEAN COMMISSION
EU Commissioners initiate and execute EU law
HR/VP is Vice-President
COLLABORATION ON FOREIGN AFFAIRS
CONTROL/QUESTIONS

3. The Council of the European Union

The Council of the European Union is the institution where the governments of all EU Member States are represented. Member State ministers meet in ten different configurations of the Council, each of which deal with specific policy areas.

One of these configurations is the **Foreign Affairs Council (FAC),** in which the foreign ministers of the EU Member States meet approximately once a month. It is chaired by the EU High Representative on Foreign Affairs (HR/VP, see below). The FAC decides on the political orientation of the EU's Common Foreign and Security Policy (CFSP). It can further take positions on human rights violations in non-EU countries and make decisions on measures taken by the EU to address them. Such measures can include sanctions targeting policies or individuals, for example restricting admission to EU territory or freezing the funds of persons responsible for human rights violations.[11] The Council's positions and measures to be implemented are contained in the Foreign Affairs Council Conclusions.[12]

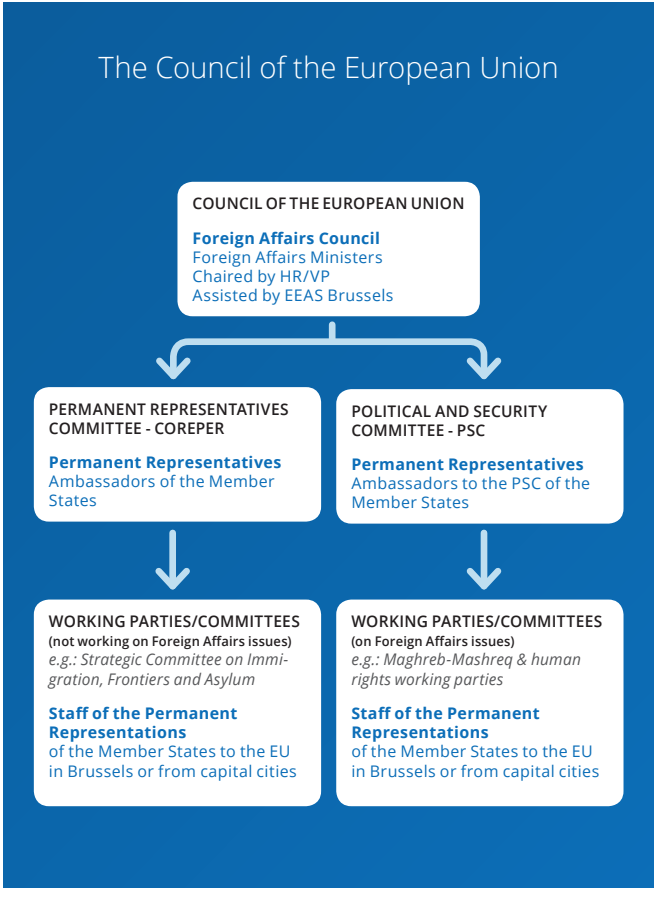
Member States set the FAC agenda by proposing specific issues to be discussed, or specific EU actions, and mobilising others to support their position. Member States can also block EU action as decisions taken in the FAC are made by consensus or unanimity and not by majority vote. This means that all Member States have to agree on a course of action. As a consequence, EU positions are often 'watered down' in closed-door discussions among Member States. This makes the EU positions difficult to influence due to, on the one hand, a lack of transparency regarding each Member State's position, and on the other hand, the ability of more powerful Member States to sway the decisions of the collective in line with their own interests.

The work of the FAC is prepared by the Political and Security Committee (PSC), composed of ambassadors of Member States to the EU and chaired by the EEAS. The PSC provides coordination and expertise in the area of foreign policy and is supported by several geographic and thematic working groups, the most relevant of which for EuroMed Rights members is the Maghreb/Mashreq Working Party (MAMA). The working party, made up of EU Member State representatives and chaired by the EEAS, meets around twice a week. As part of its mandate to oversee and formulate EU policy towards Southern Mediterranean countries, it can discuss the human rights situation, as well as actions the EU should take. Crucially, the working party prepares the FAC Conclusions on the region, which pass through the PSC before being adopted. With the help of the EEAS, the MAMA working party prepares Association Council[13] meetings and the EU's public declarations concerning the Southern Mediterranean region. It also discusses and agrees on the agenda, prepared by the EEAS, of the sub-committees on human rights between the EU and Southern Mediterranean countries. Finally, based on the proposals made by the EEAS, it is in charge of agreeing on European Neighbourhood Policy (ENP) partnership priorities (known as Action Plans before the 2015 review of the ENP) before they are submitted to a higher level.

Another relevant working party is the Working Party on Human Rights (COHOM), responsible for shaping the EU's positions and policies in the area of human rights in foreign policy and monitoring the implementation of related

THE COUNCIL OF EUROPE:

The Council of the European Union should not be confused with the Council of Europe. The Council of Europe is composed of 47 European member countries, including Russia and Turkey. It was founded in 1949, and promotes common and democratic principles based on the European Convention on Human Rights. It works through human rights mechanisms, which include the European Court of Human Rights based in Strasbourg. It is not institutionally linked with the work of the European Union.



instruments, such as the EU Human Rights Guidelines.[15] COHOM oversees EU participation and coordinates EU positions within United Nations (UN) institutions. It is also responsible for the EU's global human rights strategy and for mainstreaming human rights in geographical working parties, such as MAMA. Consequently, documents such as the Human Rights and Democracy Country Strategies for MENA countries are discussed and agreed in joint MAMA/COHOM meetings.

Migration issues are dealt with in the Justice and Home Affairs Council configuration, where Ministers of Justice, Home Affairs or the Interior meet approximately once every two months.[16] Unlike in the FAC, the Conclusions adopted by this Council configuration are agreed upon by means of 'qualified majority' voting and must furthermore be approved by the European Parliament under a procedure known as the 'ordinary legislative procedure'.

The working party in charge of migration is the Strategic Committee on Immigration, Frontiers and Asylum, which consists of senior officials of EU Member States, and which prepares the meetings of the Justice and Home Affairs Council.

4. The High Representative of the Union for Foreign Affairs and Security Policy/ Vice-President of the European Commission (HR/VP)

The EU is represented externally by the HR/VP, who chairs the Foreign Affairs Council. The High Representative coordinates and carries out the EU foreign and security policy. In this context the mandate holder regularly visits third countries to discuss their relationship with the EU. The HR/VP's cabinet includes a member of staff in charge of relations with civil society and another in charge of the MENA region.

The HR/VP can make public statements on those topics that are covered by EU foreign policy, including human rights. The public statements of the HR/VP are either made 'on behalf of the EU' – drafted by the EEAS and approved by all Member States, or are made 'by the High Representative' and, at a lower level, 'by the spokesperson',[17] not requiring prior approval of Member States. EU demarches[18] in the area of foreign policy are the formal responsibility of the High Representative.

Following the adoption of the 2012-2014 EU Strategic Framework and Action Plan on Human Rights and Democracy,[19] the Foreign Affairs Council appointed an **EU Special Representative (EUSR) for Human Rights** to support the HR/VP's work in this area and enhance the effectiveness and visibility of EU human rights policy. There is also an **EUSR for the Middle East Peace Process,** mandated to work towards the resumption of meaningful negotiations on the process with the aim of achieving a comprehensive peace agreement based on a two-state solution. The EUSRs can meet and consult with civil society organisations, NGOs and individual rights defenders to inform their work and can raise individual cases as well as systemic violations in dialogue with third country governments.

5. The European External Action Service

The European External Action Service (EEAS), established in 2010, is the diplomatic service of the EU. Based in Brussels and falling under the authority of the HR/VP, it helps the High Representative carry out their work.

The EEAS is divided into a number of geographical directorates, including on the Middle East and North Africa (MENA), and a thematic directorate on human rights, global and multilateral issues. The directorate for MENA has geographical units dealing with Egypt, Syria, Lebanon and Jordan; Israel, the occupied Palestinian territories, the Middle East Peace Process (MEPP), and the Maghreb (Morocco, Algeria, Tunisia and Libya). Staff within these units are allocated as geographical desk officers to individual countries. There are further thematic units covering the regional policies for the Southern Mediterranean, as well as the strategy and instruments of the European Neighbourhood Policy. The staff monitoring and developing policy within the directorate for human rights, global and multilateral issues are allocated to specific countries or regions as well as themes, such as the fight against torture, human rights defenders, international humanitarian law (IHL), etc.

The EEAS prepares policy positions and drafts agendas ahead of bilateral and multilateral meetings (e.g. Association Councils, Association Committees and Sub-committees on Human Rights), and drafts reports and statements (e.g. ahead of Association Councils, demarches), thus supporting the work of the HR/VP and the FAC and its working parties. EEAS staff chair the working parties that fall under the FAC, including MAMA and COHOM. The EEAS strategies and instruments division is mandated by the Council of the EU to take the lead in negotiating ENP Action Plans (now Partnership Priorities) and reporting on their implementation, collaborating on this with the European Commission.

IN THE FIELD:

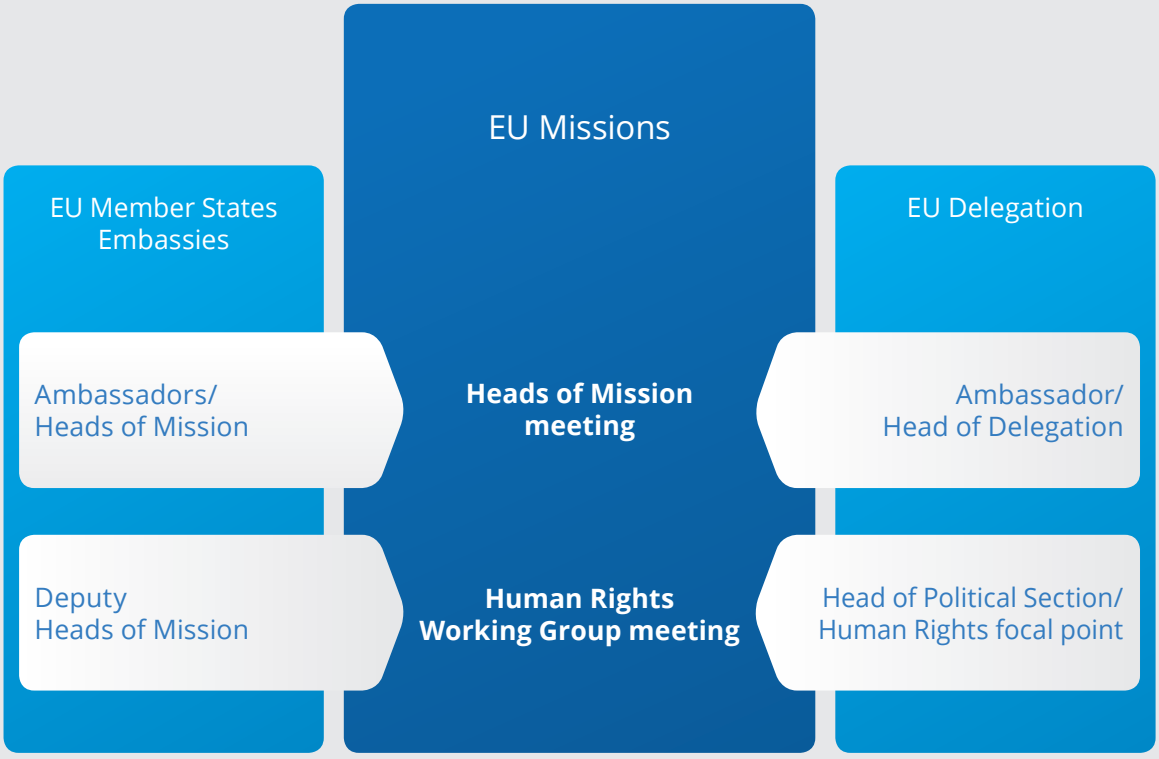
In third countries, the EU is represented by EU delegations. While Heads of Delegation are formally part of the EEAS structure, many of the delegation staff (especially in the operations section) report directly to the European Commission. For local NGOs, the delegations are the first point of contact with the EU and are valuable advocacy targets beyond their role as donors, as they play a key role in the development and implementation of EU human rights policies.

The delegations, headed by an ambassador-level diplomat, are usually divided into a political and an operations section. The EU delegations take action on behalf of the EU like conducting political dialogue and issuing demarches. The operations section is in charge of managing EU funding and programmes on the ground. Each delegation must have an appointed focal point on human rights issues, whose contact details should be mentioned clearly on the delegation's website. In line with the EU Guidelines on Human Rights Defenders,[20] each delegation must also have a liaison officer for human rights defenders who coordinates EU work and support to HRDs in the country. These are often the same person, although in some cases a member of staff of the embassy of one of the EU Member States takes on the second function.

The EU delegations participate in the drafting of ENP Partnership Priorities (previously Action Plans) and of the reports on their implementation (these used to be known as annual progress reports before the review of the ENP in 2015). They also provide input to higher levels ahead of meetings of the Association Council, Association Committee and sub-committees. Although this is not always the case, they are expected to regularly consult and gather input from local NGOs, including ahead of human rights sub-committee meetings, as well as debrief civil society after these meetings.

EU delegations play a key role in planning the programmes of visits of EU representatives to MENA countries, such as the HR/VP, European Commissioners, the EUSR for Human Rights, delegations or committees of the European Parliament, or other EEAS or Commission staff. The EU delegation can therefore propose meetings between visiting EU representatives and local civil society organisations. NGOs can push for such meetings to take place. The EU delegation is also involved in the bilateral programming, and manages funding specifically dedicated to support capacity development and civil society.

The Head of the EU Delegation and the Ambassadors of EU Member States, collectively known as the Heads of Mission, meet regularly to coordinate policy. In addition, human rights working groups are often established to bring together EU delegation and embassy staff working on human rights. At both levels, human rights issues and EU actions are discussed and decided upon. Local EU statements are approved collectively by the Heads of Mission.


EU Missions
EU Member States Embassies
EU Delegation
Ambassadors/ Heads of Mission
Heads of Mission meeting
Ambassador/ Head of Delegation
Deputy Heads of Mission
Human Rights Working Group meeting
Head of Political Section/ Human Rights focal point

6. The European Commission

The European Commission is the executive body of the EU, consisting of a college of commissioners (currently one from each Member State) as well as a bureaucratic structure supporting their work. The European Commissioners are not meant to represent the interests of their Member States but rather the interests of the EU as a whole.

The European Council appoints the President of the European Commission, who in turn appoints other Commissioners. These five-year appointments must be approved by the European Parliament. Commissioners are in charge of the different Directorates-General, into which the Commission is divided. The European Commission's main roles are to propose new legislation, enforce European law, set objectives and priorities for EU action and work towards delivering them, manage and implement EU policies and the budget, and represent the EU externally regarding certain policy areas, such as migration and trade.

The **Commissioner for European Neighbourhood Policy and Enlargement Negotiations** is responsible, among other things, for MENA countries on issues within the mandate of the Commission, assisted by the Directorate-General for Neighbourhood and Enlargement Negotiations (DG NEAR). The Commissioner regularly travels to different countries to meet authorities for exchanges on the development of their relations with the EU, raising human rights concerns and making public statements.

The Directorate-General for Neighbourhood and Enlargement Negotiations (DG NEAR) manages the funding provided to ENP countries through its European Neighbourhood Instrument (ENI), the successor of the 2007-13 European Neighbourhood and Partnership Instrument (ENPI). It also manages the ENI Civil Society Facility.[21]

The Directorate-General for International Cooperation and Development (DG DEVCO) administers the European Instrument for Democracy and Human Rights (EIDHR), a fund specifically directed toward human rights NGOs and civil society, as well as other thematic funds.

EU trade relations with external actors are managed by the Directorate-General for Trade (DG TRADE). In the MENA region, the EU's key objective is the creation of a deep Euro-Mediterranean Free Trade Area, removing barriers to trade and investment between both the EU and the Southern Mediterranean countries and between the Southern Mediterranean countries themselves. Trade objectives account for a number of provisions with the Euro-Mediterranean Association Agreements.[22] DG TRADE also coordinates the negotiations on bilateral Deep and Comprehensive Free Trade Agreements (DCFTAs), which it has been conducting with Morocco since 2013, and with Tunisia since 2015. The preparatory process for launching negotiations with Jordan is ongoing.

The Commissioner for Migration, Home Affairs and Citizenship, and the Directorate-General for Migration and Home Affairs (DG HOME) deals with migration among other issues. For instance, staff within DG HOME are in charge of negotiating bilateral Mobility Partnerships between the EU and Southern Mediterranean states, which aim to enhance cooperation on migration management in the region.

7. The European Parliament

The European Parliament (EP) is the only directly elected governance body of the EU and represents the voice of the citizens of the EU. As such, it has an important role to play in monitoring EU policies and in making recommendations to the Council of the EU and the EEAS. The EP is the institution that is most active on human rights and supportive of civil society. As such it can play an important role in highlighting human rights violations. However, unlike national parliaments, it has little formal power or influence over EU foreign policy and cannot hold politicians and policy-makers to account to the same extent.

On other policy areas, the EP has legislative, budgetary and supervisory powers and adopts EU legislation in conjunction with the Council. It must approve the EU's annual budget and can propose amendments to it, supervising expenditure. The EP has therefore the right to amend the draft foreign policy budget and adopts, as co-legislator, the EU's financial instruments for external action. It must give its consent to the signing of Association Agreements and trade agreements. Furthermore, the appointee for the post of HR/VP must be approved by the EP, and in fulfilling their role must ensure that the views of the EP are duly taken into consideration. This provision is solidified through a twice-yearly debate with the HR/VP on the progress on implementing the EU foreign policy held in the EP.[23]

There are 751 **Members of the European Parliament (MEPs)**[24] , who serve five-year terms. Each Member State is allocated a certain number of seats to fill, according to the size of its population. The different national political parties are organised into political groups according to their programmes and values – the group names and composition can change between and also during EP terms.[25]

The parliament elects a **President** to represent it externally as well as vis-à-vis other EU institutions. The President's activities include conducting visits and meetings (also in third countries), raising human rights issues and individual cases, and making public statements.

Through **parliamentary questions** to the Council, Commission or EEAS, individual MEPs can publicise and express concern about human rights issues and ask other institutions about what they are doing, or what they will do, to address the situation. MEPs can also recommend specific actions.[26] An individual MEP or groups of MEPs can also write letters to the HR/VP, requesting action such as making a public statement.

The **EP plenary** adopts general resolutions pertaining to human rights, the ENP and the Mediterranean region, as well as human rights urgency resolutions,[27] that highlight specific and urgent human rights violations in third countries and express concern. Although not binding for other EU institutions, resolutions may call for action by the European Council, the Council of the EU, the European Commission, the HR/VP, the EEAS, the EU delegations, EU Member States and third countries. They may have an impact on the country concerned, as in the case of Algeria, where an urgency resolution sparked a government reaction and attracted a lot of media attention in the country itself, providing visibility to the issues raised. Topics for resolutions are proposed by individual political groups and agreed upon through consensus. In addition, the EP issues an annual report on the human rights situation in countries outside of the EU, and another on respect for fundamental rights within it.

The EP organises its work through 20 parliamentary committees. The committees make legislative proposals, adopt reports and conduct negotiations with the Council of the EU on legislation. They also adopt reports, organise hearings with experts and scrutinise other EU bodies and institutions. Each committee has a secretariat of administrative staff to support its work.[28]

The committees relevant to human rights in the MENA region are:

- **the Foreign Affairs Committee (AFET)** aims to help formulate a coherent and effective foreign policy serving the interests of the EU, the security expectations of its citizens and the stability of its neighbours; it further monitors its implementation. It is responsible for issues concerning human rights, protection of minorities and promotion of democratic values in third countries. However, this committee does not usually issue invites to NGO or civil society organisation (CSO) representatives to speak at its hearings.
- **the Sub-committee on Human Rights (DROI)** assists the Foreign Affairs Committee and has its own chairperson. This sub-committee holds hearings, frequently including NGO experts or representatives of civil society, and adopts reports about country-specific or thematic human rights issues.
- **the Women's Rights and Gender Equality Committee (FEMM)** is charged with the promotion of women's rights both inside the EU and in third countries.
- **the Committee on Civil Liberties, Justice and Home Affairs (LIBE)** deals with legislation and democratic accountability in relation to asylum and migration, an area in which the EP co-decides on EU legislation.

There are currently 41 parliamentary delegations. The delegations maintain relations and exchange information with parliaments in non-EU countries. Through its delegations, the EP helps to represent the EU externally, including by promoting democracy, respect for human rights and the rule of law. Delegation members attend joint parliamentary committees with their counterparts at the national level (a JPC with Morocco has been in place since 2010, and one with Tunisia was launched in 2016) and can make visits to third countries to meet government officials and local civil society. They can raise human rights issues and individual cases, and make public statements. Like committees, delegations appoint chairpersons, who similarly play a leading role in defining the agenda and representing the institutional structure. The EP has delegations for relations with: Israel, Maghreb countries and the Arab Maghreb Union, Mashreq countries, and Palestine. It has an EU-Turkey Joint Parliamentary Committee and MEPs take part in the Union for the Mediterranean Parliamentary Assembly.

Committee and delegation chairs play a key role in setting the agenda and raising specific issues at meetings.

The EP also has the capacity to send election observation missions to third countries when the EU is invited to do so. The EP then sends a delegation of MEPs to do on-the-ground observation around the days of the election and may adopt a resolution on the situation of the country where the observation has taken place.[29]

8. The European Economic and Social Committee

The European Economic and Social Committee (EESC) is a consultative body that gathers representatives of EU-based employers' organisations, trade unions and civil society organisations. It adopts (non-binding) opinions on EU policies and addresses them to the Council, the European Commission and the European Parliament.

The EESC monitors the EU's external relations, e.g. trade and development policies, and develops partnerships with civil society organisations in other countries. Its Euromed follow-up committee[30] focuses on the European Neighbourhood Policy,[31] organises an annual Euromed Summit of Economic and Social Committees, which civil society organisations are invited to.

We are a small organisation… Where to start?

Before seeking to develop contacts with EU institutions in Brussels or Member States at capital level, field organisations should first get in touch with the EU representatives that are the closest to them: the EU delegation and Member State embassies, collectively known as 'EU missions'.

For an organisation with limited capacities, these interlocutors are their primary interface with the EU. The EU delegation plays a key role in implementing EU external policies and managing EU funding programmes. It has also an increasing coordination role to promote human rights and support civil society. There is an EU delegation in each country of the region, however the EU has scaled down its activities in Syria and its delegation to Libya is temporarily relocated in Tunis. Member State embassies are also an important target for field organisations as they actively cooperate with the EU delegation on a large range of issues, including on human rights, and they are in charge of implementing their country's policies towards the host country.

PART TWO:
EU Human Rights Policies and Instruments at global, regional and bilateral levels

The EU makes numerous commitments and references to human rights within its foreign policy, both at the global and regional levels. To implement these commitments, the EU has developed a number of policy and funding instruments, which are described below. These instruments may be directly beneficial to civil society on the ground, for example in terms of financing, as well as indirectly, by allowing for the application of pressure on governments in line with civil society organisations' (CSO) demands. Ensuring that the EU implements its policies and keeps to its commitments requires close monitoring on the part of civil society and is a crucial part of any advocacy efforts towards EU institutions.

1. EU global human rights commitments

The CFSP mission and the Strategic Framework on Human Rights and Democracy

The documents establishing the legal basis for the existence of the EU set out the objectives of the EU Common Foreign and Security Policy (CFSP), including the development and consolidation of democracy and the rule of law and respect for human rights and fundamental freedoms, respect for human dignity, the principles of equality and solidarity, and respect for the principles of the United Nations Charter and international law. As part of the CFSP, through the Common Security and Defence Policy (CSDP), the EU deploys peace keeping, policing and judicial missions worldwide.[32] In line with

CFSP commitments, these missions should contribute to the promotion and protection of human rights.[33]

In 2012, the EU reaffirmed its commitments to human rights in its foreign policy by releasing a Strategic Framework on Human Rights and Democracy, establishing a number of mechanisms and instruments supporting the implementation of its human rights goals, such as the establishment of the Human Rights Action Plan, the Human Rights Country Strategies, and the establishment of the position of EU Special Representative (EUSR) on Human Rights.

EU Human Rights Action Plan

The EU sets out the planned actions for the implementation of its human rights commitments in a five-year Action Plan on Human Rights,[34] which lays out specific tasks for various EU institutions and bodies to undertake. In line with the EU's commitment to integrating the promotion of human rights into other external policy areas such as development cooperation, trade and investment, it assigns tasks, not only to the EEAS and EU delegations, but also to relevant European Commission Directorates-General, such as DG NEAR, DG TRADE or DG DEVCO, as well as to the Member States. The progress of meeting the objectives set out in the Action Plan is evaluated annually in a public report on human rights and democracy around the world.[35]

EU commitments towards third countries in the area of women's rights and gender equality are also contained in the Strategic Engagement for Gender Equality 2016-2019, which commits the European Commission to integrating a gender-mainstreaming perspective into all relevant programmes funded through the European Neighbourhood Instrument (ENI). The Joint Staff Working Document on Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020 further commits the EU to developing common EU positions highlighting gender and human rights dimensions at the international, political, and bilateral level; reinforcing coordination between EU and local actors, especially at the political dialogue level; ensuring that consultation with CSOs' working on girls' and women's rights inform country level programmes, regardless of the sector. The EU Action Plan on Human Rights 2015-2019 pledges that the EEAS, European Commission and EU Member States will support women's organisations and human rights defenders in their call for and defence of women's rights, and encourage them to play a stronger role in holding decision-makers to account on gender equality issues.

EU Human Rights Guidelines

The EU has at its disposal a number of guidelines that aim to provide a practical toolkit for actions to be taken by EU delegations and Member State embassies on key human rights issues. While the guidelines are not legally binding, they have been agreed to at the ministerial level, representing a strong political commitment for action on human rights for the EU and its Member States.

The guidelines cover the following EU priority areas:

- Human rights dialogue with third countries
- Human rights defenders
- Violence against women and girls and combating all forms of discrimination against them
- The death penalty
- Torture and other cruel, inhuman or degrading treatment or punishment
- Children and armed conflict
- International humanitarian law
- Rights of the child
- Freedom of religion or belief
- Enjoyment of all human rights by LGBTI persons
- Freedom of expression online and offline

The EU Human Rights Guidelines - in particular those on human rights defenders - require EU delegations, the EEAS and EU Member State embassies in third countries to take the following actions to promote the EU's human rights objectives:

- Monitor, analyse and report on the given priority area to higher structures (such as the Council working groups – COHOM or MAMA, PSC Ambassadors, Member State foreign ministries);
- Research or investigate individual cases, including by making enquiries with the third country government on an ad hoc basis;
- Provide recommendations for action to higher structures, for example public condemnation of particular violations;
- Observe trials to ensure compliance with fair trial standards;
- Carry out demarches to demand particular action on behalf of the government of the third country;
- Make public statements to condemn violations at the local level;[36]
- Raise human rights issues and individual cases in meetings with third country authorities at all levels;
- Define priorities and mechanisms for funding in line with human rights strategies;
- Facilitate the provision of European Instrument for Democracy and Human Rights (EIDHR) funding (see box below);
- Provide small grants to human rights NGOs;
- Conduct urgent local actions to support human rights defenders who are at immediate or serious risk;
- Draft local human rights strategies;
- Maintain contact with human rights defenders, by meeting them at the delegation or embassy, visiting them at their place of work, providing them with publicity (with their consent);
- Visit human rights defenders in detention;
- Issue emergency visas and facilitate temporary shelter for human rights defenders at immediate/serious risk;
- Consult civil society to gather information on the human rights situation in the country, EU action priorities regarding individual cases and ahead of drafting local strategies and reports to higher structures.

The EU provides funding for human rights in its foreign policy through the European Instrument for Democracy and Human Rights (EIDHR). The EIDHR provides funding directly to civil society, without government approval or intervention and has a budget of €1.3 billion for the period 2014-2020. Funded projects must aim to help civil society promote human rights and democratic reform; consolidate political participation and representation; support actions in areas covered by EU guidelines; support the international and regional framework for the protection of human rights, justice, the rule of law and the promotion of democracy; or improve the reliability and transparency of democratic electoral processes. Grants are allocated through global calls for proposals announced on the DG DEVCO website or through EU delegation-administered Country-Based Support Schemes (CBSS) individual to each country. Each delegation further disposes of an emergency fund for human rights defenders at risk, managed under the EIDHR, providing small grants of up to €10 000 directly to individuals or organisations who are in need of urgent support.

EU Human Rights and Democracy Country Strategies

The human rights and democracy country strategies are papers developed by EU delegations based on an analysis of the human rights situation in the country, with the purpose of identifying priorities for EU action. The drafting phase is led by EU delegations in collaboration with the EEAS, with EU Member States contributing through their local embassies. Local civil society must also be consulted. The final documents are adopted by all of the EU Member States in a joint COHOM and MAMA meeting in Brussels. The strategies are drawn up for a five-year period (rather than a three-year period as was previously the case). A confidential implementation report is drafted annually to monitor progress.

Each country strategy contains priority issues considered to be of prime importance to the human rights situation in the country in question. The priorities are to be taken into account in human rights and political dialogues at all levels, in policy-making as well as programming and implementing financial assistance. While the human rights and democracy country strategies themselves are in principle confidential depending on the situation in the country, EU delegations can share the priorities on their website, or at least verbally with civil society during the consultation or implementation process.

EU Country Roadmaps for Engagement with Civil Society

The Country Roadmaps for Engagement with Civil Society were introduced in early 2014 to improve the consistency of EU cooperation with civil society and to promote better coordination between EU delegations, Member States and other relevant actors. They assess the state of civil society in a given country (i.e. enabling environment, roles and capacity) as well as the EU's current engagement with it (i.e. dialogue, mainstreaming, and coordination). The Roadmaps then define EU priorities and actions for engagement with civil society and provide a framework for tracking progress.

The Roadmaps are drafted jointly by EU delegations and Member State embassies, with input from local civil society. The first generation of the Roadmaps covers the period 2014-2017 and the second is planned for 2018-2020. The Roadmaps are updated annually, but also when major changes take place in this context.

2. EU commitments to human rights in its policy towards the Southern Mediterranean

The Euro-Mediterranean Partnership and Union for the Mediterranean

In November 1995, adopting the Barcelona Declaration, the then 15 EU Member States and 12 Southern and Eastern Mediterranean countries launched the Euro-Mediterranean Partnership (EMP), also known as the Barcelona Process. The Barcelona Declaration included commitments to act in accordance with the Universal Declaration of Human Rights and to respecting human rights and fundamental freedoms. One of the stated objectives of the process was to achieve a common area of peace and stability underpinned by sustainable development, rule of law, democracy and human rights.

In 2008, the Euro-Mediterranean Partnership evolved into the Union for the Mediterranean (UfM), a multilateral partnership between the EU and Southern and Eastern Mediterranean countries.[37] As of 2010, the UfM has a secretariat, established in Barcelona, and a shared EU-Mediterranean presidency.[38] However, this multilateral partnership has become stagnant due to the conflicts in the region, such as that between Israel and Palestine. The secretariat deals mainly with promoting regional economic and infrastructure projects. The Parliamentary Assembly of the Union for the Mediterranean, which includes members from the parliaments of EU Member States, the Mediterranean partners and the European Parliament, continues to meet regularly and aims to provide input to the UfM.

The Euro-Mediterranean Partnership/ UfM has also held three ministerial conferences on strengthening the role of women in society. The first conference was held in Istanbul in November 2006, where foreign ministers of all the participating countries made commitments to working towards ensuring gender equality. At the second ministerial held in Marrakesh in November 2009, the members of the UfM reiterated their commitment to 'promote de jure and de facto equality between women and men' in what is known as the Marrakesh Conclusions. A third ministerial conference took place in Paris in September 2013, with conclusions acknowledging the role women have played in the ongoing changes in the region, and ministers aiming to effectively contribute to increased women's participation in the political, economic, civil and social development of the region. A fourth ministerial conference is planned to take place in the first half of 2017.

The European Neighbourhood Policy

The European Neighbourhood Policy (ENP), launched in 2004, is a bilateral mechanism regulating the EU's relationship with two regionally-defined areas: South and East. Inspired by the EU's enlargement policy, thus far a tool for extending European norms, regulations and values outside of the EU borders, the ENP has become the main foreign policy instrument guiding EU external action towards its neighbouring countries. The EU's Southern neighbourhood is made up of ten countries: Morocco, Algeria, Tunisia, Libya, Egypt, Israel, Palestine, Syria, Jordan and Lebanon. The ENP-South is built on Association Agreements signed with most South Mediterranean countries after the start of the Euro-Mediterranean Partnership (see below).

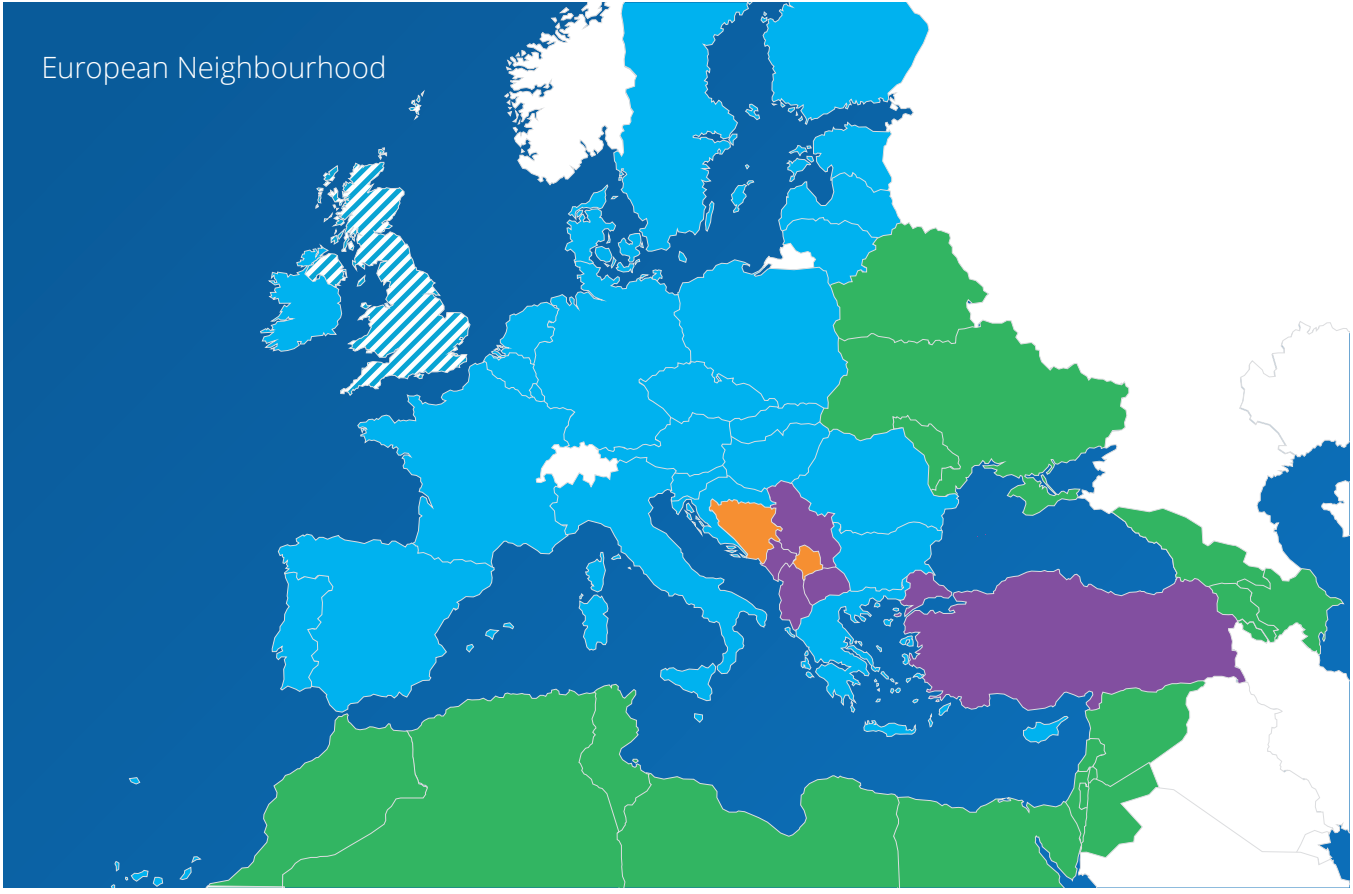
The ENP was launched with the declared aim to strengthen political cooperation and to develop economic integration between the EU and its neighbours, aiming to 'establish an area of prosperity and good neighbourliness, founded on the values of the EU and characterized by close and peaceful relations based on cooperation.'[39]

To further the promotion of its stated objectives, non-binding Action Plans for economic and political transition reforms, with references to the principles of democracy, human rights, rule of law and good governance, were agreed with most partner countries on top of the legally binding Association Agreements (with the exception of Algeria, Libya and Syria). In 2011, the EU reviewed the ENP[40] in order to respond to the uprisings in the MENA countries, with a view to strengthening its democratisation and human rights component. The concept of 'more for more' was introduced, aiming to increase financial support for countries that made the most progress on human rights and democracy issues.

Under the 2011 ENP, objectives on human rights and democracy were written into country Action Plans, and their implementation monitored by joint bilateral structures set up under the Association Agreements, such as sub-committees on human rights or political dialogue. The implementation of the Action Plans was assessed by the EU in the form of annual progress reports, a process that also included consultation with civil society.

However, the ENP review published in November 2015 stresses stabilisation and security, economic development and migration management, of which human rights is a smaller component than in the 2011 policy. While the EU has committed to engaging in a dialogue on public administration reform, gender equality, security sector reform, protection of human rights and pluralism with all partners as an agenda item in political dialogues, these will be held in 'mutually agreed formats' with national governments rather than through the structured approach introduced in 2011.

The 2015 review of the ENP focuses squarely on migration and mobility. However, the stress is noticeably greater on 'addressing root causes of irregular migration' and 'cooperation on returns and readmission' than on the respect of migrants' rights included into the 2011 ENP. The importance of the Mobility Partnerships signed with Southern neighbours (Morocco in 2013, Tunisia and Jordan in 2014) as a framework for managing the movement of persons between the EU and individual ENP countries is underlined. On a regional scale, EU policy continues to be determined by the 2011 communication entitled 'A dialogue on migration, mobility and security with the Southern Mediterranean countries', which focuses very much on the main concerns of managing migration and refugee flows as well as tackling the root causes of migration.


European Neighbourhood

The 2015 ENP also replaces the Action Plans with mutually agreed **Partnership Priorities,** which will identify 'shared interests' and serve as a basis for funding allocation. As of June 2016, the EU has begun negotiations on new Partnership Priorities with Algeria, Egypt, Jordan and Lebanon. The implementation of these will no longer be assessed through public progress reports published annually on a set date. Instead, the EU will develop "a new style of assessment, focusing specifically on meeting goals agreed withpartners," timed around high-level meetings with partner countries, such as Association or Cooperation Councils.[41] Along with country-specific reports, regional reports will track developments in the neighbourhood, "including information on fundamental freedoms, the rule of law, gender equality and human rights issues."

The funding of the ENP is provided through the European Neighbourhood Instrument (ENI), aimed at financing the implementation of projects and providing assistance. This funding is mainly provided to governments to support reforms in the ENP countries. For this purpose, the European Commission allocated a budget of over €15 billion for the period 2014-2020. A Civil Society Facility, under the ENI, was created in 2011 to support civil society organisations to develop their advocacy capacity, their ability to monitor reform and their role in implementing and evaluating EU programmes.

In 2012, the European Endowment for Democracy (EED) was launched as an independent foundation to provide support to actors such as political parties, non-registered NGOs or trade unions and other social partners in the EU neighbourhood. The current EED budget is around €14 million per year.

Euro-Mediterranean Partnership (EMP) Union for the Mediterranean (UFM)	European Neighbourhood Policy (ENP)
A multilateral partnership	A bilateral EU foreign policy
EU and 16 Mediterranean countries	10 Mediterranean and 6 eastern (non-Mediterranean) Neighbouring countries
Launched in 1995: Barcelona Declaration	Launched 2003
Multilateral Ministerial Conferences (gathering all the partners)	ENP bilateral ministerial Meetings (EU/one Mediterranean country)
Bilateral legally-binding Association Agreements and institutions	Bilateral non-binding Partnership Priorities (previously Action Plans)

3. EU commitments to human rights in bilateral relations with Southern neighbourhood countries

The EU has signed bilateral Association Agreements with a number of the Southern Mediterranean countries. These agreements are legally binding to both sides. The Association Agreements are mainly economic in nature, aiming to liberalise trade and investment. However, they also commit the EU and its partners to respecting democratic principles and fundamental human rights and establishing an enhanced political dialogue, including on human rights issues.

The agreements further contain a clause allowing for the suspension of signatory countries or the introduction of sanctions in the case of a violation of democratic principles or human rights on the part of the neighbouring country. Despite occasional calls from the European Parliament or civil society, this clause has not been invoked with regard to any of the Southern Mediterranean partners to date.

In order to strengthen the relationship with those of the partners who have expressed a desire to do so, the EU has further started upgrading and reinforcing some of its bilateral relations with its Mediterranean neighbours by granting ENP partner countries advanced status. This entails closer political relations, integration into the EU's single market (increased trade relations, participation in EU programmes and agencies), and increased EU financial support, in principle in return for accelerated political reforms. Currently, only three countries have reached such an agreement with the EU: Morocco, Jordan and Tunisia. The first two have been granted an 'advanced status' by the EU, while the latter established a 'privileged partnership'. The difference between these agreements is essentially their name. Indeed, Tunisia discussed this agreement after the Arab uprisings, which had led the EU to insist that bilateral relations are in fact partnerships.

Joint structures between the EU and its partners implementing the Association Agreements

Association Council: Ministerial-level meeting that usually takes place once a year. The EU is represented by the HR/VP or the ENP Commissioner, and the Southern partner by the Minister of Foreign Affairs. The meeting discusses the priorities of the relationship as set out in the Association Agreement and any other bilateral or international issues of mutual interest. Ahead of the Association Council, the EU prepares a declaration mentioning the points it intends to raise.[42] The ministerial meeting is generally followed by a press conference in which the EU issues a public statement[43], which should include references to human rights issues. Human rights issues can be raised formally and informally by the EU during the meeting.

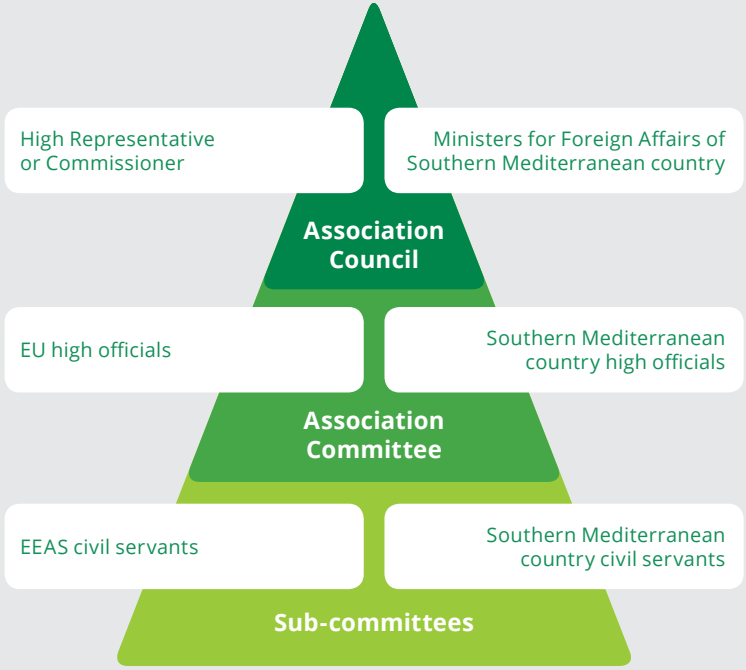
Association Committee: An annual meeting of high-level public servants/ senior officials. Prepares the Association Council and discusses mainly technical cooperation.

Sub-committees: Technical sub-committees covering various areas of co-operation. These meetings happen once a year at the civil servant level of the EEAS and the relevant ministries of the partner country depending on the focus of the sub-committee. Discussion of human rights issues takes place in specific human rights sub-committee meetings; where there is no such sub-committee, human rights are touched on by the sub-committee on political dialogue. In the case of Israel, there is an informal working group. Other relevant sub-committees cover migration, social affairs and justice and security issues. Human rights should be mainstreamed into the work of other sub-committees.

Sub-committee meetings are organised by the EEAS in co-operation with the partner government. The EEAS organises consultation meetings with NGOs in Brussels and on the ground (through the EU delegation) before sub-committee meetings, in order to receive input on the human rights situation and individual cases, as well as to get recommendations for the agenda. After the sub-committee meetings, the EEAS is expected to systematically debrief NGOs, although this sometimes is only done upon request.

While the sub-committees represent an opportunity for a discussion of human rights issues between the EU and its partners, they tend to be limited in their effectiveness. In most cases, the EU and their Southern partners have agreed that individual cases will either not be raised or will only be raised as illustrations of wider trends. As the agenda and minutes of the meetings are not made public, it is difficult for civil society to know the results of the meetings and the commitments made so as to ensure their proper monitoring and implementation.

Joint Association Agreement structures



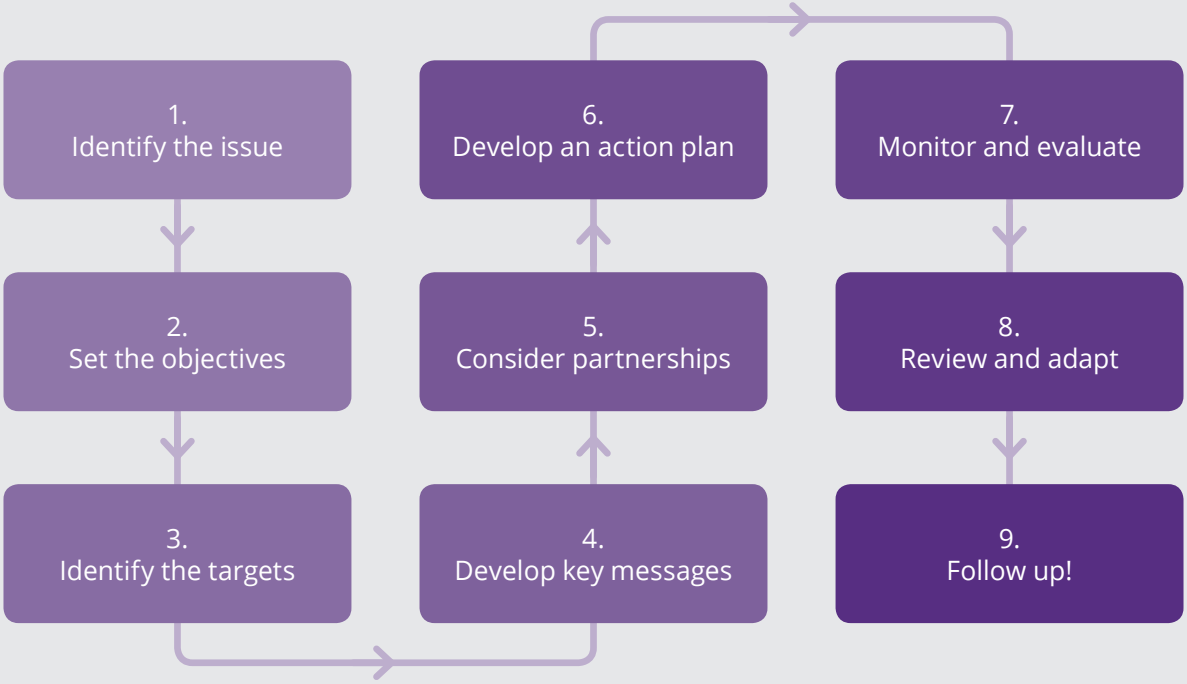
PART THREE:
Designing an Effective EU Advocacy Roadmap

1. How to develop an advocacy roadmap?

Advocacy is a process of deliberate, planned and sustained efforts to advance an agenda for change. Human rights advocacy consists of organised efforts and actions applied to the policy-making process to establish and implement human rights-oriented laws and policies.

The advocacy planning and implementation process can be broken down into the following stages, each of them requiring thorough consideration to ensure the overall success of your advocacy actions.

Steps in planning a roadmap



1. Identify the advocacy issue

To ensure the success of your advocacy actions, it is essential that you are specific in identifying the advocacy issue. You must have a good understanding of the challenge you want to address and a clear idea of how it could be solved. If your focus area is too wide, it will be difficult for you to bring about concrete changes; if it is too narrow, it may be difficult to communicate to policy-makers, who might perceive it as too technical.

2. Set long, medium and short-term objectives

Once you have defined the issue on which you want to advocate, define what success would look like to you in the short, medium, and long terms. What form would the action or policy change take and how would it be implemented in the long run, what would be the intermediary steps to have this happen? In the short term, how can you ensure that the issue is placed on the agenda?

> **Defining what kind of action you want the EU to take will depend on the issue or case, its seriousness and extent: whether it requires an urgent response, whether it is a specific or isolated incident or a systematic and ongoing violation. The EU has different tools at its disposal, which can be used accordingly. You should therefore advocate for measures that are most appropriate for a given situation, and that will have the most impact.**
>
> **If you are aiming to have a jailed human rights defender released, have the EU observe a trial, or end threats made against an individual, urgent action can be requested from the EU in line with the provisions contained within the human rights guidelines.**
>
> **If your goal is to reach a longer-term objective such as policy change (e.g. advocating for the revision of law, the improvement of detention conditions, etc.), you should plan to target the established EU mechanisms such as human rights sub-committees and Association Councils, as well as attempt to influence the general human rights objectives of the EU in the long term.**

3. Identify targets

Identify policy and decision-makers who have the power to introduce the policy changes you propose. Among these, establish:

- what are the best targets for your efforts, considering which ones have the greatest influence;
- who do you have existing contacts with, who do you consider an ally, and;
- who is less sympathetic to your cause.

Advocate towards allies to get them to propose or support actions on your issues, as well as towards the less active actors to convince them not to block or water down the proposed measures.

Identify and **be in regular contact with allies** within the EU missions in your country and, if possible, in Brussels as well as in Member State capitals. At the country level, this may include the focal point on human rights or the head of the political section at the EU delegation, the heads or deputy heads of mission (ambassadors) at embassies of EU Member States. In Brussels and at the capital level, establish a relationship with the desk officers responsible for your country both in the geographic division and within the human rights unit, as well as with influential MEPs such as heads of delegations or committee chairs and members of national parliaments. Do this through telephone, email, missions to Brussels and EU capitals, and in meetings when the officials are visiting your country.

Useful tip: Contact the EuroMed Rights office in Brussels. It can help you identify the appropriate targets, establish what you can reasonably expect from them, as well as suggest the best timing for an advocacy mission.

4. Develop key messages

Develop a set of clear requests or recommendations for a limited number of key actions to achieve specific, concrete and realistic objectives. Prioritisation is key when addressing decision makers at all levels. Consider using political arguments when addressing political bodies, and technical and legal arguments when dealing with civil servants. Requests should be precise and targeted, tailored to the interlocutor and the kind of actions requested.

Tailor information to the target audience and situation, such as your interlocutor's level of knowledge and what action they can take. Briefing materials for advocacy purposes should be short: a one or two-page document with two or three clear and targeted requests. Prepare different kinds of input depending on the type of meeting. Human rights experts will understand a detailed presentation, while a brief overview may be better suited for a general political meeting. Adapt information when targeting officials based in Brussels or Member State capitals, who will not have the same level of expertise as an official based on the ground.

Useful tip: Refer to relevant EU policies such as the EU human rights guidelines, the revised ENP, ENP Action Plans/ Partnership Priorities, Council Conclusions, public statements, Association Agreements or good practices from other countries in the region. Do the same with EU Member States, i.e. confronting interlocutors with their own commitments.

5. Consider partnerships and networks

Consider the added value of forming coalitions with other local and international civil society organisations to make more effective advocacy calls. However, keep in mind that while partnerships may be very beneficial by increasing the pressure on advocacy targets, then can also slow down the internal decision-making process, and so must be entered into tactically.

Partnering with other organisations may be particularly strategic when trying to influence individual EU Member States, which can be as – or even more – effective in their actions than the EU, particularly if these organisations have significant influence over local authorities.

Useful tip: Co-operate with EuroMed Rights members or other civil society organisations in EU countries to make **coordinated advocacy calls** towards ministries or national parliaments.

6. Develop a timely action plan

Timing is crucial for achieving results. In order to ensure that the issue you are advocating for is discussed by policy makers, it is useful to link it to a topic which is already high on the agenda, or is receiving attention from the media or general public. You should ensure that you are aware of the timetable of policy discussions and prepare in advance to provide input towards them, in order to be able to influence the outcome.

It is crucial that you provide information to the EU at the most appropriate moment in time to be sure it will be considered.

Useful tip: Keep in regular contact with the EU delegation in your country to know when the agenda of a human rights sub-committee meeting is being set, when Member States start negotiations on EU positions ahead of an Association Council and when to provide input for Human Rights and Democracy Country Strategies or ENP Partnership Priorities.

7. Monitor and evaluate

Take time to discuss the chosen strategy and its outcomes. Assess what has been achieved, what follow-up is required, and which approaches need to be reviewed to better achieve objectives in the future.

8. Review and adapt

Review and adapt your strategy in line with the findings of the evaluation process.

9. Follow up

Have the policy makers taken the actions they had committed to? If not, find out why. What are the bottlenecks and blockages? How can they be overcome?

Personal contacts may sometimes be the only way to obtain information that is otherwise confidential, underlining the importance of maintaining a good relationship with relevant EU staff. Once you identify a blockage, try advocating at a different level, using other entry points: local, Brussels-level, EU Member State capitals. You can try using national parliaments to put pressure on EU Member States or the European Parliament to put pressure on the EEAS, the Council, the European Commission or the HR/VP.

Useful tip: As the HR/VP is obliged to respond personally to letters from MEPs, you may want to ask the MEP to write a letter requesting that action be taken on an issue or case, as it will then stand more of a chance of being considered. Contact individual MEPs, and provide them with background information, including recommendations for action the EU should take.

2. How to get the EU to act?

The EU has a number of specific tools at its disposal to react to human rights violations, short and long term. NGOs can take specific action to request for these tools to be employed, in order to address the situation in their country. Some of the most common tools at the EU's disposal, as well as tips on how to activate them, are described below.

IN THE FIELD

Human Rights and Democracy Country Strategies

As the Human Rights and Democracy Country Strategies set out the priorities for EU attention and action with regard to human rights in a given country over a five-year period, they can be useful influencing tools in order to mobilise EU to act on a particular issue. Civil society input is considered in the drafting and implementation process of these strategies.

To ensure that you will be consulted on the drafting, implementation and evaluation of the country strategy, contact the head of the political section or the human rights focal point at the EU delegation and if possible, the geographical desks and the human rights unit of the EEAS in Brussels. As advocacy can be part of any systematic civil society consultation on the drafting, implementation and evaluation of policies between third countries and the EU, you may wish to advocate for increased transparency of EU policies and procedures, and for the accessibility of documents.

Partnership Priorities (previously ENP Action Plans)

The Partnership Priorities will replace the existing ENP Action Plans. The inclusion of a specific topic into the Partnership Priorities should ensure that the EU monitors it on an ongoing basis, that relevant related reforms receive EU support, and that the agenda of meetings such as the human rights sub-committee systematically takes the said topic on board.

NGOs can advocate for the inclusion of particular topics by contacting the local EU delegation (the head of the political section or human rights focal point) to find out when the Partnership Priorities will be negotiated and about the opportunities for providing input into that process. Follow-up actions should include monitoring the implementation of the commitments made in the Priorities. Any lack of progress should be reported to the EU by providing documentary evidence, in face-to-face meetings, or by participating in civil society consultations organised by the EU. The EU should then report on the lack of progress achieved, which can be used in further advocacy.

Human rights dialogue

As the human rights dialogue[44] discusses both ongoing and structural issues in a country, as well as, in some instances, emblematic individual cases, it provides useful opportunities for advocacy on both types of issues. The agenda of the meeting is set jointly by the EU and the partner country, but should always include a number of points prescribed by the EU's guidelines on human rights, e.g. torture and ill-treatment, women's rights, freedom of expression, the role of civil society and the protection of human rights defenders.

Contact the head of the political section or the human rights focal point at the EU delegation to know when the sub-committee meeting, the political dialogue or the informal working group meeting will take place, as well as to get a specific issue on the agenda. As the human rights sub-committee meetings feature technical discussion, it can be useful to provide detailed briefing material with recommendations to the EU delegation, preferably during a face-to-face meeting. In its Action Plan on Human Rights and Democracy, the EU has committed EU delegations to holding consultation meetings with civil society ahead of sub-committee meetings as well as debriefings after, providing an opportunity for follow up. If the delegation in your country is not holding such consultations or debriefings, you should call upon them to do so, in line with the EU's commitments.

Local statements

The EU Heads of Mission can jointly agree to make local statements on human rights issues to condemn ongoing violations or take a stand on an individual case. This type of statement is generally issued by the EU delegation.

To achieve a local statement, contact the EU head of mission, the head of the political section and the human rights focal point at the EU delegation immediately after the incident or violation has taken place.

Demarches

Demarches are confidential statements or interpellations issued by the EU towards the third country. Issues or individual cases can also be raised with the local authorities by the HR/VP or ENP Commissioner when they visit a country. This measure is relevant in all situations, but especially for serious, urgent cases. Depending on the firmness of the position the EU adopts, the issuance of a demarche or raising of the case can have a significant impact. At the same time, as it is non-public, a demarche may be an easier action to advocate for from the EU than a public statement.

To call for an EU demarche, contact the head of the political section and the human rights focal point at the EU delegation. Specify which authorities (ministries, institutions, etc.) the EU should address and detail the exact concerns it should raise. If you are calling for the HR/VP or Commissioner to raise an issue in their meetings, you can further suggest to discuss this with them directly or to participate in meetings organised for local civil society. If it is a HRD case you are advocating for, you should also contact the EU liaison officer on HRDs (usually based at the EU delegation and the same person as the human rights focal point) and if possible, the desk officers responsible for the country at the geographic level and within the human rights unit of the EEAS.

Visiting a victim of a human rights violation in detention

A visit from an EU representative to a detained victim of a human rights violation can send a powerful message to the local authorities and usually improves the detention conditions, including the prevention or reduction of ill-treatment. While it may not always be possible for the EU to carry out a visit due to a lack of cooperation from local authorities, merely attempting a visit can have a positive impact.

To call for the EU to visit an individual in detention, contact the head of the political section and the human rights focal point at the EU delegation. In case of a human rights defender, contact the liaison officer on HRDs as well.

Trial observation

Trial observation is a common form of intervention by the EU, particularly when there are pre-existing doubts about the fairness of the trial or the country's judicial system in general. The presence of foreign diplomats can sometimes have a positive impact in terms of the conduct and outcome of the trial. Ideally, trial observation should be followed by a public statement in which the EU expresses an opinion about the proceedings and, if called for, a demand for corrective action to be taken by the authorities.

Trial observation is almost always carried out by EU delegations. Therefore, you should put in a request for trial observation to the head of the political section, the human rights focal point or the liaison officer on HRDs at the EU delegation. Alternatively, you can contact the embassy of an EU Member State if it is known to be active on human rights issues, which in turn can push for EU action. Provide briefing material detailing your concerns about the trial, information about the location and time of the hearing and observer accreditation procedures. Requests should be made as far in advance of the hearing as possible, meaning at least one week ahead.

Concrete assistance to individuals

The emergency fund for human rights defenders at risk, managed under the EIDHR, allows for EU delegations to quickly provide small grants of up to 10,000 euros directly to individuals or organisations in need of urgent support. This measure is especially relevant for urgent cases of individuals, such as human rights defenders, who are at immediate risk.

Approach the local EU liaison on HRDs or the human rights focal point in the EU delegation to request direct assistance as soon as possible. Yout can also contact the EIDHR team (europeaid-eidhr@ec.europa.eu) providing them with some information about the particular case to assist.
The EU mechanism for the protection of HRDs, Protect Defenders, run by 12 NGOs, can also provide small grants and emergency support, including for temporary relocation.

BRUSSELS LEVEL

Council conclusions

Council conclusions are the most authoritative form of an EU political statement, as they are made jointly by the Member State governments (Ministries of Foreign Affairs). Through the conclusions, the EU can publicly raise human rights violations and state its position on them, as well as list the measures it will be taking, or considering. Given the strong political significance of the Council Conclusions, they provide an excellent basis for further advocacy efforts.

Getting a mention in Council conclusions is appropriate for both specific cases and systemic or ongoing violations. However, due to the time required for the drafting and adoption of the text by Member States, this tool may not be appropriate for urgent cases. It is the geographic desk officer of the EEAS in Brussels who is usually the first to draft the Council conclusions, which are then discussed by the EU Member States in the MAMA working party and proposed to the Foreign Affairs Council (FAC), through the Political and Security Committee (PSC). You should time your advocacy efforts at least four weeks before the FAC meeting – MAMA will agree on the proposed text a week before the meeting takes place.

It is important to remember that as Council Conclusions are agreed upon by consensus between Member States, national governments are key advocacy targets. It is crucial to not only advocate towards Member States that are sympathetic to your case but also towards those who could block or water down references to a specific issue.

EU bilateral relations with a Southern Mediterranean country

On top of advocating for the EU and its Member States to take specific action on human rights issues, NGOs can try to influence the EU's bilateral relationship with a country ahead of Association Council meetings or negotiations around DCFTAs or Mobility Partnerships.

Ahead of the annual meetings of the Association Council, you can advocate for the condemnation of the most serious and ongoing violations in a given country in the EU statement preceding the meeting. As it is a high-level and general political meeting, you should focus on one or two human rights issues and advocate for their inclusion by contacting the local EU delegation and the EEAS desk officer in Brussels. Both are responsible for the initial draft of the statement. You should also contact EU embassies in the country as well as representatives within the MAMA in Brussels. This contact should ideally be made six weeks in advance of the Association Council meeting.

To influence the general regional or local policies of the EU with Mediterranean countries, such as DCFTAs or Mobility Partnerships, contact the EU delegation (the head of the political section), the country desk officers at the EEAS and the officer responsible for the country at the European Commission's DG TRADE or DG HOME in Brussels.

Public statements

Public statements by the HR/VP on behalf of the EU or on behalf of the mandate holder are an appropriate advocacy objective if you are dealing with urgent situations/ individual cases, as well as for ongoing issues. Such statements can be effective at exerting pressure on the government in question by providing the issue with high visibility and suggesting further EU action. It may also be of interest when you want to give moral support and legitimacy to local human rights defenders.

Public statements can also be made by the President of the European Parliament, by members of an EP delegation visiting a country, or by chairs of a relevant EP committee.

To get the EU to adopt a public statement, contact the head of the political section or the human rights focal point at the EU delegation and the Brussels-based EEAS geographical and human rights desk officers responsible for the country. Highly sensitive and urgent cases may need to be communicated to EU ambassadors at the PSC level in Brussels, who will approve the final statement.
To call for a statement by the EP president or another MEP, contact their office directly and provide information on the issue or case you are advocating for.

European Parliament resolution

European Parliament resolutions on foreign policy matters are not binding to the EU, but are useful advocacy tools for exerting pressure on other EU institutions and the governments of Southern Mediterranean countries. The EP has at its disposal 'normal' resolutions that, for example, follow-up on a hearing on a specific issue or country in a committee or a delegation mission. The drafting process of such resolutions routinely takes a few months. The Parliament also issues three 'urgency' resolutions on particularly worrying human rights situations, or specific cases, in individual countries at each plenary session – these types of resolutions are the fastest means of response, and are drafted over the course of one week. The EP can further request for the HR/VP to attend a foreign policy debate at one of its plenary sessions.

To initiate the procedure for an EP resolution, you should contact key MEPs, the chairperson of the relevant EP committee or delegation and the political group staffers. Try and win the support of several political groups, and at least one of the bigger groups (EPP or S&D). Prepare briefings, including precise details on the advocacy issue, with specific recommendations for the EP. The same information should be provided to the human rights unit of the EP.[45] To obtain an urgency resolution, this information should be provided at least three weeks ahead of a plenary session. Make sure that the resolution is followed up on, by asking MEPs whether the requested actions have been taken into account by the other EU institutions.

You can also advocate for a resolution by:

- **making a presentation at a hearing of a parliamentary committee or at another public event organised by a committee or by an MEP. To do this, contact the chair of the relevant committee, its secretariat, or one or more key MEPs who are members of the committee.**
- **meeting members of an EP delegation during their visit to your country. Contact your local EU delegation or the secretariat of the relevant EP delegation to find out if a visit is planned, and request a meeting.**

Parliamentary questions

MEPs can ask questions to the Council of the EU, the European Commission, or the HR/VP on what is being done to address a specific human rights issue in a country. The answers are useful for further advocacy or for information gathering purposes, although it may take a while before the MEPs receive them.

To suggest a Parliamentary question, contact the office of an MEP who might be supportive of your request directly. You can identify supportive MEPs based on their membership within particular committees and delegations, as well as past records, all of which can be accessed on the website of the European Parliament.

MEMBER STATE CAPITAL LEVEL

As EU Member States are the main decision makers when it comes to EU foreign policy, significant attention should be paid to advocacy towards individual Member State governments. This is crucial as the Member States shape EU policy, but also as they have the same types of tools available to address human rights issues in a given country as the EU, such as sanctions, public statements, demarches, etc.

To advocate towards an EU Member State government on a human rights issue:

- Contact the embassy of EU Member State at the local level, either the Ambassador/ Head of Mission or the Deputy Head of Mission.
- Lobby the EU Member State's Foreign Affairs Minister or staff of the ministry in the country capital.
- Request for members of the national parliament to ask questions or propose resolutions urging the Member State to take action.
- Meet with Foreign Affairs Ministers, foreign ministry staff, national parliamentarians or other national officials when they are visiting your country. Embassies can be contacted to find out when such visits will take place and to request a meeting.

THE EU VOTE ON THE UN COMMISSION OF INQUIRY REPORT ON THE 2014 GAZA CONFLICT

Preliminary remark: Although this example is not directly linked to the EU instruments described in this guide, it is useful to show that EU Member States are active in other fora, in this case the UN Human Rights Council. It is also a good example of how EuroMed Rights cooperates with member and partner organisations to achieve specific results.

1. Identify the issue

At its June 2015 session, the UN Human Rights Council was set to vote on the findings of the UN Commission of Inquiry (CoI) on the 2014 Gaza conflict. The CoI found that Israel and Palestinian armed groups committed possible war crimes and recommended actions to tackle the prevailing culture of impunity that fuels the conflict. The EU and its Member States previously failed to address this issue in their policies and, in some cases, even voted against the recommendations of UN accountability mechanisms on Israel/Palestine.

2. Set long, medium and short term objectives

EuroMed Rights identified the following objectives:

- Long-term objective: Ensure justice for victims of past violations and prevent future ones.
- Medium-term objective: The EU urges the relevant parties to ensure that perpetrators are brought to justice and supports international mechanisms where domestic ones fail.
- Short-term objective: EU Member States vote in favour of a UN Human Rights Council Resolution endorsing the recommendations of the UN CoI on fighting impunity.

3. Identify targets

The primary advocacy targets were the Geneva delegations and the Ministries of Foreign Affairs of the eight EU Member States on the UN Human Rights Council. Due to their role in coordinating EU position at the UN Human Rights Council, the European External Action Service (EEAS) and the Council of the EU Working Party on Human Rights (COHOM) were also targeted. Finally, member and partner organisations were contacted as they play an important

role in relaying messages to officials in Geneva, Brussels and EU Member State capitals.

4. Develop key messages

EuroMed Rights developed an in-depth briefing paper analysing the sensitivities, commitments and previous positions of the EU and its Member States on fighting impunity. Based on this analysis, the briefing outlined recommended messages and calls tailored to the EU and the Member States on the Human Rights Council.

5. Consider partnerships and networks

In order to simultaneously relay our messages to the different layers of the EU's decision-making process it was crucial to rely both on EuroMed Rights member and partner organisations, particularly those in EU Member State capitals and those conducting advocacy in Geneva. The EuroMed Rights briefing paper was therefore shared widely, allowing for a broader reach and a degree of burden-sharing. This was crucial given last-minute consultations which occurs between EU Member State delegations in Geneva and their Ministries before a vote.

6. Develop a timely action plan

EuroMed Rights cooperated with its members and partners in developing an advocacy action plan. It outlined the main advocacy initiatives (e.g. meetings/calls/submissions and emails to officials), media outreach activities (e.g. press-releases and Op-eds) and NGO coordination mechanisms (e.g. regular calls/a mailing list) that would be needed ahead of the vote. The action plan and a division of labour were agreed upon and regularly updated during NGO coordination calls.

7. Monitor and evaluate

Following the EU's unanimous vote in favour of the 3 July 2015 Human Rights Council resolution, EuroMed Rights and its members assessed the content of the resolution and – through meetings with officials and NGOs – sought to understand the internal negotiations that led to this shift in EU policy. A briefing was commissioned outlining how the CoI's recommendations and the EU's commitments in this resolution could be used in further advocacy.

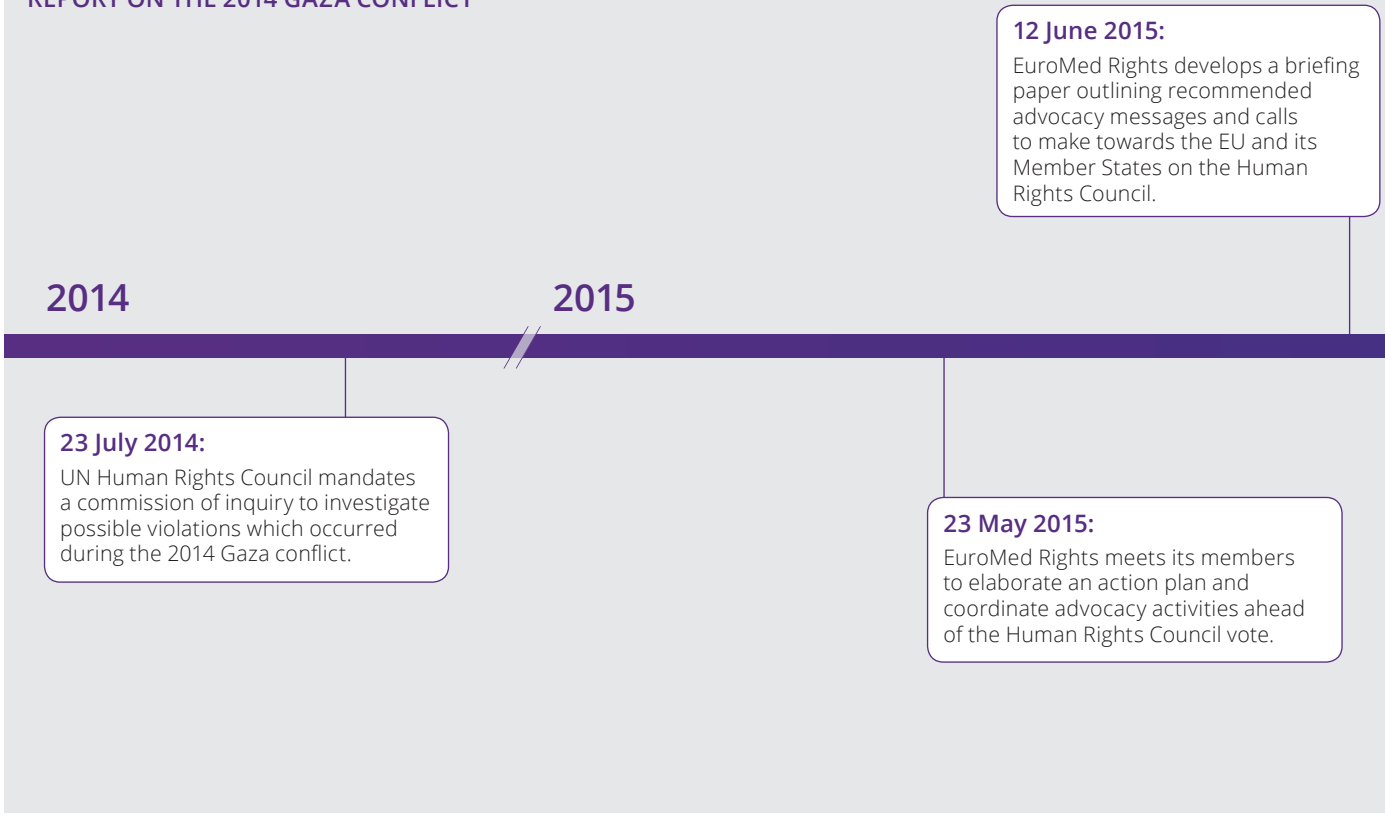
8. Review and adapt

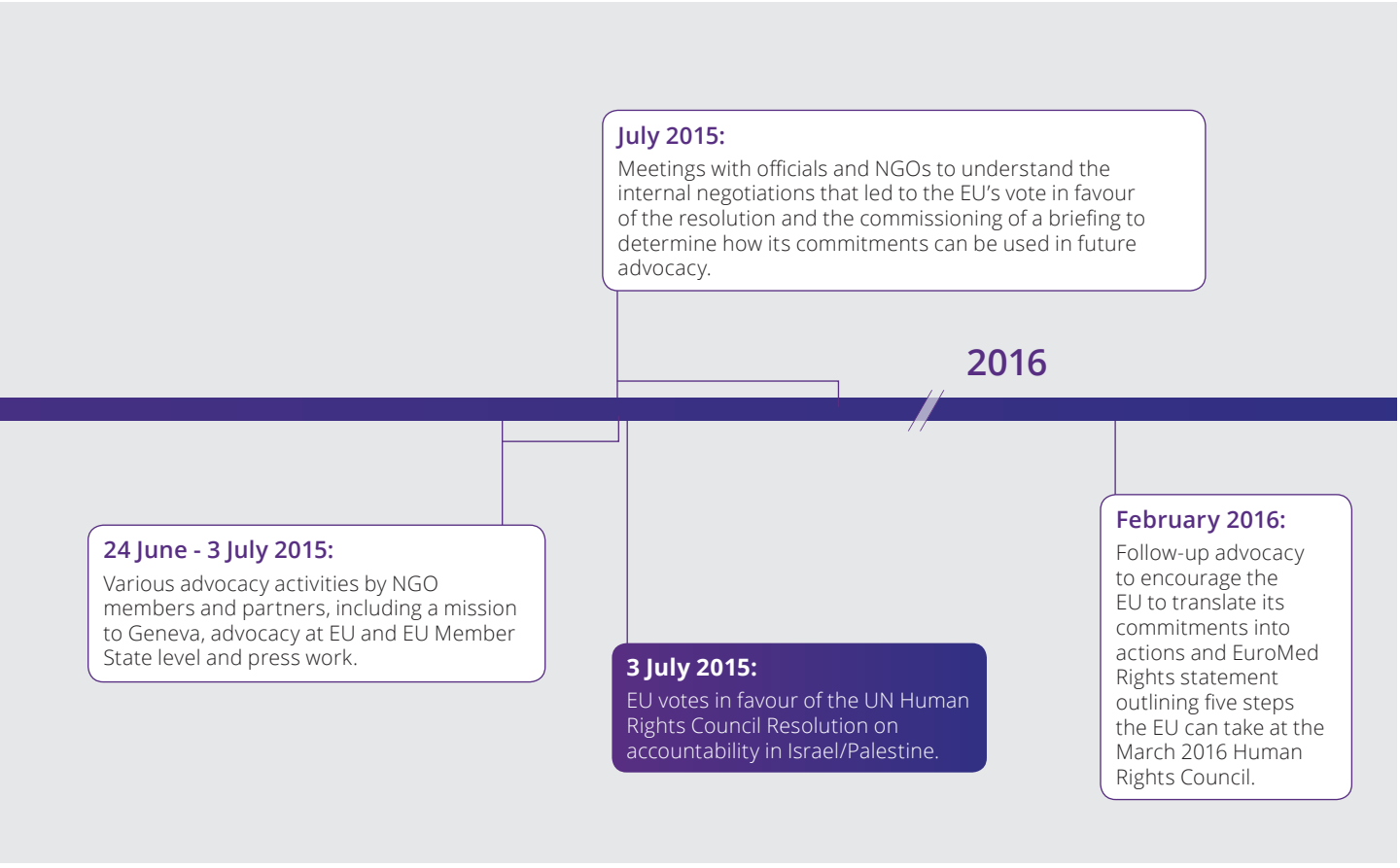
Given that the UN Human Rights Council Resolution included specific calls towards the international community, it was decided to use it as a tool for further advocacy. The EU was encouraged to translate these commitments into further actions, including by e.g. calling for accountability in upcoming Foreign Affairs Council Conclusions and statements.

9. Follow-up

Shortly after the vote, several advocacy initiatives were conducted, including a mission to the United Kingdom with our Israeli and Palestinian members and a submission ahead of the July 2015 Foreign Affairs Council Conclusions. These initiatives, like the follow-up mission organised in Brussels in February 2016 aimed at encouraging the EU to translate its commitments on accountability into concrete actions. On 14 March 2016, EuroMed Rights disseminated a statement outlining five concrete steps the EU can take to support accountability.

THE EU VOTE ON THE UN COMMISSION OF INQUIRY REPORT ON THE 2014 GAZA CONFLICT




July 2015:
Meetings with officials and NGOs to understand the internal negotiations that led to the EU's vote in favour of the resolution and the commissioning of a briefing to determine how its commitments can be used in future advocacy.
2016
24 June - 3 July 2015:
Various advocacy activities by NGO members and partners, including a mission to Geneva, advocacy at EU and EU Member State level and press work.
3 July 2015:
EU votes in favour of the UN Human Rights Council Resolution on accountability in Israel/Palestine.
February 2016:
Follow-up advocacy to encourage the EU to translate its commitments into actions and EuroMed Rights statement outlining five steps the EU can take at the March 2016 Human Rights Council.

THE EUROPEAN PARLIAMENT URGENCY RESOLUTION ON ALGERIA

1. Identify the issue

Despite promises of reforms since 2011, the human rights situation in Algeria remains poor. Judicial harassment against dissenting voices has increasingly become common practice in Algeria, especially in the Southern regions of the country, with renewed intensity since the beginning of 2015. In particular, in early 2015, several workers' rights activists were arrested following socio-economic protests. Peaceful protests are regularly forbidden or forcibly dispersed by police, and peaceful protesters face arrests, detention and unfair trials, exemplifying thus the numerous restrictions to freedoms of assembly, expression and association in Algeria.

2. Set long, medium and short term objectives

Putting an end to violations of freedoms of assembly, expression and association is a long-term objective of human rights work in Algeria. In the early 2015 context, the release of detained activists became a key short-term objective.

3. Identify targets

The European Parliament (EP) adopts three urgency resolutions during each plenary session in Strasbourg. These resolutions send a political message to the country which it refers to, and gives visibility at the international level. Individual cases are often raised by the EP to address a specific issue in a third country. EP resolutions can also include recommendations addressed to other EU institutions and EU Member States. It was therefore decided to call Members of the European Parliament (MEPs) to adopt an urgency resolution on Algeria. During a meeting with EP Vice-President for human rights, an Algerian activist urged him to act in favour of the imprisoned activists.

4. Develop key messages

As the EP Vice-President committed to support an urgency resolution on this issue, follow-up with him was made to make sure he initiates the process that leads to an EP resolution on Algeria. A briefing on the situation of the activists and updates on the human rights situation were prepared, with specific recommendations, to influence the content of the resolution.

5. Consider partnerships and networks

Obtaining an EP resolution is a difficult task that can require a lot of efforts, notably when contacting the different political groups in the EP. Furthermore, working in partnership with like-minded NGOs at EU level was considered as a clear added value, since it brings more visibility and enables burden-sharing.

6. Develop a timely action plan

In coordination with other NGOs, an action plan was developed. The action plan provided for the dissemination of the briefing to multiple stakeholders in the EP, direct contacts with them to ensure our key messages are mentioned in the resolution, and the publication of a joint press release right after the adoption of the resolution to welcome it and reinforce our messages.

7. Monitor and evaluate

Once the resolution was adopted, the NGOs involved in the process assessed its content, especially in comparison with the NGO briefing. A joint press release was prepared in order to react to the resolution and reiterate our demands. Finally, it was agreed to follow up on the resolution's implementation a few months later.

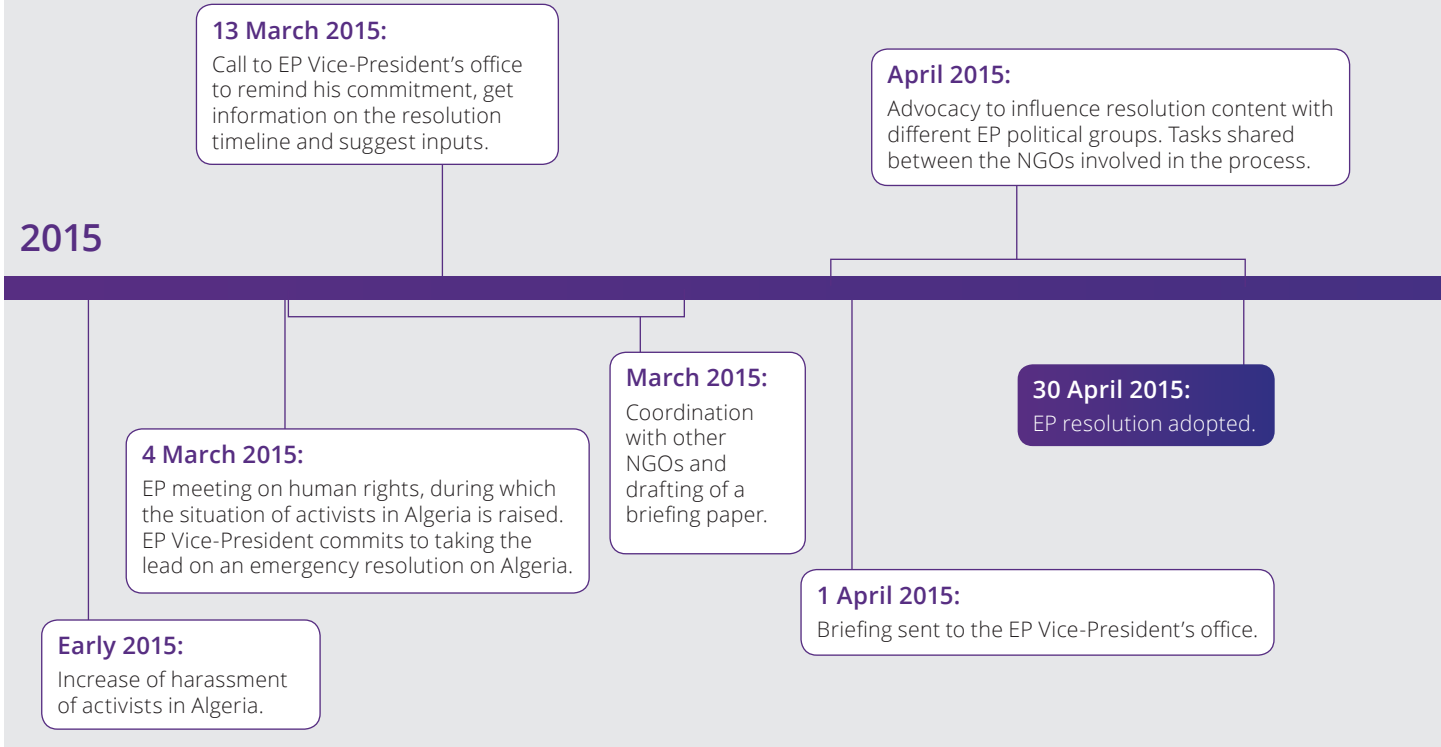
8. Review and adapt

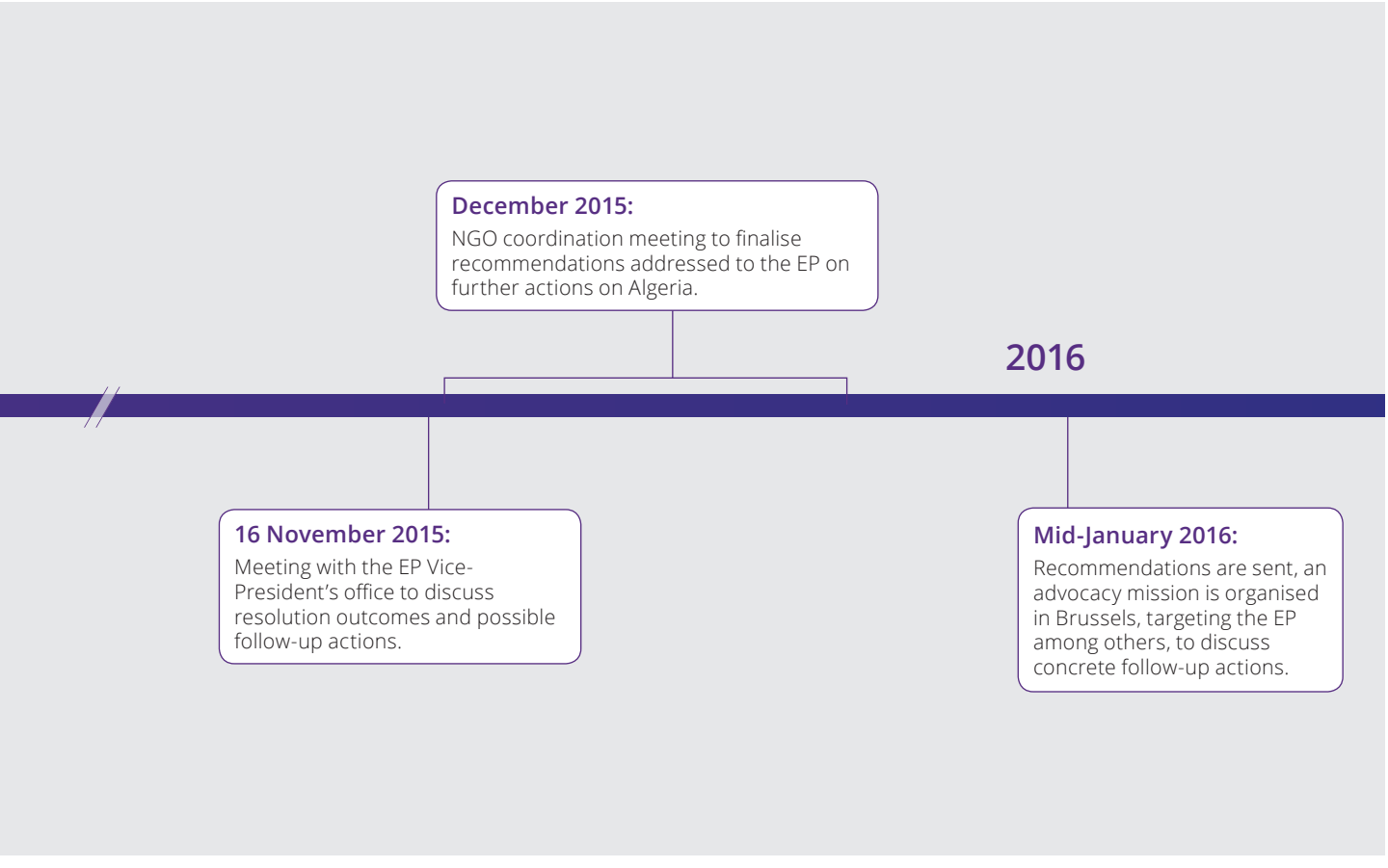
As the resolution was adopted with specific recommendations addressed to the EEAS and EU Member States, it was decided to use it as a tool for further advocacy. With the EU-Algeria Association Council due to be held a few weeks after the resolution, the NGOs sent a letter both to the High Representative Mogherini and EU Commissioner Hahn in charge of the European Neighbourhood Policy and EU Ministers of Foreign, asking them to set human rights as a priority topic in the agenda of the Association Council and recalling the EP recommendations in the resolution.

9. Follow-up

As agreed, follow-up actions were discussed among NGOs a few months after the adoption of the resolution. The resolution led to significant outcomes, including having Algeria examined by the Standards Commission of the ILO in June 2015. However, since the EP had not really followed up on its own resolution, a two-page document was prepared with interested NGOs, listing actions that could be taken to strengthen support to Algeria's civil society. These recommendations were addressed to the EP, its political groups as well as individual Members of the EP.

THE EUROPEAN PARLIAMENT URGENCY RESOLUTION ON ALGERIA




December 2015:
NGO coordination meeting to finalise recommendations addressed to the EP on further actions on Algeria.
2016
16 November 2015:
Meeting with the EP Vice-President's office to discuss resolution outcomes and possible follow-up actions.
Mid-January 2016:
Recommendations are sent, an advocacy mission is organised in Brussels, targeting the EP among others, to discuss concrete follow-up actions.

INFLUENCING THE REVIEW ON THE EUROPEAN NEIGHBOURHOOD POLICY

1. Identify the issue

Early 2015, the EU expressed its intention to publish a Communication in the autumn on a review of its European Neighbourhood Policy (ENP). On 4 March 2015, a paper was launched to trigger a wide consultation of stakeholders, including civil society. The previous ENP review had taken place in 2011 after the Arab uprisings, with a clear human rights-based approach.

2. Set long, medium and short term objectives

In a context of growing concerns expressed at EU level about security and migration issues; the main objective was to ensure the new ENP keeps a strong human rights focus, and that the EU moves up a gear in supporting human rights, democratic reforms, as well as civil society organisations in the region. Another objective was to strengthen civil society's contribution to the consultation, and in the longer term, to the setting-up and evaluation of reviewed bilateral relations.

3. Identify targets

The consultation and drafting processes leading to the ENP Communication were jointly managed by the European Commission (DG NEAR) and the EEAS. These were the main identified targets for advocacy efforts, along with – though to a lesser extent - EU Member State representatives and the European Parliament. Information gathered on consultations held by EU delegations on the ground was shared with members. To relay our key messages, like-minded NGOs were also identified as key allies.

4. Develop key messages

On 12 May 2015, EuroMed Rights published a 'White Book' in English, French and Arabic. Since 2015 was also the 20th anniversary of the Barcelona Declaration, the recommendations were listed under 20 steps towards a better ENP, around the following topics: a reinforced regional dimension, foreign policy coherence, ownership by civil society, women's rights, migration, conflict situations, and free trade.

5. Consider partnerships and networks

Due to the fact the ENP is at the core of EuroMed Rights interests, it was decided to develop the White Book on our own rather than making a joint submission with other NGOs. Yet, the recommendations contained in the White Book were shared with like-minded human rights and development NGOs, and some were included in their own inputs.

6. Develop a timely action plan

The action plan followed the consultation and Communication timing, while taking advantage of events such as the EU-Civil Society Forum Southern Neighbourhood of May 2015, and our General Assembly (GA) in June 2015. The GA workshop dedicated to the issue was the occasion to further discuss the ENP with members, leading to a second submission to the EU. A specific meeting with Brussels-based Member State representatives was also held to present our recommendations and get information on their respective positioning.

Meetings with the European Commission and the EEAS, including at Cabinet level, as well as with the European Parliament rapporteur on the ENP review took place by the end of the consultation process (30 June) with the involvement of EuroMed Rights Executive Committee members.

7. Monitor and evaluate

After the summer, a series of meetings were organised with EU officials, in order to get an idea of what the ENP review may look like and further influence the process. It was learnt that human rights were not a top priority and there might not be any specific chapter on the issue. Then, other EU officials were contacted so as to influence the final result.

The EU Communication was published on 18 November 2015, with a clear focus on security and 'stabilisation' of the region. Human rights were somehow marginalised in the Communication since they don't appear as a joint priority for cooperation. However, on the positive side, there is a chapter on 'good governance, democracy, rule of law and human rights', a clear focus on gender equality and women's empowerment, and a reaffirmed commitment to support civil society in the region.

8. Review and adapt

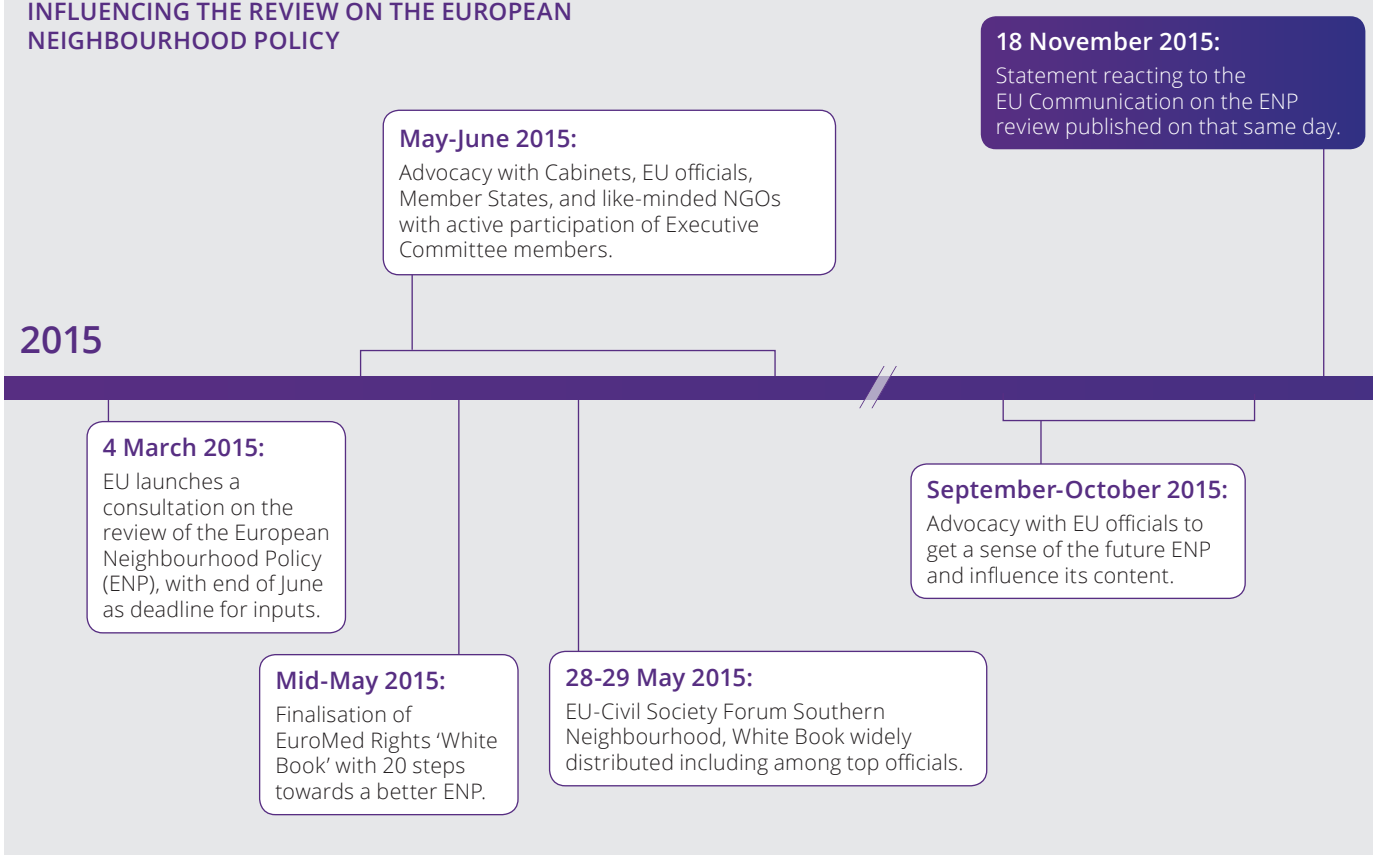
Following the publication of a rather disappointing Communication, it was decided to focus on the implementation of the ENP, in particular the need for publicising the country-specific evaluation reports and involving civil society in the negotiations of joint partnership priorities between the EU and its partner countries. Meetings with the European Commission took place to raise concerns about actual financial support to civil society under the ENP Civil Society Facility, and several fora from March to May 2016 constituted good opportunities to publicly and privately raise our concerns.

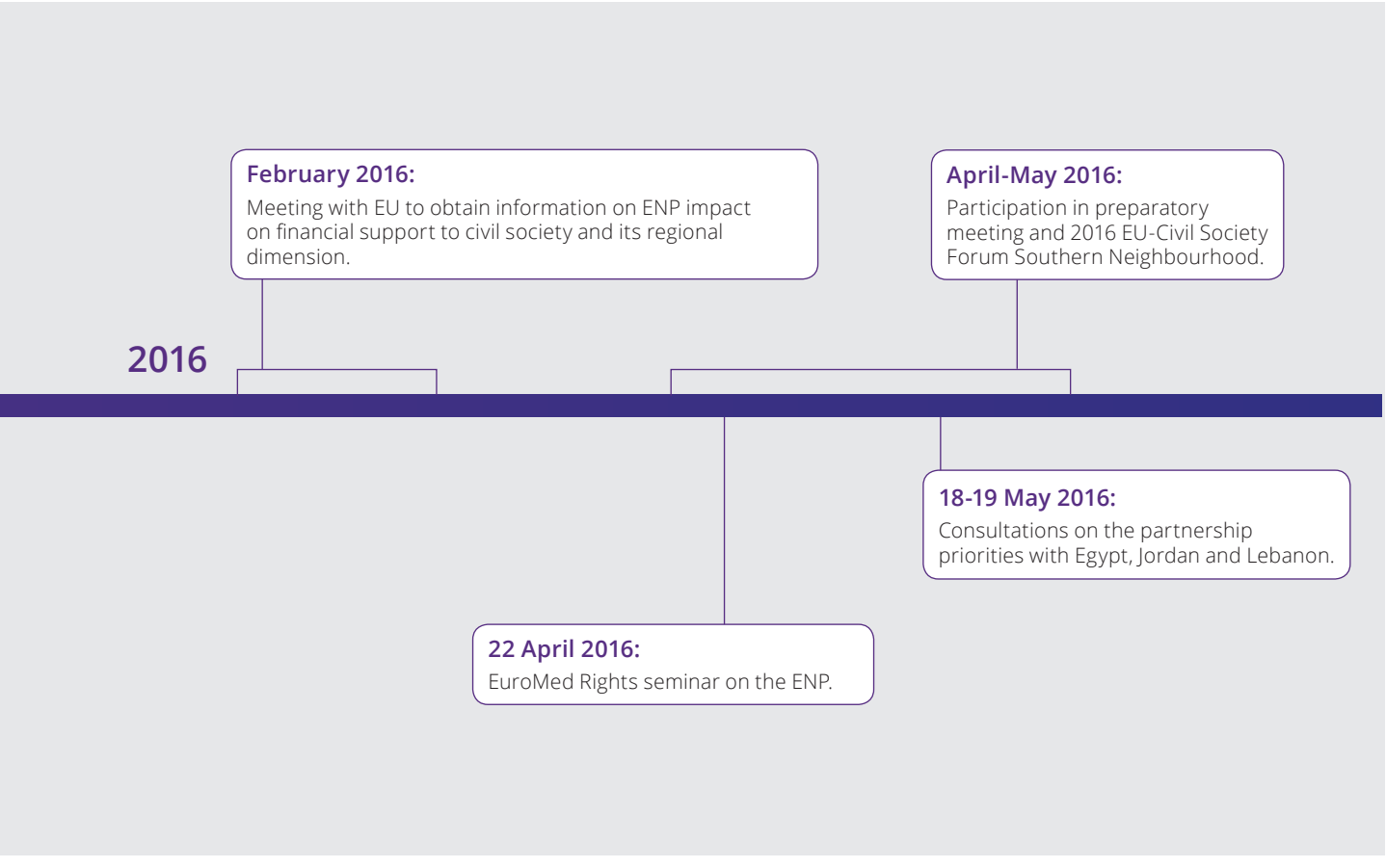
9. Follow-up

In order to inform member and partner organisations about the outcomes and implementation challenges of the ENP review, a seminar was organised in Brussels on 22 April 2016, gathering NGOs, EU and Member State officials, and academics. The EEAS managing director for the MENA was one of the keynote speakers, and he mentioned EU's intention to keep all country-specific reports public.

Later on, consultations with civil society were held to discuss the partnership priorities that were being negotiated with Egypt, Jordan and Lebanon. In the two latter cases, the EU also organised consultations with local civil society, and human rights were among the identified priorities. EuroMed Rights contributed to these consultations, and intends to follow up on the development of other partnership priorities closely.

INFLUENCING THE REVIEW ON THE EUROPEAN NEIGHBOURHOOD POLICY




February 2016:
Meeting with EU to obtain information on ENP impact on financial support to civil society and its regional dimension.
April-May 2016:
Participation in preparatory meeting and 2016 EU-Civil Society Forum Southern Neighbourhood.
2016
18-19 May 2016:
Consultations on the partnership priorities with Egypt, Jordan and Lebanon.
22 April 2016:
EuroMed Rights seminar on the ENP.

End notes

1. See EuroMed Rights website: www.euromedrights.org
2. The EU in brief: http://europa.eu/about-eu/basic-information/about/index_en.htm
3. Belgium, France, Germany, Italy, Luxembourg, the Netherlands signed the treaty establishing the European Coal and Steel Community, in 1951 in Paris. The same countries signed the treaty establishing the European Economic Community, in 1957 in Rome.
4. Pending developments following the UK referendum on leaving the EU in June 2016.
5. The EU also comprises other institutions, but they are less relevant to the field of human rights and foreign affairs.
6. To find out more: www.consilium.europa.eu/en/european-council/president/role/
7. See for example European Council conclusions, 18-19 February 2016, discussing Syria and Libya: www.consilium.europa.eu/en/press/press-releases/2016/02/19-eu-co-conclusions/
8. For example, the France-Palestine friendship group in the French senate: https://www.senat.fr/groupe-interparlementaire-amitie/ami_632.html
9. See Part 2.1. EU global human rights commitments.
10. A demarche is a confidential statement or interpellation issued by the EU towards a non-EU country. See also Part 3.2. How to get the EU to act?
11. To find out more: www.eeas.europa.eu/cfsp/sanctions/index_en.htm
12. See for example Council Conclusions on the Middle East Peace Process, 18 January 2016: http://www.consilium.europa.eu/en/press/press-releases/2016/01/18-fac-conclusions-mepp/
13. To find out more about the Association Council meetings, see Part Two of this guide.
14. To find out more about the EU Human Rights Guidelines, see Part Two of this guide.
15. To find out more about the Human Rights and Democracy Country Strategies, see Part Two of this guide.
16. Council of the European Union, Justice and Home Affairs, http://www.consilium.europa.eu/en/council-eu/configurations/jha/ - see for example, Council Conclusions on migration of 21 April 2016: http://www.consilium.europa.eu/en/meetings/jha/2016/04/21/
17. See for example a declaration of the High Representative on behalf of the EU on Lebanon, 26 May 2016, www.consilium.europa.eu/en/press/press-releases/2016/05/26-hr-declaration-on-lebanon/
18. A demarche is a written or oral expression of the EU's position to the government of a third state or to an inter-governmental organisation. It may contain a request for a specific actions or measures to be taken.
19. The Action Plan has now been renewed for the period of 2015-19: http://data.consilium.europa.eu/doc/document/ST-10897-2015-INIT/en/pdf
20. To learn more about EU Guidelines on Human Rights, see Part Two of this guide.
21. See under Part 2.2. EU commitments to human rights in its policy towards the Southern Mediterranean
22. For more information on Association Agreements, see Part Two of this guide.
23. To find out more about the relationship between the EP and the HR/VP: www.europarl.europa.eu/RegData/etudes/ATAG/2015/545707/EPRS_ATA%282015%29545707_REV1_EN.pdf
24. MEPs by political group: http://www.europarl.europa.eu/meps/en/hemicycle.html
25. To learn more about the internal organisation of the EP: http://www.europarl.europa.eu/aboutparliament/en/20150201PVL00010/Organisation
26. See for example a Parliamentary Question on the functioning of civil society and freedom of expression in Egypt: www.europarl.europa.eu/sides/getDoc.do?pubRef=-%2f%2fEP%2f%2fTEXT%2bWQ%2bE-2016-004099%2b0%2b-DOC%2bXML%2bV0%2f%2fEN&language=EN

27. See for example European Parliament resolution of 30 April 2015 on the imprisonment of workers andactivists in Algeria: www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P8-TA-2015-0188+0+DOC+XML+V0//EN&language=EN
28. In addition to the secretariat supporting the work of the Human Rights Sub-committee (DROI), in 2012 a new unit called the Human Rights Actions Unit was created within the bureaucratic structure of the EP to assist with the human rights work, which extends beyond the capacities of the DROI secretariat.
29. See for example the report from the EOM in Tunisia, 2014: http://www.europarl.europa.eu/intcoop/election_observation/missions/2014-2019/2014_10_26_tunisie_general_elections.pdf
30. See http://www.eesc.europa.eu/?i=portal.en.euromed-follow-up-committee
31. See under Part 2.2. EU commitments to human rights in its policy towards the Southern Mediterranean
32. For instance, this includes the EU Police Mission for the Palestinian Territories (EUPOL COPPS), which among other tasks provides human rights training for Palestinian police, http://eupolcopps.eu/en/
33. For more information on the EUSR on Human Rights, see Part One of this guide.
34. Action Plan on Human Rights and Democracy (2015-2019), https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/joint_communication_on_human_rights_and_democracy_en.pdf
35. See for example Human Rights and Democracy around the world 2014, http://eeas.europa.eu/human_rights/docs/2014-hr-annual-report_en.pdf
36. See for example a statement from EU Missions in Jerusalem and Ramallah condemning the executions carried out in Gaza, 31 May 2016, www.eeas.europa.eu/delegations/westbank/documents/news/2016/20160531_local_statement_executions_gaza_en.pdf
37. Albania, Algeria, Bosnia and Herzegovina, Egypt, Israel, Jordan, Lebanon, Mauritania, Monaco, Montenegro, Morocco, Palestine, Syria (suspended), Tunisia and Turkey. Libya is an observer.
38. The HR/VP represents the EU side of the co-presidency in the format of Foreign Ministers Meetings; the European Commission takes over the Ministerial Meetings that solely concern matters falling within areas of exclusive EU competence; the EEAS represents the EU co-presidency at Senior Official Meetings. On the Southern and Eastern Mediterranean side, Jordan holds the co-presidency.
39. Join consultation Paper: Towards a new Neighbourhood Policy, 2015, http://ec.europa.eu/enlargement/neighbourhood/consultation/consultation.pdf
40. A New Response to a Changing Neighbourhood: a review of the ENP, 2011, http://eeas.europa.eu/enp/pdf/pdf/com_11_303_en.pdf
41. Joint Communication: Review of the ENP, 2015, http://eeas.europa.eu/enp/documents/2015/151118_joint-communication_review-of-the-enp_en.pdf
42. In 2016, during the Association Council with Tunisia, both parties agreed on publishing the previous year's minutes, which included their respective declarations. Minutes of the Eleventh EU-Tunisia Association Council (only available in French): http://data.consilium.europa.eu/doc/document/ST-2601-2016-INIT/fr/pdf
43. EU Statement on the EU-Algeria Association Council: http://www.consilium.europa.eu/en/press/press-releases/2015/06/04-conseil-association-algerie-communique/
44. Depending on the country, it can take the form of a sub-committee on human rights, a political dialogue covering human rights issues, or an informal working group. See Part 2.3. EU commitments to human rights in bilateral relations with Southern neighbourhood countries.
45. To contact the Human Rights Unit email droi-secretariat@europarl.europa.eu

Annex:
How to Find EU Contacts

In general, **EU contacts** can be found on: www.europa.eu/whoiswho/
(search possible by person, by entity or by hierarchy)

Websites of **EU Delegations** can be found at:
www.eeas.europa.eu/delegations/ or
on the European External Action Service directory:
www.ec.europa.eu/external_relations/repdel/edelhrm/

EEAS contacts can be found:

1. On the organigram of the EEAS:
   www.eeas.europa.eu/background/docs/organisation_en.pdf
2. By contacting the general EEAS phone number: +32 2 584 11 11

EEAS (including EU delegations) email addresses are composed as follows:
firstname.lastname@eeas.europa.eu

European Parliament contacts can be found on:
www.europarl.europa.eu/meps/en/search.html

European Parliament email addresses are composed as follows:
firstname.lastname@europarl.europa.eu

European Commission contacts can be found on:
www.europa.eu/whoiswho/
(search possible by name, by organisation chart or keyword)

European Commission email addresses are composed as follows:
firstname.lastname@ec.europa.eu

EU Member States contacts can be found:

1. An overview of Permanent Representations of EU Member States in Brussels is available on http://europa.eu/whoiswho/public/index.cfm?fuseaction=idea.hierarchy&nodeID=3780&lang=en
2. List of EU Embassies of EU Member States in the Region:

   Algeria: www.eeas.europa.eu/delegations/algeria/travel_eu/embassies/index_fr.htm
   Egypt: www.eeas.europa.eu/delegations/egypt/travel_to_eu/embassies/index_en.htm
   Israel: www.eeas.europa.eu/delegations/israel/travel_eu/embassies/index_en.htm
   Jordan: http://www.eeas.europa.eu/delegations/jordan/travel_eu/embassies/index_en.htm
   Lebanon: www.eeas.europa.eu/delegations/lebanon/travel_to_eu/embassies/index_en.htm
   Morocco: www.eeas.europa.eu/delegations/morocco/travel_to_eu/embassies/index_fr.htm
   Occupied Palestinian Territory: www.eeas.europa.eu/delegations/westbank/travel_eu/consulates/index_en.htm
   Syria: www.eeas.europa.eu/delegations/syria/travel_eu/embassies/index_en.htm
   Tunisia: www.eeas.europa.eu/delegations/tunisia/eu_travel/embassies/index_fr.htm

Notes

The aim of this guide is to assist members of EuroMed Rights and other human rights NGOs to understand EU policies and decision-making structures. The guide is divided into three parts. The first part describes the main EU institutions and bodies, their responsibilities and the actions they can take on human rights, and the role of EU Member States. The second part focuses on global EU human rights policies and tools, the regional partnerships with the South Mediterranean, as well as the EU's bilateral relations with its Southern neighbours. The third part provides guidance on how to devise and implement an effective advocacy roadmap towards the EU, with practical tips and good practices.