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Committee on Foreign Affairs

2011/0412(COD)

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***I
DRAFT REPORT

on the proposal for a regulation of the European Parliament and of the Council establishing a financing instrument for the promotion of democracy and human rights worldwide
(COM(2011)0844 – C7-0496/2011 – 2011/0412(COD))

Committee on Foreign Affairs

Rapporteur: Alexander Graf Lambsdorff

Symbols for procedures

*	Consultation procedure
***	Consent procedure
***I	Ordinary legislative procedure (first reading)
***II	Ordinary legislative procedure (second reading)
***III	Ordinary legislative procedure (third reading)

(The type of procedure depends on the legal basis proposed by the draft act.)

Amendments to a draft act

In amendments by Parliament, amendments to draft acts are highlighted in ***bold italics***. Highlighting in *normal italics* is an indication for the relevant departments showing parts of the draft act which may require correction when the final text is prepared – for instance, obvious errors or omissions in a language version. Suggested corrections of this kind are subject to the agreement of the departments concerned.

The heading for any amendment to an existing act that the draft act seeks to amend includes a third line identifying the existing act and a fourth line identifying the provision in that act that Parliament wishes to amend. Passages in an existing act that Parliament wishes to amend, but that the draft act has left unchanged, are highlighted in **bold**. Any deletions that Parliament wishes to make in such passages are indicated thus: **[...]**.

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DRAFT EUROPEAN PARLIAMENT LEGISLATIVE RESOLUTION

on the proposal for a regulation of the European Parliament and of the Council establishing a financing instrument for the promotion of democracy and human rights worldwide
(COM(2011)0844 – C7-0496/2011 – 2011/0412(COD))

(Ordinary legislative procedure: first reading)

The European Parliament,

– having regard to the Commission proposal to Parliament and the Council (COM(2011)0844),

– having regard to Article 294(2) and Articles 209 and 212 of the Treaty on the Functioning of the European Union, pursuant to which the Commission submitted the proposal to Parliament (C7-0496/2011),

– having regard to Article 294(3) of the Treaty on the Functioning of the European Union,

– having regard to Rule 55 of its Rules of Procedure,

– having regard to the report of the Committee on Foreign Affairs and the opinions of the Committee on Development, the Committee on Budgets and the Committee on Women's Rights and Gender Equality (A7-0000/2012),

a) whereas the EIDHR is a unique EU external action instrument and its strength lies in the fact that it can act without governments consent;

b) whereas it should be of truly complementary nature and intervene where no other EU instrument can tackle human rights and democratization issues; whereas however it should not be used to substitute a consistent EU foreign policy based on the respect for human rights;

c) whereas its complementary nature requests a high degree of coordination among all stakeholders involved in the promotion of human rights and democratization;

d) whereas human rights and democratization are inextricably linked and do not oppose one another; but whereas the EIDHR has a stronger focus on human rights protection and promotion, the future European Endowment for Democracy could in synergy with the EIDHR focus more on issues related to democratization such as enhancing the role of civil society organisations in achieving sustainable democratic change, reinforcing their capacity to promote democratic structures, supporting political pluralism and democratic accountability, fighting against corruption, protecting those taking part in political campaigns, particularly women, etc.;

e) whereas the complexity of procedure within the EIDHR has been a source of criticism by civil society organizations and has prevented local grass root organisation to fully benefit from EIDHR;

1. Adopts its position at first reading hereinafter set out;

2. Calls on the Commission to refer the matter to Parliament again if it intends to amend its proposal substantially or replace it with another text;

3. Instructs its President to forward its position to the Council, the Commission and the national parliaments.

Amendment 1

Proposal for a regulation
Recital 4 a (new)

Text proposed by the Commission	*Amendment*
	4a. The actions under this Regulation should be consistent with the United Nations Convention on the Rights of Persons with Disabilities, which entered into force for the Union on 23 December 2010.

Or. en

Amendment 2

Proposal for a regulation
Recital 6

Text proposed by the Commission	*Amendment*
(6) The Union's contribution to democracy and the rule of law and to respect for human rights and fundamental freedoms is rooted in the universally accepted general principles established by the International Bill of Human Rights, and any other human rights instrument adopted within the framework of the United Nations, as well as relevant regional human rights	(6) The Union's contribution to democracy and the rule of law and to respect for human rights and fundamental freedoms is rooted in the universally accepted general principles established by the International Bill of Human Rights, and any other human rights instrument adopted within the framework of the United Nations, as well as relevant regional human rights instruments. ***In its implementation of this***

instruments.

Regulation, the Union should ensure a holistic approach to human rights.

Or. en

Amendment 3

Proposal for a regulation
Recital 9

Text proposed by the Commission	*Amendment*
(9) The task of building and sustaining a culture of human rights and making democracy work for citizens, though especially urgent and difficult in emerging democracies, is essentially a continuous challenge, belonging first and foremost to the people of the country concerned but without diminishing the commitment of the international community. It also requires a range of institutions, in particular national democratic parliaments that should ensure participation, representation, responsiveness and accountability.	(9) The task of building and sustaining a culture of human rights and making democracy work for citizens, though especially urgent and difficult in emerging democracies, is essentially a continuous challenge, belonging first and foremost to the people of the country concerned but without diminishing the commitment of the international community. ***This approach should favour local ownership and a bottom-up approach, where people try to address their needs themselves, proposing solutions and working together through civil society organisations.*** It also requires a range of institutions, in particular national democratic parliaments that should ensure participation, representation, responsiveness and accountability.

Or. en

Amendment 4

Proposal for a regulation
Recital 11

Text proposed by the Commission	*Amendment*
(11) Union assistance under this Regulation is designed to complement the various other tools for implementing of Union policies on democracy and human	(11) Union assistance under this Regulation is designed to complement the various other tools for implementing of Union policies on democracy and human

rights, which range from political dialogue and diplomatic demarches to various instruments for financial and technical cooperation, including both geographic and thematic programmes. ***It will also complement the more crisis-related actions under*** the Instrument for Stability.	rights, which range from political dialogue and diplomatic demarches to various instruments for financial and technical cooperation, including both geographic and thematic programmes***, principally in cases where the latter cannot be used***. ***In order to truly ensure complementarity, synergies with the crisis-related actions of*** the Instrument for Stability ***and the future democracy-focused work of the European Endowment for Democracy should be ensured.***

Or. en

Amendment 5

Proposal for a regulation
Recital 11 a (new)

Text proposed by the Commission	*Amendment*
	11a. The Union should seek the most efficient use of available resources in order to optimise the impact of its external action. This should be achieved through a comprehensive approach for each country based on complementarity, the creation of synergies and the mutual reinforcement of the programmes devised under this Regulation and the other external instruments of the Union.

Or. en

Amendment 6

Proposal for a regulation
Recital 11 b (new)

Text proposed by the Commission	*Amendment*
	(11b) The Commission needs to consult representatives of civil society, as well as

other donors and actors, as early as appropriate in the programming process in order to facilitate their respective contributions and to ensure that assistance activities complement each other as far as possible.

Or. en

Amendment 7

Proposal for a regulation
Recital 12

Text proposed by the Commission	*Amendment*
(12) Under this Regulation, the Union will provide assistance to address global, regional, national and local human rights and democratisation issues in partnership with civil society ***understood to span all types of social action by*** individuals or groups that are independent from the state and active in the field of human rights and democracy support.	(12) Under this Regulation, the Union will provide assistance to address global, regional, national and local human rights and democratisation issues in partnership with civil society***, that is to say,*** individuals or groups that are independent from the state and active in the field of human rights and democracy support.

Or. en

Amendment 8

Proposal for a regulation
Recital 13

Text proposed by the Commission	*Amendment*
(13) Furthermore, whilst democracy and human rights objectives must be increasingly mainstreamed in all external assistance financing instruments, Union assistance under this Regulation will have a specific complementary and additional role by virtue of its global nature and its independence of action from the consent of third country governments and other public	(13) Furthermore, whilst democracy and human rights objectives must be increasingly mainstreamed in all external assistance financing instruments, Union assistance under this Regulation will have a specific complementary and additional role by virtue of its global nature and its independence of action from the consent of third country governments and other public

authorities. This will allow for cooperation with civil society on sensitive human rights and democracy issues ***possible***, providing the flexibility to respond to changing circumstances. It should also provide Union capacity to articulate and support specific objectives and measures at international level which are neither geographically linked nor crisis related and which may require a transnational approach or involve operations both within the Union and in a range of third countries. Moreover, it will provide the necessary framework for operations, such as support for independent European Union election observation missions requiring policy coherence, a unified management system and common operating standards.

authorities. This will allow for cooperation with civil society on sensitive human rights and democracy issues, providing the flexibility to respond to changing circumstances. It should also provide Union capacity to articulate and support specific objectives and measures at international level which are neither geographically linked nor crisis related and which may require a transnational approach or involve operations both within the Union and in a range of third countries. Moreover, it will provide the necessary framework for operations, such as support for independent European Union election observation missions requiring policy coherence, a unified management system and common operating standards.

Or. en

Amendment 9

Proposal for a regulation
Recital 13 a (new)

Text proposed by the Commission	*Amendment*
	(13a) Developing and consolidating democracy under this Regulation should include democratic parliaments and their capacity to support and advance democratic reform processes. National parliaments need, therefore, to be included as bodies eligible for funding under this Regulation when this is necessary in order to achieve its objectives, unless the proposed measure can be financed under a related Union external assistance instrument.

Or. en

Amendment 10

Proposal for a regulation
Recital 15

Text proposed by the Commission	*Amendment*
(15) In such most difficult countries or situations and in order to address urgent protection needs of human rights defenders, the Union should be able to respond in a flexible and timely manner by means of ad hoc grants. This will particularly be the case when the choice of procedural modalities could impact directly on the effectiveness of the measures or could subject beneficiaries to serious intimidation, retaliation or other types of risks.	(15) In such most difficult countries or situations and in order to address urgent protection needs of human rights defenders, ***as defined by the UN Declaration on Human Rights Defenders,*** the Union should be able to respond in a flexible and timely manner by means of ad hoc grants ***and through a Human Rights Defenders Mechanism***. This will particularly be the case when the choice of procedural modalities could impact directly on the effectiveness of the measures or could subject beneficiaries to serious intimidation, retaliation or other types of risks.

Or. en

Amendment 11

Proposal for a regulation
Recital 16 a (new)

Text proposed by the Commission	*Amendment*
	(16a) The relevance and scope of Union assistance in promoting democracy and human rights are such that the Commission should seek regular and frequent exchanges of information with the European Parliament, and should ensure that the latter is given unhindered access to documents.

Or. en

Amendment 12

Proposal for a regulation
Recital 16 b (new)

Text proposed by the Commission	*Amendment*
	(16b) Measures taken under this Regulation should be consistent with the positions adopted in resolutions and recommendations of the European Parliament.

Or. en

Amendment 13

Proposal for a regulation
Recital 16 c (new)

Text proposed by the Commission	*Amendment*
	(16c) Under this Regulation, the documents that are of general application and define the priorities and objectives to be pursued as well as the expected results, and that set financial allocations in broad terms, are strategic programming documents within the meaning of Regulation (EU) No .../.... of the European Parliament and of the Council establishing common rules and procedures for the implementation of the Union's instruments for external action*, hereinafter referred to as the 'Common Implementing Regulation'. In order to increase flexibility and efficiency for the purposes of the adoption and revision of those documents, the power to adopt acts in accordance with Article 290 of the Treaty on the Functioning of the European Union should be delegated to the Commission. It is of particular importance that the Commission carry out appropriate consultations during its preparatory work, including at expert

level. The Commission, when preparing and drawing up delegated acts, should ensure a simultaneous, timely and appropriate transmission of relevant documents to the European Parliament and to the Council.

**** OJ L ...***

Or. en

Amendment 14

Proposal for a regulation
Recital 17

Text proposed by the Commission	*Amendment*
(17) ***The implementing powers relating to the programming and financing of the actions supported under*** this Regulation should be exercised in accordance with Regulation (EU) *N°* 182/2011 of the European Parliament and the Council of 16 February 2011 laying down the rules and general principles concerning mechanisms for control by Member States of the Commission's exercise of implementing powers. ***Taking into account the nature of those implementing acts, in particular their policy orientation nature or their financial implications, the examination procedure should in principle be used for their adoption, except for technical implementing measures of a small financial scale.***	(17) ***In order to ensure uniform conditions for the implementation of*** this Regulation***, implementing powers should be conferred on the Commission. Those powers*** should be exercised in accordance with Regulation (EU) *No* 182/2011 of the European Parliament and the Council of 16 February 2011 laying down the rules and general principles concerning mechanisms for control by Member States of the Commission's exercise of implementing powers[1] ***and with the Common Implementing Regulation***.

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[1] OJ L 55, 28.2.2011, p. 13.

Or. en

Amendment 15

Proposal for a regulation
Article 2 – paragraph 1 – introductory wording

Text proposed by the Commission	*Amendment*
1. Union assistance shall relate to the following fields:	1. ***Recalling that all human rights and fundamental freedoms are universal, indivisible and interdependent and should be promoted and implemented in a fair and equitable manner,*** Union assistance shall relate ***inter alia*** to the following fields:

Or. en

Amendment 16

Proposal for a regulation
Article 2 – paragraph 1 – point a – point vi a (new)

Text proposed by the Commission	*Amendment*
	(via) promoting the equal participation of people with disabilities in social, economic and political life, and supporting equality of opportunity, non-discrimination and political representation, including measures to remove physical barriers hindering accessibility to the exercise of those freedoms;

Or. en

Amendment 17

Proposal for a regulation
Article 2 – paragraph 1 – point b – point i

Text proposed by the Commission	*Amendment*
(i) the abolition of the death penalty, prevention of torture, ill-treatment and	(i) the abolition of the death penalty, prevention of torture, ill-treatment and

other cruel, inhuman and degrading treatment or punishment and rehabilitation of victims of torture;	other cruel, inhuman and degrading treatment or punishment***, including forced institutionalisation of disabled people,*** and rehabilitation of victims of torture;

Or. en

Amendment 18

Proposal for a regulation
Article 2 – paragraph 1 – point b – point iv

Text proposed by the Commission	*Amendment*
(iv) promotion of freedom of thought, conscience and religion or belief, including by measures to eliminate ***all forms of*** hatred, intolerance and discrimination based on religion or belief and by fostering tolerance and respect for religious and cultural diversity;	(iv) promotion of freedom of thought, conscience and religion or belief, including by measures ***aiming*** to eliminate hatred, intolerance and discrimination based on religion or belief and by fostering tolerance and respect for religious and cultural diversity;

Or. en

Amendment 19

Proposal for a regulation
Article 2 – paragraph 1 – point b – point v

Text proposed by the Commission	*Amendment*
(v) the rights of indigenous peoples ***and the rights of persons belonging to minorities and ethnic groups***;	(v) the rights of indigenous peoples***, as defined in the UN Declaration on the Rights of Indigenous Peoples and other relevant international instruments, ensuring particular support to projects which are submitted by indigenous peoples or developed in consultation with, and supported by, them***;

Or. en

Amendment 20

Proposal for a regulation
Article 2 – paragraph 1 – point b – point v a (new)

Text proposed by the Commission	*Amendment*
	(va) the rights of persons belonging to minorities and ethnic groups;

Or. en

Amendment 21

Proposal for a regulation
Article 2 – paragraph 1 – point b – point v b (new)

Text proposed by the Commission	*Amendment*
	(vb) the rights of lesbian, gay, bisexual, transexual and transgender (LGBTT) persons, including the fight against homophobic violence and persecution of LGBTT minorities and all attempts to limit their freedom of assembly;

Or. en

Amendment 22

Proposal for a regulation
Article 2 – paragraph 1 – point b – point viii

Text proposed by the Commission	*Amendment*
(viii) the rights of persons with disabilities;	(viii) the rights of persons with disabilities***, as proclaimed in the United Nations Convention on the Rights of Persons with Disabilities and the Optional Protocol thereto***;

Or. en

Amendment 23

Proposal for a regulation
Article 2 – paragraph 1 – point b – point ix

Text proposed by the Commission	*Amendment*
(ix) economic, social and cultural rights and the promotion of core labour standards and corporate social responsibility;	(ix) economic, social and cultural rights and the promotion of ***the right to free enterprise,*** core labour standards and corporate social responsibility;

Or. en

Amendment 24

Proposal for a regulation
Article 2 – paragraph 1 – point b – point x

Text proposed by the Commission	*Amendment*
(x) education, training and monitoring in the area of human rights and democracy***, and in the area covered by point (vii)***;	(x) education, training and monitoring in the area of human rights and democracy;

Or. en

Amendment 25

Proposal for a regulation
Article 2 – paragraph 1 – point b – point xi

Text proposed by the Commission	*Amendment*
(xi) support for local, regional, national or international civil society organisations involved in the protection, promotion or defence of human rights ***and in measures referred to in point (vii)***;	(xi) support for local, regional, national or international civil society organisations involved in the protection, promotion or defence of human rights;

Or. en

Amendment 26

Proposal for a regulation
Article 2 – paragraph 1 – point b – point xi a (new)

Text proposed by the Commission	*Amendment*
	(xia) improvement of prison conditions, consistent with human dignity and fundamental rights, with particular regard to detainees who are minors and women detainees with small children;

Or. en

Amendment 27

Proposal for a regulation
Article 3 – point a

Text proposed by the Commission	*Amendment*
(a) Strategy Papers and revisions thereof ***as appropriate***;	(a) Strategy Papers and revisions thereof;

Or. en

Amendment 28

Proposal for a regulation
Article 4 – paragraph 1 a (new)

Text proposed by the Commission	*Amendment*
	1a. The documents referred to in this Article shall constitute strategic programming documents within the meaning of Article 2 of the Common Implementing Regulation and shall be adopted and reviewed in accordance with the procedure referred to in Articles 4a and 4b of this Regulation.

Or. en

Amendment 29

Proposal for a regulation
Article 4 – paragraph 3

Text proposed by the Commission	*Amendment*
3. Strategy papers shall be approved in accordance with the procedure laid down in Article 15 (3) of the Common Implementing Regulation. When significant changes of circumstances and policy so require, strategy papers shall be updated in accordance with the same procedure.	***deleted***

Or. en

Amendment 30

Proposal for a regulation
Article 4 a (new)

Text proposed by the Commission	*Amendment*
	Article 4a
	Delegation of powers to the Commission
	The Commission shall be empowered to adopt delegated acts in accordance with Article 4b in order to adopt and revise strategic programming documents as referred to in Article 2 of the Common Implementing Regulation.
	Where, in the case of adoption or revision of the strategic programming documents referred to in the first paragraph, imperative grounds of urgency so require, the procedure provided for in Article 4c shall apply to delegated acts adopted pursuant to this Article.

Or. en

Amendment 31

Proposal for a regulation
Article 4 b (new)

Text proposed by the Commission	*Amendment*
	Article 4b
	Exercise of the delegation
	1. The power to adopt delegated acts is conferred on the Commission subject to the conditions laid down in this Article.
	2. The power to adopt delegated acts referred to in Article 4a shall be conferred on the Commission until 31 December 2017.
	3. The delegation of power referred to in Article 4a may be revoked at any time by the European Parliament or by the Council. A decision to revoke shall put an end to the delegation of the power specified in that decision. It shall take effect the day following the publication of the decision in the Official Journal of the European Union or at a later date specified therein. It shall not affect the validity of any delegated acts already in force.
	4. As soon as it adopts a delegated act, the Commission shall notify it simultaneously to the European Parliament and to the Council.
	5. A delegated act adopted pursuant to Article 4a shall enter into force only if no objection has been expressed either by the European Parliament or the Council within a period of two months of notification of that act to the European Parliament and the Council or if, before the expiry of that period, the European Parliament and the Council have both informed the Commission that they will not object. That period shall be extended by [two months] at the initiative of the

European Parliament or of the Council.

Or. en

Amendment 32

Proposal for a regulation
Article 4 c (new)

Text proposed by the Commission	*Amendment*
	Article 4c
	Urgency procedure
	1. In exceptional circumstances, such as crises or threats to democracy, the rule of law, human rights or fundamental freedoms, or natural or man-made disasters, delegated acts adopted under this Article shall enter into force without delay and shall apply as long as no objection is expressed in accordance with paragraph 2. The notification of a delegated act to the European Parliament and to the Council shall state the reasons for the use of the urgency procedure.
	2. Either the European Parliament or the Council may object to a delegated act in accordance with the procedure referred to in Article 4b(5). In such a case, the Commission shall repeal the act without delay following the notification of the decision to object by the European Parliament or by the Council.

Or. en

Amendment 33

Proposal for a regulation
Article 4 d (new)

Text proposed by the Commission	*Amendment*
	Article 4d
	Eligibility
	1. Without prejudice to the limitations inherent in the nature and the objectives of the action as provided for in Article 8(7) of the Common Implementing Regulation, participation in the award of procurement contracts or grants, as well as the recruitment of experts, shall be open without limitations under the European Instrument for Democracy and Human Rights (EIDHR).
	2. Under the EIDHR the following bodies and actors shall be eligible for funding in accordance with Articles 4(1) and 6(1) (c) of the Common Implementing Regulation:
	(a) civil society organisations, including non-governmental and private non-profit organisations and agencies and political foundations, institutions and organisations and networks thereof at local, regional, national, European and international level;
	(b) public sector non-profit agencies, institutions and organisations and networks at local, national, regional and international level;
	(c) national, regional and international parliamentary bodies, when this is necessary to achieve the objectives of the instrument and the proposed measure cannot be financed under another Union external assistance instrument;
	(d) international and regional inter-governmental organisations;
	(e) natural persons, indigenous communities, entities without legal

personality and, in exceptional and duly justified cases, other bodies or actors not identified in this paragraph, when this is necessary to achieve the objectives of the instrument.

Or. en

Amendment 34

Proposal for a regulation
Article 4 e (new)

Text proposed by the Commission	*Amendment*
	Article 4 e
	Types of financing
	In addition to the types of financing referred to in Article 4(1) of the Common Implementing Regulation, the Union's financial assistance under this instrument may be provided in accordance with the Financial Regulation also through the direct award of:
	(i) low-value grants to human rights defenders to finance urgent protection actions, without the need for co-funding;
	(ii) grants to finance, without the need for co-funding, actions in the most difficult conditions or situations referred to in Article 2(4) of the EIDHR where the publication of a call for proposals would be inappropriate. Such grants shall not exceed EUR 100 000 and shall have a duration of up to 18 months, which may be extended by a further six months in the event of objective and unforeseen obstacles to their implementation.
	(iia) grants through simplified calls for proposals, without co-funding, and easily accessible to local organisations for a maximum of EUR 100 000;
	(iib) small operating grants to support the

structure and functioning of organisations, under specific circumstances;

(iii) grants to:

– the Office of the UN High Commissioner for Human Rights;

– the European Inter-University Centre for Human Rights and Democratisation, providing a European Master's Degree in Human Rights and Democratisation and an EU-UN Fellowship Programme, and its associated network of universities delivering human rights postgraduate diplomas, fully accessible to nationals of third countries.

Or. en

Amendment 35

Proposal for a regulation
Article 6

Text proposed by the Commission	*Amendment*
The financial envelope for the implementation of this Regulation for the period 2014-2020 shall be EUR ***1 578 000 000*** (current prices). Annual appropriations shall be authorised by the budgetary authority within the limits of the Financial Framework 2014 – 2020.	The financial envelope for the implementation of this Regulation for the period 2014-2020 shall be EUR ***[...]*** (current prices). Annual appropriations shall be authorised by the budgetary authority within the limits of the Financial Framework 2014 – 2020.

Or. en

Amendment 36

Proposal for a regulation
Article 7 a (new)

Text proposed by the Commission	*Amendment*
	Article 7a

	Access to documents
	The European Parliament shall have unhindered access to all documents relevant to the EIDHR, so as to ensure that it can exercise its powers of scrutiny in an informed manner.

Or. en

Amendment 37

Proposal for a regulation
Article 8 – paragraph 2

Text proposed by the Commission	*Amendment*
It shall apply from 1 January 2014.	It shall apply from 1 January 2014 ***to 31 December 2020***.

Or. en

EXPLANATORY STATEMENT

EIDHR specificity:

The European Instrument for Democracy and Human Rights (EIDHR) is a unique instrument, aiming to promote human rights and democracy and support those persons and organisations working for the respect and protection of human rights and democracy in the world. The main principle of the EIDHR, its independence from the consent of third countries authorities, gives it a unique liberty, compared to all other geographical and thematic instruments and programmes. Given its specific nature and added value, and considering the limited resources as well as the general policy objective of the EU to promote and protect human rights, the EIDHR should be used there were no other instrument can act.

The EIDHR is an essential tool and has been able to support numerous projects and initiatives. Its added value is that it should be more flexible and more reactive than the "classical financial instruments", but lessons learnt from the Arab revolutions have shown that the EU was not prepared to step in during the early stages of transition, including through the EIDHR. In general the complexity of procedures has been a recurrent source of criticism from civil society actors and has prevented local grass-roots organisations to benefit fully from this instrument.

The new emphasis on better reactivity and flexibility to deal with urgent cases inter alia through a comprehensive EU Human Rights Defender Mechanism, and through direct grants for projects in crisis or transition situations that do not allow calls for proposals is thus a welcome and needed step. Additionally the Rapporteur would like to include small grants of up to 100.000€ with simplified calls for proposals as well as the opportunity to give small operational grants to support an organization's structure and functioning.

The often political and sensitive nature of democracy support through EIDHR is one of the major specificities of this instrument. The Rapporteur believes that the European Parliament based on its democratic legitimacy and its political expertise is well suited to have a more prominent role in the strategic programming of the EIDHR and sould be involved more when it comes to "Objective 1 projects" as they are highly political (such as supporting clandestine medias, non recognised organisations, journalists etc). It is a matter of finding a workable cooperation for better democratic control without slowing down the process of selection.

While the revision of the EIDHR Regulation allows for certain improvements regarding its functioning, the text still remains quite narrow in scope. The Rapporteur therefore believes that three important issues relating to the EIDHR should be tackled in parallel to the official procedure of amending the legislative text through specific inter-institutional working groups:

1. The simplification of the administrative procedures;
2. The division of labour and development of synergies between the EIDHR and the future EED;
3. The coordination of activities, especially with the IFS

External Financial Instruments as a whole:

Considering the external financial instruments as a whole, the European Parliament, as strong proponent of an ambitious, comprehensive and consistent Union foreign policy calls on for a set of coherent financing instruments for EU external action. This should ensure the promotion of the Union's objectives and values in the world based upon democracy, rule of law and human rights, in order to bring peace, security, stability and economic prosperity. The geographic and thematic financing instruments proposed by the Commission for the period 2014-2020 are essential tools for implementing this approach.

The European Parliament acts in the spirit of responsibility based on the fundamental principle of accountability of the Union towards its citizens as to the allocation of resources and the choice of objectives and strategies. The new framework for the external action should be not only resource efficient and effective, but democratically legitimate. It is therefore crucial to make future generation of financing instruments both properly funded under the next Multiannual Financial Framework as well as designed to reflect and support the political ambitions and priorities with respect of the specificity of each of the instruments and the related policies.

Using its prerogatives and powers granted under the Lisbon Treaty, as co-legislator for these instruments and as budgetary authority, the European Parliament wishes these instruments:

- to deliver clear impact and visible results on the ground, in order to achieve clear objectives agreed at political level;
- to be prepared, implemented, monitored and assessed in a transparent and inclusive way, involving as far as possible, where applicable and appropriate, partner countries at national, regional and local level, as well as civil society;
- to be construed on a logic of coordination and synergies amongst each other and with other policy lines of the EU for its external action, but also with programmes of EU Member States and international donors addressing the same thematic or geographic areas behind shared policy objectives, thus avoiding overlaps and a waste of resources and efforts, and on the contrary increasing the positive impact of Union's programmes;
- to provide mechanisms which allow for a rapid reaction to unforeseen developments such as political transitions in third countries or the emergence of new global challenges requesting adequate and timely responses by the EU, while ensuring an adequate degree of predictability for the benefit of the partner countries.

This general approach is reflected in the amendments proposed in the draft reports. In particular, the reports propose that the two co-legislators, European Parliament and Council, delegate their powers to the Commission for preparing all the strategic programming documents defining objectives, priorities, expected results and financial allocations in broad terms, and adopt these documents as delegated acts, so as to allow for flexibility while ensuring democratic legitimacy and transparency through the equal involvement of both co-legislators at this strategic level.
These Instruments should remain in force for seven years, which makes democratic control over their implementation even more important. As co-legislator, the European Parliament has the duty to ensure that these instruments are implemented in line with the spirit of the basic act. This does not mean being involved in micro-management, since the Parliament trusts the professionalism and the expertise of the Commission and the European External Action

Service. However, in order to achieve one of the main goals of the Lisbon Treaty, which is to overcome the democratic deficit of the EU, delegated acts constitute an absolute necessity.