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NOTE

From: Presidency
To: Working Party on Consular Affairs
Subject: Consular Cooperation Initiatives
- Final report

Delegations will find attached the above document as agreed by the Consular Affairs Working Party on 8 April 2016.

Consular Cooperation Initiatives

Final report

Presented by the CCI Core Team
to the EU Working Party for
Consular Affairs COCON - 8
April 2016

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Introduction

The overarching objective of the Consular Cooperation Initiatives (CCIs) was to optimize the consular support to all citizens of the European Union in third countries and to strengthen consular cooperation at the Union level. The specific objective was to further explore possibilities for developing the role of EU Delegations in facilitating and supporting coordination between Member States in their role of providing consular protection to citizens of the Union in third countries as agreed in the Council Conclusions on the EEAS review of 17 December 2013.

A Core Team of interested MS was established to manage the initiative under general supervision of COCON. CCI projects were implemented in 5 countries: Cambodia, Dominican Republic, Nepal, Nigeria and Tunisia. In each country a MS assumed the role of Chef de File and developed a project plan on the basis of a common template (Annex). The EEAS acted as secretariat of the group and supported the harmonised approach. The Commission and the Council Secretariat attended the discussions. The projects ran from January to December 2015. After that, the CCI Core team continued to convene under the Netherlands presidency to compile all data, draw up the relevant conclusions and recommendations and prepare for recommended follow up.

This report first presents the overall conclusions and recommendations emanating from the detailed evaluation per country. The country evaluations are added to the report, as well as the joint EU Crisis Preparedness Framework that was drawn up as part of the Consular Cooperation Initiatives, a copy of the common template for the project plans and the global statistics on consular assistance to non-represented EU-citizens compiled by EEAS.

Conclusions & Recommendations

Conclusions

- The creation of the Core Team has been invaluable and played a key role in the creation and implementation of the CCIs. It has also played a major role in driving the conversations at COCON and helping the Presidency identify and encourage opportunities for cooperation.
- Having local consular meetings is a precondition for closer cooperation. It can take time to develop initiatives from local meetings to actual closer cooperation – keeping focus is essential. Also, commitment is required from MS capitals and EEAS headquarters, in particular for crisis preparedness.
- Not all MS are equally prepared for assisting their citizens in crisis situations. Joint crisis preparedness planning and exercises are considered useful practices, especially in crisis prone countries. In this, an active role from non-represented EU MS is equally important.
- The statistics that were compiled by the EEAS show that there are indeed non-represented EU-citizens requesting consular assistance, but their numbers are limited and the cases are manageable. Most requests deal with loss of travel documents. This shows that there is no need for systematic burden sharing agreements; as a matter of fact, these should be concluded on a case by case basis wherever deemed necessary.
- An active supporting and coordinating role of EU-delegations is beneficial to MS and the Union. Even though the EU-delegations are not yet fully trained and organised to provide active support to the MS, this role should be easily developed (with support from EEAS HQ).

Recommendations

- The Core Team should be kept in place and remain open to new participants. The Core Team should continue to propose and test forms of cooperation in small practical settings and with a focus on one theme.
- The Core Team could suggest potential areas of interest to MS (i.e. Forced Marriage, Child Abduction, Human Trafficking etc.) and ask wider COCON members to “sponsor” a theme (either individually or in small groups) of interest, and look at the issue in key countries, reporting back to COCON with suggestions of joint actions.
- Local meetings on consular cooperation should be set up periodically in every country, specifically in those prone to crisis. EU-delegations should take an active role in facilitating these meetings.
- Crisis preparedness should remain a central focus for all MS. Represented or not, we are all responsible for our own nationals, we should have comprehensive crisis plans and then work together on joint crisis preparedness.
- Joint exercising – or inviting MS and the EEAS to observe national exercises – along with continuing the sharing of information about crisis plans should continue. The joint EU Crisis Preparedness Framework will be helpful with this: joint plans can be drafted on the basis of this framework, where local mission agree it could be helpful. Exercises should take place in countries with high risks of consular crises. By doing so, the role of non-represented EU MS in crisis preparedness and response can be defined and tested further.
- The supporting and coordinating role of EU-delegations can be developed by increasing the level of knowledge and expertise of EEAS and EU-delegations in the field of consular affairs.

CAMBODIA

Project Aim: This CCI will give MS the opportunity to evaluate the current informal burden sharing arrangements in a country with a busy assistance caseload, and assess (a) whether unrepresented EU nationals are receiving the assistance they require; (b) the workload on represented MS; and (c) the need for formalising arrangements. It will also give MS the opportunity to share information and best practice on key consular casework areas, and consider the possibility for joint demarches to local authorities on areas of mutual interest/concern. The CCI will also focus on improving the preparedness of EU Member states, with the support of the EU Delegation, to respond to a consular crisis.

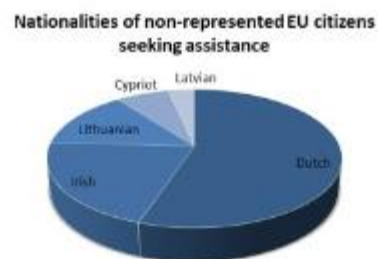
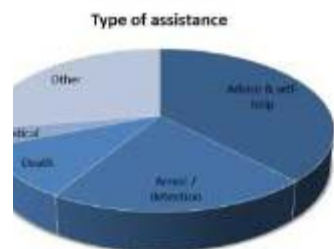
Theme	Activities	1 st Quarter Progress	2 nd Quarter Progress	3 rd Quarter Progress	4 th Quarter Progress
Information and Best Practice Sharing	<p>- Developing Best practice documents for key areas of consular casework (detainees/legal cases/deaths/ETDs/hospitalisation etc).</p> <p>- Explore possible joint lobbying activities (notarial issues/increase in thefts/access to detainees).</p>	<p>MS have been sharing best practice informally in our regular meetings with other friendly missions, but will now formalise information gathered into a series of documents. First issue to be tackled is medical care for prisoners.</p> <p>Current joint lobbying activity includes points on crime and clarification on work permits procedures. Future lobbying to include points on medical services for prisoners.</p>	<p>Ongoing but little progress. Difficult time for MS covering leave breaks and other absences (inc UK covering for a 5 month gap in the Pro Consul position)</p> <p>UK leading on lobbying activity due to lack of resource capacity in other MS Consular Sections. Positive progress on prison issues (reported separately to Prisoners Team).</p> <p>Agreement to work with Dutch colleagues on text of a joint demarche to the Cambodian authorities on prison conditions.</p>	<p>Some success with lobbying for water supply at Phnom Penh prison, however Australians taking the lead on this project. Australian project to commence in Q4.</p> <p>Meeting with represented MS and friendly missions on 25 August to discuss lobbying options. Friendly MS, including US, Australia and Thailand keen to support our lobbying healthcare provision for detainees. Waiting on finalised demarche language.</p> <p>MS and friendly missions also keen to support lobbying on toxicology capacity. US colleagues assisting with information gathering. UK leading.</p> <p>Bi-annual EU Consular cooperation meeting set for 4 November, with unrepresented MS from regional posts expected to attend. A key information sharing forum to be held at EU Del. UK to include findings from extensive outreach programme with details on key NGOs available to assist with Consular cases, notably on detainee issues (including legal aid and free psychiatric support).</p> <p>UK HMA hosting Residence</p>	<p>Information sharing; UK used the bi-annual EU Consular Cooperation meeting on 4 November 2015 to share with MS outcomes and contacts secured from outreach activity since the last EU meeting in May 2015.</p> <p>Information shared included NGOs providing pro bono counselling support and legal aid for detainees. On the latter, a speaker from a Geneva based NGO (on the UK's invitation) shared information on their legal aid service.</p> <p>EU meeting a useful forum to share best practice and contacts, however the UK seem to be the only mission resourced for any proactive outreach.</p> <p>Information shared by MS on crime against foreigners with ongoing concerns, France reporting an increase in violent crime cases, other MS maintaining current levels. MS interested in joint lobbying on this issue. UK to work with represented MS to organise this.</p> <p>Lobbying update: demarche</p>

				reception on 5 November for Consular contacts, coincided with EU meeting to allow unrepresented MS from the region to attend. A valuable networking/ information sharing opportunity for MS.	text on prison issues now cleared by Brussels. Post working with Cons Dir to finalise text. Successful Consular reception held on 5 November, with positive feedback from MS attending. Useful introductions to NGO and partners and government made with other MS.
Crisis Preparedness & Exercising	<ul style="list-style-type: none"> - Creation of inventory of available consular crisis response capabilities - Sharing of crisis plans between MS - Consideration of holding joint crisis exercise and need for joint crisis plan 	A document containing all required information already exists, formerly led by an officer that has now left the EU delegation. EU Del to find a soft copy of this document and to lead on the updating of this document by end April for review at our next meeting, tentatively set for end April.	Soft copy of the documentation found, but EU Del having little capacity to coordinate. Unlikely to meet June deadline, with end July more realistic.	<p>UK is lead on this crisis preparation document and as the EU delegation have been stretched these past few months during the gap in their HoM position, little progress on this.</p> <p>EU HoM in place from 14 Sept and German mission now has a new Germany based Consular officer. Significant progress expected in Q4.</p>	<p>Crisis document now updated, with all represented MS contributing to updates.</p> <p>In the November meeting, a discussion was had about the need for a joint crisis exercise and joint plan. Little appetite from MS given that current system of coordination seems to be working well. Unrepresented MS should work closely with their covering mission.</p> <p>The UK gave the example of it inviting Ireland and Netherlands to their last crisis exercise, suggesting the same for other MS with their relevant covering mission.</p> <p>MS to report to Crisis Plan managers at respective</p>

Burden Sharing Arrangements	Initial assessment of profile and locations of unrepresented MS nationals. Study of numbers of unrepresented EU nationals assisted	Most cases are located in either Phnom Penh or Sihanoukville, with a lower proportion in Siem Reap. Profiles include young, independent travellers, resident workers in all sectors and retirees.	No major change to MS assessment following initial assessment outlined at 3 months. Anecdotal and case evidence (inc natural deaths) suggests that Sihanoukville has a higher proportion of elderly/ retiree expats.	See statistics and evaluation below.	See statistics and evaluation below.
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Statistics

- Total registered cases: 29
- Most assistance relate to advice and self-help, arrest and detention, death and 'other' cases.
- Assistance has been given mainly by the "Chef de File" (UK).
- The cost incurred for the assisting MS are not available.



**Assistance to non-represented EU citizens
Cambodia 2015**



Evaluation

- **What is your overall view on the Consular Cooperation Initiative in your country in 2015?** In principle a good initiative, well managed between our post and capital. The impression I got from my local counterparts was that coordination with their respective capitals was not as strong, e.g. especially work on joint lobbying activities, which was entirely led by the UK locally.
- **What is the best part?** Having an action plan to work from for all MS with quarterly reporting requirements.
- **What did you think was missing?** Perhaps engagement from other capitals. My counterparts were ready to work on specific documents on information sharing and crisis management, but not at all on lobbying/ outreach activities or preventative comms (beyond travel advice). I appreciate that our new structure (with contact centers and no passports) gives us some space to do this type of activity, but I believe that with the right level of encouragement from capitals, local counterparts could find some time to contribute to this activity.
- **Were the instructions concrete enough? If not, please give suggestions on how to improve.** They were little vague at the start, leading to lots of follow up questions back to capital, but the revised action plan was much easier to understand what was expected. Perhaps new instructions from Brussels to complement the revised action plan would have made things clearer still (as opposed to me briefing counterparts following clarification from London).
- **What result of the CCI's surprised you most? Why?** No particular surprises.
- **What would you recommend for a similar pilot in another country?** As above – more buy in from capitals
- **What regular EU meetings are there in your country related to consular affairs? (EU-HoMs, consular assistance, Schengen, security/crisis meetings)** A bi-annual Consular Cooperation Meeting, well attended by local MS and some from the region.
- **What has changed in the EU-cooperation in your country in 2015?** Good cooperation was already in place, but the CCI gave the impetus to drive forward a demarche. The UK would definitely have proceeded with this demarche regardless of the CCI, but the CCI has helped to engage other MS.
- **How was cooperation improved? If not, what prevented the improvement?** Similar levels of cooperation.
- **Have the role and actions of the EU-delegation changed in your country in 2015?** Little change – EU Del remains relatively disengaged from Consular activity.
- **Is there a list of people from all the represented MS in your country that can be contacted in times of a crisis?** Yes, in the Consular Contact Database.
- **Who manages this list (keeps it up to date)?** Reviewed approx. every six months by VC and Consular Team.
- **Do you have any other remarks on the CCI and EU cooperation?** None.

Final Evaluation	
Information and Best Practice Sharing	The CCI has helped to focus local consular meetings on identifying areas for cooperation. However, some other represented MS have limited resources which restrict their ability to work proactively on areas of cooperation. Despite this, there is an obvious appetite locally to continue to work together constructively, as demonstrated by the planned demarche on prison conditions – suggested and agreed locally.
Common Initiatives	<input type="checkbox"/> Demarche planned on prison conditions.
Crisis Preparedness & Exercising	There is a need to continue to impress upon non-represented MS to engage on crisis plans. We believe this is best done through non-represented MS coordinating with their covering mission, including taking part in crisis exercises held in Phnom Penh and ensuring that their own crisis preparedness are comprehensive and not just reliant on other MS.
Burden sharing Arrangements	There is strong engagement with the nearest covering mission on casework and good participation in the bi-annual EU meetings (which supplement the regular local consular meetings, and include attendance from non-resident MS). Provided this continues, current informal burden sharing arrangements seem sufficient. MS should continue to engage their Posts from capitals and encourage further engagement.
Conclusions and Recommendations	
<p>The main aim of the Cambodia CCI was to refocus local cooperation and to get MS present engaged and identifying key issues to work on together. This has been successful in part – with a number of discussions held locally with input from missions based in Bangkok – and has also helped to stimulate sharing of information and best practice. The effectiveness has been affected by the lack of resources locally – both for MS and the EU Delegation. Going forward, the local group should continue to focus on information and best practice sharing, as well as encouraging MS represented in neighbouring countries to work on their crisis preparedness plans and to participate in local crisis exercises.</p>	

NEPAL

Project Aim: Nepal is the most likely of the target countries to experience a natural disaster on a large scale. This CCI will therefore focus on MS' ability to respond to a mass casualty crisis (including providing support to unrepresented nationals) and will look at capability of both the MS based in-country, and also at the potential for MS in neighbouring countries to assist. This CCI will also evaluate the current burden sharing arrangements for day-to-day support to unrepresented EU nationals, and will additionally focus on improving the preparedness of EU Member states, with the support of the EU Delegation, to respond to a consular crisis.

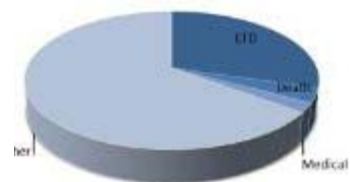
Theme	Activities	1 st Quarter Progress	2 nd Quarter Progress	3 rd Quarter Progress	4 th Quarter Progress
The role of nonrepresented MS in a crisis and in day-today assistance work	<ul style="list-style-type: none"> - An assessment on preparedness levels of MS based in New Delhi. - Potential actions for New Delhi-based MS to take forward to increase preparedness and look more closely at their responsibilities. 	<p>The British High Commission in Delhi, after consultation with the British Embassy in Kathmandu (Chef de File) emailed all EU MS and the EU Delegation based in Delhi on 5 March asking questions about their preparedness for a crisis in Nepal and what resources they could provide to help the crisis response. Only 5 MS unrepresented in Nepal but based in India had replied by end March. Post will follow up again in Q2.</p>	<p>Further follow-up carried out in Q2 but disrupted by earthquake response. All MS based in New Delhi reminded to reply to questionnaire.</p>	<p>Further reminder sent out to MS in July. Only one further reply received</p>	<p>No further progress recorded.</p>
Crisis Preparedness & Response enhancing cooperation between MS	<ul style="list-style-type: none"> - Creation of inventory of available consular crisis response capabilities - Sharing of crisis plans between MS - Holding joint crisis exercise and look at creation of joint crisis plan - Lessons learned discussions locally and in COCON post-earthquake. 	<p>EEAS taking forward the inventory.</p> <p>BE distributed copies of CMP to the EU group and have provided our radios to the French and the Americans. We will consider distributing more, once we receive our new digital radios.</p> <p>EU group has discussed about this is investigating options on how to take joint action plan forward. BE Kathmandu has held several workshops in the past year where we've invited EU colleagues and given them Sat phone training, shown the use of crisis equipments, ops crisis room set ups etc.</p>	<p>BE has arranged for NSET (Nepal Society of Earthquake Technology leading earthquake planning organization in the country) to give training to the local consular. We have also organised presentations where we've invited guest speakers from Himalayan Rescue Association, UN etc. to provide briefings on crisis planning and preparedness. We hope to organize an EU group crisis exercise later in the year.</p>	<p>Crisis Advisor held a table-top exercise in BE Kathmandu on 17 July. Group crisis exercise will be organised for January when new Embassy staff are in place.</p>	<p>EU group met on 9th November 2015 at the Embassy of Denmark organised by us. Group discussed about the current fuel crisis in the country, consular casework and travel advice changes.</p>

<p>Burden sharing Arrangements</p>	<p>- Initial assessment of profile and locations of unrepresented MS nationals.</p> <p>- Study of numbers of unrepresented EU nationals assisted</p>	<p>37 assisted from Dec-Feb Breakdown: UK assisted 1 – 1x IE</p> <p>DE assisted 35 – 2x IT, 2x HU, 1x LV, CZ, LT, SI, IT, AT & 25 misc calls during Annapurna crisis. AT assisted 1 AT national via Embassy in New Delhi</p>	<p>10 assisted from Mar-May Breakdown: DK assisted 7: 1x BE, ES, LV, PL, HR, SV & UK</p> <p>FI assisted 3: 1x EE, ES & SV</p>	<p>19 assisted from Jun-Aug Breakdown: UK assisted 18, DE assisted 1xMA</p>	<p>Numbers deemed to be manageable.</p> <p>See statistics and evaluation below.</p>
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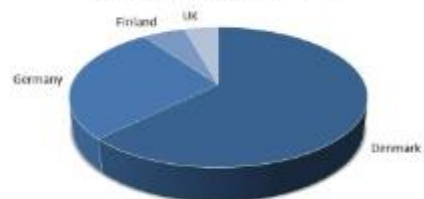
Statistics

- Total registered cases: 91
- The relatively high number of cases recorded in Nepal during the second quarter reflects the impact of the earthquake which occurred in April 2015.
- A wide variety of nationalities applied for assistance, but Swedish citizens constituted by far the largest group (52).
- Assistance has been given by a small group of MS.
- The costs incurred for the assisting MS are not available.

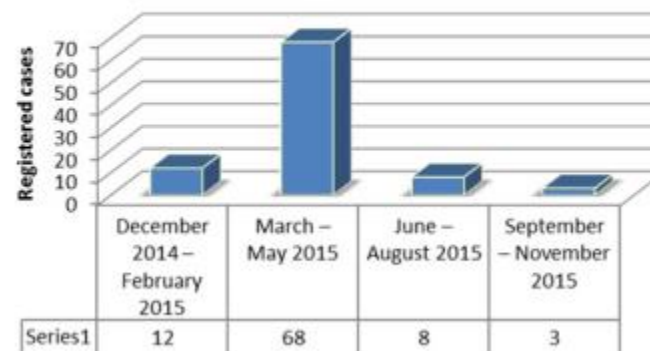
Type of assistance



MS providing assistance



**Assistance to non-represented EU citizens
Nepal 2015**



Evaluation

- **What is your overall view on the Consular Cooperation Initiative in your country in 2015?** Effective, but the burden of providing assistance to unrepresented rests primarily on the UK (crisis, consular casework etc), especially as a number of European missions are closing or shrinking.
- **What is the best part?** Information sharing especially during crises.
- **What did you think was missing?** Initiatives and implementation from other MS to actively arrange for working groups, crisis training etc.
- **Were the instructions concrete enough? If not, please give suggestions on how to improve.** Yes
- **What result of the CCI's surprised you most? Why?** N/A
- **What would you recommend for a similar pilot in another country?** I believe all MS have to be well informed about the pilot and the arrangement in place. The first quarter we struggled to get any response from the MS because most of them were unaware of the CCIs. Also, being a post where most MS have Honorary Consul representations rather than missions- this could be one of the reasons why the information didn't get cascaded sooner
- **What regular EU meetings are there in your country related to consular affairs? (EU-HoMs, consular assistance, Schengen, security/crisis meetings)** Apart from the ad hoc consular coordination meetings we hold for EU+ on travel advice, post earthquake lessons learnt etc.- none. US embassy has arranged for one surrogacy workshop in the past one year where all MS were also invited
- **What has changed in the EU-cooperation in your country in 2015?** Nothing.
- **How was cooperation improved? If not, what prevented the improvement?** N/A
- **Have the role and actions of the EU-delegation changed in your country in 2015?** N/A
- **Is there a list of people from all the represented MS in your country that can be contacted in times of a crisis? Yes,** they are also mentioned on our Crisis Management Plan.
- **Who manages this list (keeps it up to date)?** It's reviewed by the consular section, but also checked against the one issued by MFA - **Do you have any other remarks on the CCI and EU cooperation?** -

Final Evaluation	
The role of non-represented MS in a crisis and in day-to-day assistance work	The British High Commission in New Delhi used their local consular cooperation meeting to highlight the importance of all Member States to have sufficient crisis plans to cover Kathmandu, even if they aren't represented. They also circulated a questionnaire which was designed to assess levels of preparedness and available resources. Further work disrupted by the earthquake, and subsequent resilience work and staffing levels.
Common Initiatives	<input type="checkbox"/> Local cooperation meetings <input type="checkbox"/> Joint exercising.
Crisis Preparedness & Exercising	The British Embassy shared copies of their crisis plan to local represented EU Member States and hosted workshops to help train EU Delegation staff on the use of crisis equipment and preparedness/response techniques. These were then put into practice with the earthquake in April 2015. A tabletop crisis exercise was held in July 2015, with a further exercise likely to take place in early 2016.
Burden sharing Arrangements	Caseloads outside of crises remain low and informal arrangements are adequate to ensure assistance is provided to unrepresented EU nationals.
Conclusions and Recommendations	
<p>Nepal is the most likely of the CCI target countries to experience a natural disaster on a large scale – as seen with the earthquake in xx – and therefore focused on MS' ability to respond to a mass casualty crisis the capability of both the MS based in-country, and also at the potential for MS in neighbouring countries to assist. The outputs from this CCI were affected by the earthquake and aftermath, but have shown that cooperation in a crisis between MS is largely successful. More work needs to be done with MS represented in New Delhi to ensure that their own crisis plans are sufficiently robust.</p>	

NIGERIA

Project Aim: Nigeria is the most likely of the target countries to be subject to terrorism or a crisis that affects business interests. This CCI therefore will help MS to consolidate the information on the structure and coverage within Nigeria and to identify any gaps or areas where assistance is more likely to be required, particularly in a crisis situation. Burden sharing arrangements will also be considered within the wider scope of the CCI, but on a lower scale than other CCIs due to most MS being represented in Nigeria. This CCI will also focus on improving the preparedness of EU Member states, with the support of the EU Delegation, to respond to a consular crisis.

Theme	Activities	1 st Quarter Progress	2 nd Quarter Progress	3 rd Quarter Progress	4 th Quarter Progress
Information and Best Practice Sharing	<p>Developing Best practice documents for key areas of consular casework (detainees/legal cases/deaths/ETDs/hospitalisation etc).</p> <p>Explore possible joint lobbying activities (notarial issues/increase in thefts/access to detainees).</p>	<p>One EU Consular Working group held in first quarter. CCIs were discussed and UK asked for suggestions for areas in which we could share best practice but MS not forthcoming.</p> <p>BC Lagos hoping that a new EU consular group in Lagos will be formed (where most assistance work is done) and may yield some more ideas.</p> <p>Nothing raised by MS on lobbying. BC Lagos will push topic again at next working group meeting.</p>	<p>2 EU Consular working groups held in Abuja (April and June).</p> <p>Newly formed EU Consular group met in Lagos on 15 May. France, Germany, Netherlands, UK attended. Will reconvene quarterly.</p> <p>Lagos Consular Group discussed access to prisoners. Agreed to propose to EU working group in Abuja that we should lobby Nigerian government on their obligations to allow consular access to prisoners. Agreed that UK/NL would draft NV to be sent by NL (as next chair) on behalf of all MS.</p>	<p>NV on prisoners sent to the Nigerian authorities.</p>	<p>EU Consular working groups held in Abuja in October and December</p> <p>EU Consular meeting held in Lagos in December.</p>

<p>Crisis Preparedness & Exercising</p>	<p>EU Delegation to update the Emergency Contacts List ahead of the elections.</p> <p>Creation of inventory of available consular crisis response capabilities</p> <p>Sharing of crisis plans between MS</p> <p>Consideration of holding joint crisis exercise and need for joint crisis plan</p>	<p>Emergency contact list was compiled by EU Del in advance of Nigerian elections.</p> <p>No update on the inventory. EU Delegation leading.</p> <p>BC Lagos have previously shared CMP with wider group.</p>	<p>Dutch planning to hold joint crisis exercise in November. Planning underway and EU MS will be invited to participate.</p> <p>Inventory template circulated to EU MS by NL. To be completed and returned by end August</p>	<p>Planning continues for the crisis exercises.</p>	<p>Dutch led crisis exercise including participation from other EU MS took place in November.</p> <p>Emergency contact list recirculated for updates.</p> <p>Inventory templates only returned by few member states. Further request for completion to go to capitals.</p>
<p>Burden sharing Arrangements</p>	<p>Initial assessment of profile and locations of unrepresented MS nationals.</p> <p>Study of numbers of unrepresented EU nationals assisted</p>	<p>1 assisted from Dec-Feb Breakdown: RO assisted 1: 1x LV</p>	<p>0 assisted from Mar-May</p>	<p>See statistics and evaluation below.</p>	<p>See statistics and evaluation below.</p>

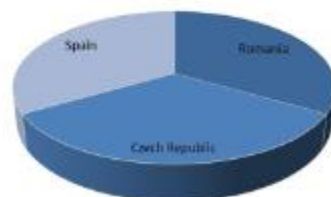
Statistics

- Total registered cases: 3
- Most MS are represented. The few cases registered concerned 2 Latvians and 1 Slovak.
- Assistance given relate to the issuing of ETD and arrest/detention.
- The cost incurred for the assisting MS is not available.

Type of assistance



MS providing assistance



**Assistance to non-represented EU citizens
Nigeria 2015**



Evaluation

- **What is your overall view on the Consular Cooperation Initiative in your country in 2015?** The CCI had some useful outcomes – it raised the profile of consular (particularly crisis) work amongst MS and particularly HOMs in missions where front line consular is done by more junior staff. Nigeria already held regular bimonthly Consular Working Groups in Abuja, where consular matters could be discussed but a new working group in Lagos has grown from the CCI and has meant those who are on the consular front line have more opportunity to feed in views and share issues with other MS. At times it felt a bit contrived, as if we were trying to find an issue to resolve in the CCI year – e.g. the demarche on notification of arrests which was not a new issues but it was a good opportunity to build cooperation for future in case there are issues that arise and joint action might bring a resolution.
- **What is the best part?** Development of new EU consular group in Lagos. Renewed enthusiasm amongst MS for crisis planning. The crisis exercise run by the Netherlands was really well received, particularly by smaller MS.
- **What did you think was missing?** In all honestly, nothing was new. The Consular Working Group was already in place, most MS are present in Abuja, there was already a forum to cooperate, share best practice, problems etc, so there wasn't an obvious change to working practices or hugely increased cooperation.
- **Were the instructions concrete enough? If not, please give suggestions on how to improve.** I found on several occasions there was some confusion over different MS interpretations of 'consular'. One of the key things that the Consular working group in Abuja has been discussing has been an interoperable radio system led by the Dutch (they have even supplied new handsets to some MS). This feels to me more a security issue rather than a consular one. One of the difficulties is that most MS have very few nationals in Nigeria and therefore they do not experience the consular assistance workload that the UK does. Many MS seem to focus their consular activities around eg legalization and documentary services.
- **What result of the CCI's surprised you most? Why?** I was surprised to find out in the course of EU meetings around the presidential elections, and prompted by the CCI work on crisis contact lists etc, how little some MS had in the way of crisis plans and am pleased that evaluation concludes that crisis preparedness should remain a central message for all MS.
- **What would you recommend for a similar pilot in another country?** Yes, but in a country where cooperation / working groups etc don't already exist in a meaningful way.
- **What regular EU meetings are there in your country related to consular affairs? (EU-HoMs, consular assistance, Schengen, security/crisis meetings)**EU HoMs, Political Counsellors, Heads of Development Agencies, Abuja Economic and Trade Counsellors, Lagos Economic and Trade Counsellors, Admin and Security Counsellors, Consular and Schengen Coordination, Human Rights.
- **What has changed in the EU-cooperation in your country in 2015?** Increased readiness amongst MS to involve other EU MS in crisis exercising and (particularly due to 2015 presidential elections) necessity of each MS having crisis plans.
- **How was cooperation improved? If not, what prevented the improvement?** Improved contacts due to improved crisis contact list maintained by EU Del. Also introduction of Lagos meetings, meaning new circle of contacts in Lagos. Dutch led crisis exercise was appreciated.
- **Have the role and actions of the EU-delegation changed in your country in 2015?** In respect of consular, no. Though role of MS vs EU del has been reinforced through CCI – i.e. admin support by EU del has enabled maintenance of contact list, inventory etc. But EU meetings chaired by presidency and demarche on notification of detained EU nats was led by Netherlands (though see your email attached, clearly the UK was the MS that 'quickly quashed' the suggestion that the EU del might lead on drafting a NV on detention notifications....
- **Is there a list of people from all the represented MS in your country that can be contacted in times of a crisis?** Yes, developed as part of CCI pre elections.
- **Who manages this list (keeps it up to date)?** EU Del.
- **Do you have any other remarks on the CCI and EU cooperation?**

Final Evaluation	
Information and Best Practice Sharing	Consular working group predates CCI but continues to take place. Newly formed group in Lagos has proven valuable as those involved have more sight of consular issues. This will continue once CCI pilot over. Note Verbale on prisoners agreed at local working group and sent to Nigerian authorities.
Common Initiatives	<input type="checkbox"/> NV on prisoners <input type="checkbox"/> Joint crisis exercise
Crisis Preparedness & Exercising	Emergency contact list useful and will be maintained. Dutch-led Crisis exercise demonstrated different levels of preparedness of MS and prompted discussion which meetings had not. Exercise also showed that not all represented EU MS had their own crisis preparedness plans, proving that further messaging to all MS needed to remind that all are responsible for their own planning.
Burden sharing Arrangements	Existing informal arrangements work, and exercises revealed that some bilateral agreements are in place.
Conclusions and Recommendations	
<p>Nigeria was the CCI with the highest risk of terrorism, and also had the highest number of MS present. It therefore focused on identifying opportunities for joint action, and working to ensure that all MS had sufficient crisis plans in place. The CCIs have shown that there is interest in holding further more developed EU crisis exercises and on maintaining contact lists, including a list of useful local authority contacts. The crisis exercise led by the Dutch has helped to improve engagement from the wider group of MS, but there is still work to do on impressing on MS that each needs a comprehensive plan of their own. The local group should continue to explore the opportunity for further exercises and joint approaches, and to follow-up on the previous NV.</p>	

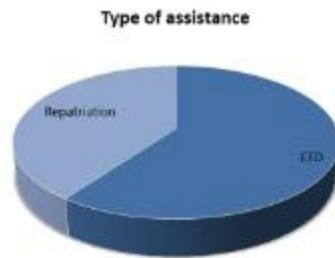
TUNISIA

Objectives: The CCI will give the opportunity to optimize the consular support to all European citizens by improving the consular day to day and the crisis response cooperation at Union level. The CCI has also been designed to explore the possibilities for developing the supporting role of the EU delegation in those fields.			
CCI Organization / Topics / Actions	Key player(s)	Time Frame	Outcomes
A- Organizational side			
Launching of the initiative at the local level	CdF/EUDeI	January 2015	
Setting up regular consular cooperation meetings	EUDeI/ CdF support	From September 2015 (<i>due to the situation in Tunisia, formal meetings couldn't take place during the first semester</i>)	2 meetings : 15/09/2015 11/12/2015
B- Day to Day consular cooperation			
a) Unrepresented citizens			
Collecting statistics on the assistance provided by the represented MS to unrepresented citizens / setting up a monitoring system	MS/EUDeI/EEAS	Stats gathered quarterly (e.g. by Mid- March for December/January/ February 2014-2015)	Very few cases (5 / first quarter) : loss of identification documents; repatriation
Considering the need for setting up practical arrangements on sharing responsibilities for providing consular protection to unrepresented citizens	MS	Throughout 2015	Doesn't seem to be necessary at this stage regarding the low number of cases
b) Issues			
Identifying issues of common concerns	MS at Local Consular	issuance of the ETD's assistance to detainees child abduction	Topics discussed at the September meeting. No specific request has been made since then.

	Cooperation Meetings		
C - Crisis response cooperation			
Making an inventory of existing evacuation plans and available consular crisis response capabilities	CdF/MS/ EUDeI support	End of Q2 2015	Questionnaire was sent out by CdF but not all MS responded
Improving interoperability between Member States: exchange of emergency contact details; interoperability of crisis communication assets (e.g. radio frequencies); deconfliction of assembly points.	CdF/MS/ EUDeI support	End of Q1 2015	Emergency contacts list available
Considering the need for a Joint EU Crisis Plan	MS	Throughout 2015	No need expressed at this stage
Considering the need for a crisis response exercise	MS /EUdeI	Throughout 2015	Finnish project postponed (2016)

Statistics

- Total registered cases: 5
- Assistance provided relates to the issuing of ETD and repatriation.
- All cases concern Czech Republic assisting Slovak citizens.
- The cost incurred by repatriation for the assisting MS is not available.



**Assistance to non-represented EU citizens
Tunisia 2015**



Evaluation

- **What is your overall view on the Consular Cooperation Initiative in your country in 2015?** In principle a good initiative (especially regarding crisis aspects) but we have met difficulties to set up a balanced cooperation due to the imbalance between the different dipl. Representations (in terms of volume of consular affairs).
- **What is the best part?** Informal cooperation works well (information and best practices sharing); French expertise regularly requested concerning specific cases.
- **What did you think was missing?** Lack of means of the EU Delegation (notably in terms of human resources).
- **Were the instructions concrete enough? If not, please give suggestions on how to improve.** Yes.
- **What result of the CCI's surprised you most? Why?** No particular surprises.
- **What would you recommend for a similar pilot in another country?** Important to choose a country where the different dipl. Representations have a relatively close volume of consular affairs; if not, it may be difficult to set up a balanced cooperation.
- **What regular EU meetings are there in your country related to consular affairs (EU-HoMs, consular assistance, Schengen, security/crisis meetings)?** 2 consular meetings this year which is obviously insufficient.
- **What has changed in the EU-cooperation in your country in 2015?** Good informal cooperation already present; no significant changes.
- **How was cooperation improved? If not, what prevented the improvement?** See above.
- **Have the role and actions of the EU-delegation changed in your country in 2015?** Little change (cf. lack of means).
- **Is there a list of people from all the represented MS in your country that can be contacted in times of a crisis?** Yes.
- **Who manages this list (keeps it up to date)?** French consular team.
- **Do you have any other remarks on the CCI and EU cooperation?** Due to the security situation in Tunisia, the cooperation in the field of crisis preparedness and response should be reinforced in the future.

Final Evaluation	
Information and Best Practice Sharing	<input type="checkbox"/> Informal cooperation still exists and works well (French expertise regularly requested concerning specific cases) <input type="checkbox"/> Could be further developed
Common Initiatives	<input type="checkbox"/> Meeting organized with the Tunisian director of prisons (but cancelled by him at the last minute). <input type="checkbox"/> New initiatives to set up in 2016
Crisis Preparedness & Exercising	<input type="checkbox"/> Very interesting feedback from UK concerning the Sousse attacks <input type="checkbox"/> Exercise postponed (2016). <input type="checkbox"/> To reinforce
Burden sharing Arrangements	<input type="checkbox"/> Not necessary at this stage
Conclusions and Recommendations	
<ul style="list-style-type: none"> • Necessity to provide the EU DEL with adequate means (notably in terms of human resources); • Due to the security situation in Tunisia and its possible developments, the cooperation in the field of crisis preparedness and response should be probably reinforced in short term (even if the number of tourists and residents has dropped significantly); • Due to the imbalance between the different dipl. Representations (in terms of volume of consular affairs), we have met difficulties to set up a balanced cooperation 	

DOMINICAN REPUBLIC

Project Aim: Dominican Republic is one of the target countries with the most detained EU citizens. It is also vulnerable to natural disasters like hurricanes and earthquakes. This CCI will give MS the opportunity to share information and best practice on assistance to detainees and evaluate the current informal burden sharing arrangements. It will also give MS the opportunity to share information and best practice on key consular casework areas, and consider the possibility for joint demarches to local authorities on areas of mutual interest/concern. The CCI will also focus on improving the preparedness of EU Member states, with the support of the EU Delegation, to respond to a consular crisis.

Theme	Activities	1 st Quarter Progress	2 nd Quarter Progress	3 rd Quarter Progress	4 th Quarter Progress
Information and Best Practice Sharing	<p>a) explore whether ways of assistance are comparable or exchangeable;</p> <p>b) identify the MS most suited to represent a nonrepresented MS if needed/wanted;</p> <p>c) share experiences and expertise (e.g. keeping a register of reliable lawyers, assuring well-being of detainees);</p> <p>d) see if there's common ground on which to act towards the local authorities (e.g. joint demarches on detainees' well-being, health care);</p>	<p>Establishment of regular consular EU meetings</p> <p>Comparative study of MS policies concerning detainees: Questionnaire was sent and filled out by MS in DomRep. The compiled document was discussed in the meeting of 23-feb-15</p> <p>Each MS has their own policy in regard with public notary activities. Access to detainees seems to be no issue; all detainees can be visited regularly even by volunteers.</p> <p>In cases of possible injustice MS might request their EU HoM's for a demarche at the MFA.</p> <p>In the DomRep the legal period for which people can be held in pre-trial detention is sometimes exceeded by the Dominican authorities. A joint demarche seems proportional and might be opportune.</p>	<p>MS felt that all topics on detainees had been discussed and no further progress was to be made without further going strategic decisions from the capitals/Brussels.</p>	<p>Refocusing at the capital</p> <p>Template text was sent to STD for a joint demarche on pre-trial detention.</p>	<p>Drafting of a text for a joint demarche on pre-trial detention:</p> <p>A text was drafted on the basis of the provided template and has been discussed among the consular group.</p>

<p>Crisis Preparedness & Response</p>	<p>Creation of inventory of available consular crisis response capabilities</p> <p>Sharing of crisis plans between MS</p> <p>Consideration of holding joint crisis exercise and need for joint crisis plan</p>	<p>Establishment of regular EU-meetings on Crisis Preparedness</p> <p>Questionnaire on emergency contact details was sent out by Chef de File, but not all MS responded.</p> <p>Tentative formation of a local Crisis Management Group in order to prepare for and coordinate the means during a crisis</p>	<p>The CCI-group organized joint talks with crisis centre's of the US, Canada and the DomRep. EUDel</p> <p>will in times of crisis have a seat in the local Operational Centre for Emergencies and function as point of contact for both the local authorities and the EU MS.</p> <p>The MS in the DomRep looked at possibilities to combine their crisis</p>	<p>CRM meeting on 29-Sep with attendance of US, CAN and CH.</p> <p>Announcement of table top exercise in November and invitation to non-EU-partners to join in to observe and/or attribute.</p> <p>By invitation of Canada, several EU members are participating in</p>	<p>Table top exercise to test and enrich draft EU Consular Crisis Plan</p> <p>Conclusions:</p> <ul style="list-style-type: none"> • Knowing each other and meeting regularly is a precondition for further cooperation (contact list)
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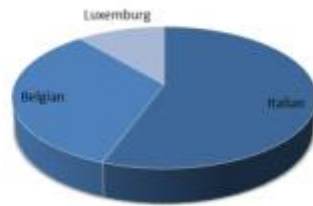
			<p>plans and come up with a common template. This was found to be very difficult and could profit probably more from the experiences and new initiatives of the EEAS and earlier efforts in Beijing and Beirut.</p>	<p>the preparations for a local event on Consular Crisis Management.</p> <p>The event is to take place in March 2016 and will involve local authorities and third parties.</p>	<ul style="list-style-type: none"> • One of the most important aspects of the cooperation in view is appointing roles (who is responsible for agreed tasks) • This document can be a good tool for drafting a joint EU crisis plan. • Coordination and management of a contact list (and the joint crisis plan?) by EU DEL would be a great support for cooperation. • Participants look at EEAS Brussels for coordination as they consider it best positioned (centrally and having an overview of nonrepresented citizens)
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					<ul style="list-style-type: none"> • Participants look for a more active role of the capitals (instructions for cooperation, sharing of information).
<p>Burden Sharing Arrangements</p>	<p>Initial assessment of profile and locations of unrepresented MS nationals.</p> <p>Study of numbers of unrepresented EU nationals assisted</p>		<p>The majority of consular assistance to non-representing EU citizens regards the issuance of ETD's.</p> <p>After closure of the Italian consular department in STD, the ITA embassy in Panama, coordinates the assistance to its citizens by distributing the cases over the represented MS.</p>		

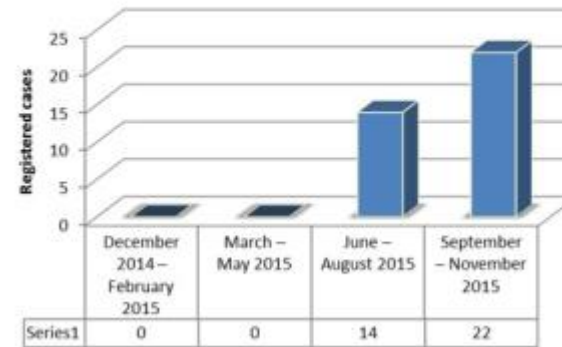
Statistics

- Total registered cases: 36
- No cases have been registered during the two first quarters.
- All the cases registered relate to the issuing of ETD.

Nationalities of non-represented EU citizens seeking assistance



Assistance to non-represented EU citizens
Dominican Republic 2015



Evaluation

- **What is your overall view on the Consular Cooperation Initiative in your country in 2015?** There are only a very few EU MS represented in the D.R. and it seems that on the consular working field the EU MS are quite busy, leaving not much time left for regular consular meetings. The last **regular** consular meeting took place in December 2011, since the CCI we have met more often but it seems that the enthusiasm is fading out.
- **What is the best part?** The EU consular colleagues know each other and the mutual understanding is good.
- **What did you miss most?** An EU Delegation with consular competency, especially in regard with the non-represented EU MS in the D.R.
- **Were the instructions concrete enough?** If not, please give suggestions on how to improve. The instructions were clear enough.
- **What result of the CCI's surprised you most? Why?** None surprised me much.
- **What would you recommend for a similar pilot in another country?** Why unroll a similar pilot in another country, while other pilots were already enrolled in other countries?
- **What regular EU meetings are there in your country related to consular affairs?** (EU-HoMs, consular assistance, Schengen, security/crisis meetings)
- **What has changed in the EU-cooperation in your country in 2015?** A better understanding.
- **How was cooperation improved? If not, what prevented the improvement?** Each of the EU MS have their own span of consular control.
- **Have the role and actions of the EU-delegation changed in your country in 2015?** For obvious reasons (EU Delegation does not have consular competencies) I am not aware of a (major) change.
- **Is there a list of people from all the represented MS in your country that can be contacted in times of a crisis?** There is a list, initiated by the US Embassy) with consular contact persons that could be contacted in case of an emergency.
- **Who manages this list (keeps it up to date)?** All participating Embassies are responsible for keeping the list updated.
- **Do you have any other remarks on the CCI and EU cooperation?** No particular suggestions.

Final Evaluation	
Information and Best Practice Sharing	<ul style="list-style-type: none"> As there were no regular consular meetings, one has been set up for consular assistance and one for crisis preparedness and response. The meetings on crisis will proceed, the meetings on consular assistance appear to lack a common basis. Best practices on assistance to detainees and the availability of good public notaries have been shared. A questionnaire on detainees has been filled out by the present MS. Even though most policies show shared values, according to the local representatives, the practical implementation of the national assistance vary too much to act jointly or share the burden easily.
Common initiatives	<ul style="list-style-type: none"> A joint demarche on pre-trial conditions has been suggested and agreed locally. A draft text, based on the newly drawn up template, will be presented to Cocon.
Crisis Preparedness & Reponse	<ul style="list-style-type: none"> An emergency contact list has been started, but is not yet complete. There is a need for further coordination and management of the list. A local Crisis Management Group has been set up, including local authorities, US, CAN and Switzerland. A table top on / walkthrough of the draft EU Joint Crisis Preparedness Tool in the local Crisis Management Group has helped to produce a practical tool.
Burden sharing Arrangements	<ul style="list-style-type: none"> By far the largest part of assistance to non-represented EU citizens concerns the issuing of ETD's. Still, in DR the numbers are not unmanageable. Existing (informal) arrangements work: after the closure of the consular department of one of the MS' embassies, the responsible embassy of that MS in a neighbouring country took the task of evenly distributing the burden over represented MS. National policies for assistance to detainees and other consular support vary too much to be covered in a formal burden sharing agreement.
Conclusions and Recommendations	
<ul style="list-style-type: none"> EU Consular Cooperation seems most evident (concrete, feasible and effective) in the field of crisis preparedness and response Having some level of organization among the EUMS is a plus (perhaps even precondition) for efficient and effective cooperation with major parties in the region (i.e. US & CAN). The local Crisis Management Group has momentum and should continue to meet. The EU Crisis Preparedness Tool can help with the necessary coordination among (these) EUMS. Continuation of the consular assistance meetings on a low frequency (twice a year). Generally it is felt that a stronger involvement of the MS' capitals would help both awareness of the project and its aims and commitment to deliver the requested information. The numbers in assistance to non represented EU-citizens do not seem to demand a burden sharing agreement. The EU-Del in DR has participated actively in the meetings. Nonetheless, the EU Delegation is not yet set up/used to providing active support to the MS. Here too, something could be said for more involvement of the 'capital', i.e. EEAS HQ in Brussels. 	