

# Ending Gag Lawsuits in Europe

## Protecting Democracy and Fundamental Rights

### The problem: gag lawsuits against public interest defenders

The EU must end gag lawsuits used to silence individuals and organisations that hold those in positions of power to account. Strategic Lawsuits Against Public Participation (SLAPP) are lawsuits brought forward by powerful actors (e.g. companies, public officials in their private capacity, high profile persons) to harass and silence those speaking out in the public interest. Typical victims are those with a watchdog role, for instance: journalists, activists, informal associations, academics, trade unions, media organisations and civil society organisations.

Recent examples of SLAPPs include [PayPal suing SumOfUs](#) for a peaceful protest outside PayPal's German headquarters; co-owners of Malta's [Satabank suing blogger Manuel Delia](#) for a blog post denouncing money laundering at Satabank; and [Bollore Group suing Sherpa and ReAct in France](#) to stop them from reporting human rights abuses in Cameroon. In Italy [more than 6,000 or two-thirds of defamation lawsuits](#) filed against journalists and media outlets annually are dismissed as meritless by a judge. When Maltese journalist [Daphne Caruana Galizia was brutally killed, there were 47 SLAPPs pending against her](#).

SLAPPs are a threat to the EU legal order, and, in particular:

- **A threat to democracy and fundamental rights.** The EU is founded on the rule of law and respect for human rights. SLAPPs impair the right to freedom of expression, to public participation and to assembly of those who speak out in the public interest, and have a chilling effect on the exercise of these rights by the community at large.
- **A threat to access to justice and judicial cooperation.** Cross-border judicial cooperation relies on the principles of effective access to justice across the Union and mutual trust between legal systems. That trust must be based on the legally enforceable upholding of common values and minimum standards. To the extent that they distort and abuse the system of civil law remedies, SLAPPs undermine the mutual trust between EU legal systems: member states must be confident that rulings issued by other member states' courts are not the result of abusive legal strategies and are adopted as the outcome of genuine proceedings.
- **A threat to the enforcement of EU law, including in connection to the internal market and the protection of the EU budget.** The effective enforcement of EU law, including the proper functioning of the internal market, depends on the scrutiny of the behaviour of individual entities by the EU, member states and – crucially – informed individuals. Watchdogs, be it media or civil society actors, play a key enforcement role. Therefore, the absence of a system which safeguards public scrutiny is a threat to the enforcement of EU law. The same reasoning applies to the management of EU programmes and budget, which cannot be monitored through the sole vigilance of the European Commission.
- **A threat to freedom of movement.** The absence of rules to protect watchdogs from SLAPP has an impact on the exercise of the Treaty's fundamental freedoms, since it affects the ability of media, civil society organisations and information services providers to confidently operate in jurisdictions where the risk of SLAPPs is higher, and discourages people from working for organisations where they can be the target of SLAPPs.

## The solution: an EU set of anti-SLAPP measures

The EU can and must end SLAPPs by adopting the following complementary measures to protect all those affected by SLAPPs:

### 1. An anti-SLAPP directive

An anti-SLAPP directive is needed to establish a Union-wide minimum standard of protection against SLAPPs, by introducing exemplary sanctions to be applied to claimants bringing abusive lawsuits, procedural safeguards for SLAPP victims, including special motions to contest the admissibility of certain claims and/or rules making the burden shifting to the plaintiff to demonstrate a reasonable probability of succeeding in such claims, as well as other types of preventive measures. The Whistle-Blower Directive sets an important precedent protecting those who report a breach of Union law in a work-related context. Now the EU must ensure a high standard of protection against gag lawsuits for everyone who speaks out – irrespective of the form and the context – in the public interest.

The legal basis for an anti-SLAPP directive is to be found in multiple provisions of the Treaty; for example, Article 114 TFEU on the proper functioning of the internal market, Article 81 TFEU on judicial cooperation and effective access to justice and Article 325 TFEU on combating fraud related to EU programmes and budgets.

### 2. The reform of Brussels I and Rome II Regulations

Brussels I Regulation (recast) contains rules which grant claimants the ability to choose where to make a claim. This must be amended to end forum shopping in defamation cases, which forces defendants to hire and pay for defence in countries whose legal systems are unknown to them and where they are not based. This is beyond the means of most and falls foul of the principles of fair trial and equality of arms.

Rome II Regulation does not regulate which national law will apply to a defamation case. This allows claimants to select the most favourable substantive law and therefore leads to a race to the bottom. Today, victims may be subject to the lowest standard of freedom of expression applicable to their case.

### 3. Support all victims of SLAPPs

Funds are needed to morally and financially support all victims of SLAPPs, especially with legal defence. Justice Programme funds should be used to train judges and practitioners, and a system to publicly name and shame the companies that engage in SLAPPs, for example in an EU register, should be created.

Finally, the EU must ensure that **the scope of anti-SLAPP measures include *everybody* affected by SLAPPs**, including journalists, activists, trade unionists, academics, digital security researchers, human rights defenders, media and civil society organisations, among others.

This paper was signed by the following 119 organisations

Abalone Alliance Safe Energy Clearinghouse  
Access Info Europe  
Access Now  
ACT Alliance Advocacy to the EU  
ActionAid International  
Adéquations  
Amigas de la Tierra  
Amis de la Terre France  
ANTICOR  
ARTICLE 19  
Association Justice and Environment, z.s.  
Bruno Manser Fonds  
CCFD - Terre Solidaire  
CEE Bankwatch Network  
Centre for Free Expression  
Citizens Network Watchdog Poland  
Civil Liberties Union for Europe  
Civil Rights Defenders  
Civil Society Europe  
Clean Air Action Group (Hungary)  
Committee to Protect Journalists  
Common Weal  
Consumer Association the Quality of Life (EKPIZO)  
Corporate Europe Observatory  
Defend Democracy  
European Digital Rights (EDRi)  
Electronic Frontier Foundation  
Environmental Partnership Association  
ePaństwo Foundation  
Environmental Paper Network International (EPN)  
Estonian Forest Aid / Eesti Metsa Abiks  
ETC Group  
Eurocadres / Council of European Professional and Managerial Staff  
European Center for Not-for-Profit Law  
European Centre for Press and Media Freedom  
European Civic Forum  
European Coalition for Corporate Justice  
European Coordination Via Campesina  
European Environmental Bureau (EEB)  
European Federation of Journalists  
European Federation of Public Service Unions (EPSU)  
European Trade Union Confederation (ETUC)  
Fern  
Fitug  
Forest Initiatives and Communities  
Forum Ökologie & Papier  
FOUR PAWS International  
Free Press Unlimited  
Friends of the Earth Europe  
Friends of the Earth Nuclear Network  
Friends of the Siberian Forests  
Fundacja Otwarty Plan  
Fundacja Strefa Zieleni  
Global Justice Ecology Project  
GM Watch  
Gong  
Government Accountability Project  
Green Light Foundation  
Greenpeace EU Unit  
Homo Digitalis  
IFEX  
Index on Censorship  
Institute for Sustainable Development  
Institute of Water Policy  
International Corporate Accountability Roundtable (ICAR)  
International Press Institute (IPI)  
Iraqi Journalists Right Defence Association  
JEF Europe  
Jordens Vänner  
Journalismfund.eu  
Justice Pesticides  
Legal Human Academy  
Maison des Lanceurs d'Alerte  
Mighty Earth  
Milieudefensie / Friends of the Earth  
Netherlands  
MultiWatch  
NGO Neuer Weg  
NGO Shipbreaking Platform

Nuclear Consulting Group  
Nuclear Transparency Watch  
OGM dangers  
On ne se taira pas (We will not remain silent)  
Organized Crime and Corruption Reporting  
Project (OCCRP)  
Osservatorio Balcani e Caucaso Transeuropa  
PEN International  
Polish Ecological Club Mazovian Branch  
Polish Ecological Club Pomeranian Branch  
Polish Institute for Human Rights and Business  
Protection International  
RECLAIM  
Reporters Without Borders  
Rettet den Regenwald e.V.  
Salva la Selva  
Sciences Citoyennes  
Sherpa  
Sinergia Animal  
Society for Threatened Peoples Switzerland  
SOLIDAR  
SOMO  
Stowarzyszenie Ekologiczno-Kulturalne  
Wspólna Ziemia / Common Earth  
SumOfUs  
The Daphne Caruana Galizia Foundation  
The Ethicos Group  
The Good Lobby  
The Signals Network  
Transnational Institute  
Transparency International EU  
Umweltinstitut München e.V.  
Vouliwatch  
Vrijschrift  
vzw Climaxi  
Chceme zdravú krajinu / We want a healthy  
country  
WeMove Europe  
Whistleblower Network Germany  
Whistleblowing International Network (WIN)  
WildLeaks / Earth League International  
Women Engage for a Common Future (WECF)  
XNet  
Zielone Wiadomości