

**European Instrument for Democracy and Human Rights (EIDHR)  
Strategy Paper 2011 - 2013**

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### List of Acronyms

AAP	Annual Action Programme
ACP	African, Caribbean and Pacific
APRM	African Peer Review Mechanism
ASEAN	Association of Southeast Asian Nations
CBSS	Country Based Support Schemes
CAT	Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CESCR	Covenant for Economic Social and Cultural Rights
CIC	Financing Instrument for Cooperation with Industrialised and other High Income Countries
CSOs	Civil Society Organisations
DCI	Development Cooperation Instrument
DDR	Disarmament Demobilisation and Reintegration
EC	European Commission
EIDHR	European Instrument for Democracy and Human Rights
EIUC	European Inter-University Centre for Human Rights and Democratisation
ENPI	European Neighbourhood and Partnership Instrument
EOMs	Election Observation Missions
EU	European Union
HRDs	Human Rights Defenders
ICC	International Criminal Court
ICTY	International Criminal Tribunal for the former Yugoslavia
IfS	Instrument for Stability
IPA	Instrument for Pre-Accession Assistance
LGBT	Lesbian Gay Bisexual and Transgender

## Executive Summary

Following the adoption of the legal basis for the European Instrument for Democracy and Human Rights in December 2006<sup>1</sup>, the first Strategy Paper, covering the period 2007-2010, was adopted by the European Commission in August 2007<sup>2</sup>, paving the way for the concrete implementation of the Instrument, carried out on the basis of the Annual Action Programmes 2007, 2008, 2009 and 2010.

The concrete implementation of the majority of EIDHR activities only came underway in the second half of 2008. Given the limited implementation period, it is too early to draw definitive conclusions about the way EIDHR has fulfilled its objectives. Therefore, the Strategy Paper 2011-2013 is in strong continuity with the previous one and contains only limited changes and amendments.

As for the period 2007-2010, the revised EIDHR Strategy Paper retains, for the period from 2011 to 2013, the same five objectives forming a response strategy:

- 1) Enhancing respect for human rights and fundamental freedoms in countries where they are most at risk;
- 2) Strengthening the role of civil society in promoting human rights and democratic reform, in supporting the peaceful conciliation of group interests and, in consolidating political participation and representation;
- 3) Supporting actions on human rights and democracy issues in areas covered by EU Guidelines, including on human rights dialogues, on human rights defenders, on the death penalty, on torture, on children and armed conflict, on the rights of the child, on violence against women and girls and combating all forms of discrimination against them, on International Humanitarian Law and on possible future guidelines;
- 4) Supporting and strengthening the international and regional framework for the protection and promotion of human rights, justice, the rule of law and the promotion of democracy;
- 5) Building confidence in and enhancing the reliability and transparency of democratic electoral processes, in particular through election observation.

The response strategy is designed to complement geographical and thematic programmes, providing support at national, regional and international level. This complementary Community assistance will reinforce action under the related external assistance instruments. The response strategy will be implemented primarily by civil society organisations. The geographical focus will vary: Objective 1 will be focused on countries where fundamental freedoms are still to be realised or are at serious risk. Objective 2 will be implemented primarily through country-based support schemes for concerted action on local democracy and human rights issues of particular concern. Objective 3 addressing activities within the framework of EU Guidelines on human rights issues will be applicable around the world. Objectives 4 and 5 will aim at strategic support for international instruments and providing the framework for EU Election Observation Missions.

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<sup>1</sup> OJ L 386, 29.12.2006, p. 1.

<sup>2</sup> C(2007)3765.

## 1. Introduction

### *General objectives and complementarities*

1. The legal basis for the successor programme to the European Initiative for Democracy and Human Rights under the Financial Perspective 2007-2013 was adopted by the European Parliament and the Council in December 2006<sup>3</sup>. Regulation (EC) N°1889/2006, which entered into force on 1 January 2007, establishes a self-standing financing instrument for the promotion of democracy and human rights worldwide entitled European Instrument for Democracy and Human Rights (EIDHR) This instrument reflects the high political profile and specific Treaty mandates relating to the development and consolidation of democracy and the rule of law, and respect for human rights and fundamental freedoms<sup>4</sup>. A first Strategy Paper covering the period 2007-2010 was adopted in August, 2007. The present Strategy Paper will cover the period 2011-2013; as the previous one, it is also based on the new Regulation and the corresponding budget chapter 19.04.

2. The general objectives of EIDHR, set out formally in Article 1 of the Regulation, are to contribute to the development and consolidation of democracy and the rule of law, and respect for all human rights and fundamental freedoms, within the framework of the Community's policy on development cooperation, and economic, financial and technical cooperation with third countries, and consistent with the EU's foreign policy as a whole. As already explained in the Commission Communication of 25 January 2006<sup>5</sup>, the response strategy under the EIDHR builds on the work being done with and through civil society organisations aimed at defending the fundamental freedoms which form the basis for all democratic processes and helping civil society to become an effective force for political reform and defence of human rights. In this way, it complements the new generation of geographical programmes, which increasingly mainstream democracy and human rights, though focusing primarily on public institution-building. Similar to the thematic programmes under the Development Cooperation Instrument (DCI), the EIDHR offers independence of action, allowing for the delivery of assistance in principle without the need for government consent, which is a critical feature of cooperation with civil society organisations at national level, especially in the sensitive areas of democracy and human rights. It also offers more flexibility and capacity to respond to changing circumstances or to support innovation, contrasting with the long-term programming approach of the geographical programmes.

3. Also to complement geographical programmes, the EIDHR response strategy gives priority to supporting the international framework for the protection of human rights, justice, the rule of law and the promotion of democracy, reflecting the EU's general commitment to multilateralism. Because democracy and human rights are, above all, issues of global concern and constitute "public goods", global campaigns are also envisaged, requiring a transnational approach. Finally, the EIDHR continues, through the further development of EU Election Observation Missions, to contribute to building confidence in and enhancing the reliability and transparency of democratic electoral processes. This requires a single framework with broad geographical scope, in order to ensure policy coherence, a unified management system and common operating standards.

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<sup>3</sup> OJ L 386, 29.12.2006, p. 1.

<sup>4</sup> See also the recently adopted Council Conclusions on "Democracy Support in the EU's External Relations" (document n° 15479/09, adopted on 17 November 2009) and the EP resolution of 22 October 2009 on democracy building in the EU's external relations (doc. n° P7\_TA(2009)0056).

<sup>5</sup> Commission Communication on a Thematic Programme for the promotion of democracy and human rights worldwide under the future Financial Perspectives (2007-2013), COM(2006)23 of 25.1.2006.

4. The response strategy under the EIDHR is thus to be global in scope, operating at national, regional and international level, supporting actions in third countries around the globe, and also in Member States if relevant to needs in third countries.

#### *Consultations*

5. Several consultations have been organised by the Commission services in preparation of the Strategy Paper 2011-2013. Since July, 2009, two plenary meetings were held with Brussels-based NGO networks, and two specific meetings have been organised with the Committee of the Regions and the European Economic and Social Committee respectively.

6. Some aspects of the Strategy Paper have been refined in the light of the consultations, in particular a reinforced emphasis on economic, social and cultural rights, the integration of new EU Guidelines under Objective 3, the updating of priority areas of activity for country-based support schemes and some modifications regarding Objective 1 and Objective 2.

7. The continuing concern about the need to maintain a clear priority for civil society, as compared to support for intergovernmental bodies or EU Election Observation Missions, has led *inter alia* to a Commission Statement on Election Observation Missions entered into the minutes of the Council when adopting the EIDHR Regulation<sup>6</sup>, and the creation of a separate budget article for EU Election Observation Missions. The Commission's respective commitments are reflected in the present Strategy Paper.

## **2. Analysis of the international situation and the European Union policy framework**

#### *The international situation*

8. By virtue of the numerous UN instruments and policy declarations as well as other international and regional instruments, human rights and democratic principles are universal values, inextricably linked and to be pursued in their own right. Furthermore, victims of violations of human rights nowadays can have access to justice either domestically or internationally, and have a leverage to influence reforms towards democratisation and sustainable development. Civil society organisations play a crucial role in bringing international human rights tools closer and accessible to the individuals, in all parts of the world. In addition to the International Bill of Human Rights, all UN Member States have ratified at least one of the core human rights treaties and 80% have ratified four or more. Moreover, the EU is in the process of ratifying jointly with EU Member States the Convention on the Rights of Persons with Disabilities. Human rights and democratisation are also seen as integral to the process of poverty reduction, alleviation of inequality and achievement of the Millennium Development Goals, as well as vital tools for conflict prevention and resolution, and are indispensable for combating terrorism. Democratic processes of accountability are also crucial to ensuring government transparency and combating corruption and impunity.

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<sup>6</sup> Cf. point 86 below.

9. The current worldwide economic and financial crisis would not seem to have any direct consequences on the implementation of EIDHR projects. Nevertheless, the deterioration of living conditions in many parts of the world, as well as the contraction of the democratic space in many countries, are giving a new sense of urgency to the promotion and protection of human rights and to the promotion of democratisation processes. In particular, there is an increasingly consensual understanding that the fulfilment of the international human rights agenda also requires increased efforts to protect and promote economic, social and cultural rights.

10. While in recent years some countries worldwide have moved towards more open societies, fairer electoral processes, and greater commitment on a range of human rights issues, multiple challenges remain: many countries are still autocracies where basic freedoms are systematically repressed; elsewhere, despite an electoral process and some political competition, political elites too often remain unaccountable and unresponsive to citizens' expectations, sometimes reverting to repression of dissent and opposition voices, increasingly by using legal and administrative barriers. Moreover, ethnic, religious or class divisions in society may be exacerbated rather than channelled into democratic debate, sowing seeds of conflict and undermining pluralism and respect for human rights. This especially applies to discriminated groups/people in vulnerable situations such as women, children, indigenous peoples, migrants and asylum seekers, minorities, LGBT persons and persons with disabilities. Trends vary within and between regions, with each country facing its own distinctive challenges; but the challenges for democracy and human rights are worldwide; low income countries do not have a monopoly of the problems that require attention by the international community.

11. Many factors, including the changing international context, the impact of globalisation, and evolving donor policies on empowerment and governance, have led to increasing debate and emphasis on the protection and promotion of human rights and democratic development, at international level as exemplified by recent UN Declarations<sup>7</sup> at the level of regional organisations such as the African Union and ASEAN, and with the growth of global non-governmental networks. This is also reflected in the donor community and is leading to more systematic mainstreaming of human rights and democratic principles in all areas of development cooperation (the so-called human rights-based approach) and in crisis management, and greater attention is being paid to root causes of insecurity and conflict.

12. Comprehensive human rights-based approaches to development are more widespread, as is support for institution building, democratic governance and civil society development. Concern with security and the fight against terrorism has tended to dominate international agendas, which at the same time are highlighting root causes of conflict and the importance of ensuring human rights, the rule of law and inclusive democracy to avoid alienating communities and creating conditions of insecurity. Facilitating the peaceful conciliation of group interests has thus added a new dimension to development strategies and work with civil society.

13. There is general acceptance of the need for "local ownership" of the development and democratisation process, engaging governments and all leading local stakeholders, including national parliaments. This is difficult to achieve if relations with partner countries are limited to government-to-government contacts; incentives for governments to devolve and share power, tackle impunity, or strengthen pluralism are not obvious. In particular, fighting impunity for gross human rights violations remains a challenge and more needs to be done to bring justice to the victims. Hence the continuing importance of support to civil society and human rights defenders to help empower citizens, allow them to claim their rights and build and sustain momentum for change and political reform.

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<sup>7</sup> The Millennium Declaration, the report of the Secretary General "In Larger Freedom" submitted in advance of the Millennium Review summit, the 2005 World Summit declaration, etc.

*The European Union policy agenda*

14. The EU is founded on the principles of liberty, democracy, respect for human rights and fundamental freedoms, and the rule of law. EU policy in support of democracy and human rights in third countries has been articulated and developed in Commission communications, European Parliament resolutions and Council conclusions over the years, including specific EU Guidelines on particular human rights issues<sup>7</sup>. As stipulated in the Treaty mandates<sup>9</sup>, the objective of developing and consolidating democracy and the rule of law, and respect for human rights and fundamental freedoms is now a feature of all forms of EU relations and co-operation with third countries, including in its political dialogue with the latter.

15. The Copenhagen political criteria on “stability of institutions guaranteeing democracy, the rule of law, human rights and respect for and protection of minorities” shape the EU’s enlargement process. These objectives are echoed in the Stabilisation and Association process<sup>10</sup>. Similar objectives guide the European Neighbourhood Policy and the Eastern Partnership<sup>11</sup>. The Cotonou Agreement and the EU policy on governance and development<sup>12</sup> include the protection and promotion of human rights and democracy as priority issues to be integrated in country strategies, dialogues and all relevant external assistance instruments. They are acknowledged in the European Consensus on Development<sup>13</sup> as a common value for the EU vision of development. This is echoed in recent Joint Africa-EU Strategy<sup>14</sup>, Latin America<sup>15</sup>, Caribbean<sup>16</sup> and the Pacific<sup>17</sup>, regional strategies for Asia<sup>18</sup>, the Union for the Mediterranean<sup>19</sup>. With a developing European Community role in crisis management in

<sup>7</sup> Guidelines to EU policy towards third countries on the death penalty, June 1998 (updated in 2008); Guidelines to EU policy towards third countries on torture and other cruel, inhuman or degrading treatment or punishment, April 2001 (updated in 2008); EU Guidelines on children and armed conflict, December 2003 (updated in 2008); EU Guidelines on human rights defenders, June 2004 (updated in 2008); EU Guidelines on promoting compliance with international humanitarian law (IHL), December 2005, the EU Guidelines on the rights of the child, December 2007; Violence against women and girls and combating all forms of discrimination against them (2008).

<sup>9</sup> Article 11(1) TEU; Articles 177(2), 181a (1) TEC.

<sup>10</sup> Cf. Zagreb summit in November 2000,

[http://ec.europa.eu/enlargement/enlargement\\_process/accession\\_process/how\\_does\\_a\\_country\\_join\\_the\\_eu/sap/zagreb\\_summit\\_en.htm](http://ec.europa.eu/enlargement/enlargement_process/accession_process/how_does_a_country_join_the_eu/sap/zagreb_summit_en.htm).

<sup>11</sup> Cf. Strategy Paper COM(2004) 373 final of 12.5.2004, Council conclusions of 14.7.2004.

<sup>12</sup> Cf. Commission Communication COM(2003)615 final of 20 October 2003, Council conclusions of 17.11.2003.

<sup>13</sup> Cf. Joint Statement by the Council and the representatives of the governments of the Member States meeting within the Council, the European Parliament and the Commission ‘The European Consensus on Development’.

<sup>14</sup> Lisbon Declaration EU-Africa Summit, [www.eu2007.pt/NR/rdonlyres/BAC34848-05CC-45E9-8F1D-8E2663079609/0/20071208LISBONDeclaration\\_EN.pdf](http://www.eu2007.pt/NR/rdonlyres/BAC34848-05CC-45E9-8F1D-8E2663079609/0/20071208LISBONDeclaration_EN.pdf); A Joint Africa-EU Strategy, [http://www.eu2007.pt/NR/rdonlyres/D449546C-BF42-4CB3-B566-407591845C43/0/071206jsapenlogos\\_formatado.pdf](http://www.eu2007.pt/NR/rdonlyres/D449546C-BF42-4CB3-B566-407591845C43/0/071206jsapenlogos_formatado.pdf).

<sup>15</sup> Commission Communication to the European Parliament and the Council “A stronger partnership between the EU and Latin America” COM(2005) 636 final of 8.12.2005.

<sup>16</sup> COM(2006) 86 final of 2.3.2006.

<sup>17</sup> COM(2006) 248 final of 29.5.2006.

<sup>18</sup> COM(2001) 469 final of 4.9.2001, COM(2003) 399/4 of 9.7.2003, COM(2004) 430 final of 16.6.2004, EU-Central Asia Strategy adopted by the European Council in June 2007.

recent years, the human rights and democracy dimensions have also been highlighted in conflict prevention, peace building and post-conflict reconstruction.

16. Tools for implementing EU policies on democracy and human rights range from political dialogue, diplomatic demarches and specific human rights dialogues to various instruments of financial and technical cooperation. Support for the wider governance agenda is one of the fastest growing areas of Community support. The specific aim of European Community assistance in the past under the European Initiative for Democracy and Human Rights has been to assist in meeting differentiated human rights and democracy objectives at international and national level, complementing action within the Community's various national and regional cooperation programmes and the Instrument for Stability<sup>20</sup>. In addition to its work in support of civil society, it has a distinguished record of support for international human rights instruments and mechanisms and the international criminal justice system, including the International Criminal Court (ICC) and other ad hoc international criminal tribunals. The available Community assistance has also made possible to develop the EU's role as one of the leading actors in election observation, based on the principles and procedures outlined in the 2000 Commission Communication on EU Election Assistance and Observation, endorsed by the Council in 2001<sup>21</sup>. Its main policy framework was set by the 2001 Commission Communication<sup>22</sup> and the related positions of the Council and the European Parliament<sup>23</sup>. Together with the 2006 Commission Communication<sup>24</sup>, this policy framework remains valid for the previous and the present Strategy Paper under the EIDHR. The recently adopted Council Conclusions on 'Democracy Support in the EU's External Relations' (2009) creates orientations for increasing coherence and effectiveness of EU policies and instruments for democratic support in EU external action.

17. The EU is engaged to enhance visibility and public diplomacy on the EU's external human rights policy<sup>25</sup>. Mainstreaming communication and visibility into the EU's human rights work will be achieved through giving greater visibility to human rights dialogues and consultations, guidelines, declarations, statements, Council Conclusions and better streamlining communication under EU assistance. The use of various communication tools will be maximised (such as by improving websites, the EU annual human rights report and country-specific reporting; establishing a media strategy and using in-country communication tools). The aspects of visibility for the EU's human rights work will be given increased attention under EIDHR civil society projects as well as targeted projects to international organisations.

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<sup>19</sup> Joint Declaration of the Paris Summit for the Mediterranean, Paris, 13 July 2008, Final statement of Euro-Mediterranean Ministers of Foreign Affairs, Marseille, 3-4 November 2008.

<sup>20</sup> Council Regulation (EC) No 1717/2006, 15.11.2006.

<sup>21</sup> Commission Communication EU Election Assistance and Observation COM(2000) 191 final of 11 April 2000; Council conclusions of 31 May 2001; Resolution of the European Parliament of 15 March 2001.

<sup>22</sup> The EU's Role in Promoting Human Rights and Democratisation in Third Countries, COM(2001) 252 final of 8.5.2001; Commission Staff Working Document SEC(2004) 1041 of 30 July 2004.

<sup>23</sup> Cf. Council conclusions on the European Union's role in promoting Human rights and Democratisation in third countries of 25 June 2001; Resolution of the European Parliament of 25 April 2002; Council conclusions of 23 February 2004.

<sup>24</sup> Commission Communication on a Thematic Programme for the promotion of democracy and human rights worldwide under the future Financial Perspectives (2007-2013), COM(2006) 23 of 25.1.2006

<sup>25</sup> Recommendations on how to increase the visibility and public diplomacy on the EU's external human rights work. Draft paper by the Council Secretariat and the Commission services of 7 July 2009 (11867/09).

### 3. Operations financed in the past and lessons learned

18. Building on its key strength, which lies in the scope for providing assistance independently of the consent of third-country governments and other public authorities, the main purpose of the Union's assistance under this financing Instrument has continued to be support to civil society activity in the promotion of human rights and democracy. Partners have continued to be primarily local and international civil society organisations, but have also included international intergovernmental bodies with special expertise. Since 2007<sup>26</sup>, more than 100 calls for proposals have been launched by both European Commission's Headquarters and Delegations and approximately 400 projects have been signed worldwide; of these, more than 300 are local civil society projects financed under CBSS in 70 third countries, and managed directly by EC Delegations on the ground. The rest are international projects targeting human rights topics such as:

- human rights and fundamental freedoms in countries and regions where they are most at risk (more than 40 projects under objective 1);
- the fight against Death Penalty (8 projects on-going and 5 in preparation);
- fight against torture (32 projects);
- support to Human Rights Defenders (11 large-scale projects with emergency support mechanisms);
- support to global civil society campaigns in support of the ICC (5 projects).

19. Under EIDHR, strategic partnerships have been developed with international organisations to promote democracy building, addressing issues such as rule of law, international justice, and promotion of fundamental freedoms among others. These priorities have been translated into some 20 targeted actions with strategic partners including the UN Office of the High Commissioner for Human Rights, the Council of Europe, the International Criminal Court, etc.

20. Concerning education, training and research activities aimed at promoting human rights and democratisation, EIDHR has been supporting in particular the activities of the European Inter-University Centre for Human Rights and Democratisation (EIUC). In addition, four other regional Master degrees on human rights and democratisation are also getting EIDHR support, in South East Europe, Latin America/Caribbean, in Africa and Asia-Pacific.

21. In total, excluding Election Observation, more than 1600 EIDHR projects are presently ongoing (including both the new Instrument and the old Initiative on Democracy and Human Rights).

22. Twenty seven EU Election Observation Missions have been carried out between 2007 and 2009. In this framework, more than fifty election related missions have taken place, including technical assessment mission.

23. In terms of lessons learnt, given the short implementation period of EIDHR up to now, it is too premature to draw conclusions; however, a number of thematic evaluations have been carried in the last few years to assess relevance, effectiveness, efficiency and when possible, the impact of actions

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<sup>26</sup> Data on EIDHR implementation refer to the period 2007 - September 2009.

funded both under the previous European Initiative for Democracy and Human Rights and the Instrument. Apart from programme or project-specific recommendations, there are certain issues that are shared among the different evaluations, such as: the importance of dialogue with implementing partners; the need for more closer and more systematic external and internal monitoring of the projects; the importance of an increased and improved use of logical framework approaches and project cycle management; the fact that projects targeting specific issues in one country or smaller region are more likely to achieve positive impact than projects that are global in scope; that the thematic impact is improved when different working methods and strategies are combined, for example local with global, advocacy and information campaigns with training; the need to alleviate the difficulty for smaller civil society organisations in the South to access funding, due to the complex administrative and reporting procedures.

24. These recommendations are being taken into account by the European Commission, in particular in the preparation of Annual Action Programmes. For instance, a stronger emphasis is being given to the issue of systematic and structured periodical meetings between the European Commission and representatives from civil society organisations, especially at local level. EC Delegations are increasingly using the available envelope (a maximum of 3% of the country specific allocation) to effectively contribute to building local organisations' capacities on project cycle management and funding procedures. Given the utility and success of these measures, the proposed revised Strategy Paper envisages to increase this allocation.

25. As regards implementation, since 2007, the European Commission has committed 100% of available funds.

26. For the implementation of the present Strategy Paper, the Commission is committed to availing itself of all options offered by the Financial Regulation as appropriate, in order to ensure the effective and timely delivery of assistance. Specifically, the Commission will avail itself fully of the flexibility which the Financial Regulation may offer when implementing *ad hoc* measures in situations of crisis or urgency.

#### 4. The response strategy from 2011 to 2013

##### *Objectives*

27. In accordance with the objectives of the European Instrument for Democracy and Human Rights and the pertinent EU policies and human rights guidelines, the EIDHR response strategy for 2011-2013 will continue to support an integrated approach to democracy-building and the protection and promotion of human rights, and will seek to make a key contribution to the European Consensus on Development. Work with, for and through civil society organisations<sup>27</sup> will give the response strategy

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<sup>27</sup> The term "civil society organisation" includes a broad range of partners in civil society, including non-governmental non-profit organisations and independent political foundations, community-based organisations, and private-sector non-profit agencies,

its critical profile. It will, on the one hand, promote the kind of open society, which civil society requires in order to thrive, and on the other hand, will support civil society in becoming an effective force for dialogue and reform relying on the equal role of men, women and children as individuals with the power, capacity and will to create development.

28. In this sense, objectives of the response strategy are:

- 1) *Enhancing respect for human rights and fundamental freedoms in countries where they are most at risk;***
- 2) *Strengthening the role of civil society in promoting human rights and democratic reform, in supporting the peaceful conciliation of group interests and in consolidating political participation and representation;***
- 3) *Supporting actions on human rights and democracy issues in areas covered by EU Guidelines, including on human rights dialogues, on human rights defenders, on the death penalty, on torture, on children and armed conflict, on the rights of the child, on violence against women and girls and combating all forms of discrimination against them, on International Humanitarian Law and on possible new guidelines;***
- 4) *Supporting and strengthening the international and regional framework for the protection and promotion of human rights, justice, the rule of law and the promotion of democracy;***
- 5) *Building confidence in and enhancing the reliability and transparency of democratic electoral processes, in particular through election observation.***

29. Though the response strategy has wide-ranging priorities, the EIDHR operates as part of a broad set of EU instruments, in partnership with Member States and many other donors, in order to achieve sustainable reforms and improvements in the protection of human rights and democratic development. In this context, it is particularly important that the closest possible coordination between the Commission and Member States takes place at all levels, in particular on the ground, in order to ensure effectiveness and consistency of their respective assistance measures. The EIDHR remains an instrument of relatively modest size, working in a selective and strategic fashion. It therefore needs to act primarily as a catalyst to assist in bringing about more sustained developments or action by other actors or instruments.

30. Under all the objectives, the response strategy complements the geographical programmes (the Instrument for Pre-Accession Assistance (IPA), including the recently established Civil Society Facility, the European Neighbourhood and Partnership Instrument (ENPI), the European Development Fund (EDF), the Development Cooperation Instrument (DCI), Financing Instrument for Cooperation with Industrialised and other High Income Countries (CIC) and the DCI-based thematic programmes, especially those on non-state actors and local authorities in development, on Investing in people, and on Cooperation with third countries in the areas of migration and asylum, as well as the Instrument for Stability (IfS), which integrate the protection of human rights and underpin democratic processes in various ways. Activities planned under these thematic programmes are thus outside the particular focus of the EIDHR and the response strategy developed by the present Strategy Paper.

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institutions and organisations, and networks thereof at local, national, regional and international level (Article 10(1) a) Regulation (EC) No 1889/2006).

31. In complementing geographical and thematic programmes, the EIDHR enjoys considerable independence of action, not requiring the consent of the governments of the countries concerned for its funding activity and not being subject to the long-term programming approach of geographical programmes. This enables the EIDHR and the present Strategy Paper to focus on sensitive political issues and innovative approaches and to cooperate directly with local civil society organisations that need to preserve independence from public authorities, as well as to be active in countries that may be described as “difficult partnerships”.

32. The response strategy seeks to be “conflict sensitive” within the meaning of Article 2(1)(a) vii) of Regulation (EC) No 1889/2006, helping to tackle “root causes”, such as measures to combat discrimination, or building consensus in society to pursue reconciliation processes in post-conflict and fragile situations. Where necessary, the response strategy is interfaced with crisis response interventions envisaged under the Instrument for Stability. As regards the fight against impunity for serious international crimes, the EIDHR will maintain its long-term commitment in support of the International Criminal Court. Regarding specific post-conflict criminal justice mechanisms, however, including special tribunals, the Instrument for Stability and geographical programmes share the main responsibility for operational support that may be required, though the EIDHR may play a subsidiary role.

33. EIDHR’s aim is to finance activities to enhance human dignity worldwide, through the protection and promotion of ALL human rights, including the ratification of relevant international conventions and protocols. Moreover, the EIDHR will strengthen its role in supporting initiatives to protect and promote economic, social and cultural rights, including by advocating for the signature and ratification/accession of the CESCRR and of its optional protocol.

34. The EIDHR can support initiatives on human rights and transnational corporations and other business enterprises, complementing other actions supported by the European Commission in the framework of its policy on corporate social responsibility.

35. Throughout the response strategy and in projects under all the objectives, the mainstreaming of gender equality, non-discrimination, the rights of the child, the rights of indigenous peoples, the rights of migrants and the rights of persons with disabilities will be ensured. All projects will need to show, whenever relevant, how these issues are taken into account in the design, implementation and monitoring of their activities. In many instances, in particular but not only under Objective 2, there is also wide scope for specific activities with and for these target groups. Principles such as empowerment, participation, fight against discrimination, racism and xenophobia, support to discriminated groups/people in vulnerable situations and accountability will be adequately taken into account.

36. Civil society projects supported by EIDHR should be encouraged to include, when relevant, a multilateral element such as advocacy, preparation of reports, presentation of results, lessons learned or networking vis-à-vis UN and regional systems.

37. When possible, communication and visibility aspects of the EU’s external human rights policy will be systematically mainstreamed into the EIDHR project implementation in line with the Commission’s communication and visibility manual.

#### OBJECTIVE 1

*Enhancing respect for human rights and fundamental freedoms in countries where they are most at risk*

38. The focus will be on countries where there is a serious lack of fundamental freedoms, where human security is most at risk, where human rights defenders are under most pressure, where civil society operates with difficulty and where there is little room for political pluralism. The gravity of the situation and the effectiveness of the action will be the key considerations for assessing and prioritising project proposals.

*Thematic focus*

39. Within the framework of Objective 1, activities to be supported will focus in particular on:

- i) the right to freedom of thought, conscience and religion or belief;
- ii) the right to freedom of opinion and expression including artistic and cultural expression, the right to information and to communicate, including freedom of the media, fight against censorship, and access to the internet;
- iii) the right to freedom of peaceful assembly and association, including the right to form and join a trade union;
- iv) the right to freedom of movement within the borders of a state, and the right to leave any country, including one's own, and to return to one's country;

40. All projects should embody a pluralistic and non-discriminatory view of society and promote a holistic approach to human rights. Provided the focus is on freedoms identified above, projects may be combined with campaigning on particular human rights issues.

41. Given the reality of countries covered under objective 1, the main purpose of activities implemented under this objective is to provide tangible support and means of action to local civil society and to contribute to its work, carried out in very difficult circumstances. Where possible, projects should be designed to produce specific results and hence include an appropriate mix of activities ranging from monitoring, public information and awareness-raising to capacity building and dialogues with key stakeholders. Ideally, they should aim at building broad coalitions of support among a wide range of local stakeholders and civil society organisations and contribute to empowering local populations to continue claiming their rights beyond the life of the project. Projects may use other "entry points", such as social, economic and cultural rights, though the aim and the intended impact should relate to the fundamental freedoms identified above and keeping in mind the holistic approach to human rights.

42. Projects may include operations "out of country" - in neighbouring countries, with the diaspora or refugee community. They may also include transnational and regional operations with regional networks or organisations, for example to develop peer pressure, provided they are targeted towards specific positive change in a given country situation.

43. New modalities of assistance in line with the revised Financial Regulation may become particularly relevant in the situations targeted under Objective 1. Where specifically justified, the usual practice of publishing information about EU-sponsored activities may be modified. In addition, due to the fact that Objective 1 projects will sometimes be implemented in extremely difficult environments, there is a higher degree of uncertainty and risk, as compared to projects implemented under normal cooperation circumstances.

*Geographical focus*

44. The countries targeted are those where fundamental freedoms as identified above are the least secure, and where disrespect for these freedoms is particularly pronounced. These situations can be characterised by the following selected indicators relating to violations of basic human rights as contained in the UN Declaration on the Rights of Human Rights Defenders of 9 December 1998<sup>28</sup>:

- i) Limitations on the right to freedom of association (e.g. regular and widespread obstacles to registration of civil society organisations and their independent operation, forced closure of civil society organisations, and physical threats to their members);
- ii) Limitations on the right to freedom of peaceful assembly (e.g. frequent prohibition or violent repression of peaceful protests);
- iii) Limitations on the right to freedom of expression, to information and to communicate (e.g. regular repression of and major reprisals for criticism of public policies, obstacles to collection, publication and dissemination of information on human rights, including access to the internet; general censorship);
- iv) Threatening and insecure environment, which seriously undermines right to life and physical and mental integrity (e.g. extra-judicial killings, death threats, beatings, torture, rape and ill treatment during questioning or detention);
- v) Limitations on the right to a fair trial and due process (e.g. regular occurrences of disregard of due process, arbitrary arrests and detention, lack of impartial tribunal and appropriate jurisdiction, restrictions on the exercise of legal defence, legal harassment on baseless charges).

45. Priority will be given to activities addressing countries where human rights problems and violations are particularly widespread and systematic. These situations are to be specified by grant applicants, with reference to independent monitoring reports, wherever possible. The above indicators contribute to establishing project relevance: the graver the situation, the higher the priority. Transnational and regional activities may also be supported provided the focus is on situations as described above.

46. In addition, projects may be carried out in relation to a specifically designated area within a country or in an area which lies under the effective control of a third country, where the human rights situation is particularly grave, independently of the overall human rights situation in the country concerned (e.g. Territory/area under the control of an occupying power; area under emergency rule, etc.).

#### *Actors*

47. Actors will be primarily civil society organisations, based in the EU, in the region or in the country itself. Local (formal or informal) organisations, as well as individuals are to be involved though the particular circumstances of each situation will determine how this may be done by limiting risks in as much as possible or creating further resistance to democratic reform. International organisations and other actors within the meaning of Article 10(1) of Regulation (EC) No 1889/2006 may also be associated especially where they can offer particular access and means of action. Given the sensitive nature of action under Objective 1, political support and complementary action through other EU tools, such as political dialogue, may be of great importance. In particularly sensitive cases, coordination with the Commission shall be ensured before the beginning of project activities to fine-tune project modalities and close information links will need to be maintained with Commission services<sup>29</sup>.

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<sup>28</sup> With reference also to the work of the Observatory for the Protection of Human Rights Defenders.

<sup>29</sup> Or the local Presidency mission in cases where there is no Commission Delegation.

**OBJECTIVE 2**

***Strengthening the role of civil society in promoting human rights and democratic reform, in facilitating the peaceful conciliation of group interests and in consolidating political participation and representation***

48. Under Objective 2, all human rights concerns - political, civil, economic, social and cultural – and all aspects of democratisation may be considered. The emphasis will be on assisting civil society to develop greater cohesion in working on human rights, political pluralism and democratic political participation and representation, in contributing to the peaceful conciliation of group interests and peace building, combating discrimination on any ground, in contributing to conflict prevention and in developing equal participation of men and women in social, economic and political life, thus becoming an effective force for positive change, through cooperation among local civil society organisations and stakeholders. There is indeed wide scope for specific activities in the fields of gender equality, rights of persons belonging to minorities, the rights of the child, protection of discriminated groups/people in vulnerable situations including the rights of migrants, of indigenous peoples, of LGBT persons and the rights of persons with disabilities. The focus of Objective 2 will be on those countries where there is both a strong need for more effective action on the part of civil society organisations and sufficient freedom and room for manoeuvre for human rights and democracy advocacy. Specific country priorities will be established on the basis of EU policy considerations. An increased space should also be given to the needs and priorities expressed by local civil society. This implies primarily a country approach, with support schemes managed at country level by European Commission Delegations, building on the experience with micro project facilities under the previous European Initiative for Democracy and Human Rights. Transnational and regional activities are also envisaged under Objective 2.

**Country-based support schemes***Thematic focus*

49. Five areas of activity are envisaged:

- i) the ***pursuit of common agendas for human rights and democratic reform*** based on cooperation among civil society organisations working in mutual support, building coalitions across different regions, communities and identity groups and a range of socio-economic actors, including independent political platforms or foundations. Themes will derive from those local concerns and priorities which are conducive to mobilising broad support and effective outcomes (for instance, action of civil society organisations supporting the adoption of NGOs laws respectful of international standards, action aiming at legislative change to promote women's rights, non-discrimination or rights of persons belonging to minorities, to protect the rights of indigenous peoples, LGBT's rights, on a fairer electoral system, including reinforcing the capacity of local civil society to accompany, monitor and ensure a proper follow-up to the election process,

on trade union rights, democratic oversight of the security sector, on the abolition of the death penalty, on prevention of torture and ill-treatment, on access to primary education, on the reduction of maternal mortality, or on promoting decent working conditions). Specific support can be provided, where relevant, for concerted civil society monitoring action, for example in the context of the accession process, the European Neighbourhood Partnership Action Plans, interaction with the pan-African human rights institutions, regional organisations, as well as in monitoring international human rights commitments (such as, for instance, the Universal Periodic Review at UN level). Such common agendas should ensure broad-based participation, with explicit mainstreaming and monitoring of women's and children's rights, rights of persons with disabilities, and the rights of persons belonging to minorities and indigenous peoples;

- ii) **building towards consensus on disputed or controversial areas of policy** in deeply divided societies, by means of civil society dialogues which seek to bridge societal divides and which bring together a wide range of stakeholders to share experience and analyse common problems. Policy issues may relate, for instance, to peaceful conciliation of group interests and the prevention of violent conflicts, transitional justice and reconciliation, including support to activities related to the International Criminal Court and including the specific role of women in such processes, non-discrimination measures, the rights of persons belonging to minorities, and indigenous peoples' rights, migrants, land reform, and control of natural resources, the promotion of social dialogue, in a broader perspective of strengthening democratic institutions and human rights;
- iii) **enhancing political representation and participation**, including the empowerment of women and other underrepresented groups such as young people, indigenous peoples and minorities, persons with disabilities, as well as responsiveness and accountability, by means of initiatives by civil society in dialogue with "political society" (e.g. with political parties, groups of parliamentarians or legislative bodies);
- iv) initiatives to **enhance the inclusiveness and pluralism** of civil society, for example by supporting activities and capacity-building of new or fragile civil society organisations formed by groups whose interests are underrepresented, or otherwise contributing to the empowerment of such groups (e.g. children, minority groups – such as, for instance, ethnic, linguistic and religious minorities, indigenous peoples, persons subject to caste-based and other discrimination, people with disabilities, women workers, rural groups, internally displaced persons, migrants etc.), and initiatives to promote independent media excluding hate media.;
- v) **activities aimed at promoting the issues covered by EU guidelines on Human Rights** at local level (see objective 3, below).

#### *Geographical focus*

50. The geographical focus will be on countries where:

- i) the context allows for the development and activities of civil society organisations (including human rights and democracy advocacy bodies), but where the latter may be without much organisational capacity, influence or cohesion; **and**
- ii) there is a well-founded need for more effective action by civil society organisations in the field of human rights and democratisation whereby civil society can become a sustainable force for positive change and reform.

51. Basically, all countries are potentially eligible under CBSS. A specific country list will be established on an annual basis in the context of the Annual Action Plan. Priorities will be determined

on the basis of policy considerations (see above, point 50 i) and ii), assessments of EU delegations, as well as needs and interests expressed by local civil society.

#### *Actors*

52. Actors will be primarily civil society organisations with no *a priori* geographical restrictions. Given the nature of the objectives, however, it is expected that the focus will be on in-country civil society organisations, which may wish to cooperate with regional, European-based or other organisations and national public-sector institutions<sup>30</sup>. Projects will preferably be based on partnerships of civil society organisations or, where justified, may require the close involvement of a range of in-country organisations and stakeholders. In order to reach out to under-represented groups, civil society organisations will be encouraged to team up with community-based organisations and other representative structures of such groups. Civil society organisations include independent political foundations. National parliamentary bodies are included as eligible partners when this is necessary to achieve the objectives of the EIDHR<sup>31</sup>.

#### **Transnational and regional activities**

##### *Thematic focus*

53. Dialogue and practical cooperation activities aimed at assisting the peaceful management, mediation or resolution of conflicting interests or sources of deep-seated conflict or potential violent conflict. The focus will be on regions which are plagued by conflicts with transnational implications (e.g. Eastern Europe, the Caucasus, the Middle East, the Mano River region, the Great Lakes region, the Horn of Africa, the Andean region, South-East Asia or Central Asia). Activities may seek to strengthen transnational networks, promote solutions on divisive matters (e.g. of citizenship, migration, refugees and asylum), support reconciliation among leading stakeholders and civil society organisations from neighbouring countries, and to develop civil society based early warning systems.

54. Activities aimed at reinforcing the role of civil society and its interaction with universal, international and regional human rights mechanisms and policies, as well as intergovernmental or political bodies, including monitoring and implementation of International Human rights commitments (ex: UN HRC, the Universal Periodic Review, African Union bodies, Interamerican bodies, Asean Intergovernment Human Rights Commission, EuroMed, Union for the Mediterranean, International Conference on the Great Lakes Region, etc.). Moreover, regional civil society activities in the following areas may be supported (non exhaustive list): women in politics, domestic violence, female genital mutilation and all forms of cultural and traditional coercions, trafficking in human beings and all forms of modern slavery, rights of indigenous peoples and persons belonging to minorities, migrants' rights, democratisation of political parties and local civil society organisations.

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<sup>30</sup> National public-sector institutions include National Human Rights Institutions.

<sup>31</sup> Article 10(1) c) of Regulation (EC) No 1889/2006.

*Geographical focus*

55. Conciliation and mediation activities will be supported in specific “sub-regions” plagued by conflicts with transnational implications.

*Actors*

56. Civil society organisations will be both the main implementing bodies and the target. Given the nature of the objectives, it is expected that the focus will be on regional civil society organisations and their networks, with support from European-based or other organisations. Regional and international parliamentary bodies as well as regional and local public-sector non profit agencies and institutions are included as eligible partners when this is necessary to achieve the objectives of the EIDHR.

### OBJECTIVE 3

*Supporting actions on human rights and democracy issues in areas covered by EU Guidelines, including on human rights dialogues, on human rights defenders, on the death penalty, on torture, children and armed conflict, on the rights of the child, on violence against women and girls and combating all forms of discrimination against them, on International Humanitarian Law and possible future guidelines*

#### *Thematic focus*

57. The thematic focus under this objective is on providing support to activities focusing on issues covered by the EU Guidelines on Human Rights, including Human Rights Dialogues, Human Rights Defenders, the Death Penalty, Torture and other Cruel, Inhuman or Degrading Treatment or Punishment, Children and Armed Conflict, the Rights of the child, Violence against women and girls and combating all forms of discrimination against them, International Humanitarian Law and possible future guidelines.

58. As for the **EU Guidelines on Human Rights Dialogues**, EIDHR support will focus on strengthening the involvement of civil society at local level in the dialogue process and thus enhancing genuine transparency and legitimacy vis-à-vis civil society. This will, in particular, take the form of seminars, conferences, studies, at local and regional level organised in preparation for and follow-up of the formal dialogue.

59. The **EU Guidelines on Human Rights Defenders** (HRDs) underpin the assistance given under Objective 3 to human rights defenders, as defined by Article 1 of the UN Declaration on the Right and Responsibility of Individuals, Groups and Organs of Society to Promote and Protect Universally Recognized Human Rights and Fundamental Freedoms. Human rights defenders are considered not only natural persons but also groups of natural persons without a legal personality and civil society organisations.

60. Assistance to human rights defenders under the EIDHR will aim at strengthening the status of human rights defenders and their fundamental rights, including, the right to a fair trial and due process of law according to international standards, right to freedom of expression and assembly and supporting their activities such as documenting violations, seeking remedies for victims of such violations, or combating cultures of impunity which serve to cloak systematic and repeated breaches of human rights and fundamental freedoms. Assistance may also include support to capacity building of HRDs organisations.

61. Support to HRDs under the EIDHR will also ensure the protection of defenders, including situations of need of urgent protection and support, according to the provision laid out in Article 9(1) of Regulation (EC) No 1889/2006. A broad range of assistance measures ranging from securing physical integrity of a human rights defender and her/his immediate family to accompanying registration procedures of civil society organisations may be envisaged.

62. The **EU Guidelines on the Death Penalty** provides the general framework for EIDHR assistance in this area. EIDHR support under this Objective aims at promoting the restrictive use of, the establishment of a moratorium on, and the abolition of the death penalty. Activities may include:

- i) monitoring conditions of the use of the death penalty and the application of international minimum standards;
- ii) provision of legal aid and assistance to persons at risk of or prisoners awaiting execution;
- iii) support for legal and constitutional reform to restrict or abolish the death penalty;
- iv) promotion of the signature, ratification and implementation of the Second Optional Protocol to the International Covenant on Civil and Political Rights and other relevant international and regional instruments.

63. EIDHR support may also aim at the development of national, regional or global abolitionist coalitions, and at advocacy, lobbying and raising awareness among the public and key decision-makers on the principal arguments against the death penalty. However, such projects must be focused, strategic and combined with other activities as mentioned above. In certain cases, projects which use scientific approaches to expose miscarriages of justice or contribute to a reduction in the use of the death penalty, such as studies of forensic evidence or DNA techniques, may also be supported.

64. The **Guidelines to EU policy towards third countries on torture** constitute the background for action under Objective 3. In this context, particular attention will be paid to the ratification and effective implementation of all aspects of the UN Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT), its Optional Protocol, which as well as of other relevant international and regional instruments, concern the prevention of torture and other forms of ill-treatment in all circumstances and the provision of comprehensive rehabilitation services for torture victims.

65. EIDHR will support actions based on an integrated approach to the fight against torture and other forms of ill-treatment, which contribute directly to preventing or reducing its prevalence. All projects should refer to the international framework and be placed in the broader context of the fight against impunity and support for the rule of law for all.

66. Where relevant, activities may be linked to a post-conflict agenda of justice and reconciliation or campaigning against a culture of violence in society, including the phenomena of rape, domestic violence and trafficking in human beings. Rather than diluting the focus on torture, these broader dimensions should serve to reinforce the effectiveness of action against torture, building up a broader coalition of civil society actors.

67. Projects should be designed to produce specific results and hence include, where possible, an appropriate mix of activities, e.g. campaigns addressing the normative framework and enforcement provisions with a specific focus on the promotion and implementation of the Optional Protocol to the CAT, training<sup>32</sup> and education, monitoring and information activities.

68. EIDHR will also support rehabilitation activities which aim at restoring the victim's right to remedy and reparation, and which takes a comprehensive approach encompassing elements of medical and social rehabilitation as well as of legal redress. Attention should be paid to the special needs of

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<sup>32</sup> EIDHR is not an instrument to cater for large-scale training programmes for judicial, police or medical personnel. These should be normally be mainstreamed as part of « governance » support in geographical programmes agreed with governments or otherwise handled by other donors. Civil society action may nevertheless pilot such action and help create an environment in which public authorities are more ready to engage in policy changes and appropriate capacity-building activities.

women and children. Activities should also contribute to strengthening the monitoring of the prevalence of torture, for example through providing data that can be used in prevention activities.

69. These actions should seek to strengthen local professional capacity and networking and enhance the sustainability of local services' capacity. A local organisation should therefore figure as project partner.

70. The **EU Guidelines on Children and Armed Conflict** provide the background for EIDHR assistance to civil society activities under Objective 3 contributing to the establishment of effective measures to protect children from the effects of armed conflict, to end the use of children in armies and armed groups in any capacity, ensuring the effective incorporation and implementation into national legislations of the international legal provisions on protection of children in conflict and post conflict situation, and to end impunity.

71. The EIDHR will, *inter alia*, support actions which aim at preventing child recruitment or promoting their early release, enhancing children's participation in disarmament, demobilisation and reintegration (DDR) programmes and transitional justice frameworks, tracing family members, promoting redress and social reintegration, supporting psycho-social and rehabilitation programmes focused on children, and monitoring and assessing the situation in different countries or regions. Acknowledging the particular vulnerability of girls, specific attention should be paid to them. The activities should be in line with the Paris Principles and Guidelines on Children Associated with Armed Forces or Armed Groups of February 2007.

72. The **EU Guidelines for the Promotion and Protection of the Rights of the Child** provide the background for assistance, to ensure that all rights of the child are observed as a matter of priority in the EU's external actions. The Guidelines emphasise the need to i) combat and discourage all violations of children's rights; ii) encourage third states to adhere to and implement international norms and standards as well as cooperate with international human rights mechanisms and procedures; iii) promote and support national legislative reforms, independent national institutions for child protection, and child-friendly budgeting; iv) reinforce capacity for the promotion and protection of children's rights at the national level; v) improve monitoring and reporting processes and structures on children's rights; iv) promote child participation; v) develop awareness-raising programmes.

73. The **EU Human Rights Guidelines on Violence against Women and Girls and Combating all Forms of Discrimination against Them** highlight the pressing need to: (i) promote gender equality and combat discrimination against women (obstacles to exercising their socio-economic and political rights increase women's exposure to violence); (ii) collect data on violence against women and develop indicators; (iii) devise effective, coordinated EU strategies; (iv) combat the impunity of perpetrators of violence against women and achieve access to justice for victims; and (v) assist in implementation of Security Council Resolutions 1325 (2000), 1820 (2008), 1888 (2009) and 1889 (2009). The Guidelines recognise the specific role of bilateral and multilateral co-operation to support projects, in co-operation and through civil society organisations.

74. The **EU guidelines on promoting compliance with international humanitarian law (IHL)** set out the operational tools at the disposal of the EU to promote compliance with IHL: political dialogue with third States; general public statements; demarches and public statements about specific conflicts; restrictive measures and sanctions against states or non state parties to a conflict of individuals; cooperation with other international bodies; crisis management operations, whose mandates can include reference to prevention and suppression of violations of IHL; individual responsibility to ensure

that there is no impunity for war crimes; training and education on IHL; exports of arms in relation to the European code of conduct on arms exports.

#### *Geographical Focus and Actors*

75. EIDHR support to strengthening the involvement of civil society in human rights dialogues will focus on those countries which are engaged in human rights dialogues with the European Union. Actors will be civil society organisations based in the EU and/or the country concerned. However, civil society from other third countries can also be involved if this is useful to enhance capacity building and transfer of know-how and sharing of best practices.

76. Intimidation, harassment and persecution of **human rights defenders**, in particular of those engaging in promoting fundamental freedoms targeted under Objective 1, are spread around the globe. No specific geographical focus or limitations on eligibility are therefore foreseen under Objective 3. Actors will be primarily civil society organisations, based in the EU, in the region or in the country itself. *Ad hoc* measures under Article 9(1) of Regulation (EC) No 1889/2006, will directly involve human rights defenders in need of urgent protection, as well as civil society organisations whose primary statutory objective is to provide support and protection to human rights defenders. These organisations will provide the necessary support to individual human rights defenders within the framework of a project funded under the EIDHR.

77. Support for activities promoting the abolition of the **death penalty** will be global, including industrialised and other high-income countries. Particular attention should be paid to countries where the death penalty situation is in flux, i.e. where capital punishment is on the verge of being either re-introduced (for example through the lifting of a long-standing moratorium) or abolished, and to countries where the death penalty is most in use. Actors will be primarily civil society organisations based in the EU, in the region or in the country concerned.

78. **Torture** and other forms of ill-treatment are widespread, a systematic practice in some countries, especially prevalent in conflict zones, but also common in countries with an otherwise reasonable record of respect for human rights. The victims of torture, who may be survivors of civil conflict, former detainees, refugees, asylum seekers or displaced persons etc, are spread around the globe, facing difficulties which may be medical and psychosocial, but also legal, social and economic. While activities in all third countries and in EU Member States may continue to be eligible, support to rehabilitation activities in third countries will be considered as a priority. In line with the external dimension of the Instrument, support to activities within the EU will only address situations where access to rehabilitation remains demonstrably insufficient so as to avoid that the phasing out of EIDHR support will be at the cost of torture victims. Instead, Member States should assume a greater financial responsibility for rehabilitation centres situated in their territories, in line with the provisions of the CAT and relevant EC legislation<sup>33</sup>, Actors will be civil society organisations based in the EU, the region or the country concerned. Close links and information exchange with Commission Delegations will be important, not least since torture prevention is to figure in political dialogue, especially with reference to ratification and implementation of the CAT and other relevant instruments.

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<sup>33</sup> Including Council Directive 2003/9/EC of 27 January 2003 laying down minimum standards for the reception of asylum seekers.

79. Assistance for measures in favour of **children affected by armed conflict** is a global issue, as identified by the UN Special Representative on Children in Armed Conflicts and the UN Security Council Working Group on Children in Armed Conflicts. A particular focus has to be given to countries where this situation is particularly urgent and that have been identified as priority countries for the implementation of the EU Guidelines. Actors are primarily civil society organisations, preferably based in the region or the country concerned.

80. The **EU Guidelines on the rights of the Child** cover the protection and promotion of children's rights at global scale and cover all violations. A particular attention should be given to combating violence against children, which has been identified as the first priority area for EU intervention under the Guidelines. Actions should be undertaken primarily by civil society actors, based in Europe or in the region or country concerned. Actions should be coordinated with initiatives at the regional and country level.

81. The policy for the implementation of the **EU Guidelines on violence against women and girls and combating all forms of discrimination against them** has a global geographical scope. The situation of women's rights is extensively analysed worldwide by CEDAW, Special Procedures of the UN Human Rights Council such as the one on violence against women or the one on trafficking, as well as by the UN gender architecture (UNIFEM, UNFPA, OSAGI...). Actions under Objective 3 should be coordinated with initiatives at the local level and mainly target civil society organisations and organisations based in the region or in the country concerned or in the EU.

#### OBJECTIVE 4

***Supporting and strengthening international and regional frameworks for the protection and promotion of human rights, justice, the rule of law and the promotion of democracy***

82. The general aim is to strengthen international and regional frameworks for the protection and promotion of human rights, justice and the rule of law, and the promotion of democracy in accordance with EU policy priorities. In so far as not covered by other financing instruments and thematic programmes, EIDHR may assist in particular:

- i) The implementation of universal and regional human rights instruments, through the appropriate UN agencies, bodies and mechanisms, the Council of Europe, the Organisation for Security and Cooperation in Europe (OSCE), African Union and other regional organisations. This includes an annual contribution to support operations of the Office of the UN High Commissioner for Human Rights. Specific regional human rights instruments, other than European, may be supported to the extent that they are not benefiting from corresponding regional geographical programmes;
- ii) International criminal justice mechanisms, in particular the International Criminal Court, but also ad hoc international criminal courts and tribunals, including the cooperation of international courts with domestic courts (national tribunals set up under internationally mediated peace agreements

in post-conflict situations will in principle be supported through the Instrument for Stability and relevant geographical programmes); supporting the promotion by civil society of the objectives of such bodies (outreach, assistance and other), including through civil society campaigns at a global level and coalition-building on international justice issues;

- iii) specific international, regional and sub-regional instruments in support of democracy-building initiatives;
- iv) regional networks for the training of specialists in the application of international human rights instruments. This includes grants to support training of practitioners as well as operating costs of the European Inter-University Centre for Human Rights and Democratisation (EIUC) and support to Regional Master's Degrees in Human Rights and Democratisation worldwide.

83. EIDHR support under i) – iii) above will be of a strategic nature designed to contribute to the overall development of partner organisations or the sustainability of particular programmes, where there is a particular justification for EU financial support. It will be based on agreements indicating shared objectives and medium-term development plans. Support may be designed to provide seed funding, to leverage or complement funding from other sources (including from EU Member States,) and to support specific innovations.

84. In the case of iv), an annual grant to support the operating costs of the Venice-based European Inter-University Centre for Human Rights and Democratisation (EIUC) is provided for. This covers the European Master's Degree Programme in Human Rights and Democratisation, the EIUC EU-UN Fellowship Programme, and a range of other training, research and promotional activities in the field of human rights and democratisation. The intention will be over time to increase the number of non-European students, to strengthen the support from the EIUC to the other university networks running Masters' programmes in Human Rights and Democratisation, and to help mobilise funding from Member States and other sources. Also, support to Master's Degree Programmes in Human Rights and Democratisation outside the European Union may continue.

#### **OBJECTIVE 5**

***Building confidence in and enhancing the reliability and transparency of democratic electoral processes, in particular through election observation.***

85. The orientations contained in the Strategy 2007-2010 will remain valid also for the next programming period, including objectives, principles and methodology of Electoral Observation. The aim is to develop electoral observation with a view to encouraging professionalism and transparency in electoral management, discouraging irregularities and abuse, and inspiring confidence in the electoral process. Though elections do not make a democracy, they represent a critical period in the democratic process, which puts to the test the quality of civil and political rights, the design of the political system, notably the electoral system, the functioning of public institutions (such as the

election management authority, the police and the judiciary), the pluralism in the media, as well as the more general resilience and depth of the democratic culture.

86. The EIDHR will continue to provide EU Election Observation Missions (EU EOMs) for selected polls, further develop cooperation with other bodies with specialised capacity for electoral observation and contribute to building electoral observation capacity at regional level.

87. EU EOMs will continue to focus on a limited number of polls, which fulfil the criteria of usefulness, advisability and feasibility, as set out in the Communication on EU Election Assistance and Observation and endorsed by the Council in 2001<sup>34</sup>. Priorities will be decided in the light of the calendar of elections, political developments and resources available taking into account the Commission's commitment in principle to keep EOM expenditure within 25% of the total EIDHR budget over the seven-year period<sup>35</sup>. In this context, observation missions adapted to conflict situations and post conflict elections may be further developed. To enhance the effectiveness and impact of EU EOMs, the observation of upstream issues (e.g. voter and candidate registration) and monitoring media will be strengthened. Emphasis will also be placed on acting on early findings (e.g. during the exploratory phase) and on final reports, to ensure that issues are raised as appropriate in political dialogue and that relevant assistance is available as required from geographical programmes<sup>36</sup> or other donors.

88. The Commission has endorsed the new global principles for international election observation<sup>37</sup>. It will work in support of these principles, continuing to cooperate with other bodies experienced in electoral observation, such as the OSCE, with a view to maintaining standards, promoting observation capacity development and making best use of resources. EIDHR will contribute to capacity-building, in particular by further support for training and networking at regional level<sup>38</sup>. EIDHR may also contribute more directly to capacity-building of local civil society organisations and, as appropriate, of regional organisations.

89. Measures of local civil society organisations aimed at supporting implementation of recommendations of EU Election Observation Missions may receive assistance under Objective 5 unless these measures can be supported within the framework of country-based support schemes under Objective 2 of the present Strategy Paper. EIDHR will also continue to support civil society including capacity-building of local civil society organizations and, as appropriate, regional ones.

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<sup>34</sup> COM(2000) 191 final of 11.4.2000, Council conclusions of 31.5.2001.

<sup>35</sup> "The Commission notes the increase of expenditures for EU Election Observation Missions (EU EOM) under the EIDHR in recent years, which is the result of several factors: (i) greater demand for EU EOM deployment from third countries, the Council and the European Parliament, reflecting the recognised quality and professionalism of the missions and their significance as an important external policy tool; (ii) more frequent EU EOM deployment to countries characterized by post-conflict environment, serious security challenges and difficult logistical challenges; (iii) increase in the length of the observation periods and of the numbers of observers deployed.

The Commission takes note of the concern that EU EOM funding under the future EIDHR should not take up a disproportionate share of the total available funds under the financing instrument, by comparison to the support for other priority objectives. Therefore, the Commission confirms its intention to keep EU EOM-related expenditure under the future EIDHR within 25% of the EIDHR budget over the seven-year period of the Financial Perspectives 2007-2013. However, for a given year, this percentage may be increased by a maximum of 5 percentage points in duly justified cases."

<sup>36</sup> Election assistance to develop local capacity for sustainable and professional election management and infrastructure should normally be supported in a timely manner through geographical programmes

<sup>37</sup> The Declaration of Principles for International Election Observation and a Code of Conduct for International Observers endorsed under UN auspices on 27.10.05.

<sup>38</sup> Cf. NEEDS network.

90. In addition to EOMs, the EC will continue to organise experts missions (EEM), to assess electoral processes and issue recommendations on future EU and EC actions.

91. Building on the experience of the past, the policy approach regarding election observation will put emphasis on the following:

- embed EOMs into a broader democracy support strategy in order to increase their impact<sup>39</sup>;
- seek ways to ensure enhanced support to domestic observers;
- seek ways to ensure analysis of the full electoral cycle (e.g. voter and candidate registration, independency and capacity of the electoral administration) and on acting on early findings;
- ensure a more systematic follow up to the EOMs recommendations through EU political dialogue and all EU and EC instruments of cooperation active in the country, in relation to the government and the civil society in particular in the areas of democratization, good governance and electoral reforms, in electoral support as well as in the field of technical assistance or observation/assessment.

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<sup>39</sup> See also the recently adopted Council Conclusions on "Democracy Support in the EU's External Relations (document n° 15479/09, adopted on 17 November 2009) and the Council conclusions of 31.5.2001.

## 5. Multi-annual programming from 2011 to 2013

92. Assistance in building democracy and promoting human rights working by, through and for civil society is central to the EIDHR and represented by all objectives. If the worldwide human rights situation deteriorates markedly and there is clear capacity for action on fundamental freedoms, a shift towards Objective 1 could be envisaged. If on the contrary, there is less response than hoped for under Objective 1, possibly because of insurmountable obstacles to civil society organisations' activity in markedly difficult situations, there could be a shift towards Objective 2, 3 or 4. All EIDHR financial allocations 2011-2013 are indicative and are summarised in the table of Annex I. The actual funding will be decided every year in the framework of EIDHR Annual Action Programme, taking consideration demand and absorption capacities. The framework for the size of grants under each objective will be identified by the Annual Action Programme (AAP) and in the guidelines for the respective calls for proposals.

### OBJECTIVE 1

93. For Objective 1, the **indicative financial allocation** for the period covered by the present Strategy Paper is € 47.2 million, which represents some 10 % of the total available budget from 2011 to 2013. As regards **geographical prioritisation** under Objective 1, the EIDHR seeks to give priority to activities, if they can be effective, in countries where there is a serious lack of fundamental freedoms, where human rights defenders are most under pressure, where civil society operates with difficulty and where there is little room for political pluralism. The gravity of the situation and the effectiveness of the action are to be the key consideration for assessing and prioritising project proposals. Experience shows that not all relevant countries have been targeted by proposals and/or those proposals addressing relevant countries could not be retained for quality reasons. Moreover, frequently proposals were received addressing human rights situations in countries other than those targeted under Objective 1. It is hoped that removing previous indicative financial targets by geographic areas and putting a renewed emphasis on countries showing consistent patterns of serious human rights violations will help to focus effectively on projects of adequate quality, matching Objective 1 priorities. Projects will address countries in all regions of the world and will continue to be assessed on the basis of indicators identified in the Strategy Paper.

94. As regards **expected results** and performance indicators for Objective 1, given the reality of countries covered under this objective, the main purpose of activities implemented under this objective is to provide tangible support and means of action to local civil society and to contribute to its work, carried out in very difficult circumstances. Projects will be selected in the light of their expected results and likely effectiveness. The kind of medium-term outcomes that may be anticipated include:

- i) improved access to information including the internet, or enhanced public awareness and use of methods to bypass restrictions;
- ii) persons at risk, including human rights defenders and journalists brought to trial, receive support to face trial; intimidation and harassment of persons at risk and their families is better faced by victims;

human rights defenders and journalists are able to continue their professional activities; improved information about those held in detention;

iii) strengthening of human rights defenders, e.g. by improved knowledge and resources in matters of legal defence, public mobilisation, monitoring of abuses, access to international support and human rights mechanisms;

iv) human rights organisations brought out of their isolation; their existence, capacities and activities fostered through participation to international/regional events, provision of material support (space for meetings, equipment, etc.) organisation of joint activities whenever possible capacity-building, etc.;

v) public discourse on human rights, democracy or specific issues relevant to human rights is fostered and political debate on these issue is opened up.

95. It should be emphasised that the activities envisaged under Objective 1 are about supporting civil society in some of the most difficult, dangerous and unpredictable political situations that exist in the world. Any lasting impact is difficult to achieve. Despite the best planning and precautions, risk of “project failure”, including premature closure of projects, will always be present and should be considered as characteristic of EIDHR assistance in this context.

96. Apart from the expected results of individual projects, according to benchmarks accompanying each project, the overall purpose and impact of projects funded is greater than a simple aggregation of results of individual projects. A critical mass of EU sponsorship is itself an important indicator of the seriousness with which the EU deals with fundamental freedoms. It is an essential complement to action in the context of the CFSP and by the European Parliament in the field of human rights and democracy-building, in demonstrating financial as well as diplomatic commitment. It can be argued that the public image of EIDHR interventions is just as important as the actual achievements. A strategic indicator for this part of EIDHR is thus the degree of public knowledge about EU action in favour of human rights generally, as well as about EIDHR sponsorship specifically. An increased effort in terms of public information is therefore required in order for EIDHR action under Objective 1 to achieve full potential.

## OBJECTIVE 2

97. Under Objective 2, the **indicative financial allocations** for the period covered by the present Strategy Paper are some € 165.4 million for country-based support schemes, and € 18.9 million for transnational and regional activities. This funding represents 39% of the total available budget for the period of the present Strategy Paper. Commission Delegations managing country-based support schemes will be able to spend up to 10% of the respective annual country allocation for support measures accompanying the implementation of country-based support schemes.

98. There is a common recognition by most actors involved in the implementation of EIDHR, that activities implemented at local level (through local calls for proposals) tend to be closer to the realities of the countries concerned and are likely to have a stronger impact; as a consequence, in the last few years the financing of CBSS has increased compared to the initial allocations of the previous Strategy Paper, both in terms of number of countries covered by the scheme and of the total budget allocation, as shown by the Annual Action Programmes adopted since 2007. For these reasons, the revised Strategy Paper 2011-2013 foresees a significant shift of funding from transnational and regional activities to CBSS. Concerning geographical allocation, some changes have been introduced, to better take into account the experience of the last few years, especially in terms of absorption capacity at local level.

99. **Geographical priorities** for country-based support schemes are explained in point 50 above. The following indicative percentages of share in available assistance by countries of an identified region serve as a guideline:

Western Balkans, Candidate countries	20%
ENPI and Middle East countries	30%
Central and Latin American countries	15%
ACP countries	20%
Asian and Central Asian Countries	15%

For transnational and regional civil society activities under Objective 2, including transregional and exceptionally global activities, assistance should be guided by the following indicative percentages:

Western Balkans and Candidate countries	10%
ENPI and Middle East	20%
Central and Latin America	20%
ACP	25%
Asia and Central Asia	25%

In each of these regions, projects should involve at least two, preferably three countries (or distinct minorities or communities<sup>40</sup>). If take-up in a region is less than optimal, a reallocation of funds may be considered in favour of regions with an overdraft of grant applications.

100. As regards **expected results and performance indicators**, over three years the critical mass of funding of approximately € 185 million for civil society strengthening and cohesion under Objective 2 should make possible a series of achievements at national and transnational level. The general indicators of the increased impact of civil society action on decision-making and political life in the countries covered will be found in media coverage, political discourse, quality of decisions and responsiveness of government to the concerns of civil society organisations. Within the five issues earmarked for Objective 2 country-based support schemes, specific outcomes could cover a very wide range of topics, such as (non exhaustive list):

- i) parliamentary agreement, after concerted CSO campaign, to legislate on gender equality, on the protection of children's rights, on the rights for indigenous people, on the abolition of the death

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<sup>40</sup> For example, Moslems in Sri Lanka, Sahraoui in Algeria, Christians in the Near East.

- penalty, on prevention of torture, on new constitutional provisions for oversight of the military, or on the independent composition of the electoral commission;
- ii) regular reports by a consortia of civil society bodies on the implementation of an European Neighbourhood Policy action plan; an independent detailed diagnosis of challenges to human rights and democracy, endorsed by leading civil society stakeholders (e.g. produced in advance of an African Peer Review Mechanism (APRM) mission);
  - iii) broad consensus between groups with opposing interests on directions for legislation on land reform and compensation, on the terms of reference and resources for an truth and reconciliation commission; regular dialogues established between CSOs divided on religious or ethnic grounds and some common activities launched;
  - iv) multiparty agreement and draft legislation formulated, after CSO dialogues, for women quotas on party lists; party platforms include commitments to make changes in the penal code; creation of an ombudsman; combating discrimination on any grounds; greater decentralisation;
  - v) New CSOs formed, membership developed and activities begun by persons with disabilities; AIDS orphans organise and play an active role in CSO umbrella body; special women's officer and women's section created within main trade union, liaising with women NGOs and the media; campaigns for promotion of non-discrimination legislation launched.

### OBJECTIVE 3

101. For Objective 3, **indicative financial allocations** are made according to activities relating to the respective EU Guidelines on human rights issues.

**Human Rights Dialogues** will receive a total of € 2.3 million over three years. Support to **human rights defenders**, including *ad hoc* measures on the basis of Article 9 of EIDHR Regulation (EC) No 1889/2006, will amount to € 22.16 million. The indicative allocation for activities focusing on the abolition of the **death penalty** will amount to €7 million. For prevention of **torture** and rehabilitation of victims of human rights abuses the indicative financial allocation from 2011 to 2013 is set at €37.9 million. Activities in the fields of **Children and armed conflict**, the **Rights of the child** and **Violence against women and girls and combating all forms of discrimination against them** will receive an operational allocation of € 18.7 million over the three years period.

102. No specific **geographical prioritisation** for assistance under Objective 3 is envisaged. A balance of activity between regions should nevertheless be sought, reflecting the gravity of situations as well as the size and number of countries per region. Activities in all third countries and in EU Member States may be eligible. Assistance for measures in favour of **children in armed conflict** should have a particular focus on countries where this situation is particularly relevant and needs to be addressed.

103. As regards **expected results and performance indicators**, specific funding directed towards **human rights defenders** should improve the level of protection of human rights defenders at risk and reinforce recognition of their activities.

104. As regards activities focusing on the abolition of the **death penalty**, **expected results and performance indicators** could include:

- i) increase in government commitments on ending or restricting the use of the death penalty (laws, ratification of international standards, moratoria, etc);
- ii) legal changes (number of capital offences, exclusion of the mentally ill, right of appeal, etc);
- iii) improvement in conditions of detention for people at risk of, or awaiting, execution;

- iv) implementation of criminal procedures and trial practice which enhance the right to a fair trial;
- v) enhanced availability of public information about the death penalty, death sentences, executions, conditions of detention, etc.;
- vi) attitudinal surveys of public opinion, judicial practitioners, and media attention.

105. As regards **expected results and performance indicators** for activities focusing on **torture prevention and rehabilitation of torture victims**, projects will be selected in the light of their expected results and likely effectiveness. The kinds of outcomes that may be anticipated include:

- i) reduced prevalence of torture, increased reporting of torture, better conditions for proving incidence of torture;
- ii) clearer guidelines for security forces, increased investigations or cases of perpetrators brought to court and sentenced;
- iii) more effective monitoring of torture, ratification and implementation of the CAT and the Optional Protocol to the CAT;
- iv) increase in level of effective rehabilitation, more sustainable funding of rehabilitation, including by Member States.

106. As regards **expected results and performance indicators** for activities focusing on **children and armed conflict**, projects will be selected in the light of their expected results and likely effectiveness. The kind of outcomes that may be anticipated include :

- i) reduced number of children in armed forces and groups;
- ii) increased number of children who have been successfully rehabilitated and reintegrated in the society after the conflict;
- iii) more effective coverage of crimes related to children's rights, such as child recruitment, by the transitional and regular judicial systems (fighting impunity);
- iv) increased societal awareness, including among children themselves, on children's rights in armed conflict.

107. As regards **expected results and performance indicators** for activities focusing on **the rights of the child**, projects will be selected in the light of their expected results and likely effectiveness. The kind of outcomes that may be anticipated include:

- i) increased ratification and implementation of international and regional instruments and increased government commitment to effectively implement international norms and standards as well as cooperate with international human rights mechanisms and procedures;
- ii) enactment or review of national legislation to ensure its compatibility with international norms and standards
- iii) development of national plans, strategies and governmental mechanisms for the promotion and protection of children's rights as well as developing tools for national child-friendly budgeting;
- iv) establishment and promotion of databases, research and analyses on child-rights disaggregated data; establishment of observer capacities, e.g. child ombudspersons;
- v) children consulted in decision making and implementation of policies affecting them and facilitation of child participation;
- vi) enhanced availability of public information via awareness raising campaigns and training.

108. As regards **expected results and performance indicators** for activities focusing on *violence against women and girls and combating all forms of discrimination against them*, projects will

be selected in the light of their expected results and likely effectiveness. The kind of outcomes that may be anticipated include :

- i) Increased access to justice and reparation by victims of violence;
- ii) Increased dissemination of human rights resources on women's rights among duty bearers and relevant authorities;
- iii) Improved availability of data about violence against women and girls;
- iv) Qualitative and quantitative improvement of the civil and political dialogue around reforms on the full implementation of human rights norms and standards on women's rights.

#### OBJECTIVE 4

109. Under Objective 4, the **indicative financial allocation** is €47.2 million for the period covered by the present Strategy Paper. This represents 10 % of the operational available budget for three years.

110. **Geographical priorities** are not strictly relevant, since the nature of Objective 4 is global. In so far as certain international organisations, instruments or policies to be supported may have a regional membership and purpose, the EIDHR will seek to maintain a general geographical balance in its operations under Objective 4 over the period of the present Strategy Paper, whilst taking account of EU policy priorities in this field.

111. Under this objective, specific **contributions based on Article 13(1) of EIDHR Regulation (EC) No. 1889/2006** to the UN High Commissioner for Human Rights with an indicative amount of €4 million annually and grants to the European Inter-University Centre for Human Rights and Democratisation (EIUC) with an indicative amount of €1.9 million annually will be implemented.

112. The **general outcomes** of this component should take the form of reinforced international frameworks for the protection of human rights, the rule of law and the promotion of democracy, to be measured through a rise in ratification and implementation of instruments, greater skills amongst professionals working on human rights issues, and greater public awareness and appreciation. Civil society organisations will have the opportunity to better work and interact with the different institutions, instruments and policies. Specific indicators will be detailed in each individual project or programme.

#### OBJECTIVE 5

113. Under Objective 5, the **indicative financial allocation** for 2011-2013 will amount to €105 million. The total funding of €105 million for the period covered by the present Strategy Paper remains well within the Commission's commitments regarding expenditure for EU Election Observation Missions in the framework of EIDHR Regulation (EC) No 1889/2006<sup>41</sup>. The Commission' commitment to keep EU EOM related expenditure in principle within 25% of the EIDHR budget over the seven year period of the Financial Perspectives 2007-2013 is determined with reference to the financial envelope of Article 19 of Regulation (EC) No 1889/2006.

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<sup>41</sup> See point 87 and FN 30.

114. The EIDHR will seek to maintain a general **geographical balance** in its operations under Objective 5 over the three years 2011-2013, whilst taking account of the calendar of elections, political developments and EU policy priorities in this field.

115. The **implementation** of Objective 5 will follow current practice in line with the Commission Communication on the implementation of EU Election Observation Missions. For capacity building in local observation, selection of providers will be required.

116. As regards indicators, the general outcomes of strengthened electoral observation, including follow-up in the use of relevant financial instruments, should be reflected in relatively transparent and well managed elections, prompt investigation of any alleged irregularities, and improved public confidence in the electoral process.

#### CONTINGENCY

117. In the past Strategy Paper, an **indicative financial allocation** of € 24 million was foreseen as a contingency amount covering Objectives 1 to 5 of the present Strategy Paper.

118. The contingency was introduced to enable **implementation** of **Special Measures** based on Article 7 of EIDHR Regulation (EC) No 1889/2006, regarding unforeseen and duly justified needs and exceptional circumstances not covered by the Strategy Paper. These could have occurred in relation to all Objectives of the Strategy Paper. Moreover, the contingency was introduced as a reserve for additional financing of EU EOM expenditure within the limits of the Commission commitment.

119. Given the flexibility under which EIDHR is implemented (in particular objective 1 permanently open call for proposals) and the fact that the commitments taken by the EC in the Strategy Paper have to be translated every year into Annual Action Programmes, the contingency has not been used in the past programming period. In addition, the increase in political commitments (the new EU guidelines) and the need to reinforce CBSS has requested to find appropriate funding. As a consequence, the contingency has been eliminated under the new programming period (2011-2013) and the budget distributed to some of the most important priorities (Objective 2 CBSS and Objective 3 implementation of EU guidelines).

**- ANNEX 1 -  
EIDHR FINANCIAL ALLOCATIONS 2011 – 2013**

Objective	Indicative financial allocation (in million)			Total in €million (rounded % of grand total)	Regions	Indicative regional share (in%)		
	2011	2012	2013					
<b>Objective 1</b> Enhancing respect for human rights and fundamental freedoms in countries and regions where they are most at risk	15.7	15.7	15.8	47.2 (10)	Global			
<b>Objective 2</b> Strengthening the role of civil society in promoting human rights and democratic reform, in facilitating the peaceful conciliation of group interests and consolidating political participation and representation	55.1	55.1	55.2	165.4 (35)	Country-based support schemes	Western Balkans and Candidate	20	
						ENPI and Middle East	30	
						Central and Latin American	15	
						ACP	20	
						Asian and Central Asia	15	
					18.9 (4)	Transnational and regional activities	Western Balkans and Candidate	10
							ENPI	20
							Central and Latin American	20
							ACP	25
							Asia and Central Asia	25
<b>Subtotal</b> (Obj. 1 and 2)				<b>231.5</b> <b>(49)</b>	<b>Global</b>			
<b>Objective 3</b> Support to EU Guidelines								
<i>Human Rights Dialogues</i>				2.3 (0.5)	Global			
<i>Human Rights Defenders</i>				22.16 (4.7)	Global			
<i>Death Penalty</i>				7.0 (1.5)	Global			
<i>Torture</i>				37.9 (8.0)	Global (including EU)			
<i>Children and Armed Conflict, Rights of the Child and Violence against women and girls and combating all forms of discrimination against them</i>				18.7 (3.95)	Global			
<b>Subtotal</b> (Objective 3)				<b>88.06</b> <b>(18.65)</b>	<b>Global</b>			

<b>Objective 4</b> Supporting the international framework	15.7	15.7	15.8	47.2 (10)	Global	
<b>Objective 5</b> EU Election Observation Missions	34.13	35.09	36.42	105.6 (22.35)	Global	
<b>Grand Total</b>	<b>151.9</b>	<b>157.0</b>	<b>163.5</b>	<b>472.4 (100)</b>		

\* These amounts include up to 10% of the allocation for support measures accompanying implementation of country-based support schemes. In duly justified exceptional cases, this amount can reach 15% of the overall CBSS allocation.