

SUMMARY

Multi-Annual Action Programme 2018-2020 for the European Instrument for Democracy and Human Rights (EIDHR) to be financed from the general budget of the European Union

1. Identification

Budget heading	21 04 01
Total cost	EUR 125,400,000 of EU contribution (budget 2018) EUR 138,124,000 of EU contribution (budget 2019) EUR 141,214,000 of EU contribution (budget 2020)
Basic act	Regulation (EU) No 235/2014 of the European Parliament and of the Council of 11 March 2014 establishing a financing instrument for democracy and human rights worldwide

2. Thematic background

The current multi-annual action programme (MAP 2018-2020) relates to the Regulation (EU) No 235/2014 establishing the European Instrument for Democracy and Human Rights (EIDHR) for the period 2014-2020¹ and its second Multiannual Indicative Programme (MIP) for the period 2018-2020. It should be noted that a Special Measure was launched a few weeks ago to ensure the continuation of activities linked to the Human Rights Defenders Mechanism and the academic year 2018-2019 for the Global Campus. The total cost of this Special Measure amounts to EUR 10,000,000. The general objectives of the EIDHR are set out in Article 1 of the aforementioned Regulation as follows:

- (1) enhancing respect for and observance of human rights and fundamental freedoms, as proclaimed in the UN Universal Declaration of Human Rights and other international and regional human rights instruments, and strengthening their protection, promotion, implementation and monitoring, mainly by providing support to relevant civil society organisations, human rights defenders and victims of repression and abuse; and
- (2) supporting, developing and consolidating democracy in third countries, by enhancing participatory and representative democracy, strengthening the overall democratic cycle, in particular by reinforcing an active role for civil society within this cycle, and the rule of law, and improving the reliability of electoral processes, in particular by means of EU Electoral Observation Missions.

The MAP 2018-2020 is firmly rooted in the EU policy priorities in the area of human rights and democracy. The EU Global Strategy of June 2016 provides a clear vision for the EU's engagement in the wider world and presents an agenda for EU external action with human rights and democratic principles at its core. The second EU Action Plan on Human Rights and Democracy (2015-2019), adopted in 2015 following the April 2015 Joint Communication

¹ Regulation (EU) No 235/2014 of the European Parliament and of the Council of 11 March 2014 establishing a financing instrument for democracy and human rights worldwide (OJ L 77, 15.3.2014, p. 85).

"Keeping human rights at the heart of the EU agenda", reinforces the implementation of the EU human rights and democracy policy with a special emphasis on strengthening local ownership and on invigorating support to Human Rights Defenders.

The 2030 Agenda with its set of Sustainable Development Goals (SDGs) reflects a human rights-based vision on sustainable development. It strives to ensure that no one is left behind. While – due to its overall focus on human rights – the MAP 2018-2020 contributes to the implementation of the 2030 Agenda and related Sustainable Development Goals as a whole, its main direct contribution is towards the Sustainable Development Goal 16 ('promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels') and Sustainable Development Goal 5 ('achieve gender equality and empower all women and girls').

The MAP 2018-2020 also directly contributes to three areas of the new European Consensus on Development "Our World, our Dignity, our Future": (i) People - Human development and dignity, (ii) Peace – Peaceful and inclusive societies, democracy, effective and accountable institutions, rule of law and human rights for all, and (iii) Partnership.

In addition, all actions under this MAP will be implemented through a Rights-Based Approach (RBA) to development cooperation, encompassing all human rights,² and will contribute to the implementation of the Gender Action Plan 2016-2020 (GAP II).³

The implementation of the MAP activities in individual countries will be based on the relevant policy analysis and aligned with thematic priority setting provided under the EU Human Rights and Democracy Country Strategies (HRDCS) adopted by EU Heads of Missions (HoMs) and validated by the Council, providing a country situation analysis over a 4-year period, from 2016 to 2020.

3. Summary of the Action Programme

Background

The priority of the present MAP is to deliver on four of the five specific objectives of the EIDHR MIP 2018-2020: 1) Support to human rights and human rights defenders in situations where they are most at risk, 2) Support to other EU human rights priorities; 3) Support to democracy; and (5) Support to targeted key actors and processes, including international and regional human rights instruments and mechanisms.⁴

All actions of this MAP build on the EIDHR key features of independence of action from the consent of third country governments, worldwide coverage, primary partnership with civil society organisations, and flexibility and adaptability. These features warrant unique actions, allowing interventions in the most difficult contexts and in cases of serious human rights violations or urgent need for protection, and including those countries that do not benefit from the EU bilateral development cooperation. The implementation modalities reflect these key features.

² Cf. Council conclusions on a rights-based approach to development cooperation, encompassing all human rights, 19 May 2014, and art. 3.8 DCI. https://ec.europa.eu/europeaid/sectors/rights-based-approach-development-cooperation_en.

³ 13201/15 - Council conclusions on Gender Action Plan 2016-2020, adopted by the Council at its 3420th meeting held on 26 October 2015. (<http://www.consilium.europa.eu/media/24467/st13201-en15.pdf>).

⁴ The objective number four is addressed by a Special Measure 2018 and annual action programmes exclusively dedicated to EU Election Observation Missions (EU EOMs).

This MAP addresses a broad-range of actors and multiple-levels of the human rights architecture, in order to provide as comprehensive of an approach as possible. Therefore, actions target individuals, civil society groups and organisations, political society, private sector, education institutions, national human rights institutions, as well as regional and international human rights actors.

Coherence with the programming documents:

The MAP 2018-2020 is closely aligned with the EIDHR programming documents. In line with the EIDHR MIP 2018-2020, the current MAP:

- Reacts to the deteriorated human rights and democracy situation worldwide by reinforcing the EU's capacity to protect and strengthen the human rights defenders and organisations under threat and in the most difficult situations and by focusing on countering the phenomenon commonly labelled as shrinking space for civic, democratic and civil society work;
- Puts civil society organisations working on the ground at the heart of its actions, empowering them in their quest for and defence of human rights and democracy and in their specific role as actors for positive change;
- Sees democracy and human rights as inextricably linked in its actions related to promotion and protection of fundamental freedoms, pluralism in political life, participation of citizens in decision-making, increasing accountability, oversight and transparency, and in civil society activities related to elections and follow-up to election observation;
- Promotes effective multilateralism and strategic partnerships, contributing to reinforcing capacities of international, regional and national frameworks for promotion and protection of human rights, democracy and the rule of law.
- Achieves a near worldwide coverage and provides a response tailored to local considerations through its country-specific scheme (i.e. 65% of the overall budget managed directly by the EU delegations in third countries).

A concerted effort has been made to respond to the indicative financial allocations for the objectives of the EIDHR MIP 2018-2020 (Annex 3). It must be, however, recognised that the targeted objectives are linked and mutually reinforcing and thus a clear categorisation of the presented actions is difficult as each action may address several of the objectives.

Identified actions

The programme is implemented by thirteen actions:

- Action 1, 'Support to Human Rights Defenders in situations where they are most at risk', will provide protection and support in order to enable human rights defenders as well as organisations to perform their work and functions in contexts where they are the most vulnerable and threatened. Under this action the *EU Emergency Fund for Human Rights Defenders at Risk* and the *EU Human Rights Defenders Protection Mechanism* will be established. It will be implemented by two grants for an indicative amount of €4 million in 2018 and an indicative amount of €15 million in 2019.
- Action 2, 'EIDHR Human Rights Crises Facility', will support civil society organisations in the promotion of human rights and fundamental freedoms in some of the world's most difficult, dangerous and unpredictable political situations and/or where they are the most vulnerable and threatened. The action will be implemented by grants, for an indicative annual amount of €3.5 million in 2018, 2019, and 2020.

- Action 3, 'Supporting Human Rights Priorities – EIDHR Global Calls', will support civil society promotion of human rights and fundamental freedoms. Three annual global calls for proposals targeting the following priority themes are foreseen:(i) human rights and human rights defenders most at risk and shrinking democratic, civic and civil society space, (ii) human dignity, business and human rights, child rights, and (iii) support to democracy. It is expected that approximately 70 civil society projects will be funded, for an indicative amount of €22 million in 2018, €18 million in 2019 and €24.5 million in 2020. The action will be implemented by grants.
- Action 4, 'Support to local civil society action through Country-Based Support Scheme (CBSS)', is expected to result in 850 projects in support of civil society organisations, democracy activists and human rights defenders working on critical human rights and democracy issues in third countries. This action will be managed by the EU delegations. The action will be implemented by grants (with limited support of service contracts), for an indicative amount of € 84.7 million in 2018, €86.274 million in 2019, and €99.814 million in 2020.
- Action 5, 'The 7th World Congress against the death penalty - Supporting the international momentum in favour of abolishing the death penalty', will co-finance the 7th World Congress Against the Death Penalty which is to take place in Brussels in February 2019. It will be implemented by a grant to 'Ensemble Contre la Peine de Mort', for an indicative amount of € 750,000 in 2018.
- Action 6, 'A global programme to improve Indigenous Peoples' participation to UN Human Rights system, access to justice and development', will aim at ensuring effective recognition of indigenous peoples rights as defined in the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), in giving the indigenous peoples the opportunity to make their voices heard and their priorities addressed in the framework of the 2030 Agenda. It will be implemented by one grant to DoCIP – The Indigenous Peoples' Centre for Documentation, Research and Information – for an indicative amount of €2 million in 2018 and one grant to the Indigenous Navigator for an indicative amount of €1 million in 2020.
- Action 7, 'Supporting key actors – Office of the United Nations High Commissioner for Human Rights (UN OHCHR)', will enhance the global leadership of the UN OHCHR through an extra-budgetary voluntary contribution to its budget. It will be implemented by annual grants of an indicative amount of €4.4 million in 2018, €4.55 million in 2019 and €4.55 million in 2020.
- Action 8, 'Supporting key actors - Building legal expertise and fostering cooperation – International Criminal Court (ICC)', will aim at increasing support for and cooperation with the International Criminal Court (ICC). It will be implemented by annual grants of an indicative amount of €1 million each in 2018, in 2019, and in 2020.
- Action 9, 'Support to targeted key actors and processes – regional human rights instruments and mechanisms (the Americas and Asia-Pacific)', will aim at improving the effectiveness of regional human rights mechanisms and structures in two targeted regions, the Americas and Asia-Pacific. The action will be implemented by grants to the Inter-American Commission of Human Rights and Inter-American Court of Human Rights for an indicative amount of €1 million and €0.75 million respectively in 2018, and to the Asia Pacific Forum of National human Rights Institutions for an indicative amount of €0.75 million in 2020.
- Action 10, 'Supporting a global network of universities for human rights and democracy postgraduate education (Global Campus)', will consolidate the Global Campus of Human

Rights and Democracy, a unique network of one hundred universities seeking to advance human rights and democracy through regional and global cooperation in education and research. It will be implemented by two grants to the European Inter-University Centre for Human Rights and Democratisation (EIUC) for an indicative amount of €4.75 million in 2019 and €4.7 million in 2020.

- Action 11, 'Capacity development of National Human Rights Institutions', will improve capacities and outreach of targeted National Human Rights Institutions (NHRIs), the Global Alliance of National Human Rights Institutions (GANHRI) and the four Regional Networks, resulting in their increased effectiveness and ability to overcome the trend of shrinking democratic and civic space which affects NHRIs. It will be implemented by a grant for an indicative amount of €3.75 million in 2019.
- Action 12, 'Supporting Human Rights Dialogues and their follow-up', will provide support to the meaningful participation of civil society organisations to the human right dialogues expected to take place in 2018, 2019 and 2020, between the EU and third countries or regional organisations. It will be implemented by procurement of services for an annual indicative amount of €0.3 million in 2018 and 2019, and an indicative amount of €0.4 million in 2020.
- Action 13, 'EIDHR Support Measures' will support the sound implementation of the EIDHR by covering expenditures associated with the preparation, monitoring, evaluation and audit directly necessary for the implementation of the EIDHR. A number of selected communication/visibility actions and training will also be funded. It will be implemented by procurement of services for an indicative annual amount of €1 million in 2018, 2019, and 2020.

Expected results

The main results of the current programme as a whole will be:

- Improved protection of human rights defenders under threat and strengthened capacity of human rights defenders in difficult situations
- Reinforced capacities of civil society organisations to monitor, document, report and denounce human rights violations, advocate for human rights and democracy, and fight against impunity
- Increased participation of citizens in governance
- Contribution to shaping domestic accountability, rule of law and effective oversight, and increased transparency
- Strengthened engagement with and support to national, regional and international human rights institutions, bodies and mechanisms, including the international criminal justice system and educational institutions

Past EU assistance and lessons learnt

The implementation of the past EIDHR action programmes underwent a mid-term evaluation in the course of 2017. This evaluation concluded that in 2014-2020 EIDHR has overall proven to be "fit for purpose". Its focus on the most pressing and emerging human rights and democracy challenges, especially in the most difficult environments, was found more than ever relevant. The past implementation resulted in creating new spaces for political and

democratic dialogue. In general, the implementation of the EIDHR was found efficient and responsive, with a relatively low level of administrative expenditure.

According to the mid-term evaluation, the flexible tools used in the implementation of the EIDHR worked well and are essential (e.g. direct support to human rights defenders, direct small grants, grants without co-funding, working with informal partners, re-granting), however, they were used more often and to a fuller extent for projects managed by the DG DEVCO headquarters than at the EU Delegation level. In addition, the call for proposals process was found lengthy, burdensome and over-competitive.

The current MAP therefore maintains the use of the EIDHR flexibilities, going hand in hand with closer steering by the headquarters of the Country-Based Support Scheme (Action 4) which is managed by the EU Delegations. While unable to change fundamentally the call for proposals process, continued effort will be made to use the available flexibility tools, including through training and exchange of best practices at the annual forum of the EU delegation human rights focal persons foreseen under Action 13 (Support Measures).

As for measurement of results, it has been particularly difficult to measure the direct contribution of the instrument to any overall improvement – or absence of deterioration – of the human rights and democracy situation worldwide. In addition, the mid-term review concluded that while at output level the results were evident, the strategic indicators at the instrument level were lacking in 2014 which made the measurement of effectiveness and impact hard. To improve this situation, the EIDHR MIP 2018-2020 now contains a set of indicators and corresponding indicators will be developed at the implementation level in order to aggregate results.

Complementary actions

Being limited in financial scope, synergies, effective coordination and complementarity are key considerations of this MAP. Indeed, the mid-term evaluation labelled the EIDHR a 'niche' instrument which is able to act on sensitive issues and in difficult situations where others do not or cannot. In times of decreasing funding for human rights and democracy worldwide, it is important that the EIDHR does not only fill gaps but provides this 'niche' added value and complementary support. The current MAP therefore focuses on: 1) difficult political contexts, included where EU collaboration with the government has been suspended; 2) on sensitive issues; 3) on windows of opportunity where quick intervention is needed; 4) on support to multilateralism and the international and regional framework for the protection of justice.

In order to capitalise on limited resource, great attention is paid to ensuring coherence and synergies with the EU geographic and other thematic instruments. At country level, coordination is ensured by the high level of deconcentration of the MAP to the EU delegations (i.e. 65% of the overall budget, Action 4). On global and country level, synergies have been examined and enhanced operational coordination will be maintained between the EIDHR and the Civil Society Organisations and Local Authorities (CSO-LA) thematic programme, the Civil Society Facility under the European Neighbourhood Instrument, and the Instrument contributing to Stability and Peace (IcSP). In certain contexts, high level of complementarity is found between the EIDHR and the EU humanitarian action led by the Directorate-General for Humanitarian Aid and Civil Protection (DG ECHO).

While the EIDHR objective number four, the EU Election Observation Mission (EU EOMs), is addressed by other action programmes exclusively dedicated to the EU EOMs and managed by FPI, the current MAP offers a number of complementarities to the EU EOMs, most significantly under the actions targeting the EIDHR objective 3, Support to Democracy, at both global and country levels.

This programme's worldwide coverage makes it complementary to the EU development cooperation in general. The EIDHR has, and this MAP continues to maintain country-specific allocations in support of those countries that do not/no longer benefit from the EU cooperation assistance. It must be noted, however, that this programme should not be considered as a replacement of the traditional development cooperation operations.

4. Communication and visibility

Communication on and visibility of EU human rights campaigns is part and parcel of this MAP and of EIDHR in general. They are integral to some of the actions of this MAP, for example the organisation of the 7th World Congress against the death penalty (Action 5) or the Human Rights Dialogues (Action 12). In addition, communication and visibility of EU human rights and democracy campaigns will be strengthened also under the support measures (Action 13) which foresee financial support to a selected number of events/activities, such as the annual EU4Democracy campaign and the EU-NGO Forum, an annual platform to discuss key human rights and democracy related issues with two hundred representatives of civil society from around the globe.

Regarding visibility of EU funding, majority of actions will respect the general EU visibility rules as set out in the Communication and Visibility Manual for European Union External Action. Communication. However, it must be noted that the visibility requirements of some of the projects financed under this MAP will be removed or limited due to the total or partial confidentiality of the actions and security of the beneficiaries. In those cases, the implementing partners will comply with the rules on visibility to the best possible extent. This provision concerns in particular, but not exclusively, activities under the Actions 1 and 2.

5. Cost and financing

Action 1: Support to Human Rights Defenders in situations where they are most at risk	EUR 19,000,000
Action 2: EIDHR Human Rights Crises Facility	EUR 10,500,000
Action 3: Supporting Human Rights Priorities - EIDHR Global Calls	EUR 64,500,000
Action 4: Support to local civil society action through Country-Based Support Scheme (CBSS)	EUR 270,788,000
Action 5: The 7 th World Congress against the death penalty	EUR 750,000
Action 6: A global programme to improve Indigenous Peoples' participation to UN Human Rights system, access to justice and development	EUR 3,000,000
Action 7: Supporting key actors – Office of the United Nations High Commissioner for Human Rights (UN OHCHR)	EUR 13,500,000
Action 8: Supporting key actors - International Criminal Court (ICC)	EUR 3,000,000
Action 9: Support to targeted key actors and processes – Regional human rights instruments and mechanisms	EUR 2,500,000
Action 10: Supporting a global network of universities for human rights and democracy postgraduate education (Global Campus)	EUR 9,450,000

Action 11: Capacity development of National Human Rights Institutions	EUR 3,750,000
Action 12: Supporting Human Rights Dialogues and their follow-up	EUR 1,000,000
Action 13: EIDHR Support Measures	EUR 3,000,000
Total EU contribution to the measure	EUR 404,738,000 (*)

(*) *The total EIDHR 2018-2020 package is 414,738,000 EUR including a Special Measure of 10,000,000 EUR covering the two urgent programmes: the Human Defenders Mechanism (2018-2019) and the 2018-2019 academic year for the Global Campus.*

Within the total budget cumulated changes between and within indicative budgets of each Action Document not exceeding 20% of the maximum contribution of the EU, considering each financial year separately, are not considered to be substantial provided that they do not significantly affect the nature and objectives of the work programme.

The Committee is invited to give its opinion on the attached Multi-Annual Action Programme 2018-2020 for the European Instrument for Democracy and Human Rights (EIDHR).