

Evaluation of the European Instrument for Democracy and Human Rights (EIDHR)

Draft Evaluation Report Presentation

27 March 2017

Methodology (brief overview)

- Inception phase.
- Desk phase.
- Validation phase: Field visits (Palestine, Israel, Peru, Uganda) and desk studies (Russia and Pakistan)
- Questionnaire to Delegations
- Synthesis phase:
 - Draft report
 - Open Public Consultation
 - Final Report

Evaluation Questions (EQ)

- EQ 1 – Relevance
- EQ 2 - Effectiveness, impact, sustainability
- EQ 3 – Efficiency
- EQ 4 – Added value
- EQ 5 - Coherence, consistency, complementarity and synergies
- EQ 6 - Leverage

Revised approach

- **Relevance** – central question related to 4 of the 6 EQs but used here to cover ‘relevance’ and ‘political leverage’.
- **Implementation** – effectiveness (with some assessment of impact and sustainability).
- **Complementariness** - covers complementariness with other EU support (EFIs and other tools) and added value (Member States and other DPs).

Limitations

- Early in the 'cycle' and some actions only just starting.
- Lot of support to CSOs and HRDs in situations where human rights and democracy are most at risk is provided confidentially.
- Strategic and operational indicators to measure results are not yet fully in place or linked to the EIDHR performance assessment framework.

Relevance

- EIDHR was relevant at in terms of human rights and democracy situation (at instrument level) and has remained relevant and able to respond to challenges and emerging issues since then.
- EIDHR was aligned with all EU policies and priorities at adoption, and able to contribute to their implementation. It is also aligned with and able to contribute to all policies and priorities since 01/01/14.

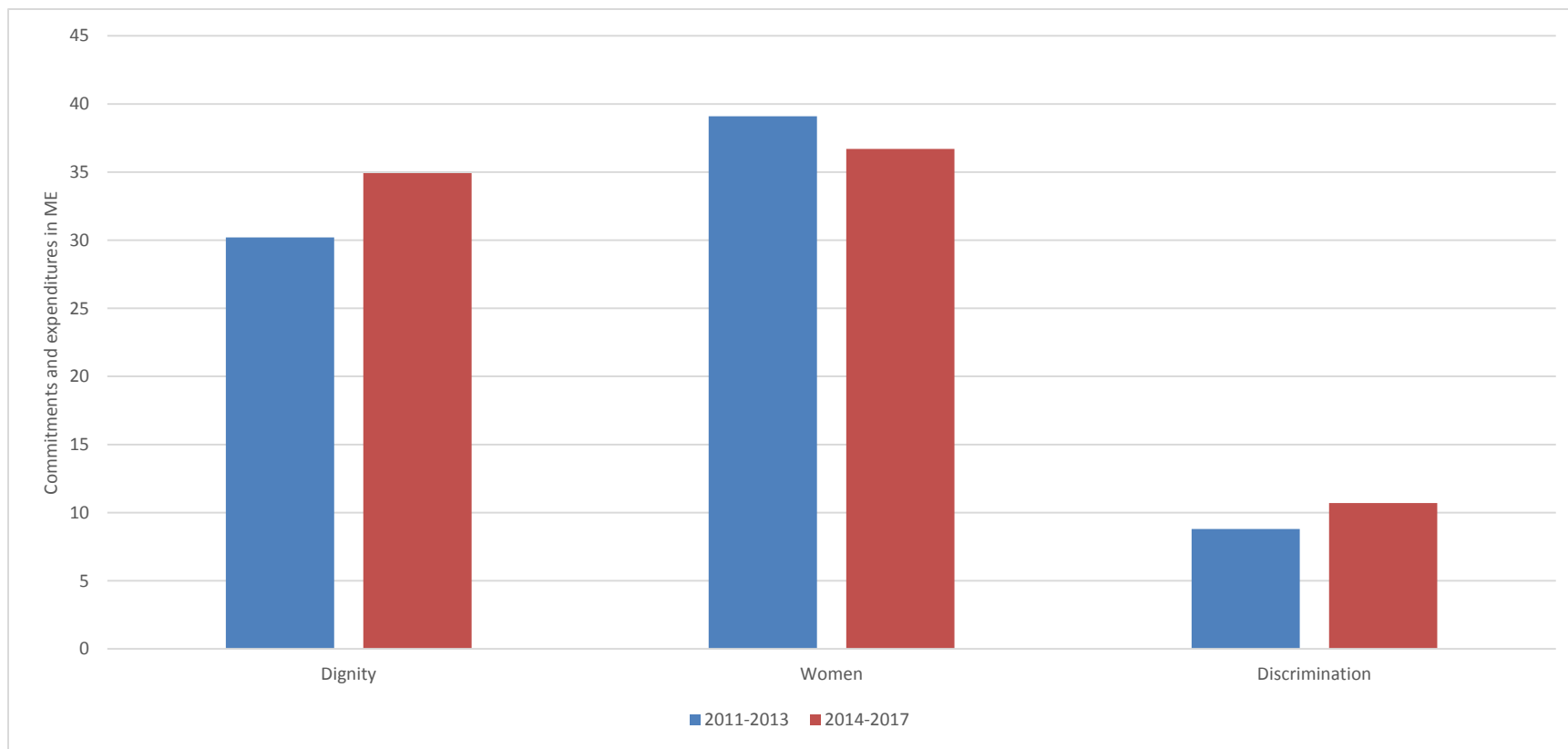
Relevance

- Of particular importance:
 - Congruent with the EU Action Plan on Human Rights and Democracy and delivering on objectives and priorities.
 - Although it predates the 2030 Agenda, it is congruent and contributes to implementation.
 - Will have a key role in implementing the new European Consensus on Development (including with its focus on the human rights based approach)

Implementation - Effectiveness

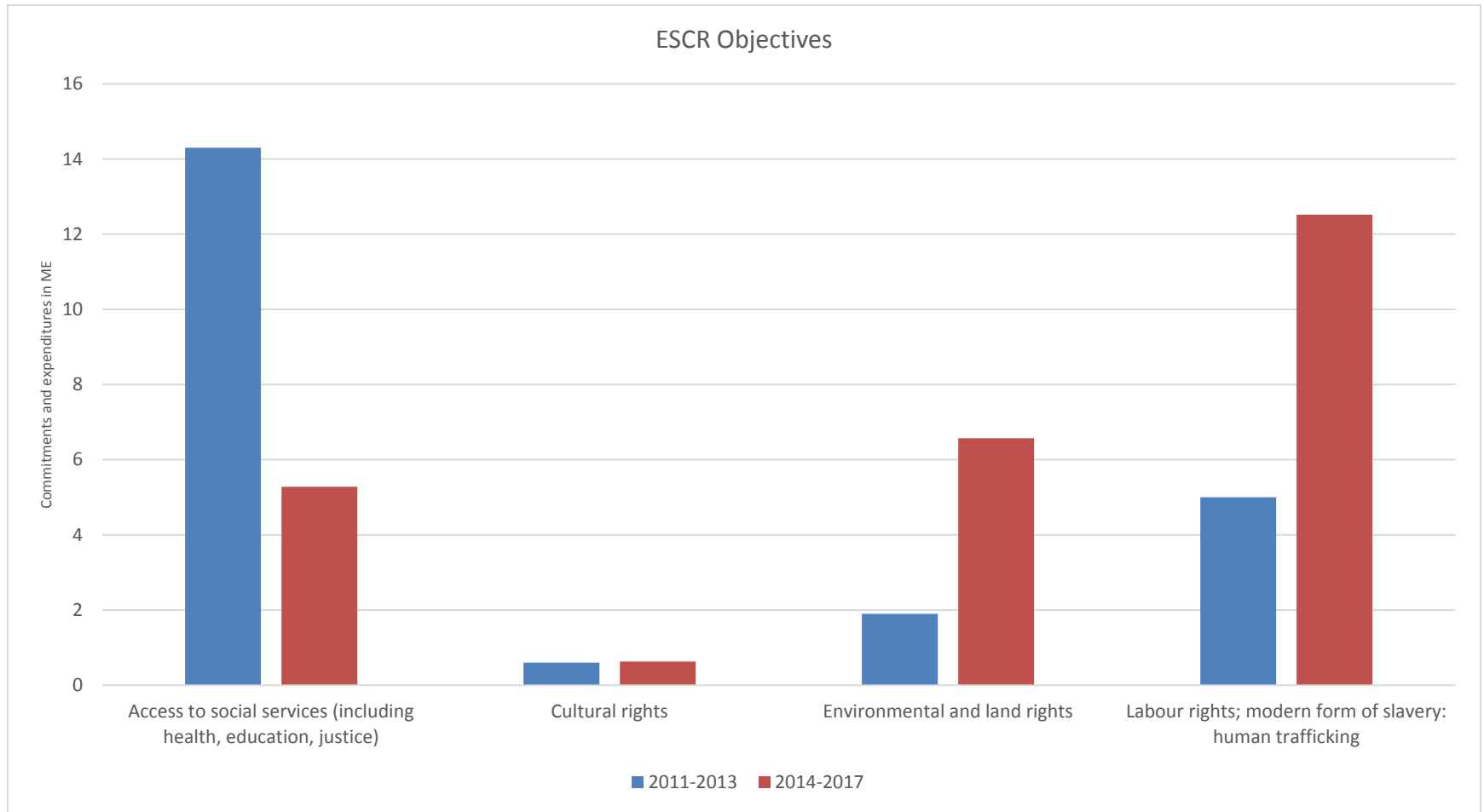
- Actions under the EIDHR contribute to overall and specific objectives – therefore it is effective (at what is essentially mid-term review stage).
- Significant increase in support to ‘new’ priorities (HRDs at risk, vulnerable groups, ESCR, international and regional actors) although support to women’s rights, discrimination and human dignity continues (albeit slightly reduced)
- Also increasing focus on emerging issues / new EU priorities – migration and peace and security – although less directly.

Dignity, women, discrimination (2011-2013 and 2014-2017)



ESCR

(2011-2013 and 2014-2017)

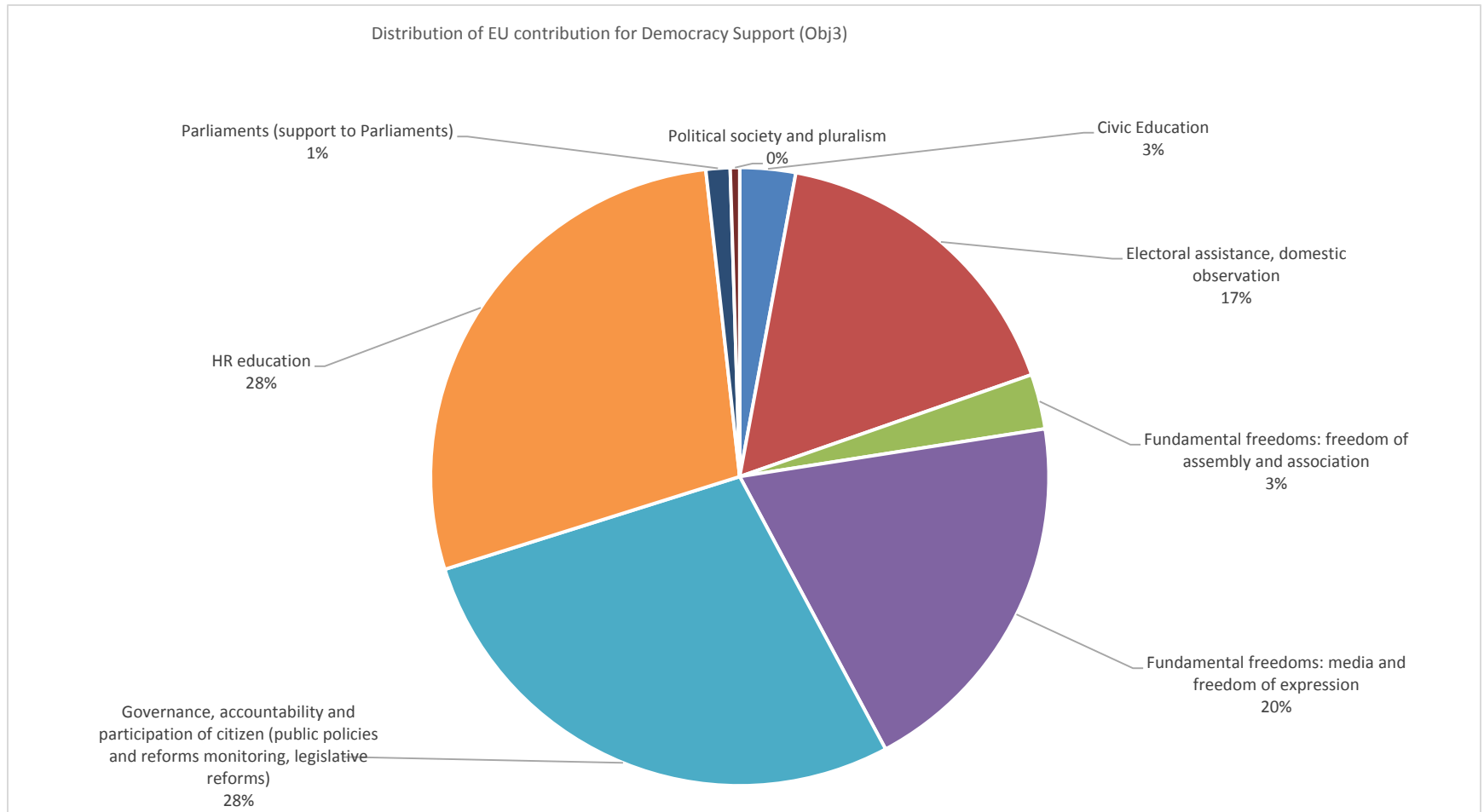


Implementation - Effectiveness

Support to democracy

- Financial commitment has increased. Although number of actions has decreased, this may change once all contracts signed.
- Most support has focused on human rights and civic education and Governance, accountability and participation of citizens (public policies and reforms monitoring, legislative reforms).
- Increased support to political parties and Parliaments foreseen for 2017

Distribution of democracy themes 2014-17



Implementation - Effectiveness

Electoral observation

- Although very difficult to measure, the number of missions is an indicator of effectiveness. EU is a key actor in this area and some indication of contribution to quality of elections.
- Some follow up to recommendations from EOMs found – particularly in Pakistan (new programme) and Peru.

Human rights vs Democracy

- Although there appears to be more support for human rights than democracy, the 2 are interlinked, most CSOs and international and regional organisations focus on human rights, and there are limits on EIDHR ability to support democracy – expensive and need for political buy-in.

Global vs Local

- Financial support to international / European CSOs and organisations outstrips that to local CSOs - understandable given the size of grants to international organisations is high, and international CSOs and organisations have greater absorption capacity.
- Most contracts awarded to international CSOs under CBSS and Global Calls often require them to work with and/or sub-grant to local CSOs.
- As a result, the support to local compared to global organisations is generally well-balanced.

On Impact and Sustainability

- Questions as to how much impact there can be given geographic spread / limited budget.
- Difficult to measure given short period of implementation and that this is an 'instrument level' / outcomes based evaluation (mid term review) rather than 'project level' / impact evaluation.
- But evidence of impact and sustainability at country and global levels was found – especially when it comes to HRDs and shrinking space for CSOs.

Impact and sustainability

- EIDHR is about values rather than immediate return on investment and much support requires significant time before long term impact and change can be expected.
- For example, support to HRDs and shrinking space for not only saves lives but also shows solidarity with and encouragement for HRDs and CSOs to continue the fight (which in turn provides a level of sustainability).
- Nonetheless, EUDs should be encouraged to use the EIDHR to focus on 'more sensitive' issues than on those where there is no resistance.

Implementation - Efficiency

- Implementation is efficient – low cost of support expenditure (7.5%), disbursement rate has improved, good flow of funds etc.
- EOMs deployed efficiently – very flexible.
- Good use of flexibility / responsiveness options in FR and CIR – but not necessarily at EUD level.
- Average size of contracts increased (less contracts = more efficient).

Implementation - Efficiency

- Main issue is the call for proposals process – burdensome, time consuming, labour intensive (despite measures to assist EUDs such as the MAAP / assistance from HQ), difficult for smaller CSOs.
- On the other hand – ensures quality and very effective in reducing fraud / misuse of funds.
- Monitoring and evaluation is done at HQ and EUD level, but indicators need revision (already begun) and ROM system could be increased.

Complementariness – with other EU support

- The EIDHR has various ‘unique’ features that allow it, by design, to complement EU support under other EFIs and to fill gaps in other instruments.
- The EIDHR also complements other tools for implementing EU policies (political leverage):
 - Almost all CBSS projects have an advocacy aspect.
 - Considerable data comes from support to CSOs that feeds into political and other dialogues at both HQ and EUD level.

Complementariness – with other EU support

- EIDHR also funds CSOs to lobby EU directly.
- EOM findings and recommendations create space for diplomacy and dialogue on electoral reform.
- Support is also able to complement other policy tools such as GSP+ directly and indirectly through support to CSOs

Complementariness – with Member States and other DPs

- Since all EU actions and those of Member States are based on the same universal principles and values, the priorities of Member States are closely aligned with those in the EIDHR.
- EIDHR also fills a 'niche' in EOMs, HRDs, death penalty, as well as human rights generally where EU is the major DP.
- Other than UN, EIDHR has greatest geographical coverage.
- Good evidence of complementariness in sample countries – but less so when most DPs are supporting CSOs working on human rights / democracy (for example, Uganda, Pakistan).

Recommendations

- Consider increasing allocations to aspects of the EIDHR aimed at human rights and democracy emergencies / shrinking space for civil society and discouraging support to 'less sensitive' issues – unless specifically linked to opening the door for support to 'more sensitive' issues.
- Consider making the CBSS more strategic by giving HQ the possibility to ensure that critical, sensitive issues and the shrinking space for civil society are addressed .

Recommendations

- Given the increase in forced migration and the ability of the EIDHR to contribute significantly to protecting the rights of those displaced, increase prioritisation on forced migration in future programming.
- Efforts to increase support to political parties and Parliament should be enhanced, including under the CBSS.
- To ensure that gains in democracy and human rights in graduated countries continue once geographic programmes are phased out, consider increasing diplomacy, political dialogue and other means in such countries.

Recommendations

- The finalisation of (revised) indicators should be prioritised and more EIDHR projects should be included in the compulsory ROM system by decreasing the current financial threshold.
- Recognising that the EU has a responsibility to ensure that public funds are rigorously safeguarded, consideration should be given to assessing the grant-making procedures of Member States and other major DPs to see if a more suitable, speedier and less labour intensive procedure can be found, particularly (but not only) when it comes to grants to local CSOs under the CBSS.