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**Evaluation of the NCA Binational
Programme (Advocacy) –
Haiti/Dominican Republic**

FINAL REPORT

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List of Acronyms

ACT Alliance	-	Action by Churches Together
AJWS	-	American Jewish World Service
CCDH	-	Centro Cultural Dominicano Haitiano
CCHD	-	Haitian-Dominican Committee of Concertation (Comisión de Concertación Haitiano-Dominicana)
CEDAW	-	Committee on the Elimination of Discrimination against Women
CEDESO	-	Centro de Desarrollo Sostenible
CLIO	-	Cadre de Liaison Inter-ONG
DxD	-	Dominicanos pro Derechos
DGM	-	Dirección General de Migración
DR	-	Dominican Republic
GARR	-	Groupe d'Appui aux Réfugiés et Rapatriés
GBV	-	Gender-based violence
IASHR	-	Inter-American System of Human Rights
INM	-	Instituto Nacional de Migración
MIP	-	Ministerio del Interior y de la Policía
MFA	-	(Norwegian) Ministry of Foreign Affairs
MOSCTHA	-	Movimiento Socio Cultural para los Trabajadores Haitianos
MUDHA	-	Movimiento de Mujeres Dominicano-Haitianas
NCA	-	Norwegian Church Aid
OBMICA		Centro para la Observación Migratoria y el Desarrollo Social en el Caribe/Observatory on Caribbean Migration
OCHA	-	United Nations Office for the Coordination of Humanitarian Affairs
ORREM	-	Observatoire de Recherche sur les Rapports Elites-Populations et les Migrations
PIDIH	-	Programme d'identification et de documentation des immigrants haïtiens
PNRE	-	Plan Nacional de Regularización de Extranjeros en situación irregular (National Plan for Regularisation of Foreigners with an irregular migration status)
Red ANA	-	Americas Network on Nationality and Statelessness
RFJS	-	Rezo Frontalyè Jano Sikse
REDH-JV	-	Red de Encuentro Jacques Viau

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- SJM - Service Jésuite aux Migrants
- SSID - Servicio Social de Iglesias Dominicanas
- ToC - Theory of Change
- UPR - Universal Periodic Review [by the UN Human Rights Council]

Executive Summary

This evaluation of the advocacy work undertaken by NCA's partners through its binational programme (Haiti and Dominican Republic) covers the 6-year period between January 2013 - December 2018. It was carried out in the final quarter of 2018 and was given a mandate to look at the effectiveness of the advocacy goals and to generate learning for the future. The methodology used included a documentary review, a partner workshop with each organisation, interviews with partner staff, field visits to areas where work has been carried out with NCA funding, as well as observation of the launch of an advocacy document.

The evaluation period straddles two separate programmes, both largely funded by the Norwegian Ministry of Foreign Affairs. The first was organised around the Right to Peace and Security, including advocacy on Gender-based violence (GBV), and the second - planned to last from 2016-2020, but curtailed in 2018 - had the goal of ensuring respect for the human rights of deportees, returnees, Haitian migrants in Dominican Republic, and Dominicans of Haitian descent. The latter had 5 key outcomes: integration of GBV survivors into their communities, legal residency for Haitian migrants in the DR, recognition of Dominican nationality for children born in the country of Haitian descent, improved relations between Haitians and Dominicans, and protection for deportees.

The programmes involved elements of service delivery, awareness-raising and advocacy. They were implemented by four contrasting but complementary partners, each using distinct approaches to contribute to different outputs. Given the scale of the issues and the overall unfavourable context, whereby the programme's goals have been subject to serious contestation, the outcomes were over-ambitious and beyond the capability of the partners to achieve within the time period. The indicators, on the other hand, are timid and expressed quantitatively, discouraging a more strategic approach to advocacy, so that monitoring systems failed to capture much of what has been achieved.

NCA's role as a supportive and flexible donor is appreciated by the partners. It made attempts to bring partners together to build capacity and develop synergies. Partners developed strategic plans with NCA's assistance and benefited from some training in advocacy tools, although these were not sufficiently followed-up to ensure they have been fully adopted. Repeated delays in annual transfers caused partners serious cashflow difficulties.

In terms of individual partners, **OBMICA** is a think-tank on migration in the Caribbean, based in the DR, which produces research for use by local and international actors. It eschews public positions in favour of more discrete lobbying so as to maintain access to decision-makers. Its outputs are prolific and wide-ranging, from books to academic articles and shorter policy briefs. Often, these have a specific gender focus. The quality of its publications is appreciated by several of the key informants interviewed, and the organisation is regularly cited by influential media and in academic publications. Evidence-based arguments help inject reality into the highly emotionally-charged debates around immigration to the DR, while discussion of regional patterns is a valuable way of reframing the issue by relativizing Haitian migration in comparison with flows of Dominicans or Venezuelans.

Respect for OBMICA's work is reflected in the choice of its Director as an expert witness before the Inter-American Court of Human Rights, in a case which resulted in condemnation of the Dominican State in 2013. OBMICA has also made submissions to various UN human rights bodies (eg. CEDAW, UPR) and has collaborated in various ways with diplomatic missions. This is intended to assist the international community in exerting pressure on the DR to respect human rights of migrants and

their descendants. This approach has merit but must be weighed up against the resistance of the Dominican state to international pressure and the opportunity to use resources to influence Dominican duty-bearers directly.

To ensure that its work achieves the greatest possible impact, OBMICA's reports must be timely and presented in a format accessible to users. At present, the organisation does not usually tie its outputs to a wider strategy for leveraging change. Its preference for a low profile means that it makes only very limited use of media and communications to generate greater interest among the Dominican public in its work and findings. The incipient use of videos to accompany its work is, however, one way of starting to overcome this limitation.

Nonetheless, OBMICA has made a concerted effort to highlight the issue of citizenship rights for children of mixed Dominican-Haitian couples, initially using NCA/MFA funds, and subsequently developed into a wider campaign through an EU-funded project, carried out with another partner, MUDHA. A tangible outcome from this work has been the scrapping of the different coloured birth registration forms in hospitals, so that no judgment is made about the child's nationality.

MUDHA is a long-standing organisation of Dominican women of Haitian descent that carries out community development in the *bateyes*. Mobilisation of rights-holders has enabled it to become a social movement, giving it a significant degree of legitimacy that, in turn, has led to it being accepted as a partner in dialogue with the Dominican state. In this way, the experience of the people most affected is included in its advocacy positions and is brought to the negotiating table. The organisation adopts an intersectional approach, giving active support to causes of other marginalised groups, such as the women's movement, based on an understanding that these concerns reflect issues within their own communities, as well as a need to form broader alliances with other parts of civil society.

MUDHA has engaged in vigorous advocacy efforts, although they are not necessarily undertaken in a strategic manner. As well as encouraging community members to take part in public demonstrations, they have issued position papers in response to significant legal developments in the DR, and have contributed submissions to the international human rights apparatus. They have made some limited use of traditional media and have been the most active among NCA partners in using social media to draw attention to their work and wider concerns.

The results of these activities have been limited, but given the unfavourable overall context, should nonetheless be considered significant. Through regular dialogue with important duty bearers, in particular the Interior Ministry and the Electoral Commission, MUDHA was able to point to the serious practical problems posed by obliging Dominicans of Haitian descent whose nationality rights had been recognised to come to the capital for their papers. As a result, the procedure was decentralised, reducing the costs involved. Through its lobbying efforts, the organization was also able to obtain an extension to the residency rights granted under the Regularisation Plan to Haitians without passports. In addition, MUDHA, together with another partner, GARR, successfully brought a case before the Inter-American Court of Human Rights, which was upheld in 2014, although the ruling was rejected by the Dominican state and the Constitutional Court. The mass mobilisation strategy, on the other hand, has met with active resistance by nationalist sectors and may have been counter-productive.

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SSID is the third Dominican partner but, unlike others, has been funded through Norad. It is a community development organisation made up of evangelical churches and related organisations, working primarily in *bateyes*. It does not engage in regular advocacy as a means of achieving improved rights for migrant workers and their descendants, preferring direct interventions. Nonetheless, its structural relationship with the Dominican state puts it in a good position to lobby the President, an opportunity which it has used on certain occasions. For instance, it made a proposal intended to make the Regularisation Plan more accessible to Haitian migrants by reducing the initial number of supporting documents required. This was translated into legislation, but the requirements have nonetheless proved too onerous for all but a few to achieve permanent residency.

In 2015, SSID published a one-page position on migration, coinciding with the end of the Regularisation Plan and the resumption of deportations. This asked for an extension of the Plan, and for deportations to be conducted in accordance with due process and the protocol on the subject between Haiti and the DR, as well as a prohibition on the deportation of anyone born in the country. With the partial exception of the last of these demands, these proposals have not been met. SSID did not take any follow up action and it has not made a serious attempt to use its voice as a credible, church-based national organisation to further these issues. Unlike the other 3 partners, its participation in civil society networks on migration and citizenship rights has been extremely limited.

The fourth partner, **GARR**, is a Haitian organisation with a strong track record of working on migration issues, as a result of which it is regularly cited in the national press and has a level of access to duty-bearers. The organisation gives considerable importance to advocacy, prioritising a national migration policy and issues related to civil registration in Haiti. Various meetings with high-level authorities have been held and GARR formally submitted a draft migration policy document, but its adoption has been impeded by changes in government. However, a significant change was obtained in the Haitian government's programme to document migrant workers living in the DR. The cost initially proposed was unrealistically high but, following GARR's intervention, it was reduced by more than half, helping relieve the cost barrier and thereby enabling more people to benefit.

GARR's advocacy tends to be gender-sensitive and is based on evidence it has collected through its work. It has developed a database on human rights violations on the border, which could be of tremendous benefit in raising awareness of the abuses that occur, but its cost has been underestimated and it is not yet operational. Despite being involved with providing humanitarian support for deportees for over 25 years, GARR's advocacy has not prioritised the need for the Haitian state to provide the official body responsible for reintegration of returning migrants with adequate resources. Its advocacy could benefit from a clear strategy outlining the steps it plans to take to achieve the defined changes. As part of this, rather than issuing frequent press releases, it could consider giving greater weight to its arguments by issuing thematic reports on strategic issues, accompanied by recommendations, to be launched at opportune moment.

Special mention should be made of the importance of partners' engagement with networks. CCHD, the Haitian-Dominican Concertation Committee, in particular, is a structure that has been nurtured by NCA and which GARR, MUDHA and OBMICA have helped to create. It brings together civil society organisations from both sides of the island to share knowledge and experiences and to develop joint positions on issues affecting the two countries. Its structure is still embryonic, but it fulfils a need for a space where organisations on either side of the border can come together to create shared perspectives. This has led to some limited but practical exchanges and CCHD has issued a number of

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press statements. Although these are not yet carried out as part of a clear and sustained joint advocacy plan, the platform is engaged in a promising process that needs to be sustained.

Matters relating to the rights of migrants' and their descendants in the Dominican Republic remain as acute and relevant as they were at the start of NCA's binational programme. Although they are not the only players, partners have helped ensure that these issues have been made visible. In general, partners have an excellent understanding of the political contexts in which they are working. They have, to a greater or lesser extent, used a rights-based approach in their work, ensuring the inclusion of gendered considerations, and often using evidence appropriately. With the exception of SSID, they have worked collaboratively to enhance their impact. Partners have adopted a variety of advocacy strategies, with no single strategy being uniquely effective, so that a mix is appropriate. However, their advocacy efforts have tended to lack a strategic framework and their ability to analyse the various actors and power dynamics underlying their operations is limited.

The report concludes with a number of recommendations to different stakeholders in support of the evaluation findings. These are focused on the need to incorporate stakeholder and power analyses in developing their strategies, as well as a careful risk assessment to mitigate any negative reactions. Partners are advised to try to mobilise broader public opinion through reaching out to other sectors, in an attempt to change the narrative around Haitian migration. Donors are urged to continue to support work in this field, which is critical to improved respect for human rights in the region.

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1. Introduction

This evaluation of the advocacy work undertaken by Norwegian Church Aid's (NCA) partners through its binational programme (Haiti and Dominican Republic) covers the period January 2013 - December 2018, a 6-year period during which very significant events affecting the rights of the target group - Haitian migrants and their descendants living in the Dominican Republic (DR) – have taken place. It was carried out between 24 September – 10 December 2018, with an interval in the middle due to unforeseen external circumstances (see the evaluation schedule is included in Appendix A).

The evaluation was commissioned at the point where the main donor for the programme, the Norwegian Ministry of Foreign Affairs (MFA), is ending its support and NCA is amending its strategy as a result of the fusion of its country programme with those of its sister agencies, the Lutheran World Federation and Diakonie Katastrophenhilfen, to concentrate entirely on southwestern Haiti. The evaluation covers the work of 4 partners, 3 working in the Dominican Republic with the target group in question (OBMICA, MUDHA and SSID), and GARR, a Haitian partner working on migration issues and community development in the border area.

This report presents the results of the evaluation, which was conducted by an independent consultant, recruited through a process of competitive tender. It looks firstly at the context in which the evaluation took place, its mandate and methodology, before presenting its findings, which in turn lead to certain conclusions that form the basis of a number of recommendations for the future. The findings are broken down into those related to the overall NCA programme and its management, on the one hand, and the four partners, as well as taking a brief look at the most important networks in which these organisations take an active role.

1.1 Binational context during the period under evaluation

Fuelled by a substantial difference in incomes between the two neighbouring countries, Haitians have been migrating to the DR for at least a century, in most cases without formal documentation. Today, there are approximately half a million people living in the Dominican Republic who were born in Haiti, a third of them women. The presence of Haitian migrants has long been accompanied by widespread violations of their rights, and on occasions, violence. Repeated waves of collective deportations have been carried out, without even minimal respect for due process, depriving people of their possessions and separating families. 58,000 Haitians were officially deported in 2017 alone, following which they are left destitute at the border, without any assistance made available by the Haitian government. In 2014, a registration plan, known as the PNRE (Plan Nacional de Regularización de Extranjeros) was opened by the Dominican state but was not accessible to half of the Haitian population in the DR, while even those who did benefit were granted only minimal rights. To facilitate registration, Haiti initiated its own plan, known as PIDIH (Programme d'identification et de documentation des immigrants haïtiens) that aimed to provide expedited access to the required documentation, but it is widely considered to have largely failed to achieve its objectives.

Although everyone born in the country was considered to have a right to Dominican nationality until the country's constitution was changed in 2010, in practice, many children of undocumented migrants living in the DR found it difficult to have their citizenship recognised. This situation was further complicated as a result of a Constitutional Court ruling (known as the '*Sentencia*') that retrospectively denied the right to Dominican nationality to around 133,000 children of Haitian migrants born in the Dominican Republic. While corrective measures were introduced in 2014 (notably the Naturalisation Law 169-14), they have reached only a relatively small proportion of Dominicans of Haitian descent, leaving the rest in a situation of extreme vulnerability.

During the 6-year period under review, various other events that have affected the rights of migrants and their descendants have taken place, with direct impact on the work of partners. Elections were held in both countries in the middle of the period (2016 in the DR, while in Haiti, a political crisis from 2016-17 delayed the installation of an elected President), while other events related to migration or Dominico-Haitian relations have caused disruption, calling for a response from civil society. One example is the threat of mass deportations following the end of the moratorium declared for the duration of the registration process for the PNRE, and the related ‘spontaneous’ returns to Haiti, which resulted in the creation of a number of displaced persons camps close to the southern border, as well as incidents involving violent intimidation of the Haitian population in the DR, triggered by local events. Also of note are the visits from international human right bodies, which have invited civil society inputs. In such circumstances, partners have been obliged to respond to these unplanned events.

The seriousness of each of these events, occurring in quick succession, placed a tremendous burden on civil society organisations, which were obliged to be active on multiple fronts simultaneously. At the same time as being called upon to respond to the fears of the groups they represent (even some staff members were personally affected by the *Sentencia*), they were having to engage in national-level discussions at policy-level, leaving little time to strategise.

At the same time, extreme nationalist sectors, hostile towards what they portray as the advancement of Haitian interests, have gained traction as a result of the Constitutional Court rulings blocking international intervention into what are purported to be matters of national sovereignty. On a number of occasions, such groups have organised counter-demonstrations to intimidate supporters of the rights of migrants and their descendants, while also adopting a very vocal stance in the press and on social media. The effect has been to shut down various attempts to mobilise, with some partners even receiving personal threats. As a result, space for discussion around migration-related issues has been steadily reduced, leaving organisations facing delicate tactical decisions as to how to proceed with advocacy without provoking a backlash.

1.2 Scope of the evaluation

As specified in the Terms of Reference (included as Appendix B), the evaluation covers the period 2013 – 2018¹, which has been interpreted to mean from January 2013 – December 2018. Its purpose was to find out how far NCA’s binational programme succeeded in achieving its advocacy goals, as well as to generate learning that could serve as the basis of a new advocacy strategy. The final report is intended for use by NCA and local partners, thereby serving to provide accountability to key stakeholders as well as to donors. The objectives of the evaluation were as follows:

- A. To assess how far the binational advocacy programme has led to positive/negative outcomes
 - a. To identify the different advocacy strategies that have been adopted and to assess their strengths and weaknesses with respect to the Involvement of rights-holders, the Influence on decision-makers/duty-bearers, and Influence on public opinion and wider civil society
- B. To identify the lessons learned and to make recommendations that could be useful for similar projects with a view towards sustainability and accountability

Key evaluation questions were defined as follows:

- Which particular advocacy strategy/combination of strategies has shown itself to be most effective in relation to which advocacy objectives?

- How has the programme managed to promote/use evidence-based advocacy? Are there any challenges in this regard? What are they?
- How has the programme promoted/used the active participation and empowerment of the rights-holders affected by the problems which the advocacy is aimed at addressing?
- Who are/have been the gatekeepers, influencers, decision-makers, etc with respect to NCA's advocacy objectives?
- How has gender-awareness and conflict sensitivity been taken into account in the advocacy?

The evaluation has therefore left aside those parts of the binational work which are related to service-provision (accompaniment in obtaining documents, humanitarian assistance, support for micro-enterprise development, etc) or awareness-raising (about GBV, migrants' rights, documentation procedures, etc). Nor has it explored considerations of longer-term impact, financial management, efficiency or sustainability that are often explored during evaluations.

In line with NCA and its partners' values, the evaluation was expected to be participatory, gender-sensitive and rights-based.

2. Evaluation Methodology

2.1 Conceptual framework

The definition of advocacy adopted in the course of the evaluation, provided by NCA, is as follows:

A strategic approach or set of activities designed to influence decision-makers, laws and regulations, structures and practices to address the root causes of injustice.

The Center for Advocacy Innovation adds that *'Advocacy occurs in dynamic political contexts, where advocates partner, or work in parallel, with others to advance a policy agenda and counter opposition'².*

Although there are clearly numerous approaches that can be used in undertaking advocacy, effective advocacy is likely to follow the steps in the advocacy cycle, as illustrated in the diagram in Appendix C.

Policy change is a non-linear process, influenced by multiple factors, and takes place in an evolving political environment that makes rigid application of a results-based framework problematic. Rather than look for evidence of causality, it is considered more productive to seek to establish a plausible case for the advocacy interventions having *contributed* to a given change.

2.2 Evaluation process

Following the approval of the consultant's inception report, data collection was carried out and comprised the following steps:

- a. A documentary review, including NCA and partners' strategies, plans and reports, partners' publications and position papers, and the binational Theory of Change documents. A full list of the documents submitted for the Consultant to review is included in Appendix D.
- b. Internet searches for press reports and other references to partners' work, including social networks
- c. A one-day partner workshop with each organisation, in which both head office and field staff (where relevant) participated, presenting the framework for the evaluation and involving

participatory activities, including an analysis of the contextual factors influencing the work, a mapping of actors they interact with, and outcome mapping.

- d. Interviews with NCA and senior staff of partner organisations.
- e. Field visits (GARR, MUDHA and SSID) to areas outside the capital where work supported by NCA has taken place. As well as talking to rights-holders involved with the programme in focus groups, semi-structured interviews took place with key individuals, such as local duty-bearers
- f. Observation (OBMICA) of an invitation-only event presenting the Protocol on legal accompaniment to facilitate access to the civil register for children of parents of mixed nationality
- g. Key informant interviews with individuals unconnected to the programme who have good insight into the overall context from a variety of perspectives (diplomatic, academic, media, etc).

Prior to preparation of the final report, a feedback session was held to present the preliminary results. This was attended by the three Dominican partners, although GARR was unfortunately unable to attend.

2.3 Limitations

Whereas advocacy obviously has the potential to play an important role in improving the human rights situation for Haitian migrants and their descendants in the DR, it was actually a small part of the total efforts invested by partners in the programme. Much of the time spent by the evaluator in the field visits was not, in fact, directed towards this area of partners' work, but to other aspects which were not the subject of the evaluation. Moreover, the somewhat scattergun approach to advocacy initiatives (individual actions rather than coherent strategies) also meant that it was possible to identify many outputs but harder to systematically track their outcomes or to outline the theory of change underlying each of them in order to assess their validity. Taken together, these two considerations meant that evaluating the sum total of the advocacy undertaken was problematic, particularly since few obvious cases emerged to focus on, as had been proposed initially.

Although working under the umbrella of a single programme with shared goals, each of the partners implemented very different types of intervention. This can be considered a strength of the programme, as their efforts are complementary, but the 3 days available to work with each organisation were insufficient to gain adequate insight into the advocacy processes they are involved with.

Partly because of this constraint, and also because, in practice, advocacy activities often overlap between areas of work funded by different donors, it became necessary to look at advocacy initiatives that were not strictly covered by the NCA programme³. Moreover, during the course of the data collection phase, it became obvious that a considerable amount of partners' involvement in advocacy takes place through the various networks in which they are involved. This is positive in that alliances help increase the potential to achieve meaningful results, but the evaluation methodology did not allow for assessment of the work carried out in these fora.

An additional constraint was the difficulty of reaching all the individuals who would ideally have participated in the evaluation. In terms of partners themselves, the absence of GARR's Communications and Policy Officer, who was on maternity leave, was a particularly serious gap. Moreover, the number of Key Informants was below that which had initially been planned. In two cases, appointments were made but were not subsequently respected. In the case of duty bearers,

who - as advocacy targets - are more distant and have heavy schedules, it was not possible to arrange any appointments. Their lack of participation is, nonetheless, to be regretted as the key informants offered one of the best ways of triangulating the results found through other forms of data gathering.

3. Findings

3.1 Overall programme

This evaluation straddles two strategic periods, as defined by NCA for its work in Haiti and the DR:

- 1) **2011-2015.** During this first period, the work fell under the strategic priority Right to Peace and Security, which included the protection of women and children from gender-based violence, as well as the overall reduction of community violence and small-arms control. The programme included:
 - a. Strengthening rights-holders to claim their rights to a life free from violence,
 - b. Influencing duty-bearers to implement national laws and legal frameworks preventing GBV
 - c. Political dialogue through work with faith-based partners.
- 2) **2016-2020^d.** For details, see Appendix E

Both programmes combined elements of service-delivery, awareness-raising and advocacy. Whilst working towards shared high-level outcomes, each partner has taken responsibility for different outputs, each adopting their preferred strategies, while still contributing towards the achievement and monitoring of programme goals. However, partners were not fully involved in the final stages of designing the recent programme, and the logical framework as negotiated between the various stakeholders is a little clumsy. Given the scale of the issues and the highly contested nature of the goal, its outcomes are well beyond the capability of the partners to achieve alone or within the time period, and the outputs are largely insufficient to achieve them. More limited and realistic outcomes could have enabled collaborative efforts to reach important milestones (examples would be publication and monitoring of the operating procedures used by the Office of Migration (DGM) for deportations, or extension of the PNRE to include a much higher proportion of Haitian migrant workers).

At the same time, the indicators established for performance are not clearly focused or ambitious, with several expressed quantitatively (numbers of activities or of people accompanied) so that partners were not challenged to adopt a more strategic approach to advocacy. For the same reasons, monitoring systems have also failed to capture much of what has been achieved through partners' advocacy. Indicators (eg. 2.4.2 or 3.3.1⁵) were constructed to measure the number of advocacy initiatives, for instance, rather than coherent advocacy campaigns or the changes sought.

Appreciation was expressed for NCA as a consistently supportive and flexible funder. However, the annual cycle of grants has posed challenges to partners, restricting longer-term thinking. The long delays experienced in receiving transfers, in particular, posed severe cashflow difficulties, which translated into implementation bottlenecks and other practical difficulties. In addition, some on the Dominican side feel that since the programme has been managed from Haiti, there has been insufficient understanding of the context in the country.

NCA has made some attempts to bring partners together in an attempt to enhance capacity and develop synergies. With its support, partners have developed strategic plans for their organisations, with a particular emphasis on financial sustainability. Specific capacity building around advocacy techniques, however, has been insufficient, even when the inputs provided in coordination with Christian Aid are taken into account. No evidence was found during the evaluation that sessions on power or stakeholder mapping run by the two agencies have been applied in partners' work (the relationship mapping exercises carried out demonstrated complex webs of contacts but there was some difficulty in categorising advocacy targets and a tendency to see state institutions as monolithic), suggesting that more systematic follow-up would have been beneficial. Partners did, on the other hand, demonstrate a certain level of conflict-sensitivity, opting to move away from activities that could prove damaging, such as public mobilisations, once these started to be met by hostile counter-demonstrations from their opponents.

From 2016-17, NCA also initiated a participatory Theory of Change (ToC) process with the support of a consultant. This resulted in a coherent and persuasive overarching pathway to change, presented in narrative and diagrammatic form. However, there is little ownership of its tenets among partners given that the process was somewhat drawn-out, appears overly complicated and the final result has not been made available in French. Most significantly, it maps out higher level change and does not translate the overall NCA programme into a step-by-step ToC for the work of individual partners, beginning at a level which has not yet been reached. It is regrettable that the initiative did not result in partners' ability to use the methodology in their own work since it could well have provided a dynamic way of working that would help them get to grips with the progressive changes that need to occur, if they are to reach their broader advocacy goals. Rather than working with the rigidity imposed by a classic logical framework, the way of thinking associated with a ToC, if it is correctly applied and the pathway to change regularly reviewed and modified, could assist partners in having a much clearer idea of the change processes they are attempting to influence.

3.2 OBMICA

OBMICA is a think-tank focused on migration in the Caribbean that is guided by its values, which are based on promoting the human rights of migrants and their descendants. It uses a tripartite strategy of action research, empowerment of migrants' rights organisations and networks, and of advocacy. A gendered perspective is inherent to its mission and can be considered a specific area of expertise, as is evident from the titles of a number of its publications.

Rather than having a community base, OBMICA works at a national, binational, regional and international level, positioning itself between government duty-bearers, on the one hand, and activist organisations on the other. Because it seeks to keep access open to decision-makers, it operates discretely and adopts a muted, diplomatic line. At the same time, it sets out to build civil society capacity and to engage in networking, helping to give other organisations tools and information with which to act more effectively. An illustration of this role is when OBMICA helped prepare civil society organisations to meet the Organization of American States delegation which visited the country in mid-2016, to ensure the participants knew what to expect and that their lobbying messages were well-planned.

The delicate balancing act inherent in this dual role is challenging but, in most cases, has been handled well. Evidence-based arguments play a useful role in injecting reality into the highly emotionally-charged debates around migration in the DR. OBMICA has become a point of reference on Caribbean migration that is regularly consulted by diplomats, academics and journalists. It has

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been cited in articles appearing in prestigious publications, such as The Washington Post, and is used as a source by the Inter-American Commission on Human Rights and Amnesty International. The information it produces is considered by key informants to be accurate, objective and relevant, although it is less clear whether it is always presented in a timely way and in the most usable format.

The credibility of the organisation and its Director are illustrated by her role as an expert witness called by the Inter-American Court of Human Rights in 2013, in the case of Expelled Dominicans and Haitians. The case resulted in a verdict condemning the state for discrimination against Haitians, especially in the course of deportations, and for failing to uphold the right to nationality for Dominicans born in the DR of Haitian ancestry.

However, OBMICA's effectiveness in influencing policy-making is not dependent on the quality of its research alone. Because the information it produces is intended to be used by others, distribution of a publication is not a sufficient indicator of success: the publications must be useful to the users (whether they be policy-makers or rights-holders) and timely. This requires the information to be directed at the correct audience at the time when it can have greatest influence and be presented in a format that will be readily used. In other words, the right message must be packaged in the right way and delivered to the right person at the right time. This requires a degree of flexibility and dialogue with intended users of its materials to ensure that they are delivering information produced so as to leverage the maximum impact. A survey of recipients of the mailing list would be useful in this respect, as could more informal discussions with key stakeholders at both decision-maker and civil society levels.

OBMICA's main contribution to the NCA/MFA programme is in relation to the outcome '*Relevant and reliable research on migration dynamics in the DR has been made accessible to key stakeholders*'. It lists a complementary objective in its own reports which is related directly to advocacy, but this is not taken into account in the overall programme logical framework: '*Direct and indirect (through platforms and other organisations) policy advocacy for improved policies on migration and social issues affecting migrants and their descendants has been carried out consistently*'.

OBMICA's website lists 8 books which have been published since 2013, one of which has been translated into French and English, as well as Spanish. It also contains links to the annual reports (2013-2016), the quarterly bulletin, shorter 'migration policy briefs' and 5 articles, although staff members have authored a lengthy list of other articles in academic publications under their own names.

In the interviews undertaken for this evaluation, several participants pointed to the annual report, which OBMICA considers its flagship publication, as being particularly useful to them in their work⁶. The report presents information about migration flows to and from the DR and in the wider region, as well as coverage of any evolution in migration policy and an analysis of the human rights situation of migrants and their descendants over the past year. Preparation of the report also provides an occasion to make contact with duty-bearers to seek information, which on one occasion has led to gender-disaggregated information being prepared for the first time in anticipation of a request.

The data contained in the annual report helpfully looks at migration in its regional and international context, reframing debate around migration away from a discussion of the Haitian migrants in the DR and including consideration of migration by Dominicans and Venezuelans. The information provided forms the basis of OBMICA's arguments in other fora throughout the following year. In some years, the launch of the report has been accompanied by a media campaign to draw attention its findings. However, it is published up to a year after the trends it is describing and the rich information it

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contains requires close reading to gain an understanding of the issues. The key points are not necessarily packaged in a readily-usable format for policy-makers, who will not, in many cases, be able or willing to read texts of this length. A new website is currently being designed to enable more accessible presentation of key facts and trends, which could help address this last concern.

The bulletin, on the other hand, provides updates on areas OBMICA has been working on and is sent out to a mailing list of 375 people or institutions. However, in an attempt to offer ‘something for everyone’, it may not necessarily provide interested parties with the material they need. The briefing papers are more focused and contain recommendations but there are relatively few of them and these are not necessarily used as part of a wider strategy or campaign, which would serve to amplify the messages. They are not necessarily launched to coincide with national events that can help generate wider interest.

OBMICA’s work is prolific and results in numerous outputs. Amongst those not already referred to, it is worth mentioning:

- Collaboration with the National Institute for Migration (INM), the official body which is responsible for producing data about migration flows, such as when OBMICA took part in a panel to discuss incorporation of migration themes into the national education curriculum (October 2015)
- Co-authorship with John Hopkins University of a study into Gender-based violence among stateless and national populations in the DR, on behalf of the US Bureau of Population, Refugees and Migration (November 2018)
- Presentation to CEDAW, in conjunction with the Open Society Justice Initiative, of a submission in preparation for the examination of the review of the DR (2013).
- Preparation of and accompaniment of a delegation from the Black Caucus of the US Congress in August 2018, in collaboration with the Washington Task Force, a group of US-based organisations concerned by statelessness in the DR.

The organisation uses a database to keep track of citations of its work, which can be considered good practice that could be shared by other partners, as well as using a tool to analyse visits to its website. Between 2016-July 2018 there were 101 mentions in connection with a variety of topics (pension rights of former cane cutters, human trafficking, deportations, the annual report, 80th anniversary of the 1937 massacre, etc). OBMICA’s You Tube channel has 37 subscribers and the two videos have had 2,600 and 3,000 views as of November 2018.

Despite the quality and quantity of OBMICA’s outputs, a clearer path outlining how the work can contribute towards the shared objectives is required to demonstrate a clear contribution the positive changes in terms of respect for rights of Haitian migrants and their descendants living in the DR, as intended by the programme. Without this, there is a risk of dispersal of effort and inappropriate choices as to how resources are used. Construction of a theory of change around particular issues could also help map expectations as to how evidence should be used to lever specific outcomes for migrants and their families, subsequently testing it against experience. This would enable a clearer assessment of how its approach contributed to specific changes at the policy level or in levels of awareness among the general public.

The organisation considers that its participation in international conferences and publication of articles in respected journals ensures the issues of migrants’ rights are highlighted at this level, in such a way that the Dominican authorities is obliged to address them. Yet this approach has to be weighed up against other advocacy strategies that focus more directly on local duty-bearers who

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make decisions in the field of migration. OBMICA would prefer other local civil society organisations to be the ones to use the materials they produce to carry out advocacy within the DR. Key informants confirmed that they do use OBMICA's information, but it is not clear that every publication is used in this way. Reliance on others to take up the products suggests that these organisations should be very closely associated with choices about how priorities are set, as well as the shape and content of any publications, in order to ensure that limited resources are used to best effect.

OBMICA's preference for adopting a low-profile and engaging in softer, behind-the-scenes, advocacy means that the information it produces is easily overlooked. There appears to be scope for it to increase its communications further, thereby making itself more visible - and hence gain greater influence - and to reach beyond a very narrow group of policy makers to influence a wider section of public opinion. Its website, which received 12,800 hits in 2015, relies on people actively searching for its publications, whereas it should be possible to generate more traffic by promoting its work and messages through judicious use of traditional or social media, or more frequent appearances in an expert capacity in broadcast media⁷. Whereas OBMICA's voice should not substitute for that of affected communities, it can still play a role on the basis of its distinctive capacity to present fact-based arguments about migration. A communication and advocacy strategy is said to be in preparation and can help provide some guidance on these questions, building on a baseline prepared by an external consultant in 2016.

Access to the Dominican Civil Registry for children of mixed couples

The widespread nature of the denial of the right to Dominican nationality to children of ethnically mixed couples first came to light during research undertaken by OBMICA in the *bateyes* into gender and the risk of statelessness, carried out with funding from NCA in 2013-14. This revealed the difficulty Haitian women, or women of Haitian descent, have in ensuring their children's Dominican citizenship, even when the father is Dominican (under Article 18 of the Constitution, nationality rights are guaranteed to anyone with one Dominican parent). As a result of this finding, OBMICA and MUDHA collaborated in an action research project funded by the European Union to identify, accompany and systematise the experience of children in similar circumstances, who are believed to number 28,000 (ONE, 2013)

The evidence generated through this study has been used to conduct a series of advocacy activities highlighting the obstacles to obtaining Dominican citizenship and proposing measures to overcome them. Discussions were initiated with the Health Ministry in 2015 to urge them to give better training to their staff, who have the responsibility of issuing the first document that is needed to register a child. The issue was presented to the press on the 26th anniversary of the Convention on the Rights of the Child, generating coverage of the issue. Subsequently, in 2017, both OBMICA and MUDHA supported a draft law on responsible fatherhood as a means of ensuring fathers can pass on their nationality to their children, although the law was not finally passed.

In October 2018, a publication giving a detailed presentation of the issue and possible solutions was launched at an invitation-only event that was attended by representatives of the National Electoral Board (JCE), the Ministries for Public Health, Education, Interior and Police, and Foreign Affairs, the DGM and the INM, as well as members of the diplomatic corps. It was launched by the Ambassador of the European Union, thereby giving weight to the issue, who presented it within the framework of international human rights legislation and highlighted the risk of exposing children to heightened vulnerability through statelessness. As well as a presentation about the topic, which concluded with recommendations for addressing the practical problems commonly encountered, a 30-minute video was shown portraying the situation of a group of affected children, some of whom were in attendance. A press release was brought out by OBMICA after the event and at least one press article followed. The launch was replicated in four decentralised locations in late 2018 using NCA funding.

Although the campaign has been directed towards a somewhat less politicised and more technical agenda than other migration and nationality-related issues, the work on access to civil registry for children of mixed couples is an example of strategic advocacy that should be more widely used by partners. It has clear and achievable objectives, involves a collaboration between two complementary organisations to produce evidence and concrete recommendations rooted in systematisation of field experience. Subsequently, the two organisations have adopted a variety of means to promote their goals, using on-going dialogue based on relatively clear 'asks' (proposed actions for positive change) addressed to specific targets. Its arguments are rooted in a gendered-analysis of the situation of Haitian migrants.

While advocacy to achieve the various changes required to ensure that all children of mixed Haitian-Dominican parentage can achieve nationality rights without impediment, one significant change in procedures has already been achieved at a national level as a result. The Ministry of Public Health, which is responsible for issuing the birth record needed to apply for a Dominican birth certificate, has stopped using the pink forms that used to be given to foreign mothers, and instead uses the same white form for all births, ending the discrimination that often led to children being denied Dominican citizenship.

3.3 MUDHA

MUDHA is an organisation of Dominican women of Haitian descent, dedicated to the promotion of the human rights and wellbeing of women like themselves, which has been in existence since 1983. It can be considered a social movement with its base in the bateyes, where its community development work is concentrated. The organisation also has direct experience of working in Haiti. It carried out work in response to the 2010 earthquake, and in relation to the camps that were created in Anse-à-Pitres in 2015.

MUDHA adopts a gender and ethnicity perspective in its work, and the majority of its target population is young. These characteristics give the organisation considerable legitimacy, which has ensured that it has been acknowledged as a partner in dialogue by state authorities. It has been invited to take part in round-table dialogue with the government and has received invitations to discuss their situation with international delegations. MUDHA associates its work with those of other groups fighting against discrimination, such as the women's movement (its members participate regularly in marches and assemblies demanding decriminalisation of abortion, for instance, or an end to the high numbers of femicides).

MUDHA is involved with 3 of the NCA/MFA outcomes (2,3 and 4), specifically those related to migrants' residency rights, the right to nationality for Dominicans of Haitian descent, and improved group relations. Much of the work involved has been in terms of awareness-raising, together with legal accompaniment, which is a particularly labour-intensive process given the need to deal with the numerous bureaucratic requirements and obstacles. At the same time, their presence at a community-level provides material that can form the basis of advocacy positions, which are based on experience.

MUDHA has always attached importance to advocacy work as a way of addressing the causes of the marginalisation and poverty that affect the groups it works with. At the same time, it seeks to empower and organise the Dominico-Haitian population in order to claim their rights, helping establish women's and youth associations, as well as building self-esteem through examination of culture, gender and identity (power to, power with and power within). While not strictly advocacy, community mobilisation of this kind contributes to movement-building, a means of enabling rights-holders to conduct their own advocacy.

MUDHA has used a variety of advocacy strategies to convey their messages. Particularly worthy of attention are the following:

- i. Use of the International human rights apparatus. In addition to the strategic litigation case mentioned below, MUDHA has worked with other organisations to make joint submissions to the various UN bodies, including CEDAW, the Committee on Economic, Social and Cultural Rights, and the Universal Periodic Review by the Human Rights Council
- ii. Regular dialogue with important duty bearers, including the JCE, the Foreign Ministry and the Interior Ministry (MIP), which offers an opening to engage in coherent advocacy with scope for follow-up. Without their consistent mobilisation, it seems unlikely that MUDHA would have been given this opportunity.
- iii. Policy analysis and position papers. MUDHA has carried out a detailed analysis of the laws and policies that have been introduced. They have produced, published and disseminated critiques of policies and their implementation, including concrete recommendations where appropriate. Specifically, these have been drawn up with respect to the following:
 - a. The Constitutional Court *Sentencia* 168-13, published in February 2014

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- b. The Naturalization Law, 169-14, submitted as a letter to the President’s Legal Advisor in response to the short period granted for comments in relation to the implementation rules accompanying the law
- c. An analysis of the process undertaken by the JCE scrutinising the citizenship rolls (*auditoria*), identifying deficiencies in the way it was carried out (blanks, errors, wrongful inclusions, etc) that could be used to conduct advocacy around nationality rights for the so-called Group A (Dominico-Haitians registered as citizens at the time of the *Sentencia*)
- Public protests by rights holders: often generally organised in conjunction with other organisations, not only in support of the right to nationality for Dominicans of Haitian origin but also women’s, LGBT and human rights in general (for example, on the anniversary of the *Sentencia*, on the International Day against Racial Discrimination or calling for a national Human Rights Plan). In recent years, however, there has been a consistent pattern of counter-demonstrations from sectors opposed to granting rights to migrants and their descendants, who have been successful in stealing the agenda, as occurred in 2017, when a rally held in front of the monument to Dominican independence in the capital encountered strong resistance, carrying risks to security and of being counter-productive.
- iv. Use of traditional media to draw attention to issues. As well as press coverage of some of its activities, MUDHA has successfully inserted opinion pieces into local media. An illustration is the publication, on the anniversary of the constitution, of a letter regretting the exclusion of certain sections of the population (El Caribe, Nov. 2015)
- v. Use of social media to amplify its voice: MUDHA has started to use social media effectively to share its positions and information about its activities (an example is a Tweet in November 2018, reproducing an article from inspiration.org denouncing the Dominican state’s administrative violence towards women by denying their identity documents)

The concrete results obtained through advocacy have been modest – unsurprisingly in the circumstances - but nonetheless represent small, significant steps. Of note are the following:

- i. A case was successfully brought before the Inter-American Court of Human Rights by MUDHA, GARR and other parties (*Expelled Dominicans and Haitians v. Dominican Republic*, 2014), although as the ruling came immediately after the *Sentencia* and a subsequent decision of the Constitutional Court not to recognise the Inter-American Court’s authority, the outcome has not been accepted by the Dominican state
- ii. In 2016, taking advantage of meetings between civil society and the JCE, MUDHA was able to expose the tremendous difficulties faced by people from Group A, in obtaining their documents, even once they had been successfully vetted. They were having to make several long trips to the capital in order to be issued with their new papers. As a result of the intervention, the JCE changed its procedures, instead issuing the documents through its provincial offices, and made a greater effort to inform people in isolated areas when their papers would be available. This shift has not eliminated the other difficulties associated with the process, but it has significantly reduced the cost and frustration that is involved at the final step and is of practical benefit to the people concerned.
- iii. Monitoring of the implementation problems associated with the PNRE, carried out with other organisations, has provided material for feedback to the authorities and to raise in the press. A meeting with the MIP in 2016 contributed to the decision to extend the validity of the permits for people without a passport for a further year.

- iv. Engagement with local authorities and neighbourhood associations (*junta de vecinos*) in Villa Altagracia successfully resulted in the inclusion of the batey communities in the Municipal Development Plan

3.4 SSID

SSID is a community development organisation made up of a group of evangelical churches and related organisations working primarily in *batey*⁸ communities and in areas close to the border. It was also involved in implementing a post-earthquake housing project in Haiti and for a number of years took part in a programme of dialogue between the Protestant churches in both countries. SSID is a member of the ACT (Action by Churches Together) Alliance, an international coalition of churches working to address poverty, provide humanitarian aid and carry out advocacy to protect human rights. As a result, SSID has a natural affiliation with NCA, which has been supporting it for over 30 years. Unlike the other 3 partners, which have been supported via MFA, SSID receives funds that come through a framework agreement with Norad, which carries less rigorous reporting requirements.

SSID does not engage in regular advocacy as a means of achieving improved rights for migrant workers and their descendants, preferring development interventions that will bring about direct improvements to the situation of programme participants in fields such as disaster risk-reduction and education. With respect to migrants and their descendants, efforts are made to inform communities about their rights. The organisation has also accompanied groups of undocumented workers in legalising their status, even investing substantial resources in taking a number of them to Haiti to obtain documents they required to register under the PNRE.

At a local level, some minor advocacy initiatives have been taken. For instance, in Sabana Grande de Boyá, an agreement has been reached with the local mayor to provide legalisation services needed for documents without charge. Whilst welcome, such initiatives do not represent structural change and could be reversed at any time. SSID has also provided advocacy training to its network of pastors but it was not possible to meet with any of them to find out how they have used these skills.

Real change in terms of the rights of migrants and their descendants requires engagement at the national level. Some staff of the organisation appear reticent when it comes to getting involved with advocacy at this level, having a perception that this would necessarily involve hostile confrontation and failing to appreciate the range of strategies that can be used. This attitude may underlie the distance that separates SSID from the other two Dominican partners, a gap which has not been successfully bridged through the binational programme, despite some attempts by NCA to encourage more systematic engagement. Certain policy issues may also impede collaboration between the different institutions⁹.

Nonetheless, SSID enjoys a structural relationship with the Dominican government that puts it in a strong position to conduct 'soft' (closed door) advocacy, which it has taken advantage of on occasions. The head of its board is the official link between the executive and the Protestant churches, while the Dominican President, Danilo Medina, has visited the organisation on several occasions and has received its leadership. SSID receives a grant through the national budget, and has obtained funds from the President towards the building of its head office¹⁰. It has used this privileged access to lobby high-level duty bearers in the DR about ways of ensuring rights of migrants and their descendants.

- Immediately after the 2013 Constitutional Court ruling, the President engaged in consultations with sectors of society, which included meeting with the SSID director.

Subsequently, a meeting was organised at SSID's offices where 40 participants discussed a proposal to introduce some flexibility into the requirements for registering for the forthcoming PNRE. Rather than the 7 supporting documents stipulated in the migration law, it was suggested that one should be enough to enrol in the programme, with the remainder to be completed later. According to SSID, this proposal was formally adopted¹¹.

- In May 2014, the General Assembly of the Act Alliance was held in the DR. On that occasion, a statement was adopted, with SSID's support, asking the Dominican government to restore their nationality to the people who had lost it as a result of the *Sentencia*, and asking member churches to undertake advocacy on this issue. The declaration was submitted to the President, although the controversy remains unresolved more than 4 years later.
- In June 2015, just as the registration phase of the PNRE was coming to an end, SSID placed a full-page advert in the newspaper Hoy entitled 'SSID proposal on the Regularization Process and repatriation of migrants' (the statement is still available on the front page of SSID's website). It calls for more resources to be put towards the PNRE process to allow more people to register, urges that no one born in the DR should be deported and for due process to be respected in any deportations, as well as for the agreement between the two countries on the subject to be respected¹². This is the only example about which information was made available during the evaluation of a public position taken by the organisation, but it does not appear to have been accompanied by any further advocacy or follow-up. With the exception of deportation of anyone born in the DR (a demand from many quarters, largely but not entirely observed in practice), the proposals have not been taken up, although they will have added to the voices questioning official policy.
- Also in 2015, the President invited participants in the Evangelical Dialogue between Haiti and the DR to a meeting to discuss relations between the two countries, although there does not appear to have been any follow-up to this initiative.
- According to the SSID Director, the organisation is currently discussing how to ensure all groups in the population, including Dominicans without identity papers and the children of immigrants, can be given documentation¹³ with the President's head of social programmes. This initiative could potentially be a good use of the influence that SSID has, but in the absence of a plan specifying the exact objectives or any involvement of rights holders themselves in the discussions, the final outcome, even if it does materialise, may fail to address the situation adequately.

In undertaking these initiatives, SSID does not appear to make use of evidence or to consult with those rights holders most directly affected, even though many of the people who attend the member churches are Haitian migrants or their descendants. Nor is there a clear gender perspective evident in the advocacy positions it has adopted. What is more, it acts alone, despite the fact that greater collaboration with other institutions would increase the leverage – and potentially the results - that it could exert. Instead, the close association with the presidency carries of risk of reinforcing personal or institutional power without firmly advancing the agenda set out in NCA's binational programme.

SSID's credibility as a well-established national organisation with a strong base in evangelical churches would give the organisation a clear voice should it choose to speak adopt a public stance in favour of policies more favourable to the rights of migrants and their descendants, which would amplify its influence in the informal discussions it conducts with state authorities. Yet its relative silence in the public sphere means that it is not currently well known as an institution to the key informants interviewed as an institution active on these issues, and its lack of involvement in any of the networks established to fight for the rights of migrants and their descendants is regrettable.

3.5 GARR

GARR is a Haitian organisation that was established in 1991 to cope with the influx of deportees from the Dominican Republic that took place at that time and, apart from a short interlude, has worked continuously to promote the right of Haitian migrants and displaced persons since then. This track record has ensured that GARR has developed a very solid reputation in Haiti for work on migration issues, giving it a level of access to decision-makers. It is regularly quoted in the national press, and its own press releases are relayed at an international level by Relief Web (124 interviews were given to the press regarding migration-related issues over the period 2017-18, according to GARR's report for that period, while there are more than 500 documents mentioning GARR on Relief Web, many of them GARR's own press releases).

In its current strategic plan, 2015-2019, GARR's 3 objectives are related to:

- a. Advocacy and mobilisation to defend migrants' rights
- b. Reintegration of deportees
- c. Adoption of an appropriate migration policy by the Haitian state

From the very beginning of its operations more than 20 years ago, GARR has wanted to use advocacy to encourage the state to respond to the challenges of migration, particularly deportees and community development in the border areas, rather than responding directly themselves. According to its most recent plan, its three strategic advocacy priorities are:

- i. Elaboration and implementation, together with the Haitian state, of a national migration policy
- ii. Effective modernisation of the national civil registry system
- iii. A legal framework for housing cooperatives

The last of these has been pursued on behalf of the housing cooperative created by GARR after the earthquake, a struggle which has been ultimately successful, resulting in recognition by the parastatal body overseeing cooperatives. It is unclear, however, how strategic this intervention is and whether it will lead to structural change for groups of migrants or other marginalised groups.

With respect to advocacy on a migration policy, GARR developed a draft text of such a document in 2011, in response to a request by the Interior Ministry to assist with a commission working on this subject. Although the commission did produce a preliminary report, it was not formally endorsed before a change in government. In 2013, therefore, GARR brought the proposal up to date with a view to resubmitting it to a new government. Since then, GARR has made efforts to hold meetings and engage in correspondence with a variety of duty-bearers on this and related subjects, including the Prime Minister's office, the Minister of Foreign Affairs, and parliamentary committees. These lobbying activities have broadened to include discussion on the status of the PNRE and the need to reactivate the Binational Mixed Commission, but it is not clear what follow-up has been given to these meetings. There is no evidence of an advocacy plan to map out the most effective route to achieving the goals that have been defined or of any means of monitoring the outcomes and follow-up undertaken.¹⁴

In relation to civil registration and the right to an identity, GARR has been active in lobbying around the government's PIDIH programme, which aimed to provide the necessary documents for Haitian migrants in the DR so they could register under the PNRE. In 2014, GARR, in conjunction with MUDHA and other organisations, conducted a monitoring visit to see how PIDIH was operating in practice, as a result of which they identified a number of problems. Initially, a charge of 2,500 pesos

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was suggested (approximately \$58 at the time), a price which is unrealistically high for low-wage migrant workers. Lobbying through GARR and other organisations was successful in bringing the required contribution down to a more reasonable 1,000 pesos, thereby enabling more people to register for the documents. This represents a small but valuable achievement.

GARR's role in the NCA binational programme is in relation to Outcome 1 (accompaniment and assistance to survivors of GBV and deportees), Outcome 4 (improved relations) and Outcome 5 (humanitarian assistance for deportees; monitoring of deportations). NCA/MFA funding has also contributed towards part of the salary of the two-person Communications and Advocacy team.

Most of the work on GBV is related to awareness-raising and direct service provision and so is outside the scope of this evaluation. It is a relatively complex area of work, involving sustained interaction with communities and officials, legal advice and accompaniment of victims, as well as practical support. Women have been assisted in forming a savings and loans group to help them gain financial autonomy and some have had school fees paid. On the evidence of the field visit conducted through this evaluation, this work appears to be well done. The school directors, for instance, showed a high level of commitment to addressing gender discrimination and a level of ownership of the issue, prompting them to take action in their communities. However, the time investment required for these activities is considerable, leaving little room for staff to get involved with advocacy. Instead, advocacy is primarily the work of the two-person Communications and Advocacy team (with the intermittent support of international volunteers). Compartmentalising the work in this way may be a weakness, since it can prevent on-the-ground experiences being fed into the advocacy agenda, and restricts the involvement of other staff.

Some work with local authorities and other duty-bearers has been carried out in relation to GBV, helping them to understand their role in ending violence against women. These efforts are said by staff to have led to a greater willingness to prosecute cases of violence against women in the district courts, instead of brokering an informal agreement as used to happen in the past (no figures are available). However, such activities resemble capacity-building for state authorities rather than advocacy and is not equivalent to achieving sustainable change in this field. What is more, there is a real question about the extent to which it is realistic to work for longer-term gains of this kind through local interventions. The introduction of directives from a ministerial level, combined with more effective supervision, might be more effective in achieving systemic change. Advocacy on these issues could probably best be achieved through actions in coordination with women's organisations working for similar change nationally.

GARR also offers humanitarian assistance to people who are destitute following deportation from the DR, enabling them to receive food, medical attention or travel expenses, as necessary. Some (single mothers in particular), who originate from the Plateau Central, where GARR has its main programmatic focus, have received some assistance with school fees. However, tens of thousands of Haitians are deported from the DR every year, so the assistance GARR provides can address only a small fraction of the needs. Meanwhile, the state body officially charged with receiving and facilitating the reinsertion of deportees, the National Migration Office (ONM) has no budgetary resources to fulfil this function, a situation which has not changed over the 20 years that GARR has been responding to the repeated crises occurring as a result of collective deportations. This demonstrates the danger that GARR's efforts are, in fact, substituting for a role that should be taken by duty-bearers, which is the only way to make them sustainable.

While the need to strengthen ONM is included in the migration policy which GARR is lobbying for, it is only a minor part. GARR has been pressing the local authorities to do more to assist with reception

of deportees, but the mayor interviewed in the course of the evaluation was not clear how this might be achieved and has no funds available to provide any assistance¹⁵. Instead, she claims she donates money from her own pocket so that deportees have food and can reach their homes, an individual rather than an institutional response. To avoid this problem, it would be preferable for GARR to carry out sustained advocacy, in accordance with an advocacy plan, with the aim of ensuring ONM has adequate resources to fulfil this function properly (GARR could even be contracted by ONM to provide the assistance, using the expertise it has acquired, with funding and oversight provided by the state).

Political instability, frequent changes of government and the fragile state structures mean that advocacy in Haiti is not simply about different issues than those in the DR but must also be conceived in a different manner. The legal and normative frameworks are weak, and where they do exist, they are not necessarily correctly applied. Decision-making is often done through informal channels and can be dependent on personalities or calculations of short-term advantage. The atmosphere of drawn out crises can also hinder consideration of longer-term approaches. For this reason, it can seem tempting to work for change at a local level with individuals who are willing to collaborate.

Perhaps as a result of these very real complications, GARR tends to adopt a very broad interpretation of what counts as advocacy. In discussions during the course of this evaluation, mention was made of intercessions with the Ministry for Social Affairs regarding the needs of an elderly deportee with mental health problems. This is an example of an intervention with duty bearers but has more of a problem-solving character that will not necessarily bring lasting change. However important other approaches may be, they should not be confused with more formal advocacy initiatives which aim at lasting, structural change. To determine the best way of achieving more sustained change it would be beneficial to establish a Theory of Change which specifies the more immediate and longer-term outcomes that are being sought, and which can be regularly reviewed to include shifts in the context and experiences of advocacy. In some cases, this might point towards a need to work with broader segments of public opinion so as to raise awareness around migrants' rights, rather than relying on direct lobbying of officials.

In furthering its case, public communications are important. Despite the fact that GARR has a level of success in this area, one key informant felt that GARR is 'in the shadows' and that it could do more to give its work greater visibility, which in turn would help increase its influence. One way to do this, would be to use social media, which is widely used in Haiti¹⁶. This could incorporate short video clips, as MUDHA is doing. A social media presence would help interest public opinion in certain issues and should also have the effect of increasing traffic to GARR's website. Moreover, instead of frequent press releases, GARR could achieve greater impact by preparing a more limited number of in-depth thematic reports, summarising its experience on specific issues and incorporating clear proposals for structural change. This would be useful both in terms of furthering public understanding as well as providing duty bearers with guidance that they could follow.

GARR's human rights database is potentially crucial in this regard. Although it is said to be ready for use, the database has been beset by problems of underfunding and is not yet in operation. Over the years, GARR has acquired valuable experience of monitoring the border, in conjunction with the Rezo Frontalyè Jano Sikse, a group of volunteer human rights activists. This was put to good use from 2015-2017, when GARR collaborated with IOM on compiling data about deportations. The statistics they produced were valuable in informing national and international authorities of the scale of deportations and of returning migrants. It is to be hoped that funds will be found to enable GARR to

move forward with the active use of the database as a basis for bolder and consistent advocacy on the issues that beset the border region.

3.6 CCHD and other networks

Many of the advocacy initiatives partners have been involved with have been carried out through networks or alliances, an effective way of increasing the voice of each organisation or group in seeking change. Two key examples are:

- MUDHA is a member of the Red Jacques Viau (REDH-JV), together with other organisations of Dominco-Haitians, including MOSCTHA, CEDES0 and CCDH. Together the network has taken a variety of positions in various fora, such as
 - Remarks on the shortcomings of the PNRE at the end of its final phase, August 2018, reprinted in Espacio Insular (a digital information service on both sides of the island)
 - A joint submission to the UN Human Rights Council on the occasion of the examination of the DR's Universal Periodic Review (January 2019), with respect to cases of discrimination and denial of the right to a nationality
- MUDHA and OBMICA are both members of Dominican@s por Derechos (DxD), a group of organisations which publicly support the right to nationality of descendants of Haitian migrants denationalised in 2013. Amongst other activities, it has organised rallies on the occasion of the anniversary of the 2013 Constitutional Court ruling, accompanied by detailed statements presenting their demand for the ruling to be overturned. OBMICA has provided technical support for DxD's communications at intervals over several years.

Of particular interest to NCA is the Haitian-Dominican Committee of Concertation (CCHD), a structure which GARR, MUDHA and OBMICA, working together, have done a lot to create. CCHD brings together civil society organisations from both sides of the island to share knowledge and experiences and to develop joint positions on issues affecting relations between the two countries. NCA's strategic plan 2016-2020 refers explicitly to CCHD as a vector for advocacy and collaboration in support of its Outcome 2 (Haitian migrants residing legally in the DR) and Outcome 4 (improved intra- and inter-group relations). Such references may overinflate the influence that CCHD is likely to have in the short- to medium-term, but it does nonetheless play a unique role which had not been filled in the past and is worth nurturing.

CCHD grew out of forums organised by NCA and Christian Aid which brought partners from each side of the island together. In 2015, it was given added impetus due to the fears that the end of the registration period for the PNRE could lead to mass expulsions of migrant workers who had not registered, as well as of Dominicans of Haitian descent. At that stage, there was considerable involvement from international organisations, including OCHA, Oxfam and ACT members. This 'drowning' of the agenda was, however, resisted by the Haitian and Dominican organisations, who have since asserted a degree of ownership over the space, a move which demonstrates that they understand it has value.

Initially, CCHD developed ambitious plans, designing major interventions requiring significant funding, but these have now been scaled back to a more realistic level. More than a dozen organisations attend the twice-yearly General Assemblies, where there have been useful discussions on contextual issues, with inputs from outside specialists that help develop a shared understanding of the situation. The structure is relatively simple and is self-administered, with two organisations ensuring national-level coordination in each country (OBMICA and CCDH in the DR, and GARR and

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SJM in Haiti). Migration has become the main thematic priority, with the environment as a secondary focus (a third issue, trade, was initially chosen but has been dropped for lack of sustained interest). An operational plan is now said to be ready for adoption in the early part of 2019.

As with most networks, CCHD faces a number of problems related to issues such as defining its role in such a way that it does not substitute for its members, tensions related to differing levels of capacity and competition for funding, as well as budgetary issues. Inevitably, members find the opportunity cost of participating high and some have ceased to be involved (SSID, amongst others, has not sustained its interest in the platform), but the most committed remain. Process considerations, which involve building trust and shared perspectives, are an integral part of forming a space for joint action, all the more so in a case such as CCHD, where members must overcome linguistic, cultural and historical barriers, as well as those inherent to collaborative action. The support of NCA, as a flexible donor, has been important in enabling CCHD to be sustained.

In spite of these challenges, CCHD has provided a forum which has allowed organisations on either side of the border to get to know each other's field of work, leading to new exchanges. ORREM, for instance, was invited to give a presentation of its work on reintegration of deportees in Haiti at an international symposium on deportations, organised by OBMICA in September 2018. Similarly, as a result of these contacts, OBMICA was requested to give some training to SJM Haiti. According to evaluation participants, CCHD has also facilitated better understanding of the viewpoint from the other side of the border, something which has created barriers to collaboration in the past.

A number of statements, accompanied by policy recommendations, have been drawn up and subsequently taken up by the Haitian and Dominican press. In March 2016, CLIO, the NGO liaison group in Haiti, issued its own statement in support of CCHD's position on the PNRE, PIDIH and deportations, calling for restoration of the nationality of those affected by the *Sentencia*. In March 2018, CCHD issued a position condemning the incitement to violence in Pedernales, calling on the Dominican state to take action to prevent any attacks on Haitians. The message was reproduced by Relief Web, the primary source of electronic information for the humanitarian community. Unfortunately, these declarations tend to be isolated actions, without any sustained follow-up, and there are no indications that there have been any tangible results on the issues they discuss.

The joint platform is not yet well known. For it to achieve greater impact through its positions will require designing a coherent strategy setting out other complementary actions in support of the demands expressed. Nonetheless, the process of reaching agreement on a text affecting Haiti and the Dominican Republic is an important one, bringing organisations in both countries together. CCHD's advocacy potential may well increase if the Bilateral Mixed Commission (an intermittently functioning bilateral exchange at the governmental level) should resume, where there will be a strong case for inputs from civil society.

CCHD has not managed to finalise its statutes or to formalise its structures but its informal nature is not necessarily a problem in the shorter-term to the extent that its members continue to be actively involved. It is an achievement to have created and sustained a space of this kind, overcoming the normal barriers that prevent cross-border collaboration, thereby laying the ground for constructive collaboration in the future. Donors should have only limited expectations for concrete outcomes over the coming period in order not to crush what is still an embryonic structure.

4. Conclusions

Issues relating to the rights of migrants' and their descendants in the Dominican Republic remain as acute and relevant as they were at the start of NCA's binational programme. The 2013 *Sentencia* amounted to a watershed that has rendered the efforts of civil society in this area considerably more difficult, particularly as the political climate since then has been overwhelmingly unsupportive of the rights of Haitian migrants and their descendants living in the DR. The outcomes registered in the course of this evaluation appear slight. Nonetheless, the Dominican partners (particularly MUDHA and OBMICA) are a visible part of a wider movement that is challenging the massive denial of rights resulting from the *Sentencia*, and are also working for enhanced rights for the migrant population in the DR.

Whilst they are by no means the only players, their role has been considerably greater than the imperfect statement of tangible outcomes included in this report can convey. Over and above the direct accompaniment they have provided to people whose lives are directly affected by the DR's migration policies, partners have made courageous and sustained efforts to ensure that the right to Dominican citizenship for children of undocumented workers has become a visible - albeit highly contested and unresolved - topic of public policy. This in itself is an achievement.

Key informants believe that the introduction of Law 169-14 can, in large part, be attributed to the work of civil society actors, including NCA's partners. Although manifestly inadequate, the law has provided a route to citizenship for a portion of those who were deprived of Dominican citizenship through the 2013 Constitutional Tribunal ruling. As a result, some of the beneficiaries have been able to recover their right to work, study and live free from the fear of deportation. The same organisations have made significant contributions towards other small but positive steps in line with the programme's overall goal. The elimination of the use of separate birth records for children of immigrant mothers is a good example. While serious underlying issues remain, which could take decades to resolve, it is reasonable to believe that the unrelenting pushback from sectors committed to defending human rights may lead to concessions from the state in the foreseeable future (possibly after the 2020 presidential elections).

In Haiti, the issues are very different. The continued weakness of the state is the main challenge for advocacy efforts related to policy development and implementation in the field of migration. This makes monitoring the impacts of such issues and development of constructive proposals all the more important. GARR has been instrumental in ensuring that the issue of migration is in the public eye and has provided concrete inputs into the embryonic discussion around policy in this field. Its contribution to reducing the cost of PIDIH was a notable gain, even though other implementation difficulties limited the overall results of the governmental programme.

The situation at the current point in time is one of flux, requiring new strategic thinking. The PNRE has officially ended, without affording even the 50% of Haitian immigrants who registered more than temporary protection. Their work permits will come to an end at the time of elections in the DR, with the likelihood that the issue becomes even further politicised. At the same time, deportations of those who, for various reasons, have not registered, are taking place on a massive scale without minimum respect for due process. Whereas some of the so-called Group A have obtained recognition for their Dominican citizenship, it is on a different, extra-legal basis from other citizens, having been enrolled in a separate register which could leave them exposed to a legal challenge. The even larger numbers belonging to the so-called Group B remain in an extremely vulnerable situation, with no-one having been successfully naturalised as Dominican to date.

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NCA has brought together 4 partners with different, but complementary, profiles, summarised in Table 1, below. Partners have, by and large, been very active in seeking to engage with policy change, understanding its significance. They have worked, to a greater or lesser extent, using a rights-based approach, ensuring conflict sensitivity as well as the inclusion of gendered considerations, often using evidence appropriately. With the exception of SSID, they have worked collaboratively to enhance their impact. While their advocacy efforts have tended to lack a strategic framework, they have been capable of using a variety of means to respond to opportunities that arise. In general, partners have an excellent understanding of the political contexts in which they are working but their ability to analyse the various actors and power dynamics underlying their operations is less clear.

The outcomes, advantages and constraints associated with some of the strategies used are presented in Table 2. No single strategy has shown itself to be uniquely effective. The previous focus on strategic litigation, whilst still relevant, has met with a serious backlash in the Dominican courts and cannot be relied upon to achieve results in the shorter-term. A similarly hostile response from ultra nationalist sectors has started to become routine whenever public mobilisations are organised in the DR. Because of the virulent opposition they have faced from groups such as these, the Dominican partners, in line with most of civil society engaged in human rights promotion in the country, have tended to invest much of their energy into less public, softer advocacy. This focus, however, has left the public arena open to the influence of countervailing nationalist tendencies, with few public voices speaking up in favour of the human rights of migrants and their descendants.

Yet conflict sensitivity should not always mean conflict avoidance. A mix of advocacy strategies continues to be relevant and have the potential to achieve more than direct accompaniment alone. However, to be most effective, it should be based on clearly defined strategies that incorporate a risk analysis to ensure that no further ground is lost. Advocacy objectives should also be designed to be more immediate and achievable than has been the case, focused on attaining milestones on the way to longer-term change. Examples in the DR could be reopening the PNRE to include a larger number of Haitian immigrants, developing a clear route to citizenship for Group B, publication and review of the current deportation protocol to ensure full respect for human rights, etc. At the same time, strategies to reach broader sections of public opinion are called for in order to reduce the political cost that is currently attached to any policy changes that can be perceived as favourable to Haitian migrants.

Partners are already looking for ways of reframing the issue, whether in terms of intersectionality (MUDHA) or through an artistic and cultural lens (OBMICA). Other possible approaches include structured dialogue, youth/student solidarity based on experiential learning and communication (links with population of *bateyes*), greater involvement from the church, trade unions or the private sector, or a development angle highlighting inequality and the obstacles to achieving internationally agreed Sustainable Development Goals. This will almost certainly require a greater emphasis on communications than has been the case to date, including the strategic use of social media.

Key lessons learned during the course of the previous 6 years, which can usefully be applied in the future, are the following:

- Partners and donors should see advocacy as a central part of their work that should be underpinned by strategic thinking and adequate resources, in the same way as other areas of programming. Depending on the context at any given time, it may be possible to achieve more fundamental improvements through advocacy than through direct accompaniment.

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- Where this is the case, strategies outlining clear and achievable objectives, targets, and messages are required, which are packaged in an appropriate way to achieve their goal. This does not preclude urgent actions that respond rapidly to emerging situations, but such initiatives should not replace more strategic ways of working.
- As well as identifying what needs to be done to bring about change, advocacy must target the right people in the right way and be undertaken at the right time and place. Advocacy interventions need to be planned in detail, incorporating strategies that are based on an explicit Theory of Change. This is a dynamic methodology that can be used to map out, as well as subsequently monitor and modify as necessary, a clear, step-by-step route to reaching the desired changes¹⁷. Partners should spend time identifying specific and achievable objectives, tracing the precise route through which these can be attained. This planning should incorporate a stakeholder and power analysis, as well as a thorough risk analysis. It should be regularly revisited and modified as necessary, in accordance with any changes in context and actual experiences.
- Monitoring and evaluation systems for advocacy are as important as in programmatic work. They enable organisations to assess whether they are using their limited resources as effectively as possible, as well as providing accountability to donors and communities. However, since advocacy takes place in a highly unpredictable context, capturing outcomes (positive and negative) is more challenging. Distribution and citation lists are useful but should be accompanied by other techniques. One potentially useful approach is Outcome Harvesting (used in a very basic form during the partner workshops), which is well suited to assessing complex situations¹⁸

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	GARR	MUDHA	OBMICA	SSID
NCA partner since	2007	2015	2008	1985
Type of organisation	National NGO	Social movement	Think-tank	Church-based
Geographic focus of programme work	Plateau Central	Gran Santo Domingo Villa Altagracia Sabana Grande de Boyá Puerto Plata	Not applicable (no direct programmatic interventions)	San Pedro de Macoris Monte Plata Pedernales Dajabon San Juan de la Maguana
Cross-border interactions	Informal relations with wide range of civil society partners in DR	Post-earthquake response in Leogane – activities currently on hold	Informal relations with wide range of civil society partners in Haiti	Dialogue between Evangelical churches (? – 2015) Post-earthquake housing reconstruction
Main areas of advocacy	Deportations Access to documentation Human rights violations on border Development of appropriate migration strategy by Haitian government	Right to nationality Implementation of Naturalization law PNRE outcomes/implementation Registration of children of mixed couples Defence of human rights generally	Statelessness (including as it affects children of mixed couples) PNRE outcomes Migration & environment Human trafficking Labour rights	Naturalisation law and its implementation
Dedicated advocacy/comms staff	2	1?	1	0
Advocacy approach	Human rights monitoring on border Media interventions Soft advocacy with duty-bearers	Building of social movement of rights-holders Rallies/marches Position-papers Media interventions Dialogue with duty-bearers	Research to support policy proposals Support to networks (DxD, RJV, CCHD) Soft advocacy with duty-bearers	Insider, collaborative engagement with duty-bearers
Advocacy targets	Haitian government	President	Instituto Nacional de la Migración	President

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	Office National d'Identification	JCE Ministry of Interior & Police	Other NGOs International community and civil society	
Constituency/reach	Community groups on Haitian border RFJS Haitian public generally	Dominicans of Haitian descent Local community actors (Junta de Vecinos, mayors ...)	Academic International, esp. LAC Embassies UN agencies	Evangelical churches & ministers ACT Alliance Local actos (JCE, junta de vecinos ...)
Unique perspective	Consistent voice on migration, linking experience of humanitarian and development work in border region to advocacy	Rooted in community; access to people directly affected, especially young	Cross-border migration seen in context of Dominican migration overseas and wider regional trends	Evangelical Christian - base in churches widely frequented by migrant workers
Rights-based approach	Yes	Yes	Yes	Partially (health/education) but not in terms of migrants' rights/right to nationality
Gendered approach	Yes	Yes	Yes	Limited
Empowerment/participation of rights-holders	Limited – voice not translated into advocacy	Yes – rights holders are made visible	No – does not work directly with rights-holders	Limited - voice not translated into advocacy
Evidence-based	Yes, but restricted by lack of data	Partially	Yes – conducts own studies	No
Active membership of networks working on migrants' rights	CCHD	Red Jacques Viau Dominican@s X Derechos CCHD	Dominican@s X Derechos CCHD Red ANA MENAMIRD Red Jacques Viau	
Advocacy strengths	Long track record of advocacy on migration/documentation issues based on experience in border areas	Organisation of rights' holders Consistent track record on the issues	Respected. Highly credible evidence-based approach International networking	Close links to Presidency

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	<p>Coherent vision Good collaboration with broad range of institutions (IOM, UNICEF, press) Good visibility in Haiti Strong cross-border collaboration</p>	<p>Active in 20 batey communities, giving direct experience feeding into advocacy Tentative social media presence Responds to opportunities to put forward messages</p>	<p>Some limited ability to reach state institutions (INM, JCE) without compromising message Use of videos to tell stories Open to collaboration Good contacts in Haiti</p>	
Advocacy weaknesses	<p>Insufficient systematisation of experience Overstretched due to involvement in direct service provision Communications unstrategic Lacks detailed advocacy and communications plan Slow to use social media</p>	<p>Capacity overstretched due to involvement in direct service provision – leaves insufficient room for gathering information/field data Communications unstrategic and only sporadic Lacks detailed advocacy and communications plan</p>	<p>Advocacy messages lost in detail Absence of robust dissemination/communications strategy to accompany each area of activity/publication (format & messages not necessarily driven by intended use/users) Unduly low profile – prefers others take the initiative. Less media attention than could perhaps be achieved Not able to respond in timely fashion to rapidly changing debates Slow to use social media</p>	<p>Largely silent in public, fails to highlight serious issues (statelessness, deportations, insecure documentation) Organisational positions ambiguous, risking co-option No clear advocacy strategy or public communications Links to churches unexploited for advocacy purposes Limited cooperation with other institutions</p>
Presence on internet/social media	<p>Internet (garr-haiti.org) Twitter (36 tweets, 35 followers)</p>	<p>Internet (mudhaong.org) Twitter (1,159 tweets, 1,266 followers) Facebook (2,500+ friends) Instagram</p>	<p>Internet (obmica.org) containing links to all publications Social media – in preparation</p>	<p>Internet (ssid.org.do); Facebook (minimal use, not for advocacy purposes)</p>

Table 1 – Partners’ profiles compared

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	Actions	Outcomes	Benefits and Challenges
Strategic litigation: use of legal system to achieve social change.	Defenders of the rights of Haitian migrants and their descendants living in the DR have successfully used the Inter-American System of Human Rights (IASHR) to try to enforce the supremacy of international human rights law over domestic law	The Case of Expelled Dominicans and Haitians (2014) was brought by MUDHA and GARR, amongst others, whilst Bridget Wooding of OBMICA was called as an expert witness. Although the Constitutional Court ruled that the DR's adherence to the court was unconstitutional, in 2016, the IASHR included the country in its Chapter IV, reserved for states where there are serious violations of human rights. This has brought the state into a dialogue, the outcome of which is so far unknown	The domestic legal and political apparatus was used to block strategic litigation but it has nonetheless generated international attention that has exerted considerable pressure on the country to address the issue of statelessness. Outstanding jurisprudence achieved at regional and international levels but weak compliance on the ground. Risk analysis required to avoid generating backlash
Public mobilisation	Rallies in front of the Constitutional Tribunal or in public spaces on the anniversaries of ruling 168-13	Allows visibility for rights holders' demands and may sometimes be empowering. Press coverage is generated, highlighting the issues, but without any control on the tone of the coverage	Sectors with Anti-Haitian agenda opposed to nationality rights for the children of migrants have successfully organised counter-demonstrations that steal the agenda and threaten participants. Risk analysis required to avoid backlash.
Discreet lobbying	Participation in meetings with high-level duty-bearers. Eg. Round table discussions with government	Uncertain	Unthreatening to duty bearers so willingness to engage Requires a clear position to avoid slippage or cooption
Action research to generate policy recommendations	Examples are OBMICA's annual report on migration trends and policy briefs, or GARR's human rights monitoring	Difficult to assess – depends on how it is used	Provides firm evidence for use in wider advocacy campaigns. Difficult to dispute if methodology sound. Long and potentially expensive process
Interventions to international human right bodies	Submissions to CEDAW (OBMICA, and MUDHA as part of a joint platform), and	In 2013, CEDAW expressed deep concern at the risk of statelessness and discrimination against Haitians and their	Carries weight but recommendations cannot be enforced. Slow process

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	lobbying of Inter-American Commission on Human Rights. Likewise, the Universal Periodic Report 2018	descendants living in the DR; the Dominican state will have to account for progress on this issue at the next submission.	
Appearances in press and broadcast media	Interviews or participation in panel discussions; opinion pieces reproduced	Hard to assess – impact cumulative	Ensures visibility provided there is a level of control over output
Social media	Use of Facebook, Instagram, Twitter, You Tube and other platforms to communicate messages about organisation’s activities, positions, or forward associated arguments	Variable	Uptake can be measured Visibility, with control over output but not responses ‘Earned media’ can reach new targets, deliver messages and respond rapidly to national and international debates, generating more traffic on websites at relatively low cost. Appeals to younger audiences

Table 2 – Advocacy strategies compared

Recommendations

To donors

- Continue to support advocacy by Dominican and Haitian civil society fighting to ensure realisation of the human rights of migrants and their descendants. Systemic violations continue to affect hundreds of thousands of people, a situation which cannot be resolved with projects focused on accompaniment but rather through structural change.
- Bear in mind that advocacy is a **process**, generally having to be carried out over the medium to longer term. It is conducted in a very volatile environment, where the parameters cannot be fully controlled, so that it is necessary to respond rapidly to opportunities and threats as they arise. Traditional project management tools lack the flexibility necessary for keeping track of advocacy, calling for a willingness to use alternative tools (such as an evolving Theory of Change). A focus on advocacy and communications also requires paying salaries for staff whose time is dedicated entirely to these activities.

To NCA

- Offer further capacity building to partners on designing and monitoring advocacy strategies and relevant tools, which should be flexible enough for the partners to adapt for their own needs and institutional preferences; ensure consistent follow-up on these issues

To all partners:

- For each advocacy objective, design an advocacy strategy including:
 - SMART (specific, measurable, achievable, relevant and timebound) objectives
 - A stakeholder analysis
 - A power analysis (targets, their profiles, ways of reaching them ...)
 - A risk analysis
 - A monitoring plan
- Experiment with a Theory of Change to help ensure regular and dynamic review of the achievements of advocacy campaigns and the obstacles encountered
- Experiment with creative strategies to get around the aggressive counter-demonstrations of ultranationalists (eg. Decentralised or virtual meetings)
- Use carefully planned social media to present arguments and achievements to a wider audience
- Cultivate a group of sympathetic journalists as a means of working more strategically with the press; reach out, where possible, to influence owners of broadcast and print media

To SSID

- Clarify policy and plans with respect to advocacy on behalf of the rights of migrant workers and their descendants living in the DR, use this as the basis of a public position on this issue and develop a strategy for achieving the objectives identified
- Use its voice to advocate publicly on behalf of enhanced rights for migrants and their descendants
- Draw up an engagement strategy prior to meeting high-level duty bearers which defines the objectives of the meetings and the messages that need to be conveyed (this does not have to be a public document but could be shared internally and with donors to assist with review and monitoring of any such process).

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- Engage more systematically with established networks working on behalf of the rights of migrants and their descendants in the DR, seeking to ensure its position is, as far as possible, in line with other organisations and helping them gain access to high-level duty bearers
- Mobilise member churches behind the advocacy goals identified, educating church-goers on the rights deficits in question and asking them to use their own spheres to advance the same objectives.

To OBMICA:

- Develop an advocacy, communications and distribution plan at the design stage of each publication in order to ensure that they are packaged in the right format, appear at the right time and deliver clear messages to a well-defined audience. This should be done in consultation with organisations that are potential users of the information.
- Produce more short, focused Policy Briefs containing recommendations for specific rights-holders, making sure they use visuals to enhance readability and are produced in a timely way to fit in with decision-making cycles
- Align knowledge production with campaigns planned by networks such as DxD and RJV, or organisations such as MUDHA, so as to ensure maximum relevance and usefulness
- Try to increase visibility by generating more 'earned' media through greater use of traditional media appearances, social media and organisation of events, such as publication launches

To MUDHA:

- Develop an advocacy and communications strategy as part of the new strategic plan, identifying the most important issues on which to conduct advocacy
- Consider reducing resources invested in service-delivery in order to concentrate more on advocacy

To GARR:

- Return to the early commitment of the organisation to engage in advocacy rather than attempt to meet the needs of communities directly. This is a feature that makes the organisation differ from others and where it already has expertise.
- Prioritise advocacy urging the Haitian state to provide resources to ONM, the government body responsible for reception and reintegration of Haitian deportees, to enable it to fulfil its role adequately
- Gradually increase use of social media (Facebook, Instagram, Twitter) to share advocacy messages, raise awareness and promote its image, using outside expertise to assist if necessary
- Reduce the number of press releases issues and concentrate instead on the production of thematic reports on key issues, to be accompanied by recommendations to policy-makers
- Seek funding to enable the database to be used as intended and feed into organisational advocacy work.

To CCHD:

- Consider how better communications might strengthen messages (eg. Use of social media)
- Develop a communications and advocacy strategy to guide advocacy efforts

Appendices

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Appendix A - Evaluation schedule

Date	Activity
Tues 25 Sep	Initial briefing: Jude Perpétue Vendredi, NCA Programme Officer, Haiti
Tues 2 Oct	Workshop OBMICA (3 participantes)
Wed 3 Oct	Partner interviews: Lydia Santana, SSID
	Bridget Wooding, OBMICA
	Luis Cirito, OBMICA link to CCHD
Thurs 4 Oct	Workshop MUDHA
Fri 5 Oct	Observation OBMICA – Launch of document ‘Fortaleciendo el acceso al registro civil dominicano a descendientes de parejas mixtas: protocolo para acompañamiento legal’
Mon 8 Oct	Field visit, MUDHA, Palmarejo and Mata Mamon
	Focus Groups//interviews with community leaders
	Promotoras (3), Palmarejo
Tues 9 Oct	Workshop SSID (6 participantes)
Wed 10 Oct	Key informant interview: Rosario Espinal, political commentator
Thurs 11 Oct	
Fri 12 Oct	
Mon 15 Oct	Field visit SSID, Sabana Grande de Boyá
	Focus group discussion: community leaders
	Brief informal interviews: Mayor
	Junior official at Junta Electoral
Tues 16 Oct	Partner Interview: Dr. Lorenzo Mota King, SSID
Thurs 8 Nov	Key informant interview : Amber Munger, AJWS/Open Society Institute
Mon 12 Nov	Workshop GARR
	Key informant interview : Peterson Chéry, journalist Radio Télévision Caraïbes FM
Tues 13 Nov	Partner interview: Saint-Pierre Beaubrun, GARR
Wed 14 Nov	Key informant interview : Victoria Jean-Louis, Senior Programme Manager, Christian Aid
	Field visit (GARR), Thomassique
	Brief interview : Mayor (woman)
	Focus groups : elected officials (CASEC/ASEC), (4 participants, 2 female)
	Credit union members (11 participants, all but one female)
Thurs 15 Nov	Parents of children receiving school grants (7 participants)
Fri 16 Nov	Field visit (GARR), Lascahobas
	Focus groups :
	School directors (7 participants, 2 of whom women)
	Deportees (6 female participants)
	GBV victims (4 women)
Tues 20 Nov	Key informant interviews :
	Mark Schaver, Political Officer, US Embassy, Dom. Rep.
	José Horacio Rodríguez, UNHCR
	Antonio Pol Emil, CCDH/Red Jacques Viau
Tues 4 Dec	Invild Skeie, NCA Oslo
Mon 10 Dec	Feedback to Dominican partners

Appendix B – Terms of Reference

See separate pdf file (attached)

Appendix C – Advocacy cycle



Appendix D - List of main documents submitted during evaluation

NCA

Country Plan 2011-2015, Haiti and the Dominican Republic, rev. Part 1: Oct 2012

Haiti and the Dominican Republic Report 2011-2014

Haiti Country Strategy 2016-2020

Proposal to MFA for Capacity building for Haiti/DR/Cuba partners

Final report to MFA for Capacity building for Haiti/DR/Cuba partners 1/7/14-30/9/15

Proposal to MFA 1/3/16-28/2/17

Report to MFA 1/10/14-31/3/15

Report to MFA 1/1/15-31/3/16

Report to MFA 1/4/16-30/6/17

Report to MFA 1/7/17-31/10/17

Half Year Report Country Programme, version 04.07.2017, Jan-June 2017

Theory of Change Diagram, Key and Consultant's Report

ACT Haiti an ACT Dominican Republic – Joint Statement on the Dominican Court Ruling 168/13

Skeie, I., 2014, 'A Conflict Transformation Perspective on Efforts to Protect Human Rights of Haitian Migrants and their Descendants in the Dominican Republic', in *Iberoamericana: Nordic Journal of Latin American and Caribbean Studies*, Vol. XLIV: 1-2 2014, pp.121-148

OBMICA

Report to MFA 1/1/13-31/12/13

Report to MFA 1/1/14-31/12/14

Report to MFA 1/1/15-31/12/15

Report to MFA 1/3/16-28/2/17

Report to MFA 1/4/17-31/12/17

Report to MFA, HTI 16/009, 1/7/17-31/10/17

Strategic Plan 2015-2019

'Facilitando el acceso al registro civil dominicano a descendientes de parejas mixtas: protocolo para su acompañamiento legal', 2018

Petroziello, A., 2017, 'Genero y el riesgo de apatridia para la población de ascendencia haitiana en los bateyes de la República Dominicana', 2017

Wooding, B. y Riveros, N., 2017, 'Migración laboral Haitiana hacia República Dominicana: Realidad, retos y Propuestas hacia una Gobernanza más Efectiva', PERSPECTIVAS No. 03-17

Wooding, B. y Morales, M., 2014, 'Migración y Medio Ambiente: un reflexión pertinente', Migration Policy Brief

Wooding, B. y Morales, M., 2014, 'Migración y sostenibilidad ambiental en Hispaniola'

MUDHA

Informe Plan Estratégico Institucional 2014-2018

Informe periódico (2015?)

Informe 1/4/16-30/5/17

Informe periódico 1/10/17-31/12/17

Posicionamiento de MUDHA ante la ley 169-14

Género, Migración y Apatridia en la República Dominicana (facsimile)

Letter sent to Cesar Pina Toribio, Consultoria Juridica del Poder Ejecutivo acerca de la Presentación de Comentarios, Observaciones, sugerencias y recomendaciones al Reglamento de aplicación de la ley No. 169-14, dated 15/7/14

SSID

Report 1/7/16-31/10/16

Report Programas Derecho y Justicia e Iglesia y Sociedad 2017

Propuesta del SSID sobre Proceso de Regularización y Repatriaciones de Migrantes, in Hoy, 11/7/15

Presentation brochure

GARR

Plan Stratégique 2015-2019

Report to MFA 1/4/16-31/3/17

Report to MFA 1/7/17-31/10/17

Contribution du GARR à l'élaboration d'une politique migratoire du l'Etat haïtien

Shorter documents, such as press articles, have not been listed individually but are referred to in footnotes where directly relevant

Appendix E – Summary of NCA Binational Programme goals and objectives 2016-2020

Goal¹⁹: The human Rights of deportees, returnees, Haitian migrants in Dominican Republic, Dominicans of Haitian descent are respected

Outcomes:

1. GBV survivors, women at risk and Haitian deportees and returnees are better integrated into their local communities

Indicators:

- 1.1. % of GBV survivors, returnees and deportees, who confirm the quality of support services
 - 1.2. % of GBV survivors, returnees and deportees, who become members of local associations
 - 1.3. Number of GBV survivors, women at risk and returnees or deportees who have created their own micro or small businesses
2. Haitian migrants are residing legally in the Dominican Republic
Indicators:
 - 2.1. Number of accompanied Haitian migrants who have acquired/renewed a legal residence permit
 - 2.2. Degree of acceptance of partners' and CCHD's policy proposals regarding the implementation of just and gender-sensitive migration policies in DR and Haiti
3. Dominicans of Haitian descent have acquired Dominican citizenship
Indicators:
 - 3.1. 200 accompanied Dominicans of Haitian descent who have obtained the restitution of the Dominican identity papers
 - 3.2. Number of accompanied Dominicans of Haitian descent who have had their Dominican nationality recognised through naturalization
4. Intra- and intergroup relations have improved
Indicators:
 - 4.1. Degree of variety of Dominican actors promoting the rights of Haitian migrants and their descendants
 - 4.2. Degree of collaboration between Haitian and Dominican civil society actors
5. Deportees and returnees have accessed protection
Indicators:
 - 5.1. 2 coordinated advocacy processes initiated on access to protection for deportees and returnees
 - 5.2. Percentage of deportees and returnees at GARRs transit centre who are satisfied with the support received

Appendix G – English/Spanish resources of potential use to partners

Theory of change/teoría de cambio:

<https://knowledge.hivos.org/theory-change-guidelines>;

<http://www.democraticdialoguenetwork.org/app/documents/view/es/1623>

<http://ateneucoopbl.cat/wp-content/uploads/2018/04/Teor%C3%ADa-de-Cambio-una-brujula-2.0.pdf>

Stakeholder matrix/matriz de interesados:

<https://www.youtube.com/watch?v=nbsJlqkyfjE>

Outcome harvesting/cosecha de alcances:

https://www.betterevaluation.org/en/plan/approach/outcome_harvesting

Guía global de planificación:

[http://www.aecid.es/Centro-](http://www.aecid.es/Centro-Documentacion/Documentos/Informes%20y%20gu%C3%ADas/GUIA%20ENFOQUE%20DDHH%20%20+%20NIPO%20+%20logo%20AECID.pdf)

[Documentacion/Documentos/Informes%20y%20gu%C3%ADas/GUIA%20ENFOQUE%20DDHH%20%20+%20NIPO%20+%20logo%20AECID.pdf](http://www.aecid.es/Centro-Documentacion/Documentos/Informes%20y%20gu%C3%ADas/GUIA%20ENFOQUE%20DDHH%20%20+%20NIPO%20+%20logo%20AECID.pdf)

<https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/194.pdf>

Tips on using evidence effectively:

<https://www.odi.org/publications/10671-10-things-know-about-how-influence-policy-research>

Endnotes

¹ It should be noted, however, that no reports were available for 2018

² Contribution Analysis in Policy Work: assessing advocacy's influence, accessed at http://www.evaluationinnovation.org/sites/default/files/Contribution%20Analysis_0.pdf.

³ In some cases, for instance, MFA funds went towards an initial area of investigation, that was later taken forward through funding from other donors, and the outcomes of which were only obvious at the later stage. This was the case for the work on children of Mixed Couples undertaken by OBMICA, where MFA provided the seed funds which led on to a larger project, funded primarily through the European Union. Similarly, in the case of GARR, institutional funding contributes towards the salary of the Communications and Advocacy Officer whose work goes beyond the scope of the NCA-backed programme.

⁴ The second strategic plan has since been ended in favour of new joint NCA-LWF-Diakonie programming and the cessation of financial support from MFA

⁵ These output indicators are, respectively: '9 meetings of NCA or partner with governmental authorities to discuss migration related policies' and '15 coordinated gender-sensitive advocacy actions promoting Dominicans of Haitian descent's right to Dominican nationality'

⁶ 200 hard copies are produced

⁷ The Director has appeared on radio and television broadcasts on controversial topical issues such as Haitian women giving birth in the DR or the International Compact on Migration but there is scope to increase this considerably, especially if other staff members can get involved.

⁸ Rural communities established to house migrant labourers employed in the sugar cane industry which today still suffer from extreme poverty, isolation and neglect.

⁹ A number of differences were discernible during the evaluation, such as the approach that each organisation considers should be adopted with regard to the population born in the Dominican Republic who have never had documents and who were not registered under the Naturalisation Law 169-14 (*Grupo B no registrado*), for who there is currently no legal route to regularisation of their citizenship.

¹⁰ See <https://presidencia.gob.do/noticias/presidente-danilo-medina-inaugura-nueva-sede-del-ssid-recibe-reconocimiento>

¹¹ It is worth noting that at the end of the registration process, relatively few of the migrants who were enrolled managed to meet the full requirements and so have not in the end been granted the permanent residency that had been hoped for

¹² Some of the language in the document and the proposals it contains do not appear to be fully compatible with that of the other organisations supported by NCA.

¹³ The exact rights that would be conferred under this proposal are unclear

¹⁴ As the head of advocacy was on maternity leave during the period of the evaluation, it was not possible to get clear answers to these questions.

¹⁵ Local authorities in isolated rural areas in Haiti receive almost no funds centrally and have only a very limited capacity to raise revenue of their own.

¹⁶ Whereas the poorest sections of society do not have access to smart phones, the school directors who attended the focus group had theirs on display

¹⁷ The planning should include complementary techniques such as a detailed stakeholder and power analysis in order to gain a more refined understanding of how it may be possible to engage with the different actors

¹⁸ With this technique, outcomes are not predetermined (as is the case in traditional project management) but instead evidence is gathered about observable changes in the field of work undertaken by the organisation. Outcome descriptions are drafted specifying what has changed and what the institution has done to influence that change. This is then checked against other evidence, particularly the use of relevant informants. See, for instance, https://www.betterevaluation.org/es/plan/approach/outcome_harvesting.

¹⁹ The goals and outcomes reproduced here are from the logical framework used for reporting. However, their formulation (but not their gist) differs from the 2016-2020 Strategic Plan, indicating that they went through a period of modification.