

2016
EIB Complaints Mechanism
Activity Report

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Foreword

am pleased to present to you the 2016 Activity Report of the European Investment Bank's Complaints Mechanism. The EIB, as the EU bank, operates within the EU framework of transparency and accountability. The EIB's Transparency Policy ensures that stakeholders – shareholders, policymakers, investors, project promoters, and the public – have access to information about EIB lending activities. The Complaints Mechanism provides the tool for all such stakeholders, whenever there are concerns or complaints of potential maladministration by the Bank.

During 2016, of the 82 complaints submitted, 77 new cases were registered as admissible. In addition, seven new cases were lodged by citizens with the European Ombudsman in relation to EIB activities. Despite an increase in the number and complexity of complaints, this 2016 edition of the Activity Report demonstrates that the EIB Complaints Mechanism continues to function in an independent, transparent and effective manner.

The Complaints Mechanism works with colleagues from across the Bank to investigate complaints and

to mediate between and with third parties. It may issue recommendations on how to improve EIB policies and procedures. In addition, as part of the only international financial institution which is an EU body, the EIB Complaints Mechanism works in close cooperation with the European Ombudsman (EO) through a two-tier accountability mechanism.

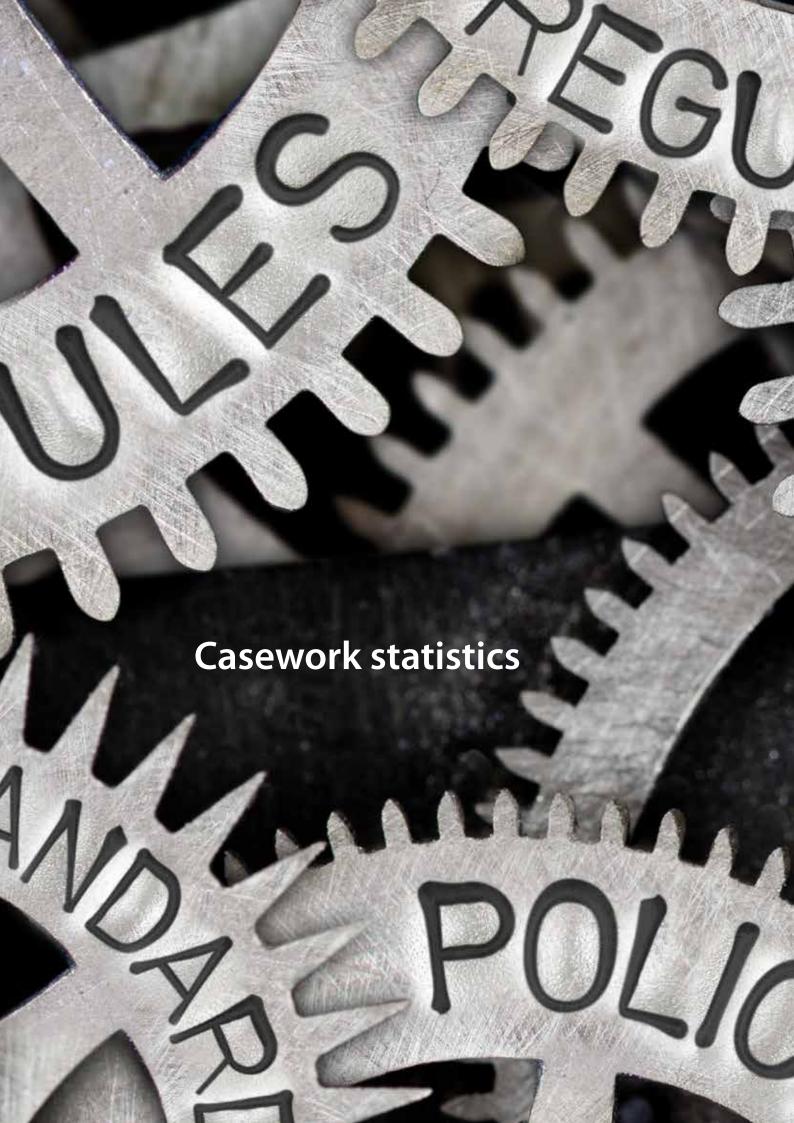
I want to highlight the importance of cooperation with other Independent Accountability Mechanisms (IAMs). An excellent example is the handling of complaints received in relation to the Olkaria Geothermal project in Kenya, which involved the resettlement of four communities. The EIB Complaints Mechanism undertook an initial joint compliance review together with the Inspection Panel of the World Bank. The two accountability mechanisms collaborated throughout the processing of their complaints, publishing their findings and conclusions at the end of 2015. At the subsequent stage, the EIB's Complaints Mechanism facilitated a mediation process aimed at redressing the identified non-compliant areas in relation to the resettlement actions. In May 2016, the concerned parties reached an agreement which is currently being closely monitored by the EIB.

As previously announced, the policy and procedures governing the EIB Complaints Mechanism are under formal review. Progress was made during 2016, with many exchanges of views with services across the Bank on how to update and improve the policy framework to enhance its clarity and accessibility for the public.

A dialogue on the policy content was launched in December 2016 with the European Ombudsman and we will launch a public consultation in 2017.

Jonathan Taylor Vice-President









his represents a significant increase in the number of cases. It is too early to establish whether this increase represents the beginning of a trend. By the end of 2016, the EIB Complaints Mechanism (CM) started to receive several complaints concerning the appraisal and implementation of large infrastructure projects such as the resettlement of the Cairo Metro Line, environmental impacts of roads in France, Georgia and Tunis and a large hydropower project in Costa Rica. There were also complaints related to highly visible infrastructure projects that were received at an early stage of the project cycle and before the EIB's decision for financing was taken. These complaints are transferred to the EIB's services to handle. Complainants who are not satisfied with the response may revert to the CM.

It is likely that the CM's mediation function will be expanded in the future given that several EIB-financed projects involve a significant resettlement component impacting communities categorised as economically vulnerable. The successful mediation process rolled out by CM in the Olkaria Geothermal case helped to consolidate the CM's role in facilitating dispute resolution processes in EIB-financed projects.

During 2016, the EIB made important progress in its review of the existing Complaints Mechanism Policy and Procedures. The EIB is committed to dedicating sufficient time and resources to this important process with a view to reaching an improved framework in due course.



	2014	2015	2016
Complaints received	60	56	89
Inadmissible	(12)	(7)	(5)
	48	49	84
Complaints brought before other institutions:			
European Ombudsman	(5)	-	(7)
European Data Protection Officer	-		-
Aarhus Convention Compliance Committee	-		-
Complaints registered by the CM	43	49	77

Admissible complaints are complaints relating to a decision, action or alleged omission by the EIB – even at early stages when the EIB is only considering providing financial support.

Inadmissible complaints may be complaints:

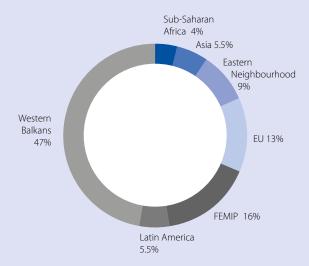
- concerning fraud or corruption (which are dealt with by the Fraud Investigation Division);
- from FIB staff:
- concerning international organisations, EU bodies, or national and local authorities;
- that have already been brought before, or settled by, other non-judicial or judicial review mechanisms;
- that have been submitted anonymously (confidentiality is assumed, anonymity is inadmissible);
- seeking an unfair competitive economic advantage; and complaints that are excessive, repetitive or clearly frivolous or malicious in nature.

Admissible complaints	2014	%	2015	%	2016	%
Admissible complaints	2014	90	2015	%	2010	90
Access to information (A)	2	5	0		1	1
Customer relations (C)	0	_	1	2	2	3
Environmental/social/developmental impacts (E)	11	25	17	35	29	38
Governance of financed projects (F) ¹	10	23	6	12	6	8
Own governance and administration (G)	5	12	8	16	7	9
Human resources (H)	3	7	7	14	8	10
Procurement-related complaints (P)	12	28	10	21	24	31
Total	43	100	49	100	77	100
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Complaints by region

About three-quarters of the admissible complaints were project-related. Of these complaints, 47% related to projects in the Western Balkans, 16% in the FEMIP area (Egypt, Lebanon, Morocco and Tunisia), 13% in the EU Member States, 9% in Eastern Neighbourhood countries2, 5.5% in Latin America, 5.5% in Asia and 4% in Sub-Saharan Africa.

There was a substantial increase in complaints in the Western Balkans. A large number of complaints in this region were registered as PR3. Under this Prevention window, the CM registered 11 complaints in Albania related to the Trans-Adriatic Pipeline project (TAP). In addition, 14 new Procurement cases related to projects in the Western Balkans.



¹ Including one OI (own initiative).

² Georgia and Ukraine

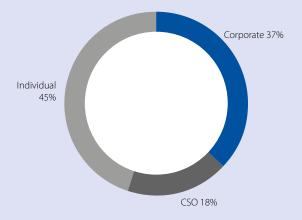
³ Prevention: these allegations were transferred to the EIB Group's services for further action as they relate to an operation not yet approved by the EIB.



Complaints by origin

Complaints lodged by individuals represented the majority (45%) of complaints received in 2016. They focused their allegations mainly in **E** (Environmental/social/developmental impacts) and **H** (Human resources) cases. Similarly to previous years, there is a high correlation between the percentage of cases submitted by Civil Society Organisations and **E** cases, and between the corporate origin of complaints and **P** (Procurement) cases.

After handling 122 cases in 2016 (92 in 2015), the number of outstanding cases at the end of 2016 was 59 (33 in 2015). Despite the efforts to reduce the backlog of cases accumulated by the CM since its lowest level of 33 in 2015, the significant increase of new cases registered in 2016 brought the total number of outstanding cases to the highest year-end level in CM's history.



Handled complaints

	2012	2013	2014	2015	2016
Open/ongoing at the start of the year	37	54	43	36	33
Complaints received	55	63	60	56	89
Outstanding at year-end	54	43	36	33	59
Overall complaints dealt with	92	117	103	92	122
Closed	36	68	61	58	63

Handled complaints by type

	Number of complaints handled in 2016	% of handled complaints
European Ombudsman (EO)	8	7
Access to information (A)	1	1
Customer relations (C)	2	1
Environmental/social (E)	49	40
Governance of financed projects (F)	9 (of which 3 EIF)	8
Own governance and administration (G)	8 (of which 1 EIF)	7
Human resources (H)	8	7
Procurement-related (P)	32	26
Inadmissible	5	3
Total	122	100

The number of cases outstanding at year-end⁴ increased by 26 (79%) from 2015. At the same time the mix of types of complaint has changed significantly over the years⁵. **E** complaints (Environmental/social/developmental impacts) increased from a share of 22% in 2012 to 38% in 2016. The percentage of **F** (EIB's governance and administration and Governance of financed projects) and **G** complaints (Own governance and administration) had increased from under 10% in 2012 to close to 30% in 2014 and

2015 but fell to 17% in 2016. After having decreased to 10 new cases in 2015, the number of new **P** (Procurement) cases rose to 24 in 2016.

These figures relate to the number of cases handled, thus they do not consider the cases' complexity. In particular, **E** complaints tend to be more complex and generally require more resources in the total mix of CM-handled cases.

⁴ Cases under investigation.

⁵ See also the Complaints Mechanism's Activity Reports for 2009-2012, 2013, 2014 and 2015.



Where possible the CM aimed at facilitating a friendly solution for the complainant. The proportion of cases that were effectively handled and responded to directly by the EIB services, in accordance with existing procedures, rose from 10% in 2014 to 37% in 2016. CM notes there has been an increase in prevention complaints (PR) and expects this trend to continue in 2017.

European Ombudsman (EO) cases

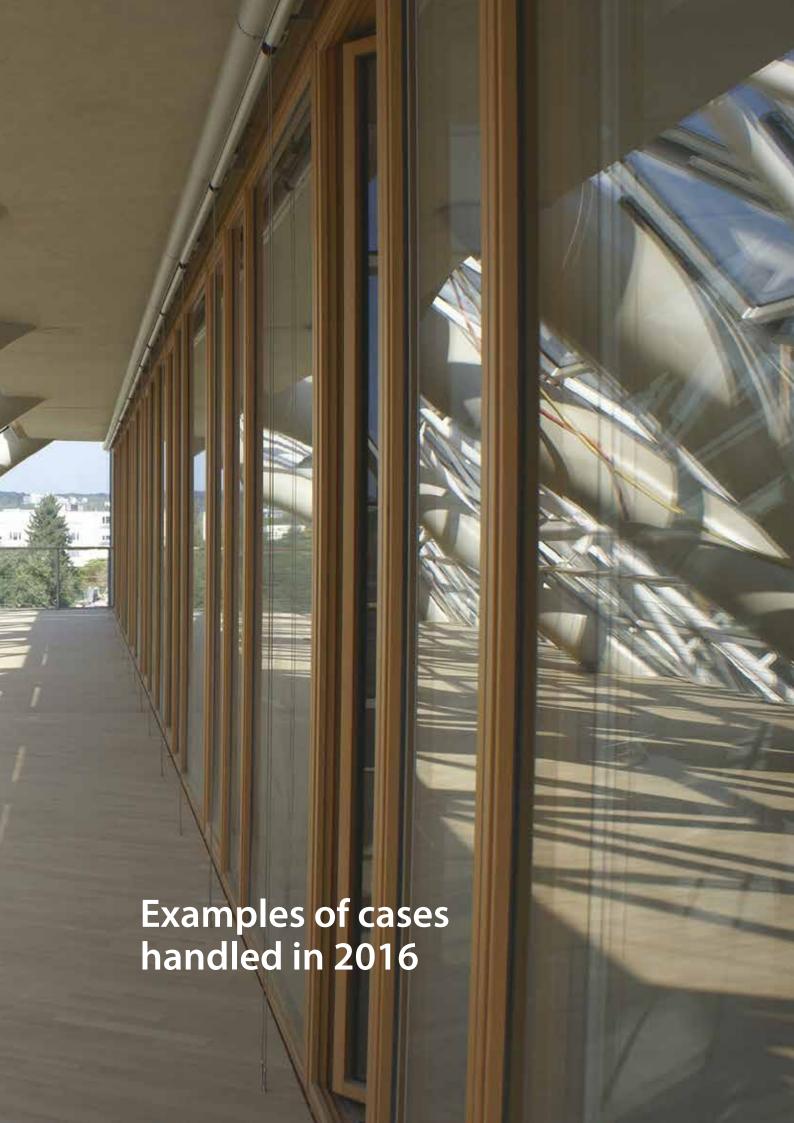
In 2016, seven new complaints against the EIB were brought before the European Ombudsman. Five cases were still outstanding at the end of the year, including one pending the EO's final decision.

European Ombudsman	2014	2015	2016
Open/ongoing at the start of the year	2	2	1
Received	5	0	7
Closed	5	1	3
Outstanding at year-end	2	1	5

The outcome of EO cases closed in 2015 and 2016:

Conclusion	2015	2016
Inadmissible	0	1
No further inquiries justified	0	1
Case dropped by the complainant	0	0
Settled by the EIB	0	1
No maladministration found	0	0
Maladministration found (critical remarks)	1	0
Further remarks	0	0





n September 2016, the CM received a complaint concerning the Reventazón Hydroelectric project. The project consists of the construction of a new 305.5 MW hydroelectric plant with a large dam and a medium-sized reservoir on the Reventazón River in Costa Rica. The project is expected to contribute to climate change mitigation and security of electricity supply by providing hydropower to meet the increasing demand for electricity in Costa Rica and the region.

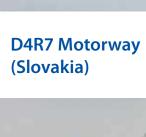
The complainants are the owners of the Lancaster Farm, a 190 ha property located within the area of influence of the project that comprises various types of land use, including two protected wetlands ("the Lancaster Lagoons"). The complainants presented four main allegations: (i) non-compliance with the EIB's standards concerning nature protection; (ii) failure to reconstruct the Mesoamerican Biological Corridor; (iii) non-compliance with the obligation to remove the vegetation from the reservoir area; and (iv) failure to conduct land acquisition in line with the EIB's standards.

The same complainants submitted similar complaints to other Independent Accountability Mechanisms (IAMs) of co-financing institutions such as the Independent Consultation and Investigation Mechanism of the Inter-American Development Bank and the Compliance Advisor Ombudsman of the International Finance Corporation. After receiving the complaints, the three IAMs collaborated closely to coordinate their activities with the complainants and other stakeholders. The three IAMs jointly undertook a fact-finding mission in November 2016, during which the possibility of applying dispute resolution techniques (such as mediation, joint fact-finding visits) was discussed to resolve the ongoing disputes. However, the parties did not accept this proposal.

As a way forward, the CM started an investigation/compliance review in relation to the allegations. The CM began by examining whether the EIB had failed to assess and monitor the environmental and social impacts of the project in accordance with the EIB's environmental and social standards. The CM's initial findings confirm the complexity of the case, which stems from the geological instability of the Reventazón river basin as well as the scientific uncertainty that surrounds the adaptive capabilities of the fragile ecosystems affected by the project. The initial assessment also revealed possible gaps between the EIB's environmental and social standards and the monitoring framework of the project.







he CM handled two cases concerning this project which has the largest EFSI exposure (EUR 426 million) in the Eastern European region. The project consists of the construction of the southern part of the ring road around the city of Bratislava and forms part of the southern expressway network, linking the western and eastern parts of Slovakia.

The first complaint was filed by INEKO, a member of the Bankwatch network. It presented allegations concerning public procurement and governance aspects of the project, including the economic and inter-modality analysis. The CM's assessment dismissed the allegations although the CM did also observe that, in terms of inter-modality studies, a number of required studies at local and regional level were still pending.

The second complaint was filed by a group of citizens affected by the project implementation who requested the CM to review the EIB's due diligence during the appraisal and monitoring of the project. According to the complainants, the permitting procedure of the D4 Motorway was conducted by the competent authorities contrary to EU and national law. The CM prepared an Initial Assessment Report in which it concluded that most of the issues were being handled by the EIB in accordance with the presumption of legality in the EU and therefore in line with the environmental policy of the EIB. The CM's preliminary review had identified shortcomings in the EIB's appraisal of the public consultation as, at the time that the Environmental Impact Assessment was prepared, there had been an ongoing EC infringement procedure on public consultation matters. Therefore, the CM proposed to enhance the dialogue between the promoter and the complainants, which was declined by the complainants.

Sofia Municipal Infrastructure (Bulgaria)

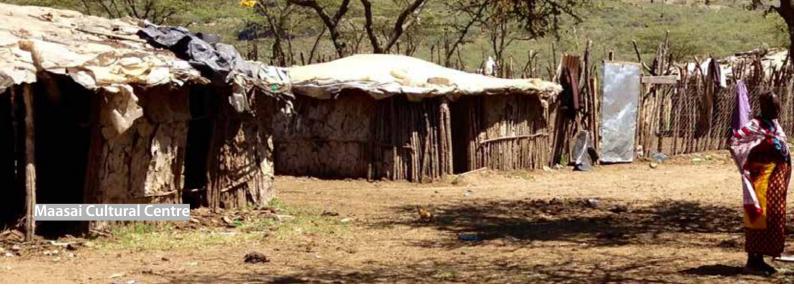
he complaint concerns the works and associated ancillary infrastructure (an aerial overpass) around a major roundabout in the municipality of Sofia. The project is promoted by the municipality of Sofia and is financed under an Investment Loan approved by the EIB in 2010. The design of the project was under review at the time of the complaint. The complainant alleged, amongst other things, that the project has a negative impact on air quality in the area and that it increases the level of pollution and noise. The complainant also alleged that the project should have been subject to an Environmental Impact Assessment (EIA). The complainant also indicated that local citizens' requests to the Bulgarian authorities for access to information related to the project were not fulfilled and that the project does not comply with the Spatial Development Plan.

Based on its review, which included a stakeholder engagement mission to Sofia in March 2016, the CM review did not establish that the EIB should have prescribed specific additional measures with regard to the EIA. Moreover, the CM's enquiry concluded that the proposed construction of a pedestrian bridge falls outside the scope of the project and the scope of the CM's investigation as it was added to the project after the EIB carried out the appraisal. With respect to the alleged denial of access to specific environmental information, the CM took note that proceedings were pending before the Aarhus Convention Compliance Committee against Bulgaria. Under these proceedings members of the public may have been barred from access to justice with respect to spatial development consultations. The CM took note that these proceedings were not initiated against the municipality and that the proceedings were initiated after the EIB's appraisal took place. Therefore the EIB could not have taken this circumstance into account when the project was appraised. However, this situation may have affected citizens when accessing justice with regard to certain environmental information.

The CM recommended taking the proceedings related to the Aarhus Convention into account with regard to this case if the proposed redesign involves an assessment of the potential environmental and social impacts of the amended design. In this case and if needed, the EIB should verify, as part of its monitoring activities, whether the redesign requires a new stakeholder engagement, in line with the EIB's standards.







NER 300 (Cyprus)

n September 2015, the CM received a complaint raising several issues concerning the Environmental Impact Assessment (EIA) and the financial sustainability of a proposed concentrating solar power project in Cyprus. The complainant made several allegations which concerned the project's potential impacts on the environment and, particularly, on bird life. The complainant took the view that the Environmental Impact Assessment was inadequate and that an Appropriate Assessment⁶ of such impacts should have been carried out in parallel with the EIA.

The CM found that the documentation of the project was submitted to the EIB for assessment under the European Commission's NER 300 Programme. This is a funding programme for innovative renewable energy as well as carbon capture and storage projects. In the context of the NER 300 Programme, the EIB's involvement is focused on the performance of certain tasks on behalf of the European Commission. Thus, the EIB performs an assessment of the financial and technical viability of projects, including environmental impacts, which are subsequently considered by the European Commission. The CM's review concluded that the EIB had generally performed its duties in line with the terms of the agreement with the European Commission. It also noted that the Appropriate Assessment was still pending and therefore this constituted an opportunity for the local authorities to examine some of the points raised by the complainant.

The European Commission is responsible for relationships with third parties under the NER 300 Programme; it was therefore agreed that the CM will submit its findings and conclusions to the European Commission. The European Commission subsequently submitted the final response to the complainant in the first quarter of 2017. This led to the closure of the case.

Procurement complaints

he highest increase of registered complaints occurred in procurement-related complaints: from 10 admissible complaints in 2015 to 24 in 2016. While these complaints were distributed across various countries outside the EU, over half of the admissible procurement complaints concerned projects financed in the Western Balkans (Albania, Bosnia and Herzegovina, and Serbia). Some of these complaints were brought to the CM before the EIB provided its non-objection⁷ and were therefore transferred to the EIB's services to address the potential issues outlined by the complainants. Amongst other procurement cases, the CM carried out a full analysis of the cases of the Port of Durres in Albania and the Ulaanbaatar WWS Sewerage Network in Mongolia, both closed in 2016. In the case of the Port of Durres the main allegation was the possible breach of a confidentiality clause laid down in the Instruction to Tenderers. In the case of the Ulaanbaatar WWS project in Mongolia, the allegations concerned a breach of the relevant national procurement laws governing the process, and inconsistencies in the award methodology based on guidance provided by the EIB.

The enquiry carried out by the CM showed that in both cases there was no evidence of a lack of due diligence by the EIB or failure to ensure that funds were used in the most economic, fair and transparent manner in keeping with the aim of selecting the most advantageous offer. In the case of the Ulaanbaatar WWS project, the CM remarked on the need for the EIB to encourage appropriate expertise to be put in place on the promoter's side before the launch of the tendering process. This should help to facilitate the promoters' understanding of specific provisions and, moreover, it should facilitate the overall process.

⁶ Appropriate Assessment is the structured process referred to in article 6(3) of the Habitats Directive that involves the assessment of the impact of the project on the integrity of the Natura 2000 site consisting of four key steps: (i) the gathering of all relevant information, (ii) the prediction of likely impacts of the project, (iii) the assessment of whether these impacts will have adverse effects on the integrity of the site having regard to its conservation objectives and status, and (iv) the assessment of proposed mitigation measures intended to counteract the adverse effects the project is likely to cause.

Non-objection: After project promoters have analysed the offers in response to a call for tenders, they must send their evaluation report to the EIB with a recommendation for the contract award. The EIB then provides either its 'non-objection' or alternatively, appropriate comments.



Mediation: Olkaria Geothermal Expansion (Kenya)

n 2014, the CM received several complaints concerning the involuntary resettlement related to the expansion of activities in the Olkaria geothermal field, a project promoted by KenGen that involved the resettlement of four Maasai communities. The compliance review of this case was carried out jointly by the CM and the Inspection Panel of the World Bank. It concluded that there were several areas of non-compliance with the relevant policies agreed by the lenders and the promoter in relation to the resettlement despite the well-intended efforts of the promoter. In order to provide remedy to the affected communities, the parties (the Maasai community and the promoter) agreed that the CM would lead a dialogue facilitation process. The formal mediation process was launched in August 2015 and implemented during 2016.

The CM was assisted by two local mediators who engaged on several occasions with the parties to the mediation. After three formal mediation meetings an agreement was reached in May 2016. The agreement included a list of actions that each party should perform until the end of 2017 and details of the involvement of participants in the mediation process. The agreement was declared effective in September 2016 after the pre-conditions agreed were fulfilled. The promoter pledged accordingly to improve the productivity and the infrastructure of RAPland (RAP for Resettlement Action Plan), transfer the land titles to the community, re-examine contentious census cases and establish a programme of youth empowerment, amongst other things. At the same time, the resettled community agreed to collaborate with the promoter in implementing the relevant actions whilst ensuring that all project-affected people have access to the measures. The agreement is being actively monitored by the CM.

Transparency Policy

n February 2016 ClientEarth, Counterbalance and CEE Bankwatch Network lodged a complaint with the CM. The complaint concerned the alleged non-compliance of the EIB Transparency Policy of 2015 with EU and international laws in relation to access to information. In particular, the complainants challenged the Transparency Policy's compliance with the Convention on Access to Information, Public Participation in Decision-Making and Access to Justice in Environmental Matters (the Aarhus Convention), Regulation 1367/2006/EC on the application of the provisions of the Aarhus Convention to Community institutions and bodies (the Aarhus Regulation) and Regulation 1049/2001/EC regarding public access to documents. The investigation is ongoing.

European Ombudsman cases

n 2016, the CM dealt with eight complaints against the EIB that – with the exception of one 2014 case – had been submitted to the European Ombudsman (EO) the same year.

The majority of handled complaints concerned issues pertaining to human resources (five) while the others (three) consisted of escalations of cases initially submitted to the CM.

During 2016, the EO closed three complaints against the EIB. In none of these cases did the EO find that the EIB had committed maladministration.

On 1 September 2016, the new Implementing Provisions of the Statute of the European Ombudsman entered into force. They enable the EO to prioritise between inquiries and to explore new ways of engaging with complainants and EU institutions/bodies. It is expected that this will lead to quicker responses to complaints by frontloading the Ombudsman's analysis and using resources more efficiently.



Institutional cooperation and outreach

The Independent Accountability Mechanisms (IAMs) were established to handle complaints and address grievances from project-affected people regarding the environmental and social impacts of projects financed by multilateral institutions. Since civil society organisations (CSOs) are often involved in supporting affected communities, the IAMs regularly conduct public outreach in collaboration with CSOs in the regions where the multilateral institutions are active to raise awareness about IAMs with civil society networks.

The outreach activities are an opportunity for the IAMs to meet and comprehensively explain their work and procedures, as well as to engage with a broad assembly of interested NGOs/CSOs. The issues that are discussed during these events are the role and the responsibility of the accountability mechanisms as well as the CSOs' challenges in the social and environmental domain.

Philippines: Annual Meeting of the IAMs

The 13th Annual Meeting of the IAMs took place from 7-8 September at the Asian Development Bank (ADB) in Manila, Philippines. The IAMs shared experiences and discussed solutions to enhance cooperation within the network and the visibility of the IAMs, addressing potential retaliation issues and improving training on problem-solving actions.

The event was preceded by a CSO forum on 6 September attended by over 100 participants from CSO, IAM and ADB staff. Discussions concerned the engagement between CSOs and IAMs on topics such as how it can be ensured that affected communities receive effective remedy. In addition, achievements and lessons learnt as a result of IAMs' work as well as information exchange outreach to CSOs in the Philippines were discussed.

Japan: Conference of the International Association of Impact Assessments

In May 2016, a delegation of the CM attended the conference of the International Association of Impact Assessments (IAIA) in Nagoya, Japan. The conference themes were "Resilience" and "Sustainability" and more specifically, how resilience capacity can be increased in affected communities. The IAIA's conferences are a unique platform to spread lessons learnt through the investigations and mediations that IAMs carry out, thereby directly reaching a large group of practitioners from the environmental and social impact assessment industry. This was the first time that the IAMs presented jointly their activities to this community of practitioners. CM coordinated the presentation of IAMs and co-chaired two sessions on "IFIs' Accountability Mechanisms: Resilience and Sustainability". The related presentations outlined how IAMs' interventions contribute to reinforcing the resilience of the project-affected communities.









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Manila: Philippines





Ukraine: Citizens' Driven Accountability of International Financial Institutions

In November 2016, the CM organised a Civil Society Workshop in Kiev, Ukraine, in partnership with the CEE Bankwatch Network and six IAMs. Some 65 NGOs/CSOs and local communities attended the workshop, thus strengthening contacts between IAMs, NGO/CSO local organisations and communities

The 'World Café Tables' sessions dealt with subjects such as the security of the complainants (particularly in relation to potential retaliation), access to IAMs, complaints eligibility criteria and community impact. Two further sessions presented case studies and conflict resolution as an alternative or a complement to compliance reviews. This session was followed by an interactive dialogue between IAMs and NGOs/CSOs in which they actively exchanged views on past engagement and accountability trends in participating countries.

Mexico: Independent Accountability Mechanisms - Civil Society Workshop

The Independent Consultation and Investigation Mechanism of the Inter-American Development Bank took the lead in organising an outreach workshop for Mexican CSOs in Mexico City in June 2016. The Complaints Mechanism and four other IAMs, two Mexican and several Latin American CSOs were active as co-organisers of this event.

Over 90 Mexican CSO representatives from 21 Mexican states attended the workshop. They represented a wide range of organisations (NGOs, indigenous peoples' organisations, foundations, faith-based groups) and areas of work (human rights, community development, indigenous peoples, gender). A number of international accountability CSOs such as Accountability Counsel, Center for International Environmental Law, and International Accountability Project also participated and spoke on panels. Topics referred to accessibility to the IAMs and the protection rights of project-affected populations. This included a discussion of the role of IFIs in financing large infrastructure projects.



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